

HĀMĀKUA COMMUNITY DEVELOPMENT PLAN: RATIONALE

FUTURE ADDENDUM TO APPENDIX

Draft CDP Rationale, January 2016

Note: This is the CDP draft rationale document, or background information for the Hāmākua CDP. This draft includes revisions recommended by the Hāmākua CDP Steering Committee. It is presented as a draft for review by community members and other stakeholders. None of the CDP strategies are set in stone.

After the public review process, the Steering Committee will consider public input and make final recommendations. All Steering Committee meetings are open to the public, and public comment is always welcome.

Only after the Steering Committee is satisfied that the CDP truly reflects community preferences will it recommend that the CDP be adopted by the County Council.

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SECTION 2: INTRODUCTION TO THE CDP RATIONALE

*‘O ka mea kūpono ‘āina ka mea kūpono kanaka.
What is good for the land is good for the people.*

Each CDP policy was developed systematically, using the best available information about Hāmākua and the range of strategies available to achieve the Community Objectives.

This Addendum summarizes the rationale behind the policies so that the systematic process of policy development is transparent. The rationale for each CDP policy is based on a Strategy Identification Matrix based on information in the **CDP Draft Appendices V4A, V4B, and V4C** from 2013-2014. The Rationale Addendum to the CDP contains the policy rationale for County policies and Kōkua Actions. For rationale pertaining to Community Actions, please see a separate document - the **Community Action Guide**. In this document, all references to the General Plan refer to the County of Hawai‘i General Plan, February 2005 (As Amended) – unless otherwise noted. In the case of conflicts between a CDP and the General Plan, the General Plan prevails.

Note: the CDP Rationale is an abridged document intended to be used as a supplementary document for further information on the proposed policies and kōkua actions within the draft plan. Therefore, this document does not include the complete Introduction to the CDP, or other various sections and headers included within the **Hāmākua Community Development Plan Draft**. Some rationale headers will skip in sequence for CDP material not included in this document, so please refer to the Draft Plan document to see the plan in its entirety, available at www.hamakuacdp.info.

Hāmākua CDP Community Objectives

Adopted by the Steering Committee on 2.5.13

‘ĀINA [Natural Resources & Ag as related to conservation of natural resources, Public Access]

1. Protect, restore, and enhance watershed ecosystems, sweeping views, and open spaces from mauka forests to makai shorelines, while assuring responsible public access for recreational, spiritual, cultural, and sustenance practices.
2. Protect and restore viable agricultural lands and resources. Protect and enhance views and open spaces that exemplify Hāmākua’s rural character.
3. Encourage community-based collaborative management plans to assure that human activities are in harmony with the quality of Hāmākua’s unique natural and cultural landscape.

COMMUNITY [Culture, Town Planning, Infrastructure, Public Facilities, Services, Transportation]

4. Protect and nurture Hāmākua’s social and cultural diversity and heritage assets, including sacred places, historic sites and buildings, and distinctive plantation towns.
5. Direct future settlement patterns that are sustainable and connected. Honor Hāmākua’s historic and cultural assets by concentrating new development in existing, walkable, mixed-use town centers while limiting rural sprawl.
6. Develop and improve critical community infrastructure, including utilities, healthcare, emergency services, affordable housing, educational opportunities and recreational facilities to keep our ‘ohana safe, strong, and healthy.
7. Establish a rural transportation network that includes improving roadway alternatives to Highway 19, expanding and improving the existing transit system, and encouraging multiple transportation options.

ECONOMY [Employment, Industry, Business Development, Small Town Revitalization, Agriculture, Tourism]

8. Promote, preserve and enhance a diverse, sustainable, local economy.
9. Encourage the increase and diversity of employment and living options for residents, including living wage jobs and entrepreneurial opportunities that allow residents to work and shop close to home and that complement Hāmākua’s ecology, rural character, and cultural heritage.
10. Revitalize retail, service, dining, and entertainment centers that complement the community’s rural character and culture.
11. Enhance and promote local and sustainable agriculture, farming, ranching, renewable energy, and related economic support systems.
12. Preserve traditional subsistence practices and encourage a reciprocity (e.g. bartering) economy as a sustainable complement to Hāmākua’s resource-based economy.
13. Promote appropriate rural tourism that welcomes guests for an alternative visitor experience. Promote Hawai‘i’s host culture and Hāmākua’s heritage, including historic roads and plantation towns, and festivals that celebrate our rich multi-cultural music, art, and agriculture.

SECTION 3: POLICY RATIONALE – PREFERRED SETTLEMENT PATTERNS & LAND USE

3.1 Settlement Patterns & Land Use

This section of the CDP guides future land use development and permitting to be consistent with CDP objectives and policies. Specifically, to reduce rural sprawl and infrastructure costs, it focuses future residential development in existing villages and towns and seeks to preserve large productive agricultural lands for agriculture by accommodating rural-residential development close to these urban centers. It directs new residential development away from coastal areas and encourages the clustering of developments to leave natural buffer areas. It plans urban areas with appropriately-scaled densities that complement the rural character of the area.

It provides guidance to the Planning Department on change of zone and variance priorities, and stipulates the types of areas and regulatory processes that are appropriate for industrial development. It also directs the County to engage communities interested in town-level planning.

3.1.4 Land Use Policy

Policy 1

With the adoption of the Hāmākua CDP, Figures 2-13¹ are adopted as the official Land Use Policy Map for the Hāmākua CDP Planning Area.

The land use category definitions are identical to those used in the General Plan LUPAG map. Future land use decisions in the Hāmākua CDP planning area shall be consistent with the Land Use Policy Map boundaries, definitions, and policies herein.

See **Policy 6** for guidance on changes of zone in the LUPAG LDU designation.

See **Policy 12** for how this Land Use Policy Map will be incorporated into the General Plan.

Rationale: The Land Use Pattern Allocation Guide (LUPAG) map in the 2005 County General Plan is a broad, flexible design intended to guide the direction and quality of future developments in a coordinated and rational manner. It indicates the general preferred location of various land uses in relation to each other.

State land use boundary amendments, changes in zone, project districts, subdivisions, planned unit developments, use permits, variances, and plan approval must be consistent with the General Plan and the LUPAG map. Projects or applications that are not consistent with the LUPAG map require

¹ Policy 1 refers to Figures 2-13 as shown in the CDP Draft – this rationale document contains both an existing LUPAG map and its corresponding proposed LUPAG map for each community. Within this document the LUPAG maps are Figures 1-24.

an amendment to the General Plan, which requires an Environmental Assessment and approval of the County Council.

The land use categories used in the CDP Land Use Policy Map correspond with those used in the General Plan LUPAG map. However, the CDP land use policies that support the preferred future settlement pattern for Hāmākua and related Community Objectives differ in some ways from the land use pattern designated in the current 2005 General Plan LUPAG map. Therefore, in order to fully implement the Hāmākua CDP, the LUPAG map requires some amendments. Also, due to advanced mapping technologies, it is now easier to develop more parcel-specific growth boundaries around towns and correct numerous mapping inconsistencies between State and County land use designations.

Note the following **LUPAG** terms referenced in the Hāmākua CDP:

- LUPAG Industrial: this category include uses such as manufacturing and processing, wholesaling, large storage and transportation facilities, light industrial and industrial-commercial uses.
- LUPAG LDU, or Low Density Urban: this category is defined as “Residential, with ancillary community and public uses, and neighborhood and convenience-type commercial uses; overall residential density may be up to six units per acre.” The urban zones in the County Code that correspond to the LDU designation allow for parks, community uses, residences, boarding and group living facilities, home occupations, small scale commercial or personal services, convenience stores, medical clinics, and restaurants.
- LUPAG MDU, or Medium Density Urban: this category is characterized as village and neighborhood commercial, allowing for single family and multiple family residential and related functions (multiple family residential -- up to 35 units per acre).
- LUPAGE HDU, or High Density Urban: this category is general commercial and multiple family residential – up to 87 units per acre. NOTE: this category is **not** used within the Hāmākua Planning Area but it is referenced here for comparison purposes.
- LUPAG UE, or Urban Expansion Area: this category allows for a mix of high density, medium density, low density, industrial, industrial-commercial and/or open designations in areas where new settlements may be desirable, but where the specific settlement pattern and mix of uses have not yet been determined. See the O’ōkala LUPAG rationale for more on proposed changes relating to this category.
- LUPAG R, or Rural: this category includes existing subdivisions in the State Land Agricultural and Rural districts that have a significant residential component. Lot sizes can vary from 9,000-square feet to five acres, but new designations of Rural have either corresponding County zoning densities of either 1 unit per ½ acre (within the RA, or Residential and Agricultural District), or 1 unit per 1 acre (within the Family Agricultural District). Allowable uses within these areas, with appropriate zoning, may include commercial facilities that serve the residential and agricultural uses in the area, and community and public facilities.

The Rural designation does not necessarily mean that these areas should be further subdivided to smaller lots as most lack the infrastructure necessary to allow further subdivision. The community of Nīnole is the good example of LUPAG Rural within the Planning Area.

Strategies used in proposing LUPAG changes:

1. **Factor 1: Minimize new coastal development.** This first factor used in evaluating LUPAG designations is based on Community Objective #1, which states:

“Protect, restore, and enhance watershed ecosystems, sweeping views, and open spaces from mauka forests to makai shorelines, while assuring responsible public access for recreational, spiritual, cultural, and sustenance practices.”

To further this objective in guiding development, a review of the current land uses and designations in coastal areas was performed and changes are being recommended in areas not yet developed but have LUPAG designations that guide future development to this coastal area. Recommendations are made in these undeveloped coastal areas to protect the shoreline as open space and priority viewsheds whenever possible. Examples of this can be seen in the proposed changes to Pāpa‘ikou, Pepe‘ekea, and O‘ōkala. See also **Policy 2**.

2. **Factor 2: Minimize encroachment onto core agricultural lands.** This second factor used in evaluating LUPAG designations is based on Community Objective #2 which states:

“Protect and restore viable agricultural lands and resources. Protect and enhance views and open spaces that exemplify Hāmākua’s rural character.”

To further this objective in guiding development, a review of the current land uses and designations on agricultural lands near urban areas was performed and changes are being recommended in areas where the current LUPAG guidance allows for urban encroachment on productive agricultural lands. Recommendations for the urban-to-agriculture interface are intended to keep larger and potentially productive agricultural lands for agricultural uses and to guide residential or rural-residential mixes within or adjacent to urban areas. This strategy results in smaller LUPAG LDU areas in most towns.

Another strategy being employed in the new LUPAG recommendations is to accommodate rural development (generally 1-5 acre parcels) in areas where there are currently non-conforming smaller agricultural parcels located adjacent to urban centers. The intent is to accommodate rural development close to towns and leave larger agricultural parcels for productive agricultural use. Note, this strategy of allowing rural development near towns is not recommended in towns adjacent to large agricultural lots – in those cases, it is recommended that the urban area retain a ‘hard edge’ between the urban and agricultural area so as not to create new, unnecessary split designations on parcels, or encourage rural sprawl onto productive large-lot agricultural areas.

3. **Factor 3: Align with State Land Use District Boundary.** The third factor in developing LUPAG recommendations is based on the Community's Objective #5, which states:

“Direct future settlement patterns that are sustainable and connected. Honor Hāmākua’s historic and cultural assets by concentrating new development in existing, walkable, mixed-use town centers while **limiting rural sprawl.**”

This objective is important in that the three levels of Land Use regulation in Hawai‘i (State Land use, County Zoning, and County LUPAG) are not necessarily consistent with each other, and this can lead to regulatory ambiguity. Now that current mapping technology allows us to provide more parcel-specific guidance, it is important to reevaluate the State Land Use districts and County designations (zoning and LUPAG). Note: County zoning determines permitted uses; however LUPAG designations convey preferred future land uses but generally require further action. For example, a State Land Use boundary amendment and/or a County change of zone may be needed for the owner to use the land according to its LUPAG designation.

In instances where the State Land Use districts and County zoning displayed significant inconsistencies, it was determined that these were likely remnants of outdated mapping technologies. These instances were adjusted in Pepe‘ekeo, Honomū, Pāpa‘aloe, and Haina (related primarily to the locations identified as LUPAG Medium Density Urban (see Factor 8 for more on LUPAG MDU)).

In evaluating the State and County designations, a common determination was that the urban growth boundary established by the County LUPAG for many of the towns should be condensed to be more consistent with the current interface between the State Land Use District Urban and Agricultural District boundaries. See also Factor 5.

In some instances however, the recommended changes do extend the LUPAG Low Density Urban areas beyond the State Land Use Urban district (generally onto the SLU Agriculture district), particularly when a LUPAG LDU area was shifted away from a coastal location, and when population growth in a particular urban area is desirable and supported by adequate infrastructure. According to the General Plan:

“Certain areas that could have been classified as Important Agricultural lands have been placed within urban land use categories. Generally, these are adjacent to existing urban areas. This represents a decision that the orderly development of those urban areas justified the eventual conversion of those lands to urban use.” (General Plan page 14-8)

Examples of when the LUPAG LDU overlaps to the SLU Agriculture District can be seen with the proposed changes to Wainaku/Kaiwiki, Pauka‘a, and Honoka‘a.

While the CDP land use designation recommendations generally are parcel-specific, there are times when split-designations on larger-lot agricultural lands that border urban areas

could not be avoided in situations where the State Land Use boundaries dissect a parcel. An example of this can be seen in O'ōkala.

4. **Factor 4: Align with County zoning.** The fourth factor in developing LUPAG recommendations is based on the Community's Objective #5, which states:

"Direct future settlement patterns that are sustainable and connected. Honor Hāmākua's historic and cultural assets by concentrating new development in existing, walkable, mixed-use town centers while limiting rural sprawl."

This objective is important in that the three levels of Land Use regulation in Hawai'i (State Land use, County Zoning, and County LUPAG) are not necessarily consistent with each other, and this can lead to regulatory ambiguity. Now that current mapping technology allows us to provide more parcel-specific guidance, it is important to reevaluate the State Land Use districts and County designations (zoning and LUPAG). Note: County zoning determines permitted uses; however LUPAG designations convey preferred future land uses but generally require further action. For example, a State Land Use boundary amendment and/or a County change of zone may be needed for the owner to use the land according to its LUPAG designation. The CDP land use policy map only affects LUPAG designations; it does not change current zoning or their current permitted uses.

There are circumstances when the LUPAG recommendations differ from current County zoning, for example, in order to accommodate flexibility in residential development, a recommendation for some areas is to extend the LUPAG Urban/Rural areas beyond current residential zoning (the rationale for this is similar to Factor 3 in why LUPAG recommendations sometimes differ from their State Land Use District). Another circumstance is when zoning designations appear to be obsolete and would be problematic if development occurred according to their currently zoned permitted uses – as in the case of former industrially zoned land along the shoreline. An example of this is Pāpa'aloa, which has 3 parcels with industrial zoning along the shoreline & near a stream, and no current industrial uses on these parcels. The CDP is recommending in these types of cases that the LUPAG reflect a future scenario where these parcels are consistent with the zoning of their neighboring parcels (in the Pāpa'aloa case, it is recommended to be LUPAG LDU). See also Factor 10 for more on Industrial zoning recommendations.

5. **Factor 5: Accommodate projected population growth.** The fifth factor in developing LUPAG recommendations is based on the Community's Objective #5, which states:

"Direct future settlement patterns that are sustainable and connected. Honor Hāmākua's historic and cultural assets by concentrating new development in existing, walkable, mixed-use town centers while limiting rural sprawl."

This objective directing that new developments be located in existing town centers is dependent on careful planning for the appropriate level of projected growth. During the CDP analysis phase, population data was collected from U.S. Census data and DBEDT. As

noted in the Appendix V4B, Community Building Analysis, “According to the U.S. Census Bureau, the Planning Area’s population grew by 13% between 1990 and 2010” (pg. 175). With those trends in mind (which included the recent construction boom), an evaluation of the existing LUPAG designations resulted in the determination that the current General Plan (2005, As Amended) contains excessive areas designated as LDU (Low Density Urban). This determination supports the recommendation to shrink the urban designations in most of the Planning Area’s towns to accommodate an appropriate level of growth and flexibility.

6. **Factor 6: Align with infrastructure -Potable Water.** The sixth factor in developing LUPAG recommendations is based on the Community Objective #6, which states:

*“Develop and improve **critical community infrastructure**, including **utilities** [...] to keep our ‘ohana safe, strong, and healthy.”*

Objective #5, which directs new developments to existing town centers, is dependent on these town centers having adequate infrastructure to serve their existing inhabitants and accommodate projected growth. However, the review of County water service capacity in Appendix V4B demonstrated that many towns in the Planning Area lack sufficient water service. Additionally, it is common to use catchment water throughout the Planning Area, so the lack of municipal water availability has not proven to be a significant deterrent to growth (particularly on agricultural lands). Therefore, the CDP LUPAG recommendations are based to some degree on where water currently is available, but will also be used as rationale to justify where water service should be developed or improved in urban areas as part of an infrastructure priority area.

7. **Factor 7: Align with infrastructure - Roadway Network.** The seventh factor in developing LUPAG recommendations is based on Community Objectives #7 and #5, which state:

*“Establish a rural **transportation network** that includes improving roadway alternatives to Highway 19, **expanding and improving the existing transit system**, and encouraging multiple transportation options.”*

*“Direct future settlement patterns that are **sustainable and connected**. Honor Hāmākua’s historic and cultural assets by **concentrating new development in existing, walkable, mixed-use town centers** while limiting rural sprawl.”*

The roadway network should provide adequate connections and reflect a priority for compact neighborhoods. A review of the roadway network throughout the urban areas of the Planning Area confirmed that it is adequate and would often support the projected growth. This review also justifies curbing rural sprawl due to the prevalence of sub-standard roads-in-limbo in the rural and predominately mauka areas.

8. **Factor 8: Align with infrastructure - Wastewater.** The eighth factor in developing LUPAG recommendations is based on the Community Objective #6, which states:

*“Develop and improve **critical community infrastructure**, including **utilities** [...] to keep our ‘ohana safe, strong, and healthy.”*

The earlier objective directing that new developments be located in existing town centers is dependent on these town centers having adequate infrastructure to serve their existing inhabitants and accommodate projected growth. However, the review of County infrastructure has demonstrated that many towns in the Planning Area lack sufficient wastewater service. Additionally, while it is common practice to develop individual wastewater systems (generally septic systems or cesspools), this adds to the costs and can affect affordable housing development, raises environmental and regulatory concerns for densely populated communities, and increases the ambiguous nature of future infrastructure improvements (e.g., will developments later be compelled to hook up to municipal sewer systems as they become available?). Therefore, the CDP LUPAG recommendations are based to some degree on where wastewater systems are available, but will also be used as rationale to justify where service should be developed or improved in urban areas as part of an infrastructure priority area.

9. **Factor 9: Ensure that commercial designations are appropriate – (MDU).** The ninth factor in developing LUPAG recommendations is based on the Community Objective #5, which states:

*“Direct future settlement patterns that are sustainable and connected. Honor Hāmākua’s historic and cultural assets by **concentrating new development in existing, walkable, mixed-use town centers while limiting rural sprawl.**”*

While there are several economic development objectives in the CDP, in determining appropriate levels of commercial and higher density residential development, it has become clear that the LUPAG MDU category should be reserved for urban areas with an adequate population to support this level of residential and commercial density. The LUPAG MDU category is characterized as village and neighborhood commercial, allowing for single family and multiple family residential and related functions (‘multiple family’ residential is described as up to 35 units per acre). For most areas of the Planning Area, this is a dramatically higher density than currently developed or that is desired by their respective communities. Therefore, in several areas the MDU node was either condensed to a smaller area, or completely removed. For the smaller towns with no MDU areas designated, there are several zoning categories available under LUPAG LDU that can accommodate small-scale commercial services. Examples of condensed MDU areas can be seen in Pāpa‘īkou, Pa‘auilo, Laupāhoehoe, and Honomū; examples of where MDU areas were removed can be seen in Hakalau, and Haina. See also **Policy 3.**

10. **Factor 10: Ensure that industrial designations are appropriate and consistent.** This tenth factor used in evaluating LUPAG designations is based on Community Objectives #1, #2, and #9, which state:

“Protect, restore, and enhance watershed ecosystems, sweeping views, and open spaces from mauka forests to makai shorelines, while assuring responsible public access for recreational, spiritual, cultural, and sustenance practices.”

“Protect and restore viable agricultural lands and resources. Protect and enhance views and open spaces that exemplify Hāmākua’s rural character.”

“Encourage the increase and diversity of employment and living options for residents, including living wage jobs and entrepreneurial opportunities that allow residents to work and shop close to home and that complement Hāmākua’s ecology, rural character, and cultural heritage.”

Many industrial sites have historically been sited on coastal properties and/or near streams. This is generally no longer essential to the functionality of a modern industrial project, and the environmental controls in place at the State and Federal level can create regulatory challenges in redeveloping sites for heavy industrial uses. Also, the current LUPAG Industrial designation covers a broad range of industrial uses ranging from light industrial (e.g., bakeries) to heavy industrial (e.g., pulp mills), so the LUPAG designation needs to be applied carefully. There are also many inconsistencies with sites formerly used for industrial purposes in the Planning Area that were not in the corresponding State Land Use Urban District or zoned by the County as industrial. It is important to note that in those cases, if the area no longer has industrial uses, that property is not ‘grandfathered’ to be used or redeveloped for industrial uses. In those cases where a former industrial site was not in the State Land Use Urban district and it does not have County industrial zoning, the CDP strategy was to reevaluate the site and determine if it is still appropriate to designate it LUPAG Industrial. In many cases, due to environmental factors such as coastal locations, recommendations are made to designate these areas consistent with their underlying State Land Use District.

LUPAG Industrial changes are proposed, including consolidations or additions, in Pāpa’ikou, Pepe’ekeo, Hakalau, O’ōkala, Pa’auilo, Haina, and Pā’auhau.

For an in-depth analysis of CDP recommendations for each area, please refer to:
<http://www.hawaiicountycdp.info/hamakua-cdp/20160223IndustrialLUPAGTable.pdf>.

See also **Policy 6** for guidance regarding other areas for industrial uses in the Planning Area.

See **3.1.7 LUPAG Maps Recommended Changes and Rationale** to see maps and rationale for proposed LUPAG changes.

Policy 2

New urban development shall be located away from coastal areas and the Special Management Area. This is reflected in the location of “Low Density Urban” (LDU) areas on the official Land Use Policy Map.

Rationale: To further Community Objectives #1 and #2 in guiding development, a review of the current land uses and designations in coastal areas was performed and changes are recommended in areas not yet developed but have LUPAG designations that guide future development to this coastal area. Recommendations are made in these undeveloped coastal areas to protect the shoreline as open space and priority viewsheds whenever possible.

The exceptions to this are when coastal areas are already designated within the State Land Use Urban District and/or are already County-zoned for residential or commercial uses. See Factor 1 from **Policy 1**, above.

This policy is consistent with existing General Plan Policy 8.3 (d), “Protect the shoreline from the encroachment of man-made improvements and structures” and (HRS 205A-2(c)(3(D))), “Encourage those developments that are not coastal dependent to locate in inland areas.”

Examples of this can be seen in the proposed changes to Pāpa‘ikou and O’ōkala.

Policy 3

Focus higher density residential (greater than 6 units/acre) and commercial areas in communities that can sustain a higher intensity of uses and where these residential and commercial uses are consistent with the existing town character. This is reflected in the location of “Medium Density Urban” (MDU) areas on the official Land Use Policy Map

Smaller villages and towns are encouraged to develop neighborhood-scale commercial uses allowed within the Low Density Urban category.

See 3.1.6 LUPAG Maps, Figures 2-13 for the LUPAG maps, and refer to the rationale document for specifics on how the LUPAG MDU category changes are being implemented for each area.

Rationale: In the General Plan, the LUPAG MDU, or Medium Density Urban category is characterized as village and neighborhood commercial, allowing for single family and multiple family residential and related functions (multiple family residential -- up to 35 units per acre). Small towns in the Hāmākua Planning Area often do not meet the necessary population or visitor threshold to sustain this type of residential density or commercial uses. Towns that do not meet this minimum threshold are encouraged to develop appropriately-scaled commercial uses according to the commercial zoning designations allowed within the LDU category. See also Factor 9, from **Policy 1**.

See **LUPAG Industrial**: this category include uses such as manufacturing and processing, wholesaling, large storage and transportation facilities, light industrial and industrial-commercial uses.

LUPAG LDU for information on what commercial uses are allowed in the LDU category.

This CDP policy is based on Community Objective 5, 6, 9, and 10 and focuses primarily on preserving small-town character while allowing flexibility for mixed-use neighborhood businesses.

Note: the already identified MDU category is more general and less parcel-specific to allow for flexibility for any parcel that contains both LDU and MDU designations. There are many commercial

uses that currently are only allowed under the Medium-Density Urban LUPAG category and yet, if the MDU were further expanded, it would allow for uncharacteristically high residential density in areas where such density may not be appropriate. It should be noted that Change of Zone requests within the LUPAG LDU category for commercial uses that are only allowed within the LUPAG MDU should be given careful consideration as to the community benefits, potential impacts, and for consistency with other Hāmākua CDP policies and Objectives.

Policy 4

In order to preserve larger lot agricultural lands for productive agricultural use, allow rural development on lands near urban areas where an intermediate land use between residential and productive agricultural areas is consistent with the surrounding uses and rural character. This is reflected in the location of “Rural” (R) areas on the official Land Use Policy Map, which is intended to facilitate changes of zone to “Residential and Agricultural District” (RA) or the “Family Agricultural District” (FA). The maximum density for the Rural designation in the Planning Area shall be 1 unit per 1 acre.

Rationale: The recent growth within the Hāmākua Planning Area has primarily occurred on mauka agricultural lands and in the homestead areas. Particularly in the homestead areas, the parcels are often already smaller sizes than their underlying zoning designation; for example, there are many homestead areas with agricultural lots sized less than twenty acres despite their Ag-20 zoning. These preexisting lots have created a challenging land use scenario because in practice, the majority of these areas are “de facto” rural subdivisions within a State and County land use system that historically underutilized the State Land Use Rural District and Rural LUPAG designations.

This policy is intended to set appropriate criteria for when this Rural designation can be used. Note the General Plan’s LUPAG description for Rural describes the category as including existing subdivisions in the State Land Agricultural and Rural districts that have a significant residential component. While rural lot sizes can vary from 9,000-square feet to five acres, *new* recommended Rural designations in the Hāmākua CDP have corresponding County zoning densities of a maximum of 1 unit per 1 acre. As noted in the General Plan, the allowable uses within these areas (with appropriate zoning) may include commercial facilities that serve the residential and agricultural uses in the area, and community and public facilities. The Rural designation does not necessarily mean that these areas should be further subdivided to smaller lots as most lack the infrastructure necessary to allow further subdivision.

The General Plan describes rural development this way:

“Rural-style residential-agricultural developments may include either new small-scale rural communities or extensions of existing rural communities. Such development provides opportunities for a mix of residential and small-scale agricultural activities. However, the primary intent of these developments would be to provide an added range to housing opportunities. Along with this housing, the large lots of these rural areas will provide opportunities for part-time agriculture, gardening activities and the raising of livestock on a

small scale. By providing opportunities to satisfy the demand for a rural lifestyle on marginal agricultural land, the pressures to develop important agricultural land for these purposes would be decreased.” (General Plan 14.2.1)

This General Plan description of rural-style residential-agriculture developments presents some ambiguity, particularly about what constitutes “marginal agricultural lands” that are appropriate for this style of rural residential development. For the purposes of the Hāmākua CDP, the intent of recommending LUPAG Rural designations in some areas is to accommodate existing land uses, to create a transition area of small farm/residential land uses between the urban LDU and the larger lot agricultural (often Ag-20) areas, and to accommodate a flexibility in housing options to provide an incentive to develop rural parcels closer to residential communities with adequate infrastructure instead of developing rural- residential uses on large, potentially productive agricultural lands. See also Factor 3, from **Policy 1.**

The community of Nīnole is a good example of a community with existing LUPAG Rural based on its underlying State Land Use Rural District and its predominance of the corresponding County zoning of Residential-Agriculture (RA).

For more information on homestead and rural settlements, see pages 174-176 of Appendix V4B.

Policy 5

In the official Land Use Policy Map, the urban growth boundary between developed areas (designated “Low/Medium Density Urban”) and lands designated as agricultural or rural (designated “Important Agriculture Land” or “Extensive Agriculture” or “Rural”) is intended to be parcel-specific in the Hāmākua CDP planning area. Areas that are clearly beyond the designated urban growth boundaries shall be preserved as rural or agricultural lands to maintain open space, scenic view planes, and natural beauty areas.

Note: See **Policy 6** for more information on Industrial areas.

This policy clarifies that the urban growth boundary established with the Hāmākua CDP Land Use Policy Map establishes parcel-specific UGBs whenever practical at the intersection between Urban and Rural/Agricultural land uses. The CDP strategy of designating parcel-specific Urban designations adds clarity and specificity, increases transparency into the land use designation process, and more accurately reflects the County’s and the Community’s land use goals and intentions.

Rationale: The Urban Growth Boundary (UGB) identifies areas where growth will be encouraged and areas that are to be protected for agriculture. UGBs are intended to accommodate anticipated growth and to separate areas appropriate for future residential development from areas intended for agricultural use. This is sometimes referred to as “Town and Country” zoning, which requires that development occur only in towns and villages, with the surrounding rural areas remaining undeveloped and available for farming, forestry, natural area preservation, and recreation. The LUPAG map includes land use categories that effectively establish an UGB between the agricultural categories (Orchard, Extensive Agriculture, and Important Agriculture), the rural category, and the

urban categories (Low, Medium, and High Density Urban, Industrial, Urban Expansion, and Resort). This policy clarifies that the UGB established with the Hāmākua CDP Land Use Policy Map establishes parcel specific UGBs whenever practical.

This strategy of moving toward parcel-specific mapping for the Hāmākua CDP Land Use Policy Map reflects a shift from the 2005 General Plan’s LUPAG direction of being generalized guidance. (See the rationale for **Policy 1** for a further discussion of the General Plan LUPAG.) As noted, the LUPAG maps were originally broad, flexible tools intended to guide the direction and types of desirable growth for each area of the County. This general approach to guiding land use and growth allowed for interpretive flexibility and was based, at least in part, on the challenges of creating detailed maps specific enough to demonstrate land use designations at a parcel level.

However, by allowing general, ‘blob’ style LUPAG maps, parcels were often split into various LUPAG designations in ways that were more arbitrary than they were intentional. This, at times, led to property owners desiring clearer direction about their land use designations and future development options and led some property owners to seek further Planning Department interpretations of their property in relation to the general LUPAG designations.

Now that the CDPs have the opportunity and the technology to easily and efficiently create parcel-specific LUPAG maps, it is a more proactive planning strategy to clearly articulate LUPAG designations in the Hāmākua CDP at a parcel level and decrease the prevalence of splitting LUPAG designations arbitrarily.

A compelling reason for an exception to this approach would be when part of a parcel is in an Open LUPAG designation (such as when part of a parcel is within the State Land Use Conservation district – e.g., along the coastline or in mauka forests). Any part of a parcel that is designated as LUPAG Open would remain Open for that specific area of the parcel. Other exceptions to this parcel-specific strategy would be when the parcel is large and may need to reflect two (or more) different types of LUPAG designations. For example, when the parcel borders a town where part of it would be within the urban growth boundary, and yet the large parcel stretches farther into agricultural areas where an Agricultural designation is appropriate.

The CDP strategy of making parcel-specific LUPAG designations adds clarity, specificity, and increases transparency into the land use designation process and more accurately reflects the County’s and the Community’s land use goals and intentions.

Policy 6

Until the General Plan identifies appropriate areas for Industrial development to occur in the Hāmākua Planning Area, industrial uses may be permitted outside LUPAG Industrial designated areas through the following regulatory review processes:

- **Change of Zone: If the subject property is located in State Land Use Urban district, a change of zone request to the appropriate industrial zoning should be considered; process would be the appropriate review mechanism to evaluate the specific parameters of the proposal;**

- **Special Use:** If the subject property is located in the State Land Use Agricultural or Rural District, and the project type is consistent with a permitted use of either limited-industrial (ML) or commercial-industrial zoning (MCX), the special use permit process would be the appropriate review mechanism to evaluate the specific parameters of the proposal and set any mitigating conditions.

Any requests for Industrial uses shall be carefully evaluated for potential impacts and consistency with the General Plan and Hāmākua CDP Policies and Objectives. Of particular note is the existing General Plan policy 14.4.3 (e): Industrial development shall be located in areas adequately served by transportation, utilities, and other essential infrastructure.

Rationale: This is an affirmation of General Plan policy 14.4.3(e) and is in line with Community Objective 5. It is an affirmation of General Plan policies 14.4.5.2.2 (b) (South Hilo), 14.4.5.3.2 (a) (North Hilo), and 14.4.5.4.2 (a) (Hāmākua), “Identify sites suitable for future industrial activities as the need arises.”

As noted Factor 10 from **Policy 1**, the majority of the currently zoned Industrial areas in the Planning Area are no longer seen as suitable for heavy industry since these types of uses are generally considered to be offensive or have some element of danger. Many of the industrial properties are legacy zoning remnants from the sugar plantations and are sited in environmentally sensitive locations (see also **Policy 2**). This policy demonstrates flexibility on a case-by-case basis in considering future Industrial uses in appropriate areas until the General Plan identifies locations for Industrial uses.

There is an identified lack of land zoned Industrial or designated as Industrial in the LUPAG maps, and there is a growing need in the Planning Area for industrial applications - primarily light-industrial and commercial-industrial. This policy differentiates between two types of regulatory mechanisms and clarifies which process should be pursued. The policy strategy of allowing some types of lighter (less noxious) industrial uses in the State Land Use Agricultural District through the special permit process is seen as advantageous over a property being rezoned for the following reasons: 1) a change of zone is a permanent change of use to the property, and (2) the industrial zoning categories allow for a spectrum of uses that can vary widely in their potential noxious impacts. On the other hand, the special permit process involves a project specific review with a similar regulatory and public review period as change of zone requests, it can set conditions to mitigate potential impacts, it can be revoked for compliance issues or if the use authorized by the use permit has been abandoned for a continuous period of two years (HCC §25-2-67).

Until the General Plan Update completes in-depth analysis of the Hāmākua Planning Area and identifies appropriate places for Industrial LUPAG designations, this flexibility in considering industrial change of zone and industrial special permit applications is an effective strategy to deal with the Planning Area’s lack of Industrial land options.

Policy 7

In the Official Land Use Policy Map for the Hāmākua Planning Area in the “Low Density Urban” (LDU) category, in those cases where provisions of the zoning and subdivision code are inconsistent with the character of surrounding neighborhoods, variances or PUDs that maintain consistent villages/town character shall be encouraged.

Rationale: Pursuant to HCC sections 23-15 and 25-2-51, a variance from the provisions of the zoning or subdivision codes may be granted by the Planning Director if there are special or unusual circumstances applying to the subject real property which exist to a degree which obviously interferes with the best use or manner of development of that property. The variance must be consistent with the general purpose of the district, the intent and purpose of the County Code and the General Plan, and not be materially detrimental to the public welfare or cause substantial, adverse impact to an area’s character or to adjoining properties. Planned Unit Developments (PUDs) are essentially packages of variances for a minimum land area of two acres. Pursuant to HCC section 25-6-1, the purpose of PUDs is to encourage comprehensive site planning that adapts the design of development to the land by allowing diversification in the relationships of various uses, buildings, structures, open spaces, setbacks, building heights, and lot sizes. According to Section 25-6-10, *some* of the criteria for a PUD are as follows:

- (b) The proposed development substantially conforms to the general plan, any adopted community development plan, other adopted master plan, and if applicable, any adopted design guidelines and/or standards affecting the project area.
- (c) Any residential or agricultural development shall constitute an environment of sustained desirability and stability for the district that is in harmony with the character of the surrounding area, that results in an intensity of land use no higher than that otherwise specified for the district, and that maintains the standards of open space at least as high as that otherwise specified for the district in which the development occurs.
- (d) Any commercial development shall not create traffic congestion which exceeds that which would have been produced under conventional development patterns, practices and standards in the district or interfere with any projected public improvements, shall provide for proper entrances and exits along with proper provisions for internal traffic and parking, and be an attractive center which does not adversely impact upon adjacent and surrounding existing or prospective developments.
- (e) Any industrial development shall be in conformity with desirable performance standards and shall constitute an efficient and well organized development with adequate provisions for freight service and necessary storage, and shall not adversely impact upon adjacent and surrounding existing or prospective development.
- (f) The development of a harmonious, integrated whole justifies exceptions, if required, to the normal requirements of this chapter, and the contemplated arrangements or use make it desirable to apply regulations and requirements differing from those ordinarily applicable under

the district regulations The proposed development substantially conforms to the general plan and any applicable community development plan.

The intent of this policy is to encourage the use of these planning tools to support development and construction that reflect community values of architectural beauty and distinctiveness (refer to Community Objective #4 in relation to “heritage assets” and “distinctive plantation towns”).

Policy 8

In new, previously zoned Residential subdivisions in coastal areas, subdivisions shall be encouraged to develop as Cluster Plan Developments (C.P.D.) pursuant HCC Section 25-6-20, or Clustered Rural Subdivisions. (See Corresponding [Policy 13](#) and [Policy 14](#) relating to coastal buffer areas)

Rationale: The intent of this policy is to encourage and incentivize clustering development to leave a buffer of natural area along the shoreline. Cluster Development is a site planning approach that is an alternative to conventional subdivision development. It groups residential properties in a proposed subdivision closer together in order to utilize the rest of the land for open space, recreation, or agriculture. The County zoning code allows for Cluster Plan Developments (C.P.D.) in order to provide exceptions to the density requirements of the single-family residential (RS) district so that permitted density of dwelling units contemplated by the minimum building site requirements is maintained on an overall basis and desirable open space, tree cover, recreational areas, or scenic vistas are preserved.

The County Planning Department should develop incentives for Cluster Plan Developments and Clustered Rural Subdivisions ([Policy 14](#)) in coastal areas that leave natural, open space buffer areas along the shoreline (incentives could include expedited planning review, density bonuses, etc.).

Policy 9

The Director of Planning shall offer a favorable recommendation to the Planning Commissions, subject to appropriate conditions, only for those proposed zoning code amendments that would further the intent and ensure consistency with the objectives and policies of the Hāmākua CDP.

Rationale: It is important that future rezones in the Hāmākua Planning Area be consistent with the objectives and policies of the CDP. Pursuant to HCC 25-2-42(c)(1), when considering a proposed amendment to the zoning code, the Planning Director, “shall recommend either the approval or denial of the proposed amendment to the commission subject to conditions which would further the intent of this chapter and the general plan and other related ordinances” (e.g., Community Development Plans). Though it appears that “other related ordinances” would naturally include CDPs, this policy seeks to ensure that the Planning Director’s recommendations on future rezones will be consistent with the Hāmākua CDP.

Policy 10

Variances from the zoning or subdivision codes (including PUDs) shall be carefully considered relative to Hāmākua CDP objectives and policies, and, when approved, shall be conditioned to ensure consistency with the CDP.

Rationale: The Planning Director can approve variances from provisions of the zoning and subdivision codes to accommodate special circumstances, where no alternatives exist, and if they are consistent with the General Plan and are not detrimental to the public welfare or cause substantial adverse impact to the area's character or adjoining properties. The Director may also impose conditions on variances. This policy simply requires that the Director consider and approve variances in a manner consistent with the Hāmākua CDP. See related **Policy 6**.

This policy is to meet the community's objectives (#2 and #5) with the specific intention of ensuring that variances for zoning and subdivision codes are consistent with the goals of preserving town character, agricultural land, open space, and limiting rural sprawl. The lack of infrastructure has not been an adequate impediment to rural residential growth due to the ease of applicants receiving variances to subdivision codes (road and water variances on Agricultural land are the leading variances sought for the Hāmākua Planning Area). This policy is based on: HCC 23-6, 23-15(c), 23-18, 25-2-51(c), 25-2-54(b), and 25-6-6(a). See also Appendix V4, pages 177-259 for more information on growth patterns within the Hāmākua Planning Area.

Policy 11

When considering waivers to the requirements of the zoning and subdivision chapters of the County Code for consolidation and resubdivision actions of the Hāmākua CDP Planning Area, the Planning Director shall carefully consider how to best further the public welfare relative to the objectives and policies of the Hāmākua CDP. Specifically, the Director, 1) should confer with all appropriate agencies, 2) shall, if the new subdivision will include lots smaller than otherwise permitted in the subject zone, endeavor to locate those smaller lots in LDU, MDU, or Industrial areas and near existing towns/villages and thoroughfares, and 3) shall require necessary improvements. (HCC 23-6, 23-7, and 25-2-11).

Rationale: This policy instructs the Planning Director to use the authority in HCC sections 23-6, 23-7, and 25-2-11 to achieve Community Objectives, which specify that the public welfare will be advanced by protecting forest and shoreline ecosystems, assuring public access, preserving agricultural land, enhancing views, concentrating new development in town/village centers, and protecting historic buildings and archeological and historic sites. The Planning Director should confer with the Director of Public Works, the Manager of the Department of Water Supply, and he/she may confer with other agencies. In addition, the Planning Director may require improvements to further public welfare and safety.

3.1.5 County Action

Policy 12

Amend the General Plan to reflect the following changes:

- The Land Use Pattern Allocation Guide to conform to the official Hāmākua CDP Land Use Policy Map. (See “Necessary LUPAG Map Amendments” Section of Chapter IV.A: Land Use Policy Manual.) [Chapter IV will be completed upon adoption of the CDP]
- Amend General Plan Table 14-5 to reflect the LUPAG map amendments. (Pāpa’ikou, Laupāhoehoe-Pāpa’aloa and Pa’auilo should no longer be identified as LUPAG Industrial areas).

Rationale: This policy seeks to bring the General Plan’s LUPAG designations in line with current and desired future land use. Taking the step of officially amending the General Plan’s LUPAG maps to align with the official Hāmākua CDP Land Use Policy Map is critical because the General Plan is the ‘parent’ document that has legal authority over community development plans. If the General Plan LUPAG maps are not amended, the General Plan’s current LUPAG guidance could trump the Hāmākua CDP Official Land Use Map’ recommendations. See **Policy 1** for a discussion of the various Hāmākua CDP LUPAG recommended changes.

Policy 13

Amend Chapter 25 of the Zoning Code and Chapter 23 of the Subdivision Code to establish Clustered Rural Subdivision Unit Developments.

Rationale: The intent of Clustered Rural Subdivision Unit Developments is to minimize grading, preserve the natural appearance of the land to the maximum extent possible, ensure agriculture use in the State Land Use Agricultural District, and create a rural setting for residences. The adoption of the new program will encourage clustering of development on agricultural lands in exchange for the perpetual protection of contiguous blocks of lands for crop production. The program will also provide an opportunity to create affordable housing in rural areas. Towards this end, the guidelines could specify:

- Specific areas, or types of areas, appropriate for Clustered Rural Subdivisions;
- Minimum lot sizes;
- Natural and cultural resources meriting protection and associated buffer areas, as applicable;
- Minimum standards for roads and wastewater disposal;
- Legal tools for permanent protection, maintenance of open space, and/or agricultural lands;
- Connections to the open spaces of surrounding areas;
- Connections to adjacent or nearest urban areas.

Clustered Rural Subdivision Planned Unit Developments could base some criteria on applicable sections of Attachment C, CLUSTERED RURAL SUBDIVISION GUIDELINES from Mapping Kona's Future, Kona CDP, Vol. 1, September 2008 (http://www.hawaiicountycdp.info/north-and-south-kona-cdp/cdp-final-drafts/Final%20KCDP_Sept%202008_text.pdf/view)

Policy 14

Develop incentives for Cluster Plan Developments and Clustered Rural Subdivisions in coastal areas that leave natural, open space buffer areas along the shoreline. (See corresponding **Policy 13** and **Policy 8**)

Rationale: The intent of this policy is to explore possible incentives for Cluster Plan Developments and Clustered Rural Subdivisions in coastal areas that leave natural, open space buffer areas along the shoreline (incentives could include expedited planning review, density bonuses, etc.) See **Policy 13** for more information.

Policy 15

To ensure the preservation of historic and cultural village character, provide technical support to develop Town Revitalization Plans.

Rationale: This policy is an acknowledgement that more collaborative work is needed from both the community and the Planning Department in order to realize the goals and objectives of revitalized towns in the Hāmākua Planning Area. This policy directs the County to provide the necessary technical support to communities interested in developing their own town revitalization plans, which may include assistance in forming associations for Business Improvement Districts to seek grant funding, etc. For more information, see pages 102-113 of Appendix V4C. See also Community Action 46.

3.1.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

3.1.7 LUPAG Maps Recommended Changes and Rationale

Note: All references to the 2005 General Plan refer to the County of Hawai'i General Plan February 2005 (As Amended).

Figure 2: Wainaku/Kaiwiki 2015 Proposed LUPAG Map

Rationale: The Wainaku/Kaiwiki community is considered a 'bedroom extension' of Hilo due to its proximity and lack of urban core. The proposed Land Use Policy Map directs future Low Density Urban growth within the existing urban neighborhoods along Wainaku Street and up an intermittent corridor up Kaiwiki Road until approximately the gym area. Along the lower section of Kaiwiki Road, it remains as consistent as possible with the current LUPAG LDU designation except that it is more parcel-specific at its southern edge (it eliminates splitting designations within parcels). The proposed change also designates LUPAG Rural for several larger parcels just mauka of Maikalani Street. In the area south of Kulana Kea Drive, the proposed change is to designate a few of these parcels as LUPAG Rural in order to keep this area consistent with its current land use as a large lot rural subdivision, to accommodate rural development, and preserve the larger agricultural parcels mauka for productive agriculture.

In summary, the proposed changes for **Wainaku** result in an overall shrinking of the LUPAG LDU area and add the LUPAG Rural Designation in some larger lots off Kaiwiki and some mauka of Ha'aheo School. The advantages to these proposed changes will be that growth at the Low Density Urban densities will be guided closer to Wainaku Street, while some areas mauka of the LDU areas will be Rural parcels to accommodate the desire for small family/subsistence farms and to preserve larger agricultural lands (mauka the gym) to remain intact for productive agricultural use. See the rationale for policies: **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information, refer to pages 178-184 of Appendix V4B.

Figure 4: Pauka'a 2015 Proposed LUPAG Map

Rationale: **Pauka'a** is considered a 'bedroom extension' of Hilo due to its proximity to Hilo and its lack of commercial core. The current LUPAG Low Density Urban designation makai of the Highway

19 stretches from Honoliʻi all the way to Pāpaʻikou in a relatively solid block, while the mauka LDU extends into agricultural lands adjacent to the Honoliʻi Stream/gulch area. The proposed Land Use Policy Map designates the LDU area makai of the Highway 19 extending north to the Hikini Place neighborhood to be consistent with the existing State Land Use Urban District. Mauka of Highway 19, a proposed LUPAG Rural designation extends into the smaller agricultural lots mauka of Kulana Street (the lower areas adjacent to Woa Road and Kono Road, and mauka of Kahoa Street) in order to accommodate rural development and preserve the larger agricultural parcels mauka for productive agriculture.

In summary, the proposed changes for **Paukaʻa** result in an overall shrinking of the LDU area and add the Rural Designation in the larger lots mauka of Kulana Street. The advantages to these proposed changes will be that growth at the LDU density will be kept closer to already developed areas, while allowing larger-lot rural parcels to develop mauka of the LDU neighborhoods to accommodate the desire for small family/subsistence farms and to preserve the large acreage agricultural lands to remain intact for productive agricultural use. See the rationale for policies **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County’s *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information, refer to pages 178-184 of Appendix V4B.

Figure 6: Pāpaʻikou 2015 Proposed LUPAG Map

Rationale: Pāpaʻikou is a rural plantation town with remnants of a historic urban core located primarily on the mauka side of the Belt Highway. The town is surrounded by working agricultural and homestead lands. The current LUPAG LDU extends makai of the Highway 19 from Paukaʻa in a solid block north to Kalaoa Stream and to the Onomea Bay area. The current LUPAG LDU extends mauka along the lower sections of Kaʻieʻie Road, Kalaoa Road, and Pāpaʻikou Road, and encompasses loosely (but not completely) the area of Puʻuʻeo Paku. The proposed LUPAG amendments adjust the makai coastal agricultural areas between Mill Road and makai of Kalanianaʻole School to LUPAG Agricultural to be consistent with their current County zoning and the State Land Use Agricultural District. The objective here is to protect productive agricultural lands and their associated open space assets within the coastal and SMA lands makai of the Highway

19 (see **Policy 2**) , and to shift the potential urban growth of Pāpa'ikou to the lands adjacent to existing neighborhoods mauka of the Highway 19.

The proposed LUPAG amendments also remove the MDU designation from the mauka side of the Old Māmalahoa Highway at approximately the community center/gym area, and leave the existing MDU area on the mauka side of Highway 19 at Government Road (originally, the LUPAG showed two separate medium-density-urban nodes within Pāpa'ikou mauka of the Highway 19).

The proposed LUPAG changes remove the LUPAG Industrial designation for the area makai of Mill Road at the old Mill site for the following reasons: 1) to be consistent with its State Land Use designation of Agricultural District; 2) in order to convey the preferred land use for that area (due to the site's proximity to the ocean, this property is no longer seen as suitable for heavy industry and therefore the preferred land use would be for it to be consistent with its State Land Use designation, which is Agricultural); and 3) to more accurately reflect the current land use for this property (this former industrial area is currently zoned Ag-3 and developed for agriculture-residential use). See the rationale for **Policy 6**.

In summary, the proposed changes for **Pāpa'ikou** effectively shrinks the LDU areas, guides residential and commercial growth away from the coastline and keeps it primarily mauka of the Highway 19, and eliminates an obsolete LUPAG Industrial designation. No LUPAG Rural areas are proposed in Pāpa'ikou due to the prevalence of the surrounding existing rural-style parcels in the homestead areas (e.g., Ka'ie'ie Road and Kalaoa Road). These homestead areas contain *previous lots of record* that were created prior to statehood, and they accommodate an excess of rural development into the agricultural mauka areas along the homestead roads. See the rationale for policies: **Policy 2**, **Policy 3**, **Policy 4** and **Policy 5**, and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information, refer to pages 185-188 of Appendix V4B.

Figure 8: Pepe'ekeo 2015 Proposed LUPAG Map

Rationale: Pepe'ekeo is the second largest town in the Planning Area and is unique in that it was designed as a planned subdivision to consolidate nearby plantation camp housing. The town is split

by Highway 19 and has a separate urban node at Pepe'ekeo Point. The surrounding land outside the town is productive agricultural and homestead areas.

The proposed change to the LUPAG Industrial designation near the coast at **Pepe'ekeo Point** consolidates the Industrial designation to the appropriate parcels that are potentially being developed as a power plant – but limits that designation from extending further into adjacent parcels that are either best suited for agricultural purposes or are currently being used as residential/agricultural lands. While the CDP recommends consolidating or removing portions of the Industrial designation, this parcel still maintains their underlying State Land Use District and their County zoning. The CDP also recommends adding a LUPAG Industrial area to the site (TMK: 2-8-008:103) formerly used as a scrap metal base yard due to it being zoned as Industrial. See **LUPAG** for a discussion of LUPAG Industrial significance.

The proposed LUPAG LDU area in **Pepe'ekeo** is more parcel-specific and compact, and the added Rural designations along the southern boundary of town (near Wai'a'ama Stream) are intended to reflect the rural nature of these larger residential/agricultural parcels (these parcels are currently zoned Ag-1.). By designating these lands as LUPAG Rural (as opposed to LUPAG LDU), it effectively limits their future capacity to subdivide and thereby provides a buffer between the more densely compacted urban neighborhoods of Pepe'ekeo and the rural areas near Wai'a'ama Stream. See **Policy 4**.

The proposed LUPAG MDU is consolidated from being two separate nodes into one single node around Ka'akepa and Kumula Street (mauka of Highway 19) to Andrade Road because the existing second designation of LUPAG MDU close to Wai'a'ama Stream likely was likely a mapping discrepancy. See **Policy 3**.

In summary, the proposed changes for **Pepe'ekeo** effectively shrink the LUPAG LDU away from larger lot agricultural areas and clearly define the town's urban border. The changes designate Industrial land uses to specific parcels either in current industrial uses or proposed for industrial redevelopment, and they add Rural designations in a limited area in order to provide a buffer of larger-lot rural development between residential neighborhoods and Wai'a'ama Stream. See the rationale for policies: **Policy 3**, **Policy 4** and **Policy 5**, and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information, refer to pages 189-196 of Appendix V4B.

Figure 10: Honomū 2015 Proposed LUPAG Map

Rationale: **Honomū** is a rural plantation town mauka of the Highway 19 surrounded by agricultural lands. It has a strong town center with historic buildings, a traditional main street structure, and the community maintains a strong sense of place. It serves as a gateway community to nearby ‘Akaka Falls State Park.

The proposed LUPAG MDU area is moved to the correct “downtown area” to overlap with County zoning and current land uses. The current LUPAG MDU designation is a mapping discrepancy that inadvertently overlaps residential neighborhoods such as Kalani Loop and the County Park instead of the commercial area.

The proposed LUPAG LDU changes are to be more consistent with the State Land Use Urban District and to be more parcel-specific (whenever feasible). The existing LDU in **Honomū** does not currently encompass the State Land Use (SLU) Urban District, which is likely a mapping discrepancy - and so the CDP recommendations expanding the LUPAG LDU to include the entire SLU Urban District. The proposed LUPAG LDU is also expanded slightly in the parcels across from the park on the makai side of the road, and the one existing parcel where the CDP recommends LUPAG split designations is TMK 2-8-013:036 due to its long length running mauka-makai adjacent to the urban area. The makai area of this parcel is recommended to remain in the LUPAG Agriculture designation. The LUPAG LDU is also expanded in a few parcels along Stable Camp Road and ‘Akaka Falls Road mauka of the park to encompass the existing LUPAG LDU designated parcels without recommending additional split-designated parcels.

In summary, the proposed changes for **Honomū** effectively shrink the LUPAG LDU away from larger lot agricultural areas and clearly define the town’s urban border. See the rationale for policies: **Policy 2**, **Policy 3**, and **Policy 5**, and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County’s *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information, refer to pages 197-200 of Appendix V4B.

Figure 12: Hakalau/Wailea 2015 Proposed LUPAG Map

Rationale: The Hakalau and Wailea communities are inexorably linked together in identity but geographically divided by Highway 19. Both are traditional plantation towns surrounded by working agriculture with historic buildings on both sides of Highway 19.

For **Hakalau**, the proposed LUPAG Industrial designation is consolidated onto one parcel in order to convey the preferred land use for that area, and to more accurately reflect current land uses. Currently the LUPAG Industrial designation stretches across multiple parcels, including a County-owned parcel and several residential parcels. There are three shoreline parcels with County Industrial zoning, one of which is owned by the County (TMK 2-9-002:080) and contains the steep gulch and Hakalau beach park area, and the other two (TMK 2-9-002:079 and 2-9-002:081) are privately owned and slated for redevelopment. Note: while the CDP recommends restricting the LUPAG Industrial designation from one parcel, the land maintains its underlying Industrial zoning (note: the CDP does not have authority to change zoning). However, it is also noted that due to the site's proximity to the ocean, this parcel is no longer seen as suitable for heavy industry and therefore the preferred land use would be for it to be consistent with its neighboring land uses, which are designated as residential. The proposed LUPAG designation conveys that the County Planning Department would likely support a zoning change. See the guiding principles for LUPAG changes under the rationale for **Policy 1**.

The proposed LUPAG LDU designation is made more parcel-specific in **Wailea/Hakalau** to better align with the State Land Use Urban District and to move the LUPAG urban designations away from the agricultural lands along Highway 19. Considering the infill potential with current land use designations, there is adequate development potential in the Wailea/Hakalau area to accommodate the anticipated growth without further encroachment into working agricultural lands.

The proposed change to the LUPAG MDU area in **Hakalau** is to remove the designation entirely and designate that area as LUPAG LDU. Since there are existing nodes of commercially zoned parcels in Hakalau and Wailea, it is not necessary to maintain LUPAG designations for the types of density or uses that LUPAG MDU would allow. Again, while the CDP does not change the underlying State Land Use District or County Zoning, it is the County's preferred land use for these towns to be revitalized at an appropriate scale to their surroundings, and the LUPAG MDU designation is now seen as an excessive approach to small town development goals. For more information on what commercial/neighborhood uses the LUPAG LDU designation allows, see **LUPAG** and **Policy 3**.

In summary, the proposed changes for **Hakalau** effectively shrink the LUPAG LDU away from the Highway 19 and the larger lot agricultural areas, and clearly define the town's urban border; they consolidate the LUPAG Industrial designation to the appropriate parcel, and they remove the MDU designations to ensure that commercial development is at the appropriate scale for the character and population of the town. See the rationale for policies: **Policy 2**, **Policy 3**, **Policy 4** and **Policy 5**, and the existing General Plan Policy 14.1.3 (j). For more information on this, see pages 201-204 of Appendix V4B.

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

Figure 14: Nīnole 2015 Proposed LUPAG Map

Rationale: Nīnole is a small plantation village in close proximity to the coastline along Highway 19 in North Hilo District. It is surrounded by productive agricultural lands. Nīnole has no LUPAG MDU, commercial zoning, or Industrial zoning. Nīnole is one of the few areas in the Planning Area that contains existing LUPAG Rural designations, is within the State Land Use Rural District, and has County Rural zoning.

The proposed LUPAG changes to **Nīnole** are to change some of the LUPAG Low Density Urban designations that currently exist in the mauka areas of the village to be LUPAG Rural. Instead of adding the level of density that LUPAG LDU would allow (6 units per acre; minimum building lot can be 7,500 sq. ft.), it is more consistent with the current and desired land uses to keep Nīnole a rural community without dramatically increasing density in the near future. Considering that Nīnole does not currently have any urban zoned neighborhoods and is not in close proximity to basic services such as a grocery store, if the CDP were to support the mauka area of the village as LUPAG Low Density Urban, it could encourage a dramatically altered character and growth pattern for this rural village. The current recommendations do allow for a few split LUPAG designations between LUPAG Rural and LUPAG Agriculture due to their existing split-designations of their underlying State Land Use District (the split is between SLU Rural and SLU Agriculture in a few of the large mauka parcels).

In summary, the proposed changes for **Nīnole** provide parcel-specific guidance for growth consistent with the rural character of Nīnole. See the rationale for policies: **Policy 4** and **Policy 5**, and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that

the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information on this, see pages 205-208 of Appendix V4B.

Figure 16: Laupāhoehoe/Pāpa‘aloo 2015 Proposed LUPAG Map

Rationale: The coastal communities of **Laupāhoehoe**, **Pāpa‘aloo**, and **Kapehu** camp are inexorably linked with each other; each community is a former plantation village surrounded by open pastures and working agriculture in close proximity to each other. Laupāhoehoe is the largest town in the North Hilo District and contains a strip of commercial lands along the Old Māmalahoa Highway just mauka of Highway 19. Pāpa‘aloo has a parcel with commercial zoning located makai of the Highway 19 and three parcels with Industrial zoning in close proximity to the shoreline. Kapehu is a small coastal subdivision with no commercial components but does have its own independent wastewater system.

The proposed LUPAG changes to **Kapehu** are to shrink the LUPAG LDU to be more parcel specific (this area is designated State Land Use Urban District). This subdivision is a built-out neighborhood surrounded by agricultural lands in close proximity to the shoreline; therefore, further expansion of the residential uses into the surrounding agricultural lands or toward the shoreline are not preferred growth scenarios.

The proposed LUPAG changes to **Pāpa‘aloo** are to make the LUPAG Low Density Urban designations mauka of the Highway 19 more parcel-specific and consistent with the State Land Use Urban District. It is proposed to remove the LUPAG Medium Density Urban designation since the necessary services and commercial uses could be accommodated under the LUPAG LDU designation and the increased density that the LUPAG MDU allows for is not appropriate in this small coastal community (see **Policy 2** and **Policy 3**). The makai parcels of Pāpa‘aloo with County Industrial zoning are recommended to be designated as LUPAG LDU, or for the County-owned site, LUPAG Open since this would be consistent with the neighboring park parcel and since Industrial uses are no longer desirable in such close proximity to the shoreline. See the **Note** below for more information on LUPAG and County Zoning.

The proposed LUPAG changes to **Laupāhoehoe** are to lengthen the MDU area along the Old Māmalahoa Highway to allow for increased flexibility in revitalizing the commercial core of the town and in response to recent development trends in that area, and to align the makai and mauka LDU boundaries to be more consistent with the State Land Use Urban district (while accounting for topography issues such as gulches). In a few areas, the LDU is expanded beyond the State Land Use Urban district to allow for infill growth along the lower portion of Kihalani Homestead Road.

In summary, the proposed changes to the LDU areas add consistency between the State and the County designations, they lead to an overall reduced LDU area that is less arbitrary and more parcel-specific, they remove the MDU area from Pāpa‘aloo to ensure that commercial development is

consistent with the rural character of the area, and they remove obsolete Industrial designations on coastal parcels. No LUPAG Rural areas are proposed for these areas due to the prevalence of the surrounding existing rural-style parcels in the homestead areas (e.g., Manowai'opae Homestead Road, Hokumaho Road, and Kihalani Homestead Road). These homestead areas contain *previous lots of record* that were created prior to statehood, and they accommodate an excess of rural development in the agricultural mauka areas along the homestead roads. See the rationale for policies: **Policy 2**, **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information on this, see pages 209-216 of Appendix V4B.

Figure 18: O'ōkala 2015 Proposed LUPAG Map

Rationale: O'ōkala is a small plantation village located makai of Highway 19 in close proximity to the coast. It has a few parcels zoned commercial but no current services are functioning (beyond the U.S. Post Office). O'ōkala is surrounded by open pasture and working agriculture. It contains near-shore legacy Industrial zoning from the plantation era.

The proposed LUPAG changes for **O'ōkala** involve changing the shoreline parcel makai of the mill site from LUPAG Industrial to LUPAG Agricultural to convey the preferred land use for that area, and to more accurately reflect the current land uses. Note: while the CDP recommends removing the LUPAG Industrial designation, the land maintains its underlying Industrial zoning (the CDP does not have authority to change zoning). However, it is noted that due to the site's proximity to the ocean, this property is no longer desirable for heavy industry and therefore the preferred land use would be for it to be consistent with other surrounding State Land Use designations of Agricultural. The proposed LUPAG designation conveys that the County Planning Department would likely support a zoning change.

The existing LUPAG map shows a LUPAG Urban Expansion Area on the southern side of the Industrial land along the coast makai of the Kukui Village Road and Nui Village Road. The CDP proposes eliminating this LUPAG Urban Expansion Area due to the fact that the LUPAG Urban Expansion Area is the most broadly flexible designation possible among the LUPAG categories. The Urban Expansion Area designation is flexible enough to allow for a mix of uses including heavy

industrial and high density urban (HDU), neither which are compatible or desirable in this coastal location. This is *the only area in the Planning Area that is designated as a LUPAG Urban Expansion Area*, and it likely was designated as such in a drastically different economic and environmental climate. The CDP proposes this area be consistent with its underlying State Land Use District of Agricultural.

The proposed LUPAG changes for the LDU designation are to condense this area to be more parcel-specific and consistent with the current State Land Use Urban District and current County zoning. There is adequate infill potential within these current designations to accommodate reasonable anticipated growth for the **O'ōkala** community, especially considering that **O'ōkala** currently has no commercial/basic services such as a grocery store and is not in close proximity to employment centers.

In summary, the proposed changes for **O'ōkala** result in a condensed and parcel-specific LDU area that is more consistent with State Land Use designations, and they remove obsolete Urban Expansion and Industrial designations on coastal parcels. See the rationale for policies: **Policy 2**, **Policy 4** and **Policy 5**, and the existing General Plan Policy 14.1.3 (j). For more information on this, see pages 218-220 of Appendix V4B.

Figure 20: Pa'auilo 2015 Proposed LUPAG

Rationale: Pa'auilo is a small plantation village straddling Highway 19 surrounded by ranchland and other agriculture. There is some legacy Industrial land makai of town nearer the coast and there are two separate former plantation camp communities south of Pa'auilo along the Highway 19 with urban zoning.

The proposed change in **Pa'auilo** to the LUPAG Industrial designation is to LUPAG Agricultural to be consistent with its underlying State Land Use District (Agricultural) and its current County Zoning (which is A-40). The proposed change to the LUPAG LDU is to generally follow the State Land Use District Urban District on the makai side of town (with the exception of including two smaller parcels into LDU along the north side of Pa'auilo Makai road). For the mauka side of town, the proposed change is to generally retain the current LUPAG LDU line while making it more parcel-specific. There is adequate infill potential within Pa'auilo to accommodate for reasonable growth without further encroaching onto productive agricultural lands.

The proposed change to the LUPAG MDU area in **Pa'auilo** is to consolidate it to a smaller area mauka of Highway 19 (currently it straddles the highway) because this MDU area is larger than the population of Pa'auilo can sustain, and also, communities that allow higher densities of residential and commercial to straddle a Highway inevitably deal with traffic and safety concerns from pedestrians and vehicles crossings. See **Policy 3** for more on the MDU designation changes.

For the two communities of **Ka'ohe** and **Kūka'iau**, the proposed LUPAG changes involve making the urban growth line more parcel-specific and shrinking it to be consistent with the State Land Use

Urban District. While Kūka‘īau does contain some commercial zoning, both of these communities are seen as bedroom communities, and population growth projections do not warrant expanding their growth boundaries beyond the existing State Land Use Urban District and onto agricultural lands.

In summary, the proposed changes for **Pa‘auilo** result in a condensed and more parcel-specific LDU area that is more consistent with State Land Use designations, they remove obsolete Industrial designations, and they condense the MDU to a more compact area mauka of Highway 19. See the rationale for policies: **Policy 2**, **Policy 3**, **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County’s *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information on this, see pages 221-226 of Appendix V4B.

Figure 22: Honoka‘a/Haina 2015 Proposed LUPAG Map

Rationale: Honoka‘a located primarily makai of Highway 19 and is the Planning Area’s largest town. It has a strong plantation and paniolo heritage and vibrant commercial core, and serves as the gateway to Waipi‘o Valley. Haina is a small plantation era town located closer to the coast, and it contains Industrial zoning flanked by compact neighborhoods. Pā‘auhau is another small plantation era camp community south of Honoka‘a and it contains no commercial core or commercial zoning.

The proposed LUPAG changes in **Haina** involve shifting the LUPAG Industrial designation to be more consistent with current County zoning and current land use (currently the LUPAG Industrial zoning in Haina is split between 3 areas separated by residential neighborhoods – this is assumed to be a mapping discrepancy or relate to an obsolete land use proposal). The proposed LUPAG Industrial changes shift the industrial areas to the parcels zoned industrial and then beyond those parcels to the east to encompass the parcel with the power generation plant. The LUPAG MDU for Haina is also changed to LUPAG LDU since the higher density/uses that MDU allows is seen as unnecessary in this small village (see **Policy 3**). The proposed LUPAG LDU is parcel-specific in the mauka section of **Haina** while maintaining a distinct town ‘edge’ between Haina and Honoka‘a by retaining an area of rural/agricultural lands between the two towns; the proposed LUPAG LDU is a split designation in some parcels (split between LUPAG LDU and LUPAG Agriculture) in the makai part of Haina to be

consistent with the existing split designations of the SLU Urban district and due to the fact that these are large agricultural parcels.

The proposed LUPAG changes in **Pā‘auhau** involve changing the existing LUPAG Rural to LUPAG Agricultural to be consistent with its underlying Agricultural State Land Use District and County zoning (Agriculture-40). The justification is that the designation of LUPAG Rural does not provide **Pā‘auhau** any advantages because it is a fairly built-out, compact, camp-style subdivision with no commercial core. Since the Community’s Objective #5 states: “direct new development in existing, walkable, *mixed-use town centers while limiting rural sprawl*,” and because **Pā‘auhau** lacks the basic services of a mixed-use town center but is built-out with little, it is not a good candidate for keeping LUPAG Rural or designating it LUPAG LDU. The proposed change also removes the LUPAG Industrial designation to be consistent with its underlying State Land Use District of Agriculture, and to be consistent with its current land uses. Note: there is no corresponding County Industrial zoning for any parcels in **Pā‘auhau** and the former industrial area in this community has been redeveloped for residential/agricultural uses.

The proposed LUPAG changes for **Honoka‘a** generally shrink the LDU to be closer to the State Land Use Urban District. The proposed changes are more parcel-specific on the mauka side, whenever possible, in order to add clarity and avoid split designations in large agricultural parcels. The proposed changes also add the LUPAG Rural designation in smaller agricultural parcels makai of Honoka‘a’s neighborhoods near Lehua Street (thereby keeping a buffer of rural and agricultural land between Honoka‘a and Haina), to a few parcels bordering Honoka‘a town along Honoka‘a-Waipio Road, and to the small agricultural lots adjacent to the mauka sections of Loke Street, Pikake Street, and Ka‘ao Road. This area mauka of Honoka‘a is already divided into smaller agricultural lots and some are already rurally zoned (Residential Agriculture designated as RA-2a); therefore, it is seen as an appropriate area to designate as LUPAG Rural to reflect the current land uses and to encourage small farm development close to other services.

In summary, the proposed changes **Honoka‘a** and **Haina** result in a condensed and more parcel-specific LDU area that is more consistent with State Land Use designations, they lead to a condensed Industrial area, they remove unnecessary MDU designations in Haina, and they add Rural designations at the edges of some parts of Honoka‘a where the agricultural lots were already small and rural in nature. See the rationale for policies: **Policy 2**, **Policy 3**, **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County’s *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that

the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information on this, see pages 227-232 of Appendix V4B.

Figure 24: Kukuihaele 2015 Proposed LUPAG Map

Rationale: The small plantation village of Kukuihaele is the closest community to Waipi'o Valley. It is comprised of a few commercially zoned historic buildings and is surrounded by open pasturelands. Kukuihaele is the only place in the Planning Area with County Resort-Hotel zoning.

The proposed LUPAG changes in **Kukuihaele** involve moving the LUPAG LDU line on the makai side to be more parcel-specific and consistent with State Land Use District lines. The LUPAG LDU line is expanded along Honoka'a-Waipio Road in a more consistent pattern to allow for infill growth (currently the State Land Use Urban District is interrupted by a parcel designated as part of the Agricultural District) and to avoid the existing split designations of the current LUPAG map.

In summary, the proposed changes for **Kukuihaele** result in a condensed and more parcel-specific LDU area that is more consistent with State Land Use designations, and they guide development away from the coast and in a more compact pattern. See the rationale for policies: **Policy 2**, **Policy 3**, **Policy 4** and **Policy 5** and the existing General Plan Policy 14.1.3 (j).

Note: LUPAG designations reflect the County's *preferred* land use for specific areas, but LUPAG designations do not change the underlying State Land Use District or County Zoning. A property owner may need to go through a SLU Boundary Amendment and/or County Rezoning process to ultimately obtain a land use consistent with the LUPAG designation. However, due to water system constraints in many Planning Area communities, County water system improvements may be required for a Change of Zone due to concurrency rules (see Zoning Code, §25-2-46 (m)). In other words, a LUPAG designation does not automatically grant a type of land use, it merely conveys that the County Planning Department would likely support this change of land use through a SLU amendment or Change of Zone if all other requirements have been met.

For more information on this, see pages 233-236 of Appendix V4B.

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Figure 1: Wainaku/Kaiwiki 2005 LUPAG Map

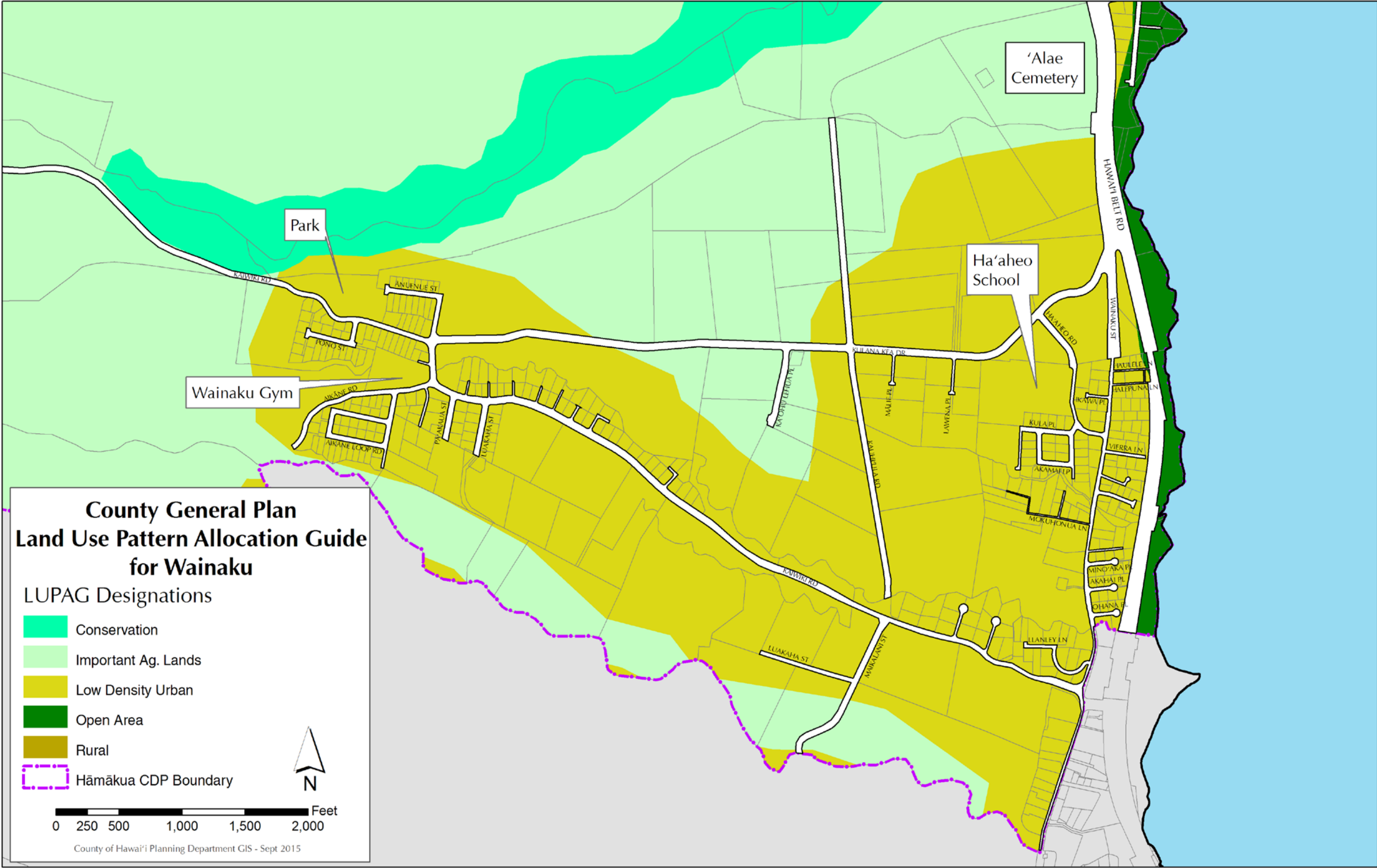
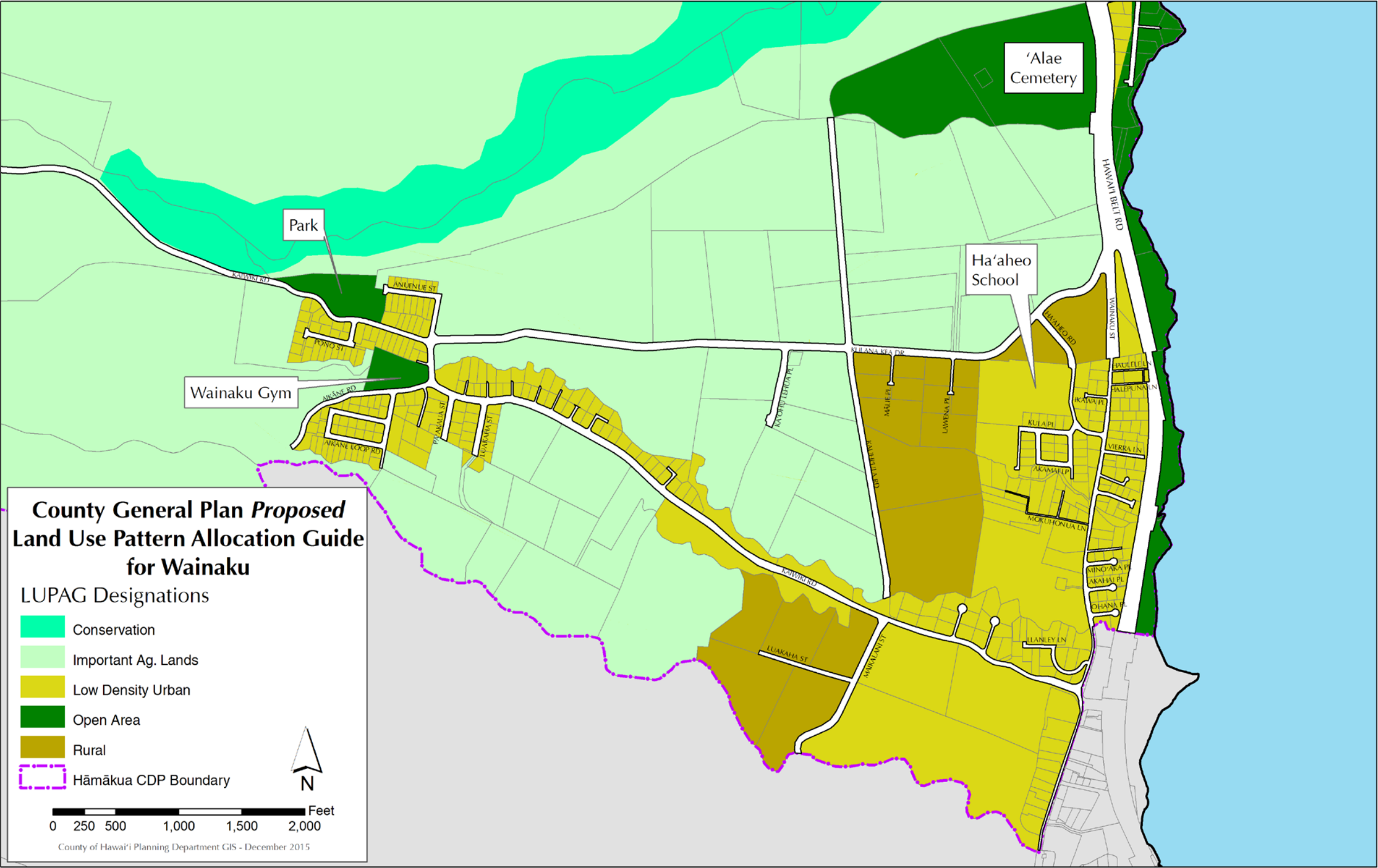


Figure 2: Wainaku/Kaiwiki 2015 Proposed LUPAG Map



**County General Plan
Land Use Pattern Allocation Guide
for Pauka'a**

LUPAG Designations

- Conservation
- Important Ag. Lands
- Low Density Urban
- Open Area

0 250 500 1,000 1,500 Feet

County of Hawai'i Planning Department GIS - July 2015

County General Plan *Proposed* Land Use Pattern Allocation Guide for Pauka'a

LUPAG Designations

- Conservation
- Important Ag. Lands
- Low Density Urban
- Open Area
- Rural

0 250 500 1,000 1,500 Feet

County of Hawai'i Planning Department GIS - November 2015

Figure 5: Pāpa'ikou 2005 LUPAG Map

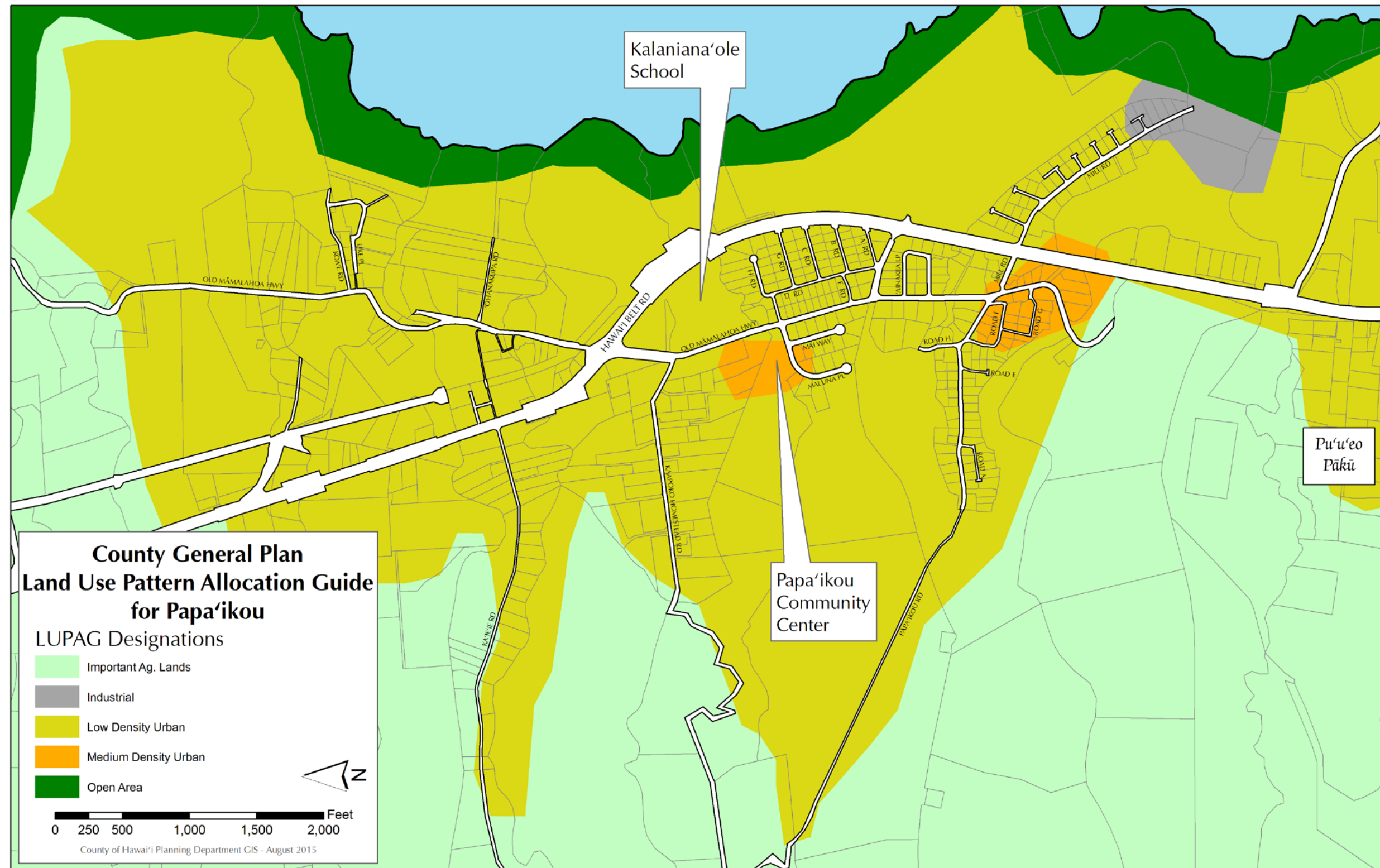
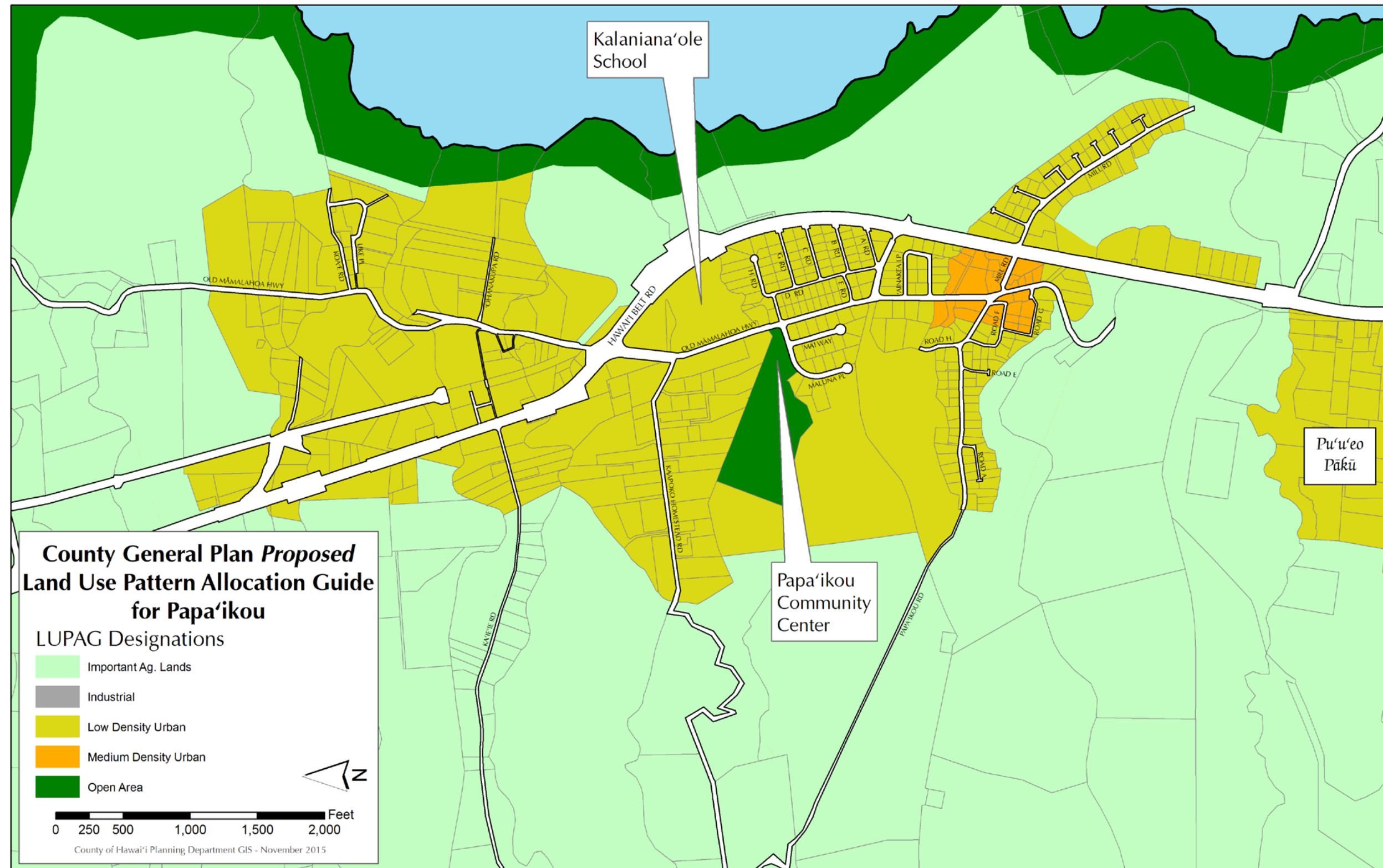


Figure 6: Pāpa'ikou 2015 Proposed LUPAG Map



**County General Plan
Land Use Pattern Allocation Guide
for Pepe'ekeo**

LUPAG Designations

- Important Ag. Lands
- Industrial
- Low Density Urban
- Medium Density Urban
- Open Area

Scale: 0 250 500 1,000 1,500 2,000 2,500 Feet

County of Hawai'i Planning Department GIS - August 2015

Figure 8: Pepe'ekeo 2015 Proposed LIIPAG Map

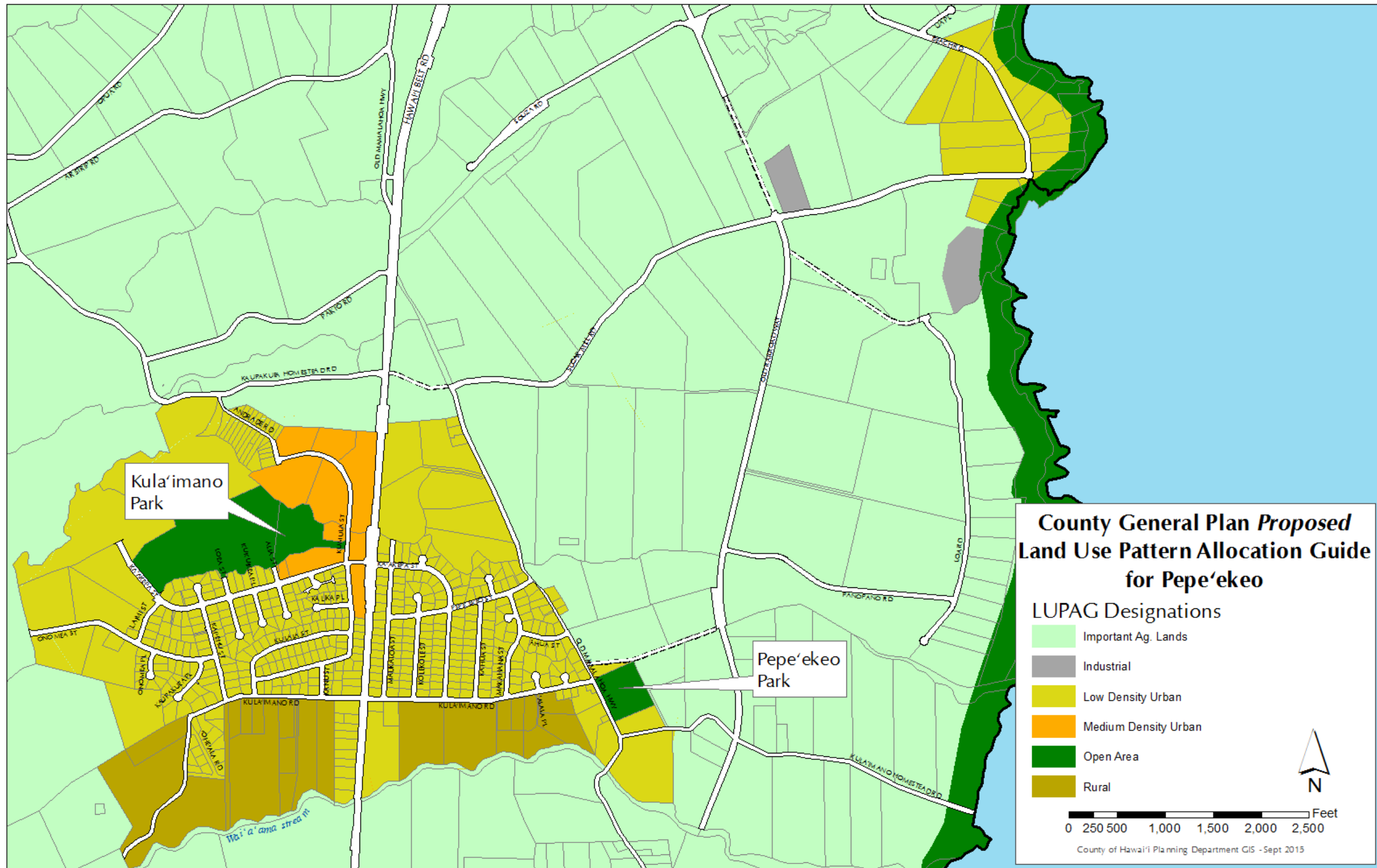
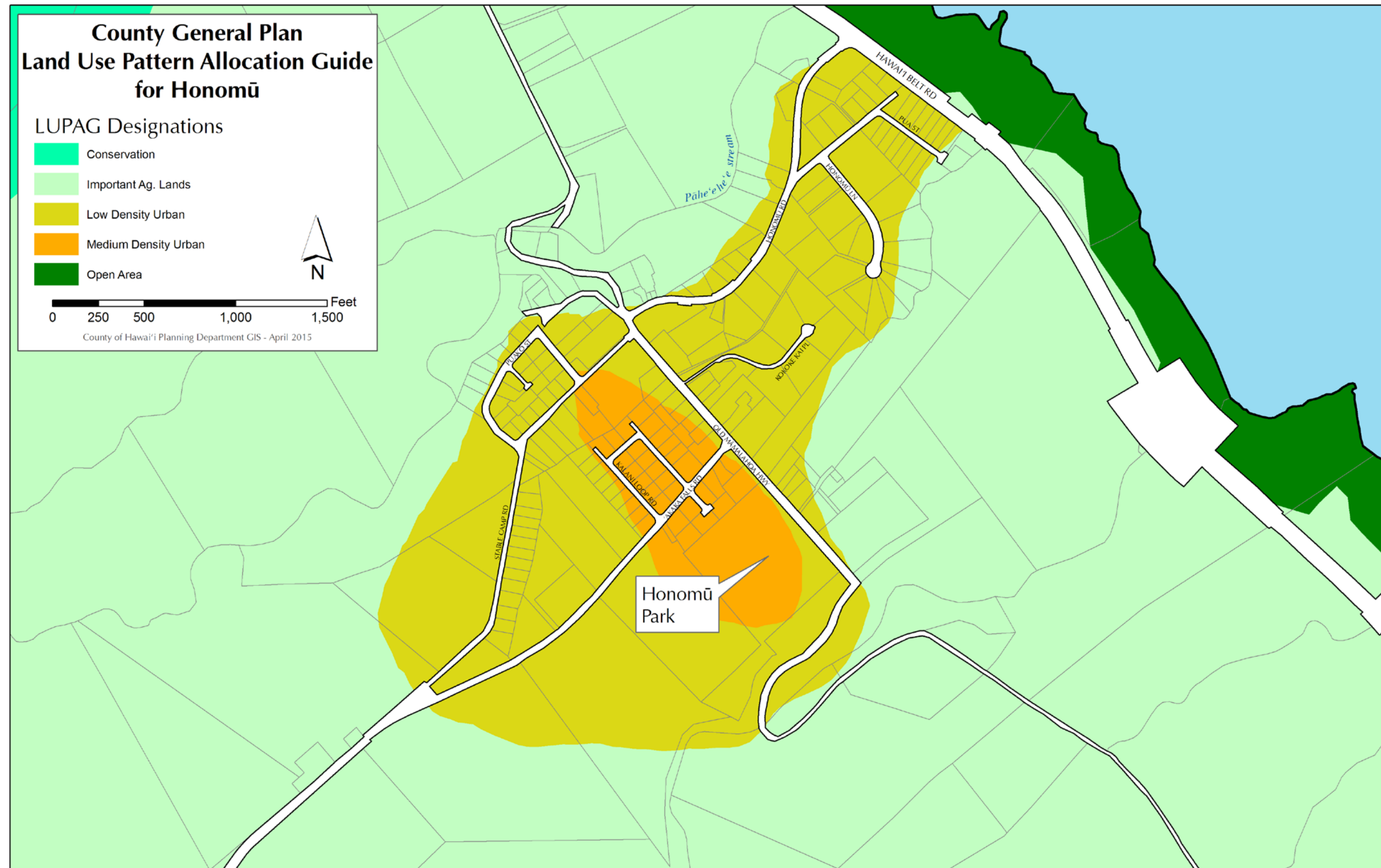


Figure 9: Honomū 2005 LUPAG Map



County General Plan *Proposed*
Land Use Pattern Allocation Guide
for Honomū

LUPAG Designations

- Important Ag. Lands
- Industrial
- Low Density Urban
- Medium Density Urban
- Open Area

0 250 500 1,000 1,500 Feet
County of Hawai'i Planning Department GIS - Nov 2015

Honomū Park

Pāhe'e Stream

KONOHE RD

HONOMŪ RD

HAWAII BELT RD

PUAKA ST

STABLE CAMP RD

JALI'ANI LOOP RD

OLD MĀMALANALO HWY

Figure 11: Hakalau/Wailea 2005 LUPAG Map

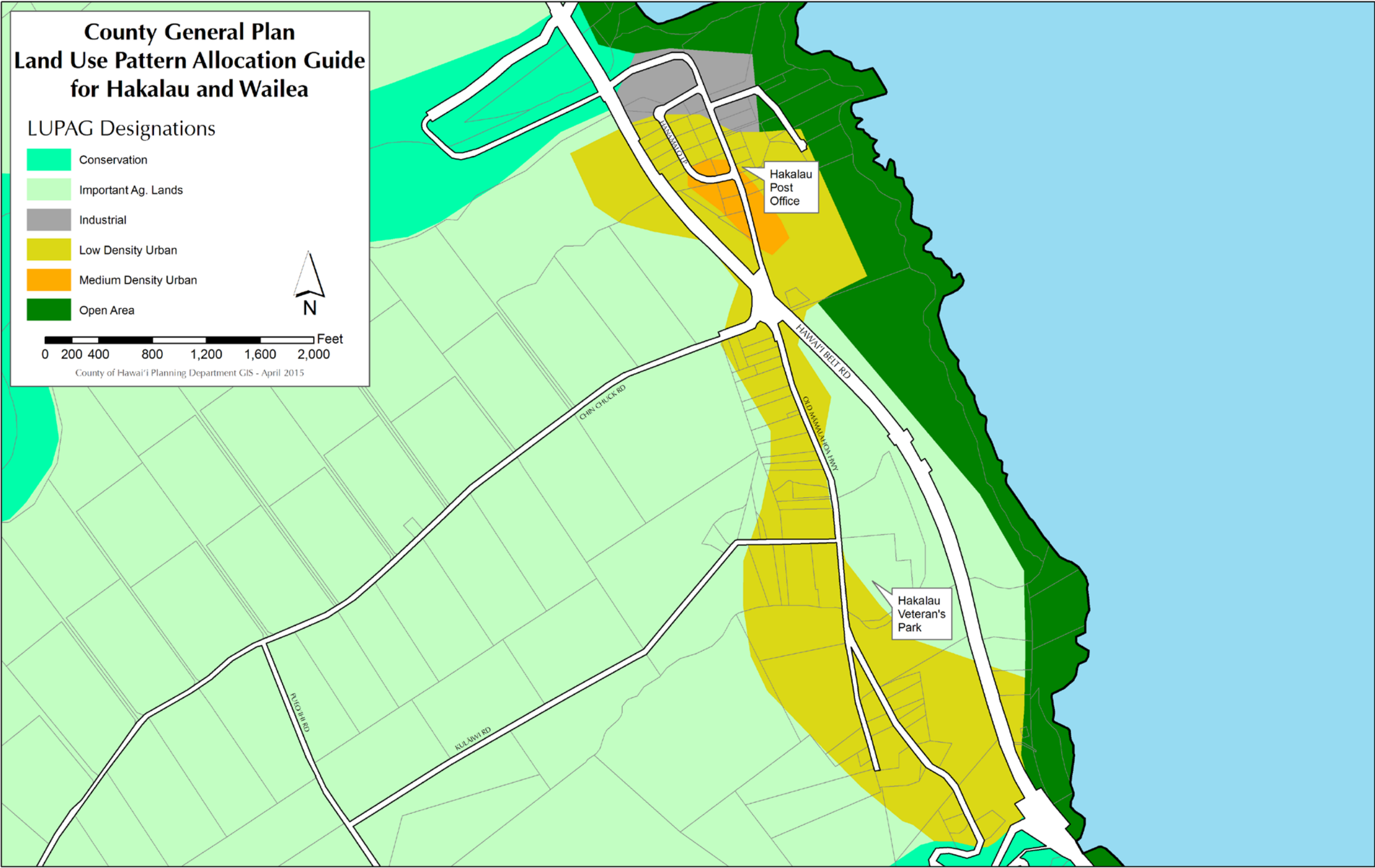


Figure 12: Hakalau/Wailea 2015 Proposed LUPAG Map

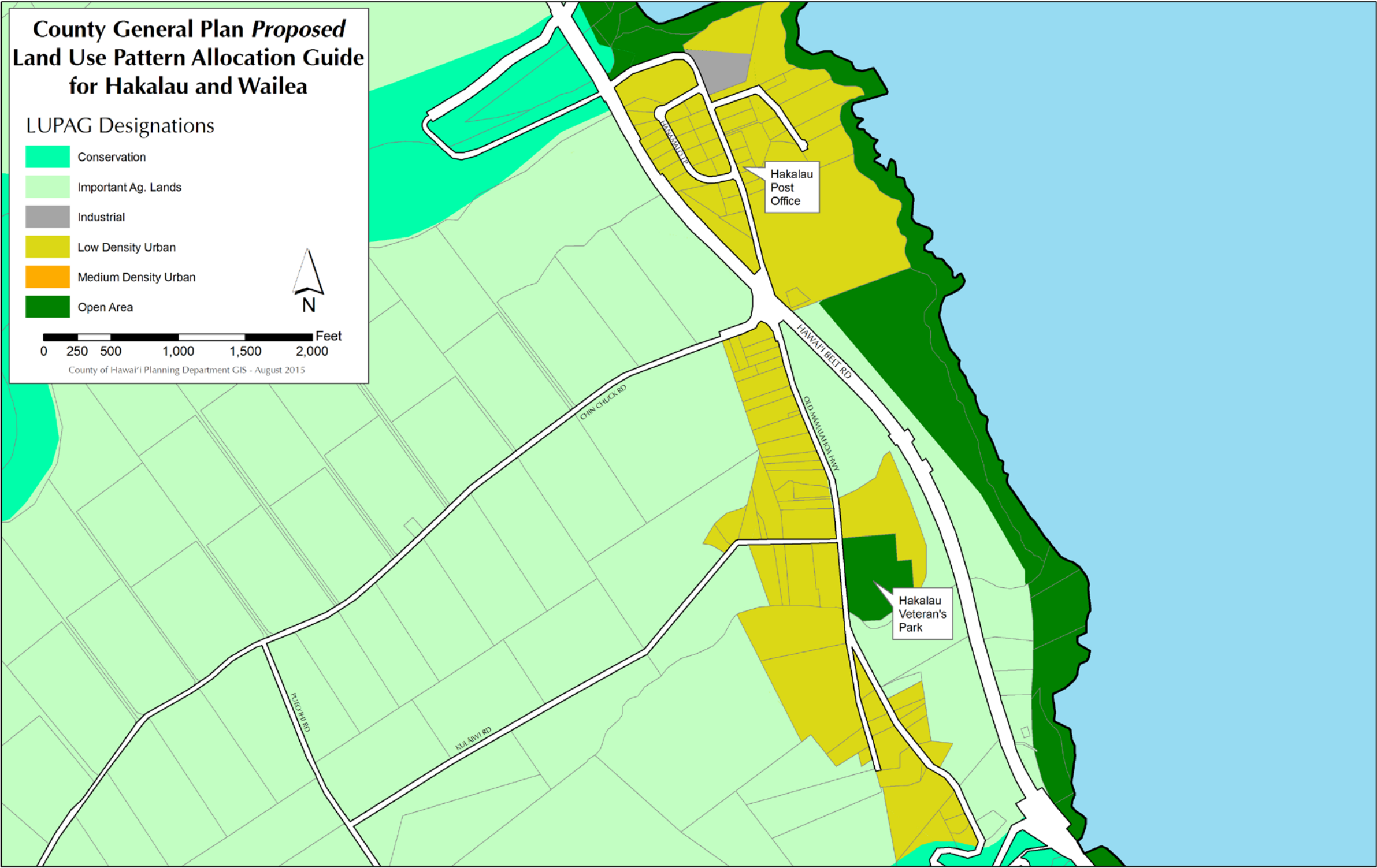


Figure 13: Nīnole 2005 LUPAG Map

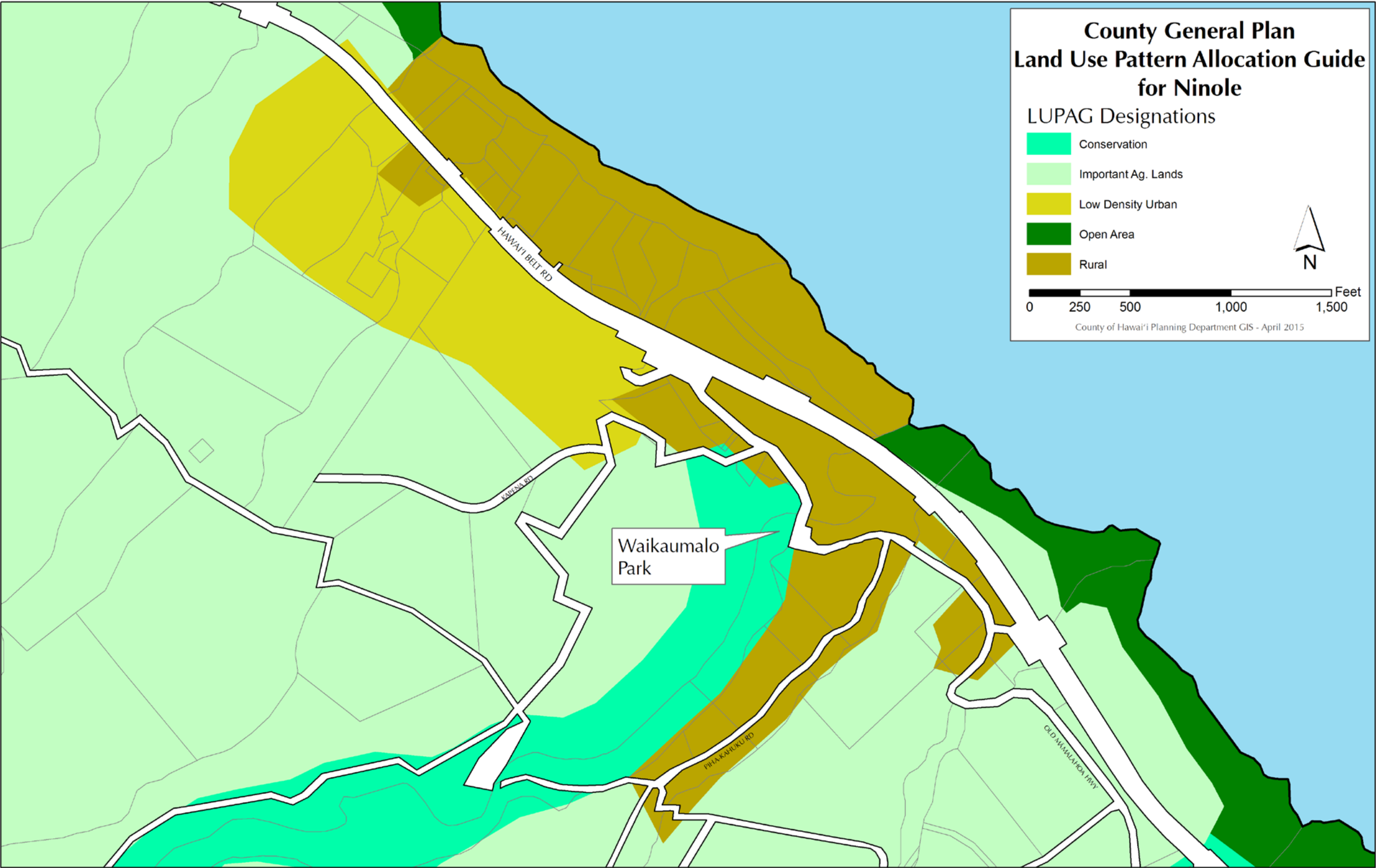
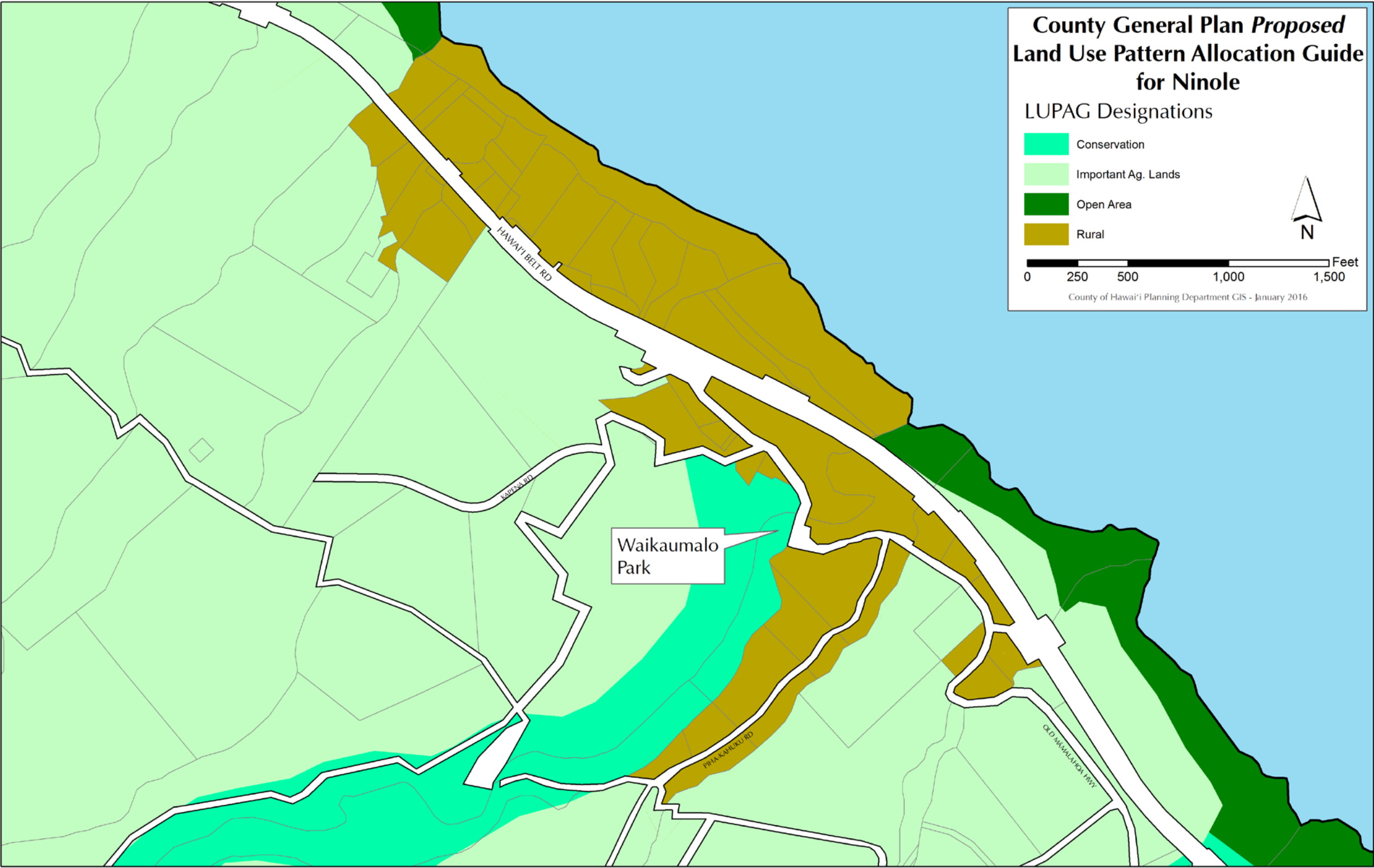


Figure 14: Nīnole 2015 Proposed LUPAG Map



**County General Plan
Land Use Pattern Allocation Guide
for Laupāhoehoe/Pāpa'aloa**

LUPAG Designations

- Conservation
- Important Ag. Lands
- Low Density Urban
- Medium Density Urban
- Open Area

0 500 1,000 2,000 3,000 Feet
County of Hawai'i Planning Department GIS - August 2015

Kapehu Camp

Pāpa'aloa Park

Kapehu Camp

County General Plan *Proposed* Land Use Pattern Allocation Guide for Laupāhoehoe/Pāpā'āloa

LUPAG Designations

- Conservation
- Important Ag. Lands
- Low Density Urban
- Medium Density Urban
- Open Area

0 500 1,000 2,000 3,000 Feet

County of Hawai'i Planning Department GIS - Sept 2015

Kapehu Camp

Pāpā'āloa Park

Kapehu Camp

Figure 17: O'ōkala 2005 LUPAG Map

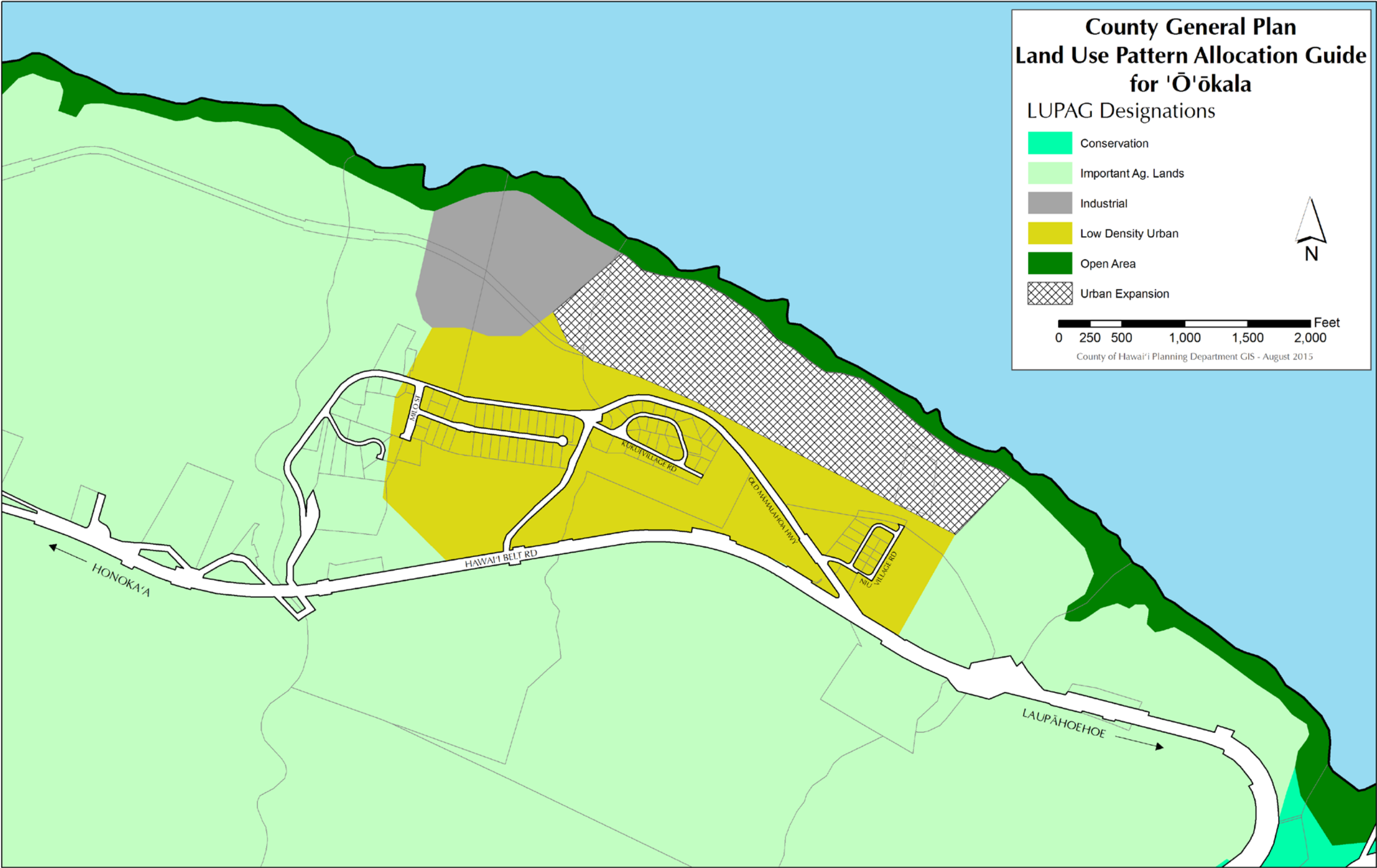


Figure 18: O'ōkala 2015 Proposed LUPAG Map

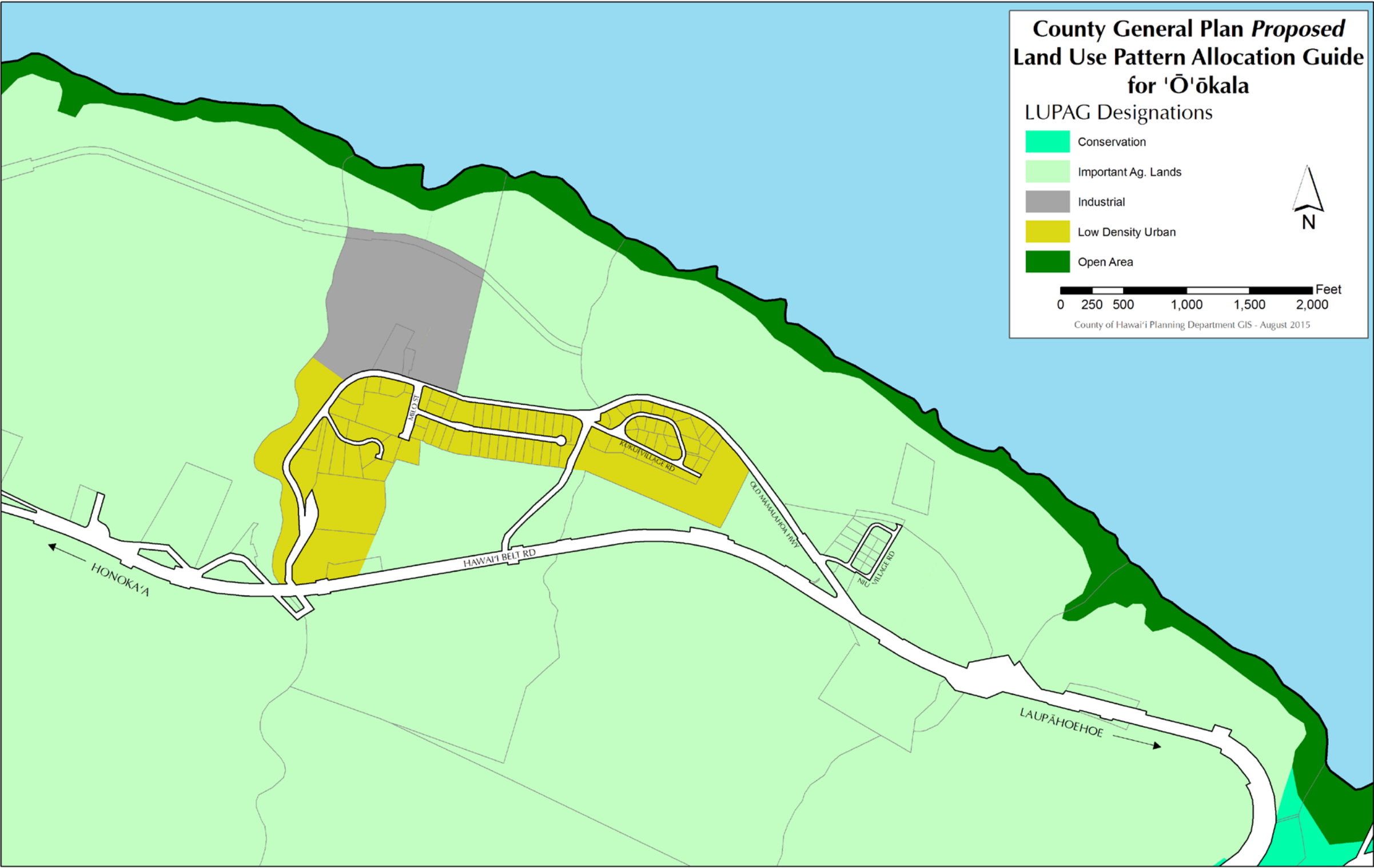


Figure 19: Pa’auilo 2005 LUPAG Map

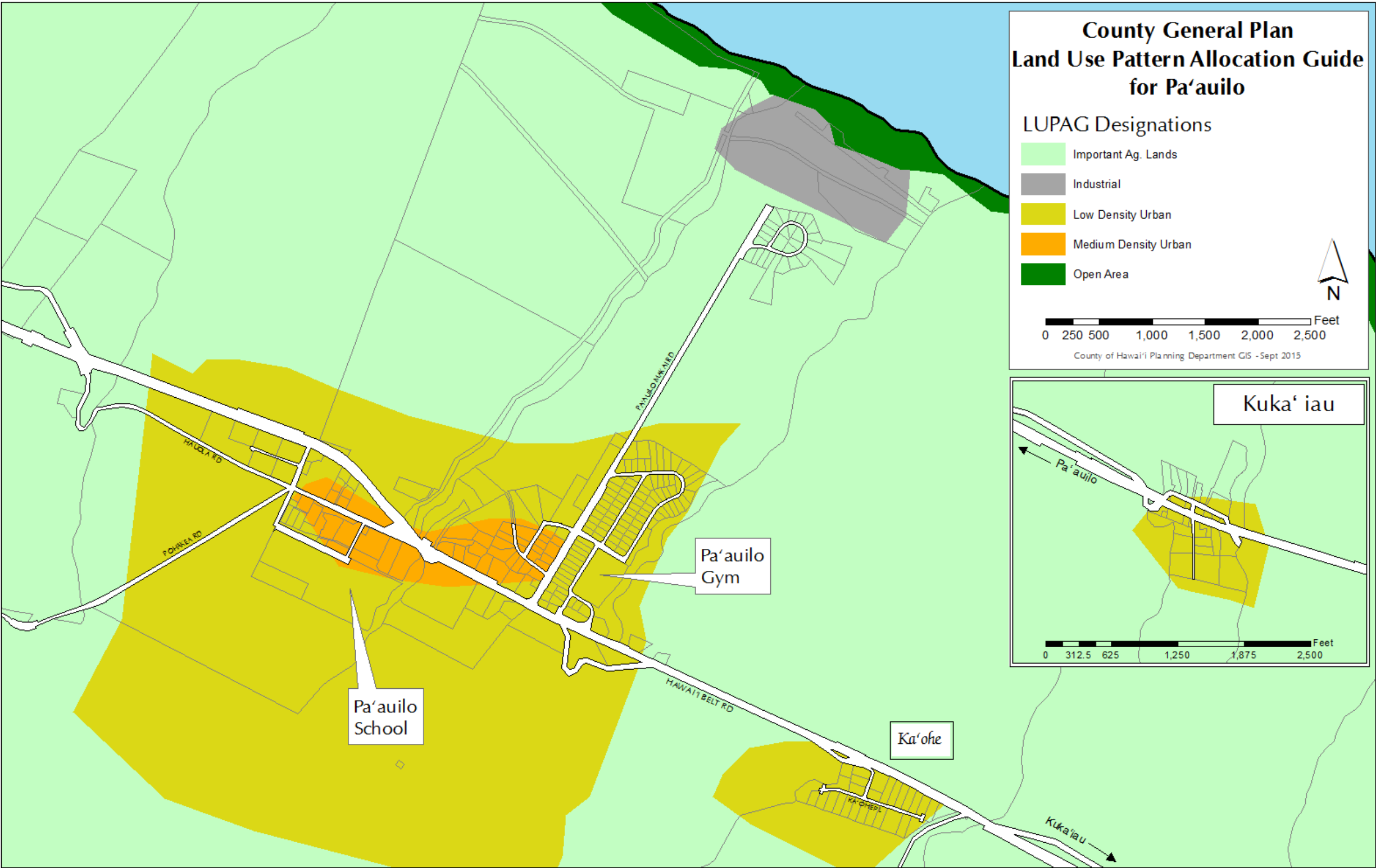


Figure 20: Pa’auilo 2015 Proposed LUPAG

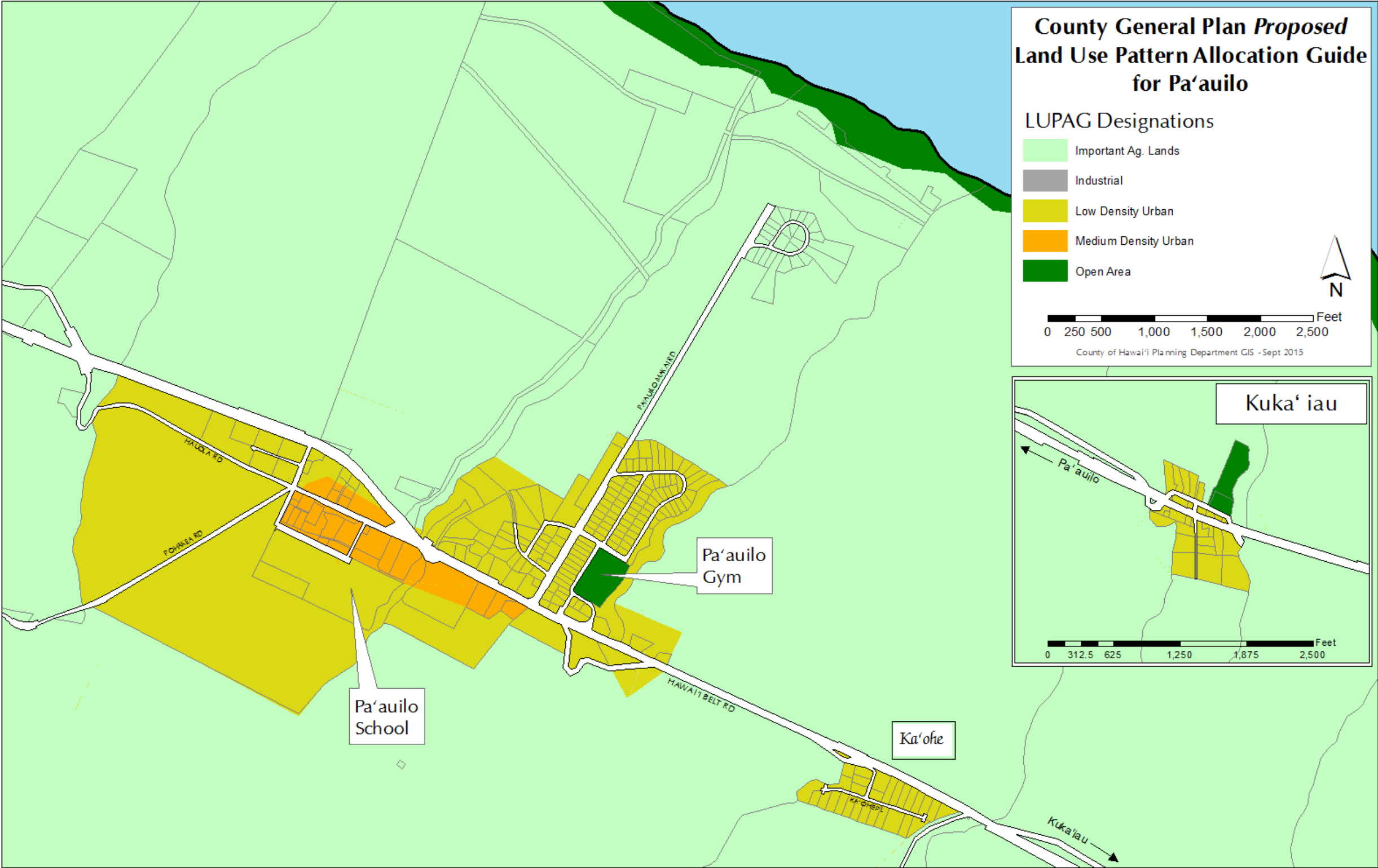


Figure 21: Honoka’a 2005 LUPAG Map

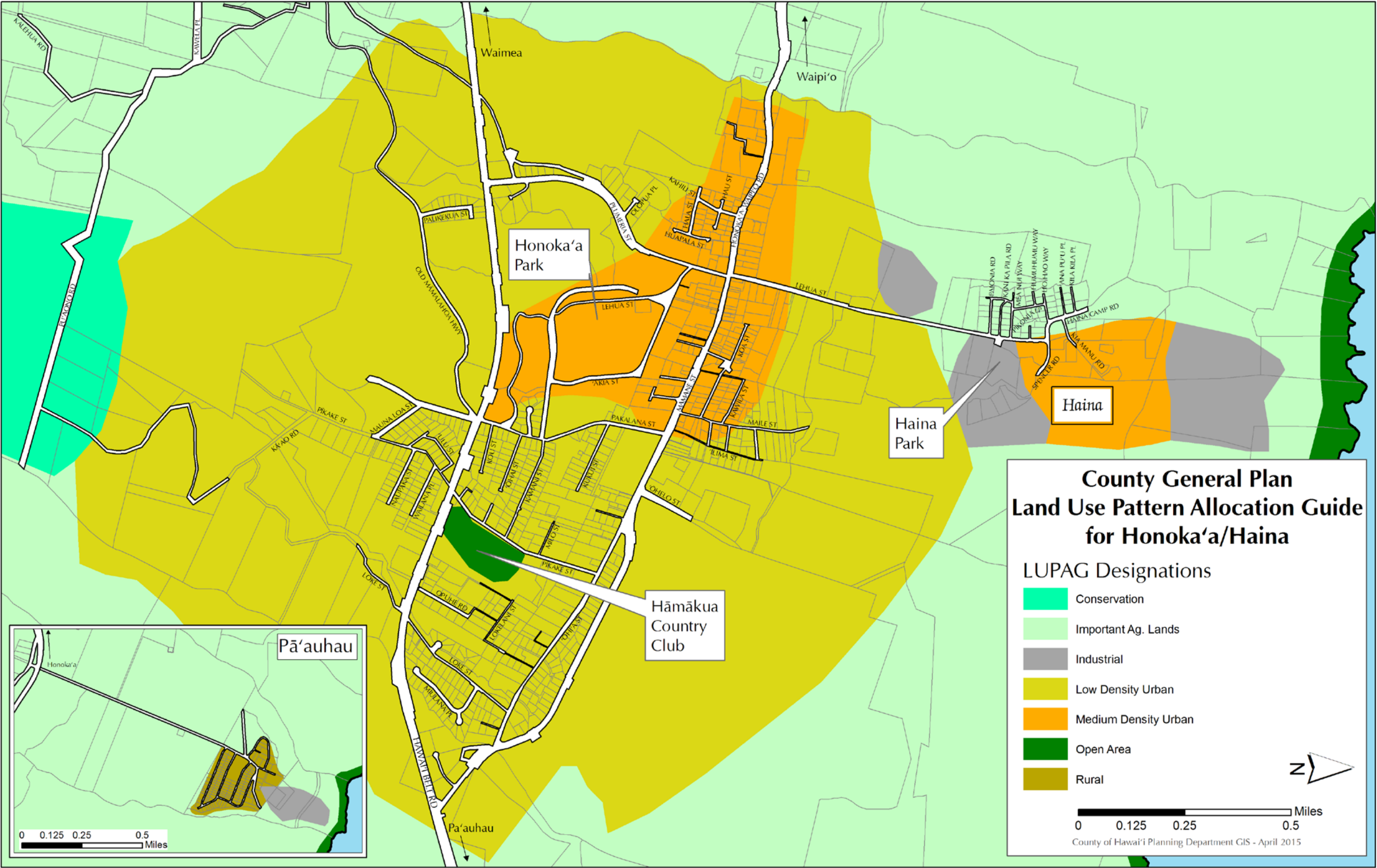


Figure 22: Honoka’a/Haina 2015 Proposed LUPAG Map

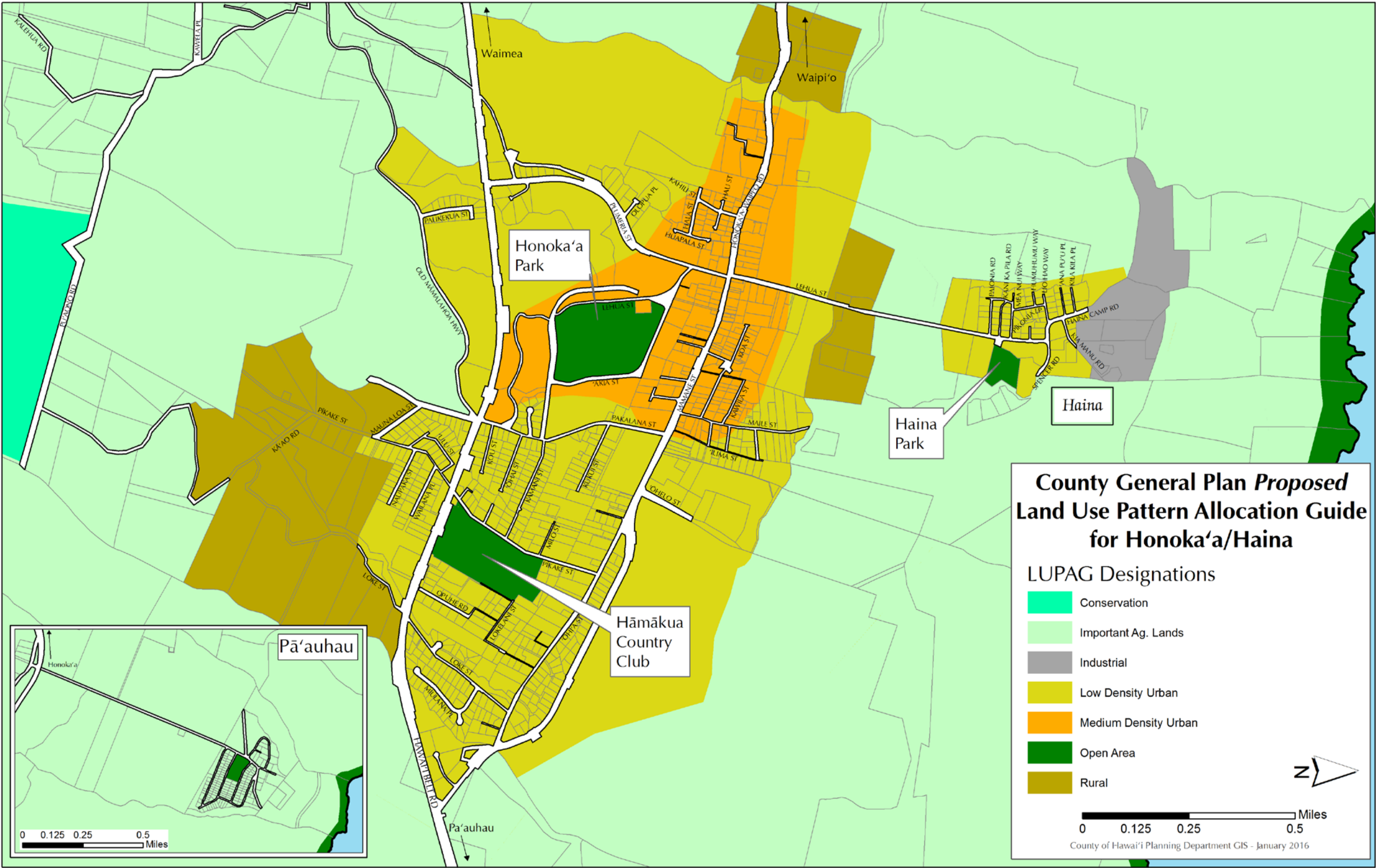


Figure 23: Kukuihaele 2005 LUPAG Map

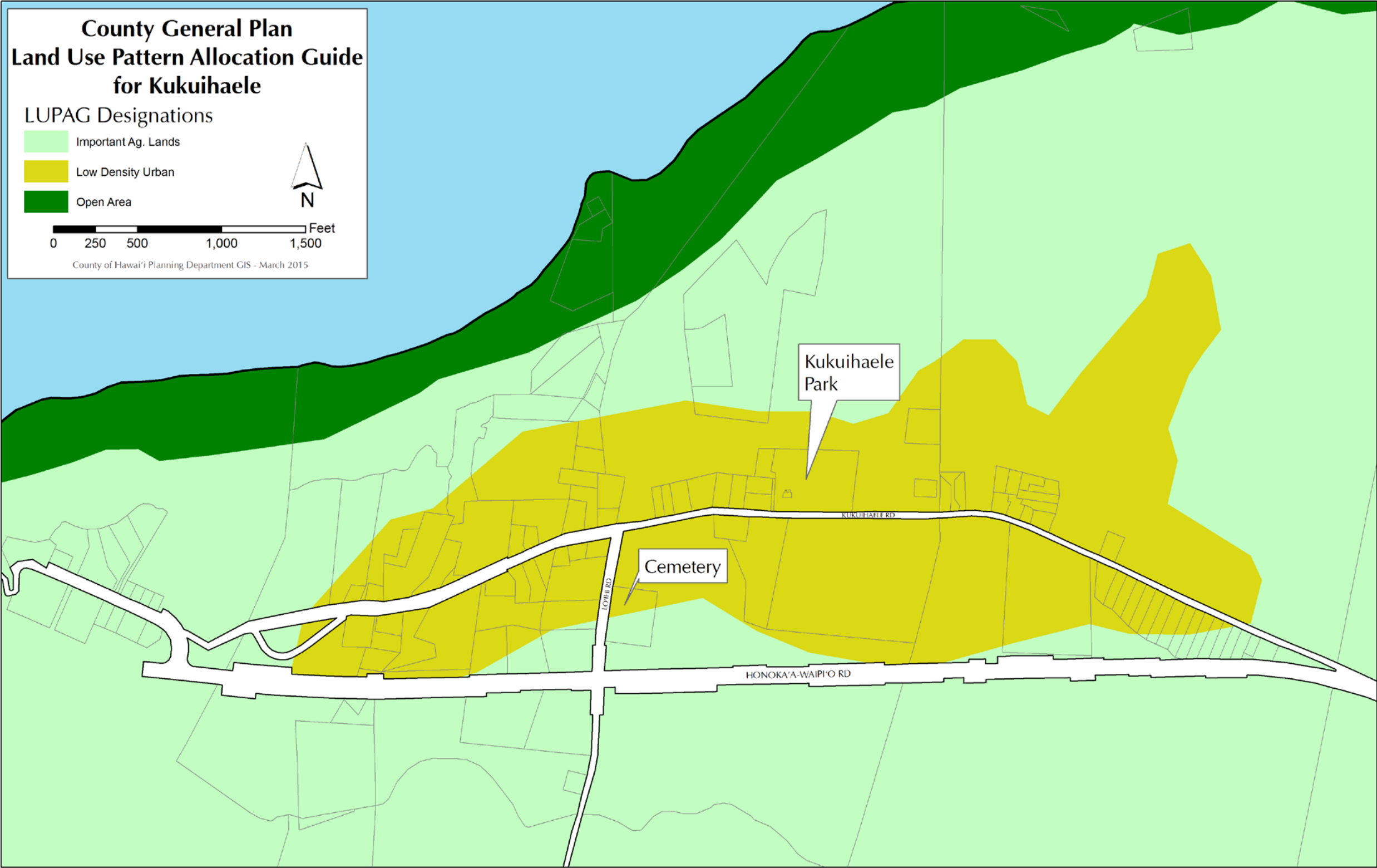
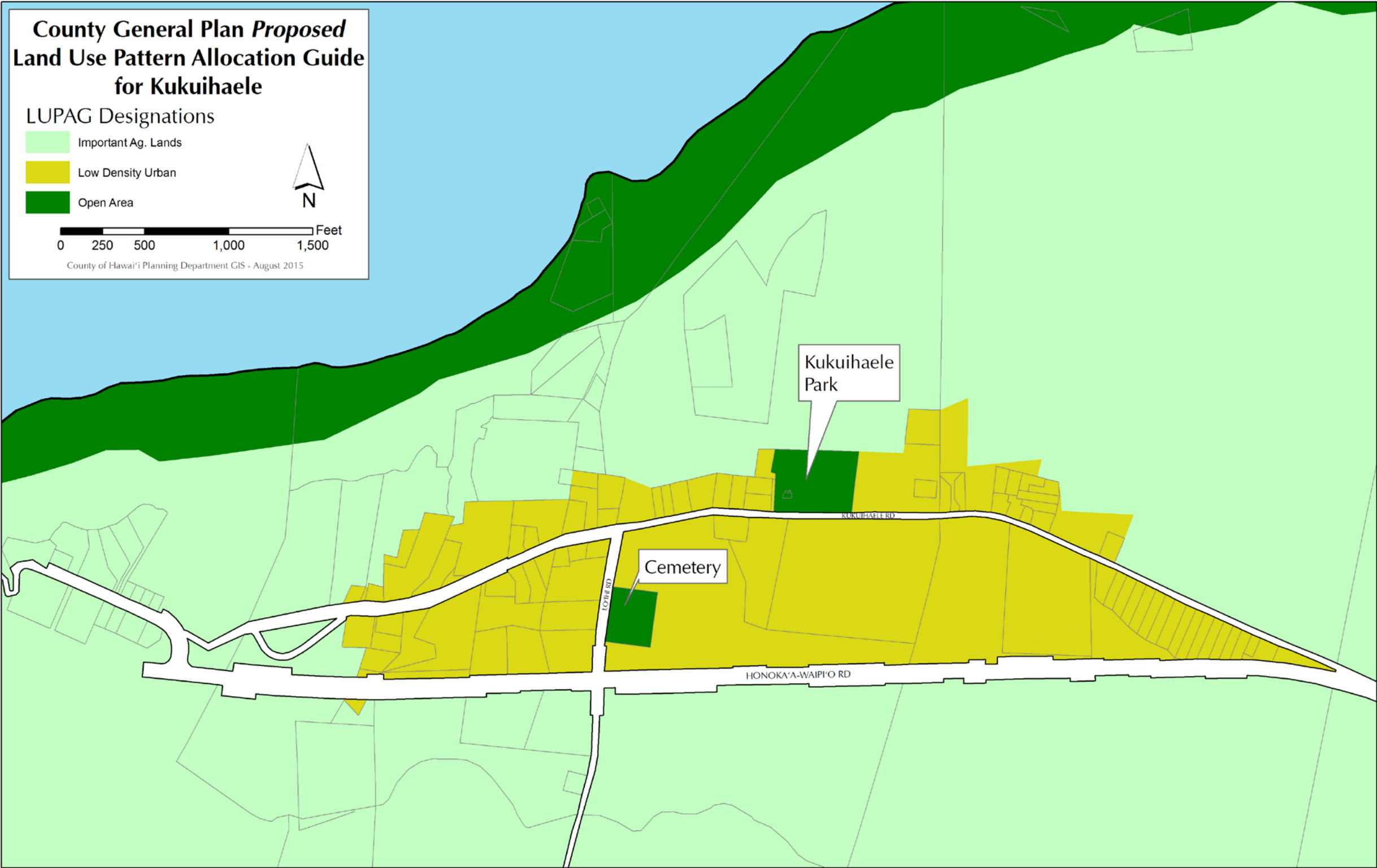


Figure 24: Kukuihaele 2015 Proposed LUPAG Map



DRAFT

SECTION 4: PROTECT AND ENHANCE NATURAL AND CULTURAL RESOURCES

4.1 Expand the Local System of Preserves

This section of the CDP guides the expansion of lands held in public trust, supports landowners establishing conservation and agricultural easements and using agricultural and forestry land preservation programs, and encourages Natural Area Reserves to pursue acquisition priorities.

4.1.2 County Action

Policy 16

Identify and secure in public trust (fee simple or by easement) priority lands that achieve one or more of Hāmākua’s Objectives.

- **Seek to use conservation easement or acquisition opportunities through funding sources such as PONC, etc., once critical habitat areas are identified as priorities to protect.**
- **Seek to protect with easements or acquire suitable important coastal lands that would protect viewsheds, provide the public with access to scenic viewing areas, or otherwise promote appropriate coastal recreation and subsistence.**
- **Support the efforts of landowners in establishing conservation and agricultural easements to preserve important resources in perpetuity.**

Rationale: Certain resources are valuable and vulnerable enough to secure in public trust (fee simple or by easement), and a wide range of resources are available for easements and acquisition (see Appendix V4A). Nearly all of Hāmākua’s sensitive mauka lands are protected as public lands, but few portions of Hāmākua’s shoreline are protected by County, State, or Federal government ownership, and other areas remain vulnerable. Vulnerable features to

consider are stream/watershed corridors, unique geological features, heritage resources, ecological resources, mauka or makai access, trail corridors, park space, buffers, open space and viewscapes, and agricultural lands which are prone to runoff or are threatened by nonagricultural development could be converted to affordable agriculture parks. This strategy is considered a core, overarching strategy because it applies across various focus areas of the CDP. This policy makes it explicit that priority lands that achieve one more of Hāmākua’s Community Objectives are to be identified and secured through some type of acquisition or easement.

Resources for establishing reserves are limited, and Hāmākua must compete with other communities locally, statewide, nationally, and globally, so it is important to establish priorities. Relative priorities should be established using criteria similar to those used by the PONC:

- Benefit to the general public
- Level of community support

- Identified management/maintenance partners
- Urgency
- Land or property entitlements are available for acquisition
- Special opportunity for acquisition exists (e.g., special funding is available, landowner willing, etc.)
- Resources can be leveraged through partnerships with other government, private, or nonprofit entities.

This policy makes it explicit that in order to further the preservation of important resources, the County should support and/or partner with landowners in establishing conservation and agricultural easements in perpetuity. Refer to the rationale for **Policy 49** and **Policy 50** for a list of specific accesses identified as high community priorities in the Hāmākua Planning Area. Mill Road

Policy 17

Support the proposed Hakalau NWR Expansion Project.

Rationale: Hakalau Forest NWR contains some of the finest remaining stands of native montane rain forest in Hawai'i. It consists of 32,733-acres and supports a diversity of native birds and plants. Eight of the 14 native bird species occurring at Hakalau are endangered. The Service is proposing to protect additional habitat for endangered forest birds, water birds, plants, and other native species and special habitats by expanding the Refuge acquisition boundary by up to 29,973 acres of land to the Hakalau Forest Unit and Kona Forest Unit. This policy supports that expansion which would further conservation and protection of native habitats. See the Environmental Assessment here:

http://www.fws.gov/uploadedFiles/Region_1/NWRS/Zone_1/Big_Island_Complex/Hakalau_Forest/PDFs/Hakalau%20Forest%20NWR%20Final%20LPP-EA.pdf

4.1.3 Kōkua Action

U.S. Congress

Kōkua Action 1:

Appropriate sufficient funding to Land and Water Conservation Fund (LWCF) for the U.S. Fish and Wildlife Service to complete expansion of the Hakalau Forest National Wildlife Refuge (NWR).

Rationale: See the rationale for **Policy 17**.

U.S. Fish and Wildlife Service

Kōkua Action 2:

Continue to pursue acquisition or cooperative management of the six parcels identified in the Hakalau Forest National Wildlife Refuge Land Protection Plan and Environmental Assessment.

Rationale: See the rationale for **Policy 17**.

4.2 Protect Coastal Resources

This section of the CDP protects coastal resources with the CDP Land Use Policy Map, shoreline setbacks, the Special Management Area, and encourages the State to strengthen protections and the community to engage in coastal land use decisions.

4.2.3 Land Use Policy

Policy 18

Development in the SMA, including subdivision, shall only be approved if it is first found that it will not have any substantial adverse environmental or ecological effect (HRS 205A-22(3) & 205A-26(2)(A))

Pursuant to Planning Commission (PC) Rule 9-10(b)(5) & (11), and in order for the Planning Director to accurately evaluate whether the proposed action will have a substantial adverse effect, pursuant to PC Rule 9-4(e)(4), the Director shall require that SMA Use Permit Assessment and Use Permit applications include all of the information necessary to assess the proposed activity's impacts in the Special Management Area, including but not limited to:

- A description of the environmental setting and natural resources in the area, including an assessment of impacts on rare, threatened, or endangered species or their habitat and on fresh and coastal water quality (PC Rule 9-10(b)(5)(A) & (6) and 9-10(h)(7), (8), & (9));
- A description of valued cultural resources or historical sites in the area, including the extent to which traditional and customary native Hawaiian rights are exercised in the area (PC Rule 9-10(b)(6) & (h)(1));
- An assessment of impacts on coastal scenic and open space resources and view planes, including those outlined in the General Plan, the Community Development Plan, and other adopted plans, as well as the line of sight toward the sea from the state highway nearest the coast and along the shoreline (HRS 205A-2(b)(3) (A), HRS 205A-2(c)(3)(B), HRS 205A-26(3)(E), and PC Rule 9-10(h)(1));
- Identification and detailed information of existing public access to and along the shoreline to the specifications required by Na Ala Hele and the Ala Kahakai National Historic Trail (PC Rule 9-10(b)(10));
- An assessment of impacts on hazard risk, including flooding, tsunamis, and coastal erosion and/or sea level rise over the life of the development (PC Rule 9-10(h)(9));
- A description of the relationship of the proposed action to land use plans, policies, and control of the affected area, including the General Plan and Community Development Plan (PC Rule 9-10(b)(5)(B)).
- Identify specific measures to mitigate risks associated with coastal hazards, protect sensitive coastal and cultural resources, and ensure public access (HRS 205-A).

Any development permitted, including those determined to be exempt from the definition of development in Planning Commission Rule 9 (pursuant to Planning Commission Rule 9-10(e) & (g)), shall be subject to terms and conditions to achieve CZM and CDP objectives and policies, including conditions that protect natural, cultural, historic, and recreational resources; preserve agricultural land, open space, and view planes; ensure access; mitigate impacts of coastal hazards; limit coastal development; and concentrate new development (particularly if it is not coastal dependent) on vacant land in town/village centers (before converting agricultural land to residential uses), and discouraging speculative residential development. Conditions could include but not be limited to

setbacks, restrictions on artificial light, lateral and mauka-makai access requirements, dedication of conservation and trail corridor easements, cooperation with efforts to manage access and use of coastal resources, minimizing the number of lots abutting or near the shoreline, and maximizing the use of land in the State Land Use Urban district and/or urban LUPAG categories.

Rationale: This policy makes explicit the steps mandated in HRS 205A and Planning Commission Rule 9 that are necessary to ensure that coastal resources in Hāmākua are appropriately protected. The goal is to implement a number of CDP objectives and policies related to protecting the shoreline and cultural assets, limiting development at the shoreline, assuring access, preserving open space and views, preserving agricultural land, concentrating new development (particularly if it is not coastal dependent) on vacant land in town/village centers (before converting agricultural land to residential uses), and discouraging speculative residential development. The Special Management Area (SMA) permit is a management tool to assure that developments in the SMA are designed and carried out in compliance with the Coastal Zone Management (CZM) objectives, CZM policies, and SMA guidelines. Generally, because the CZM objectives and policies are so comprehensive, the SMA is the most resource-protective land use policy overlay. CZM policies address recreational resources, historic resources, scenic and open space resources, coastal ecosystems, coastal hazards, management of development, beach protection, and marine resources. Therefore, SMA review is one of the few opportunities to holistically consider coastal resources and their interrelationships. Moreover, because CZM review requires consideration of the cumulative impacts of proposed development in the SMA, SMA review is thorough, and SMA permits include conditions to protect coastal resources and mitigate impacts.

Furthermore, the SMA permitting system regulates development within SMAs extending from the shoreline inland, as designated on maps filed with the County Planning Commission. Because Hāmākua's coastal resources are so unique and so vulnerable to hazards (of particular concern is bluff stability), most uses or activities in the Special Management Area could have a cumulative impact or a significant adverse environmental or ecological effect on the SMA, as defined in Planning Commission Rule 9-10(h). However, the application forms currently used by the Planning Department do not explicitly request information about the full range of potential impacts of development. Therefore, this policy requires that all information necessary to assess impacts is provided by SMA applicants. The bulleted points in the policy are those potential impacts that are not otherwise explicitly addressed in the Planning Department's SMA application forms. This policy also requires that development in the SMA be subject to terms and conditions that achieve CZM and CDP objectives.

4.2.4 County Action

Policy 19

Amend Planning Department Rule 11 to establish shoreline setbacks for the Hāmākua CDP Planning Area at the earliest stages of the land use planning and development process. The minimum shoreline setback from the top of cliff shall be either:

- a) No less than the height of the slope (cliff, or pali) (1:1 horizontal to vertical). In cases where the height of the slope is less than 40 feet, a minimum 40-foot setback shall apply; or,**
- b) A minimum of 40 feet, plus a safety buffer determined by a coastal erosion study conducted by a licensed engineer, including a cliff stability analysis and/or a geological analysis.**

This shall only apply to properties that are located within the SMA, and abutting or within five hundred feet of the shoreline. For lots created (final subdivision approval or a legal lot of record as determined by the Planning Department) prior to the date of adoption of the Hāmākua CDP with an average lot depth of two hundred feet or less, the shoreline setback line shall be 40 feet.

See also **Policy 22** related to determining ‘top of slope’ and also **Policy 23** and Kōkua Action #3.

Rationale: Shoreline setbacks have been established in Hawai‘i County during the land use permitting process and historically have not been science-based. These standards have not consistently protected the shoreline or structures and, in some cases, have led to the hardening of the shoreline with structures, such as seawalls. Hardening of the shoreline can cause a loss of beach systems and loss of coastal access for the public.

Pursuant to HRS section 205A-43(a), the shoreline setback is not less than 20 feet and not more than 40 feet inland from the shoreline, but the counties are given the option of establishing setbacks at distances greater than 40 feet (HRS section 205A-45). Planning Department Rule 11-5 establishes the minimum shoreline setback at 40 feet for most lots abutting the shoreline, but the County has no protocol for establishing shoreline setbacks. The 2011 report “Sea-Level Rise and Coastal Land Use in Hawai‘i: A Policy Tool Kit for State and Local Governments” from UH Sea Grant’s Center for Island Climate Adaptation and Policy (ICAP) recommended, among other things, to plan for hazards as early as possible in the development process, to use data and information to assess natural hazards, and to site buildings early in the development process (i.e., in the community planning, zoning, and early subdivision stages) when the owner’s investment-backed expectations are low. In July 2012, UH Sea Grant released the “Adaptive Planning for Sea-level Rise in Maui and Hawai‘i Counties” report. The purpose of the report was to provide a foundation for improving shoreline planning for coastal hazards, including sea level rise, at the local level. The recommendations were developed by shoreline planners from the Counties of Maui and Hawai‘i and are intentionally focused on issues that can be addressed within the context of the existing County regulatory frameworks. Determining hazard buffers that are based on scientific data such as erosion rates early in the land use planning process will result in the least economic impact to the landowner while avoiding dangerous hazard risks to life and property through proper planning.” Specific recommended actions include:

- An erosion zone should be determined considering an annual average erosion rate, the life expectancy of a structure, buffers for storm erosion, safety design, errors and sea level rise.
- A multi-hazard analysis is recommended that includes threats from erosion, wave inundation, and flooding, whatever the cause, either working as a sole factor or in combination with other factors.
- Guidance should be provided in the rules, or outside the rules in a policy statement or guidance document, on how long the hazard assessment with shoreline setback determination is valid.

Examples of related policies and programs include:

- A West Maui Community Plan policy: “Protect the shoreline and beaches by preserving waterfront land as open space wherever possible. This protection should be based on a study and analysis of the rate of shoreline retreat plus a coastal hazard buffer zone. Where new major waterfront structures or developments are to be approved, preservation should be for 50-100 years by employing a shoreline setback based on the rate established by the appropriate study.”
- The requirement to do a hazard assessment and determine the setback at the earliest stages of development for community planning changes, zoning amendments and subdivision approvals is required under the Kaua‘i Shoreline Setback Rules.

The Planning Department is in the process of considering options for establishing a countywide shoreline setback policy. Pursuant to HRS section 205A, the goals of the shoreline setback are to:

- Restrict development in areas **vulnerable to severe damage** due to the impact of wave action and to **protect private property** from flood hazards and wave damage
- Ensure the preservation of sandy beaches and **public access to and along the shoreline**
- **Preserve and enhance views** of scenic or prominent landscapes and coastal aesthetic values
- Protect and effectively manage **open space** and the **shoreline**
- **Protect** the shoreline from the **encroachment of man-made improvements and structures**
- Protect and conserve natural resources, including areas necessary for the protection and propagation of **specified endangered native wildlife** and the conservation of **natural ecosystems** of endemic plants, fish and wildlife.

This policy seeks to provide a conservative approach that has been used in other coastal jurisdictions, until the scientific research can be done to support a countywide, science-based shoreline setback policy, or until a coastal erosion study is conducted for the parcel. For example, the City of Port Orchard in Washington State used this method in areas defined as geologically hazardous areas with slopes greater than 30 percent. According to the Atlas of Natural Coastal Hazards, the majority of Hāmākua’s coastline consists of slopes greater than 45 percent.

For more information, see Appendix V4A, pages 134-170, 246, 249, 253-254.

Policy 20

Develop objective guidelines for determining and defining the “top of cliff” (HRS 205A-1, and HAR Section 13-222-2, Planning Department Rule 11.)

- **Add references to “top of cliff” to Criteria for Shoreline Setback Variances in Planning Commission Rule 8.**

The County of Hawai‘i’s current working definition of “top of cliff” is as follows: The “top of the pali” (top edge of the sea cliff) is defined to be the highest elevation along the seaward boundary of a property where the relative change in the slope of the terrain towards the sea is in excess of twice the general slope towards the sea of the terrain along this highest elevation and that the terrain: (1) has a general slope seaward of not more than 10%; (2) is reasonably safe for pedestrian access to and along its length; and (3) does not show evidence of being periodically exposed to natural elements, including but not limited to, high surf, wind and rain, to the extent that the ground is essentially devoid of naturally occurring vegetation.

Rationale: HRS section 205A-1 and HAR section 13-222-2 define the shoreline as “the upper reaches of the wash of the waves, other than storm or seismic waves, at high tide during the season of the year in which the highest wash of the waves occurs, usually evidenced by the edge of vegetation growth, or the upper limit of debris left by wash of the waves.” However, this definition is not appropriate given the Hāmākua Planning Area’s unique shoreline mostly comprised of high, rocky cliffs. During its review of SMA applications in the Planning Area, the Planning Department has more often than not waived the need for a shoreline survey, in lieu of using the top of the cliff as the basis for determining the shoreline setback line. However, the shoreline setback policy, administered through Planning Department (PD) Rule 11, does not contain a definition for the “top of cliff”, and states in part, that all lots which abut the shoreline shall have a minimum shoreline setback line of forty feet. In addition, the definition of “shoreline setback line” provided in PD Rule 11, means that line established by the Planning Department running inland from

and parallel to the certified shoreline at a horizontal plane, again without any reference to a top of cliff. Because, the “top of cliff” is not defined, it is open to interpretation, which can lead to disputes and challenges about the Department’s use of the term. This policy seeks to formalize the Department practice by using objective guidelines for determining the “top of cliff”.

The addition of “top of cliff” references in the shoreline setback variance criteria of Planning Commission Rule 8 is needed because the current criteria is focused on sandy or rocky shorelines, but not sea cliffs or coastal bluffs. Without the inclusion of criteria for cliff shorelines, there can be unnecessary ambiguity in determining, and requiring mitigating conditions for shoreline setback variances in the Hāmākua Planning Area.

See also corresponding Kōkua Action #3.

Policy 21

Amend Planning Commission Rule 9 to require as a condition of a Special Management Area permit the connection to a municipal wastewater system or the development of individual septic (or community wastewater) systems for new subdivisions that qualify as “development” as currently defined in Rule 9.

Cesspools shall not be allowed for developments requiring SMA Minor or Major permits.

Rationale: A subdivision qualifies as development under Planning Commission Rule 9-4, when it is a division of a parcel of land that “change[s] the density or intensity of use of land, including but limited to the division or subdivision of land” (Rule 9, A-iii). Exceptions to subdivisions being considered development in the SMA are when the subdivision will result in: “four or fewer parcels” (Rule 9, B-xiii), or “subdivisions of land into parcels greater than twenty acres in size” (Rule 9, B-xi).

Connections to municipal wastewater systems or development of individual or community wastewater systems will be required for subdivisions that qualify as development. The intent of this policy is to ensure that the shoreline is protected from untreated wastewater from developments. Currently, the majority of the Planning Area that is outside municipal sewer system service is allowed to install cesspool waste systems according to the Department of Health’s critical wastewater disposal areas (CWDA) maps. This could be problematic in the SMA, where near-shore development could increase the risk of infiltration of human waste products into coastal waters.

This policy is intended to further the intent of General Plan 11.6.3 (c): (b) Sewerage systems shall be designed for a particular area, depending on topography, geology, density of population, costs, and other considerations of the specific area; and 11.6.3 (i): All wastewater disposal systems shall conform to the applicable provisions of Chapter 11-62, Hawai’i Administrative Rules for the Department of Health to ensure proper treatment and disposal of wastewater and to prevent further contamination of waterways, underground water sources, and the coastal waters. For more information on wastewater systems, see the General Plan section 11.6, and pages 126-128 of Appendix V4C.

Policy 22

Seek funding and support continued scientific research relating to coastal hazards (e.g. research on erosion rates, slumping rates, slope stability studies, sea-level rise rates, tsunami inundation mapping and coastal stream flood mapping, etc.).

See related **4.2.5 Kōkua Action**.

Rationale: The Hāmākua coast has a history of coastal hazards, including: local and distant tsunamis, coastal bluff erosion, and cataclysmic slope failures. Additionally, climate change studies on the projected effects of extreme weather events and sea level rise on coastal processes often focus on sandy/rocky shorelines, not on coastal bluffs. Consequently, there is a limited knowledge base as to how these dynamic processes impact coastal bluffs. In order to better understand the potential impacts of these dynamic processes and plan for the future, this policy seeks county funding and support for continued scientific research. For more information, see Appendix V4A pages 134-170.

Policy 23

To further protect coastal resources in the Special Management Area, review SMA boundaries in the Hāmākua Planning Area and initiate appropriate amendments

- **Consider proximity to coastline and assess vulnerabilities to coastal changes;**
- **Consider including within the SMA boundaries appropriate near-shore riparian corridors;**

Consider SMA boundary amendments to further protect known recreational, historic, open space, ecosystem, beach, near-shore riparian, and/or marine resources as well as scenic views toward the coastline from the highway.

Rationale: The SMA is the most resource-protective land use policy overlay. SMA/CZM Objectives require review of scenic and open space resources and a cumulative impact analysis of projects within the SMA boundary. The Special Management Area (SMA) permit is a management tool to assure that developments in the SMA are designed and carried out in compliance with the Coastal Zone Management (CZM) objectives, policies, and SMA guidelines. The SMA permitting system regulates development within SMAs extending from the shoreline inland, as designated on maps filed with the County Planning Commission. Within the Planning Area, the SMA boundary is generally defined by the Hawai'i Belt Road up to Ka'awali Gulch. North of Ka'awali Gulch, the SMA is makai of the Hawai'i Belt Road extending as a band averaging approximately 500-700 feet wide from the shoreline until Waipi'o Valley. In Waipi'o Valley, the SMA extends inland encompassing most of the valley floor. Generally, because the CZM objectives and policies are so comprehensive, the SMA is the most resource-protective land use policy overlay. CZM policies address recreational resources, historic resources, scenic and open space resources, coastal ecosystems, coastal hazards, management of development, beach protection, and marine resources. Therefore, SMA review is one of the few opportunities to holistically consider coastal resources and their interrelationships. Moreover, because CZM review requires consideration of the cumulative impacts of proposed development in the SMA, SMA review is thorough, and SMA permits include conditions to protect coastal resources and mitigate impacts. This policy states that SMA boundary amendments may merit consideration in some locations to protect known recreational, historic, open space, ecosystem, beach, and/or marine resources as well as scenic views toward the coastline from the highway. For more information on the SMA, see Appendix V4A, pages 139-140.

4.2.5 Kōkua Action

Department of Land and Natural Resources

Kōkua Action 3:

Amend Hawai'i Administrative Rule (HAR), Section 13-322-2 to include "top of cliff" in the definition of shoreline.

Rationale: see the rationale for Policy 20.

Kōkua Action 4:

Amend HAR 13-5-40(b) to require that public hearings before the State Land Use Commission either be held in the judicial district in which the land is located, or be live web streamed with the ability for testimony to be taken live from the streamed location.

Rationale: State land use district boundary amendments involving lands in the conservation district, land areas greater than fifteen acres, or lands delineated as important agricultural lands are processed by the Land Use Commission, but following HAR section 13-5-40(b), public hearings do not have to be held in the judicial district in which the land is located. This Kōkua action is intended to increase transparency in the land use amendment process and facilitate greater engagement and participation with affected landowners in the Hāmākua Planning Area. This Kōkua action is in part, based on recommendations from the State Land Use System Review Draft report of May 2015 (State of Hawai'i Office of Planning), and the South Kona-Ka'ū Coastal Conservation Task Force.

Various Agencies: DLNR, NOAA, UH Sea Grant

Kōkua Action 5:

Prioritize research projects to better understand:

- ♦ Bluff Conditions
- ♦ Shoreline Movement (including the effects of climate change on shoreline movement)
- ♦ Site-specific estimates of sea level rise impacts

Rationale: See the rationale for **Policy 22**.

4.2.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.3 Protect Agricultural Lands & Open Space

See also **Section 6.2 Strengthening Local Agriculture** for policies supporting agriculture from an economic perspective.

This section of the CDP protects agricultural land and open space from non-agricultural development with the CDP Land Use Policy Map, stronger farm dwelling regulations, minimum lot sizes, tax incentive programs, development of transfer of development rights (TDR), land bank programs, and State Important Agricultural Land designations.

4.3.3 Land Use Policy

Policy 24

To preserve the agricultural character of Hāmākua and to reinforce existing protections, the official Hāmākua CDP Land Use Policy Map designates agricultural lands in the Hāmākua Planning Area to be preserved for agriculture and open space. Development and construction in agriculturally designated areas shall be limited to agriculture, or via the Special Permit or Use Permit process (which allows for agriculturally related economic infrastructure, cottage industries, renewable energy, open area recreational uses, and community facilities) unless otherwise permitted by law.

For more information on permitted uses in State Agricultural District and County Agricultural Zone see HRS sections 205-2 and 205-4.5, and HCC section 25-2-60 for information on use permits in the Agricultural Zone.

Current Permitted Uses in State Agricultural District and County Agricultural Zone

- Agricultural and animal production
- Renewable energy, including crops for bioenergy, biofuel production, solar energy, wind energy, geothermal
- Uses and services accessory to agricultural production and bio, solar, and wind renewable energy production: employee housing, processing, storage
- Agricultural-based commercial operations
- Agricultural education and tourism
- Open area recreational facilities, including day camps, picnic grounds, parks, and riding stables
- Wireless communication antennas
- Dwellings: single-family, farm dwelling.

It is important to note that:

- “Agricultural-based commercial operations” is defined broadly as long as the operations promote the use of products grown in the State of Hawai‘i.
- Industrial renewable energy facilities are also permitted and currently only require plan approval and building permits.

Rationale: This policy is an affirmation of the following existing policies:

- Article XI, Section 3, of the Constitution of the State of Hawai‘i: requires that the State conserve and protect agricultural lands, promote diversified agriculture, increase agricultural self-sufficiency and assure the availability of agriculturally suitable lands;
- General Plan Goal 14.2.2 (a): Identify, protect and maintain important agriculture lands on the island of Hawai‘i;
- General Plan Policy 14.2.2 (b): Preserve the agricultural character of the island”
- General Plan Policy 14.2.3 (d): “Agricultural land may be used as one form of open space or as green belt.”

It is also a high community priority as identified in the Community Objective #2: “Protect and restore viable agricultural lands and resources. Protect and enhance viewsapes and open spaces that exemplify Hāmākua’s rural character.”

Agricultural land in Hāmākua is in the State Land Use (SLU) Agricultural District. Pursuant to HRS section 205-5(b), the minimum lot size in the Agricultural District is one acre. Pursuant to HRS sections 205-2 and 205-4.5, the bulleted summary of uses are listed in the policy as permitted in the SLU Agricultural District.

The vast majority of land in Hāmākua is zoned Agricultural, primarily with minimum lots sizes of 20 acres. The minimum lot area for the County Agricultural district is five acres; however the Hāmākua Planning Area contains many areas of nonconforming agricultural subdivisions that have smaller lots than five acres (including pre-statehood designated homestead areas). These smaller agricultural lots either pre-date the five-acre minimum rule or were created through some other mechanism, such as consolidated subdivisions involving *previous lots of record*. (See Appendix V4B, pages 237-247 for a discussion of the homestead areas in the Hāmākua.)

Pursuant to HCC section 25-5-72, the uses are permitted in the agricultural zone are detailed in Table 2: Permitted Uses in State Agricultural District and County Agricultural Zone. The land use pattern in the 2005 General Plan is a

broad, flexible design intended to guide the direction and quality of future developments in a coordinated and rational manner. The General Plan Land Use Pattern Allocation Guide (LUPAG) Map indicates the location of various land uses in relation to each other. Any changes in zone have to be consistent with the General Plan, and agricultural lands in Hāmākua have two LUPAG designations:

- Important Agricultural Land: County LUPAG designated Important Agricultural Lands (not to be confused with State IAL) are those with better potential for sustained high agricultural yields because of soil type, climate, topography, or other factors. The vast majority of agricultural lands in the Hāmākua Planning Area are designated as Important Agricultural Land in the LUPAG; however, because of the scale of the LUPAG maps originally used to designate Important Agricultural Land, the location of these lands should be verified by more detailed mapping when considering specific land use decisions.
- Extensive Agriculture: This designation includes lands that are not capable of producing sustained, high agricultural yields without the intensive application of modern farming methods and technologies due to certain physical constraints such as soil composition, slope, machine tillability, and climate. Other less intensive agricultural uses such as grazing and pasture may be included in the Extensive Agriculture category.

For more information, see pages 93-131 of Appendix V4A.

Policy 25

When considering applications to consolidate and resubdivide pre-existing lots of record, the Director of Planning shall endeavor to keep the lot sizes consistent with the minimum lot size, and only permit lots less than one acre in the State Land Use Agriculture District and the County of Hawai'i Agricultural District if the applicant clearly demonstrates that an unreasonable economic hardship cannot otherwise be prevented or land utilization is improved relative to the objectives and policies of the CDP. (HRS 205-5(b); (GP 14.2.3(s))

Rationale: This policy is supported by General Plan Policy 14.2.4 (s): Important agricultural lands shall not be rezoned to parcels too small to support economically viable farming units, and 14.2.4 (t): Discourage speculative residential development on agricultural lands. It is in support of Community Objectives 2 and 5.

The policy is intended to preserve prime and other viable agricultural lands and to concentrate new residential development in town/village centers. The minimum lot size in the State Land Use Agricultural District is one acre and the County agricultural zone has a minimum lot size of five acres; however, landowners with pre-existing lots of record (PLORs) may reconfigure the lots to suit their plans for the property without having to conform to the Subdivision Code, subject to improvements required by the Planning Director. Moreover, pre-existing lots of record are sometimes smaller than the minimum zoning designation would otherwise allow, and property owners often seek to retain those small lot sizes when reconfiguring property that contains pre-existing lots. In these situations, if the County finds that unreasonable economic hardship to the owner or lessee of land cannot otherwise be prevented or where land utilization is improved, the County may allow lot sizes of less than one acre. Typically, smaller lots are used for residential purposes, so they should only be permitted in agricultural areas when appropriate.

Policy 26

The Planning Commission shall include in any Special Permit approval (or recommendation for approval to the State Land Use Commission) appropriate performance conditions to achieve CDP objectives and implement CDP policies. (HRS 205-6(c) & Planning Commission Rules 6-3(a)(5)(G), 6-7, & 6-8).

Pursuant Planning Commission Rule 6-7 and 6-3(a)(5)(G), the County Planning Commission considers applications for special permits for uses that are unusual and reasonable use of land, would promote the effectiveness and objectives of state land use law, and meet the following criteria:

- The desired use shall not adversely affect surrounding properties;
- Such use shall not unreasonably burden public agencies to provide roads and streets, sewers, water, drainage, school improvements, and police and fire protection;
- Unusual conditions, trends, and needs have arisen since the district boundaries and regulations were established;
- The land upon which the proposed use is sought is unsuited for the uses permitted within the district;
- The proposed use will not substantially alter or change the essential character of the land and the present use; and,
- The request will not be contrary to the General Plan and official Community Development Plan and other documents such as Design Plans.

Rationale: Rather than amend State Land Use (SLU) district boundaries and/or rezone, landowners in the SLU agricultural district often apply for a special permit, as permitted by HRS Section 205-6. The State Land Use Commission, or for parcels 15 acres in size or smaller - the County Planning Commissions, may permit certain unusual and reasonable uses within the agricultural district other than those for which the district is classified. However, a careful initial review of these projects is necessary to ensure natural resources and residents are protected from potential negative impacts, and that any appropriate mitigating conditions are stipulated. Some types of issues that have occurred with special permits are traffic and road improvements, adequate parking, signage, noise, and visual impacts.

The special permit process is an important tool because these permits are conditional, they can be revoked for noncompliance of conditions, and they are reviewed on a project-specific basis (whereas a rezone is permanent, cannot be revoked, and often contain a spectrum of legal entitlements for its zoning category). This makes special permits a flexible, yet targeted land use tool requiring thoughtful implementation that when used successfully, can allow for a diversity of uses compatible with agriculture and the rural character of the area. For more information on permitted uses on Agricultural lands and Special Permits, see Appendix V4A, pages 108, 112-117, and 246. This policy relates to Community Objectives 2, 8, 9, and 11.

Policy 27

Educate landowners interested in subdividing agricultural lands on the option to subdivide as a farm subdivision pursuant to Hawai'i County Code section 23-112.

Rationale: Agricultural lands may be subdivided as “farm subdivisions” and leased for agricultural uses provided that no permanent or temporary dwellings or farm dwellings are constructed on the leased area. Lots created and leased pursuant to this section are legal lots of record for mortgage lending purposes and are exempt from county subdivision standards, including water and roads, provided that a roadway maintenance agreement is executed for all roadways within the farm subdivision and adequate access from a government road is provided that meets the requirements of the Department of Public Works. This policy is intended to promote a viable alternative to conventional subdivision. Farm subdivisions are a cost-effective way to provide small acreage agricultural lots

without the risk of quasi-rural subdivision sprawl and loss of open space. This policy is in support of Community Objectives 2 and 5. For more information, see pages 117 and 118 of Appendix V4A.

4.3.4 County Action

Policy 28

Amend the Zoning Code Section 25-2-71 to require Plan Approval for commercial open area recreational uses in the “Important Agriculture Land” and “Extensive Agriculture” designations.

Rationale: Plan approval allows closer inspection of certain types of development in certain zones in order to ensure conformance with the General Plan, the Zoning Code, and conditions of previous approvals related to the development. For example, plan approval is required for telecommunication antennas and towers, all development outside Single-family Residential or Agricultural districts, and in the Agricultural district prior to the development of any trailer park, major agricultural products processing facility, or agricultural tourism activity. Plan approval may be required as a condition of approval of any use permit, variance, or other action relating to a specific use. Plan approval is considered an important regulatory requirement for open area recreational uses on agricultural lands to help mitigate impacts such as traffic and parking.

Policy 29

Recommend lands to be designated State Important Agricultural Lands (IAL) to the State Land Use Commission.

Rationale: Article XI, Section 3 of the Constitution of the State of Hawai‘i requires the State to conserve and protect agricultural lands, promote diversified agriculture, increase agricultural self-sufficiency and assure the availability of agriculturally suitable lands. Important Agricultural Land (IAL) is a State Land Use designation designed to delineate blocks of productive agricultural land and areas of agricultural activity for protection from the encroachment of nonagricultural uses. HRS establishes specific standards and criteria for identifying IAL lands and requires that the County of Hawai‘i develop recommendations of lands to be designated within 60 months of receiving funds from the State for this purpose. This policy is intended to affirm several General Plan policies related to important agricultural lands and to expedite the identification of IAL in Hawai‘i County.

The criteria for the designation of State Important Agricultural Lands is that they are capable of sustaining high yields for export or local consumption, and are viewed as vital for future self-sufficiency, even if currently not in production. Lands designated IAL benefit from several incentives including: farm dwellings, refundable qualified agricultural cost tax credit, loan guaranty, State Agricultural Water Use and Development plan, agricultural processing facilities permitting priority, and land reclassification. This policy is aimed at being proactive in fulfilling the state mandate for identifying IAL under Article XI, Section 3. See also the corresponding Kōkua Action #6.

This policy is supported by existing General Plan policies 14.2.2 (a): Identify, protect and maintain important agriculture lands on the island of Hawai‘i, and 14.2.3 (i): Designate, protect and maintain important agricultural lands from urban encroachment; and Community Objective 2.

Policy 30

Revise Planning Commission Rule 6, and/or to the Special Permit Application form (for Special Permits in the Agricultural District) to include clarity on the potential impacts to be evaluated in the application process and to

clearly articulate the types of mitigating conditions that may be required. (HRS 205-6(c) and Planning Commission Rules 6-3(a)(5)(G), 6-7, & 6-8).

For examples of conditions, look for applicable conditions used in the Concurrency Requirements from HCC 25-2-46 and Agricultural Tourism, HCC 25-2-75 and 25-4-15.

Rationale: For more on special and use permits, see the rationale for **Policy 26**. This policy addresses the need to provide more transparent and consistent parameters for the Planning Department in evaluating applications and to ensure the evaluation criteria is clear to applicants. Transparency and predictability for these types of evaluations will aid efficiencies for all concerned and ensure that mitigating conditions are consistently applied.

Policy 31

Amend the County Code and associated Planning Department Rules to establish reporting and inspection requirements, as well as enforcement for additional farm dwellings to ensure that dwellings are used for farm-related purposes.

Rationale: Pursuant HCC section 25-5-72, the following uses are permitted in the agricultural district:

- One single-family dwelling or one farm dwelling. A farm dwelling is a single-family dwelling that is located on or used in connection with a farm or if the agricultural activity provides income to the family occupying the dwelling.
- Additional farm dwellings may be permitted only upon the following conditions: (1) A farm dwelling agreement for each additional farm dwelling, on a form prepared by the director, shall be executed between the owner of the building site, any lessee having a lease on the building site with a term exceeding one year from the date of the farm dwelling agreement, and the County. The agreement shall require the dwelling to be used for farm-related purposes. (2) The applicant shall submit an agricultural development and use program, farm plan or other evidence of the applicant's continual agricultural productivity or farming operation within the County to the director. Such a plan shall also show how the farm dwelling will be utilized for farm-related purposes.

However, the County does not consistently enforce additional farm dwelling agreements. There is no reporting or inspection process, and it is unclear what the implications should be if agricultural activity on the property ceases. This policy is intended to preserve agricultural land and concentrate residential development in town/village centers by strengthening the County's farm dwelling policies and practices.

Policy 32

Update the County of Hawai'i's property tax reduction programs to ensure that public tax incentives for agricultural land uses result in public benefits and promote agricultural land use and production.

Rationale: Property tax reduction programs provide a reduction in taxes and reduce operating costs for farm operations and rural landowners who rent their land to farmers. In Hawai'i County, owners of agricultural land have two tax reduction options:

- Dedicated: Pursuant HCC section 19-60, landowners may dedicate their land to commercial agricultural use for 10 years and be taxed at a reduced "agricultural use value" rate. The land in dedicated agricultural use must be used on a continuous and regular basis for agriculture on lands zoned by the County to be in the districts of agricultural (A), residential and agricultural (RA), family agricultural (FA), intensive agricultural (IA), and

agricultural project district (APD). Farm dwellings are assessed at the highest commercial agriculture use value, and all portions of land that are not dedicated for commercial agricultural use are assessed based on the proportional market value of the total property. If there is a breach of the terms of the dedication, the owner must pay up to 10 years in deferred taxes and a 10% penalty.

- Nondedicated: Pursuant HCC section 19-57, lands classified and used for agriculture and that are not dedicated are assessed at two times the dedicated rate. If the property is rezoned for nonagricultural use and subdivided into parcels of less than five acres in size, the owner must pay up to 3 years in deferred taxes and a 10% penalty.

According to the Hawai'i County Food Self-Sufficiency Baseline 2012, as currently implemented, these programs have no mechanisms requiring landowners to submit periodic evidence that productive agricultural activity is still occurring. The current systems also assign the lowest assessment rates to landowners who do the least amount of regular farm work on their property by installing exterior fencing and stock water for pasture use. Landowners who work to produce commercial food products for the local market are taxed at a higher rate. It might be appropriate to update these programs so that they incentivize landowners to seek qualified farmers and ranchers to increase local food production on their property.

Another option would be to consider ways that landowners could report farm revenue annually by providing evidence of General Excise taxes paid from agricultural activities or to provide receipts of food donations to the Hawai'i Island Food Basket or other safety net programs. The intent of this policy is to preserve agricultural land and concentrate residential development in town/village centers by strengthening the County's property tax reduction programs. This policy is in line with Community Objectives 2 and 11. For more information, see pages 124-125 of Appendix V4A

Policy 33

Conduct a feasibility study for a County-wide Transfer of Development Rights (TDR) and/or Save Land for the Future (SLF) program. If feasible, adopt any necessary enabling County legislation. (HRS Section 514B-136)

Rationale: Transfer of Development Rights (TDR) and Save Land for the Future (SLF) are land transfer tools intended to guide development to appropriate areas. SLF mitigation ordinances and policies require developers to permanently protect an equivalent or greater amount of farmland in the event that agricultural land is converted to other uses. Similarly, Transfer of Development Rights (TDR) programs enable the transfer of development potential from one parcel of land to another and are typically established by local zoning ordinances. Localities often use market-driven TDR to shift development from agricultural land (sending areas) to designated growth zones (receiving areas) located closer to municipal services. Successful TDR programs have been in place throughout the country since 1980 and have protected tens of thousands of acres of farmland and open space. TDR is most suitable in places where large blocks of land remain in agricultural use. TDR has been adapted by some communities into Density Transfer Charge (DTC) or Residential Density Transfer (RDT) programs. Analysis completed for the Kona CDP suggests that for a TDR program to be successful, sufficient demand for development rights needs to be stimulated, opportunities to circumvent the market by seeking variances and zoning changes need to be limited, and an efficient and transparent market structure needs to be established. HRS section 514B-136 is the enabling State legislation for TDR programs. The County of Hawai'i must adopt enabling legislation for the option to be available locally. Some communities defer to nonprofit organizations to manage their TDR programs. The intent of this policy is to preserve agricultural land and concentrate residential development in town/village centers by assessing the feasibility of a County-wide TRD and/or SLF program and, if such a program is feasible, to propose enabling County legislation. In

collaboration with other stakeholders, including County agencies, the NRCS, DLNR, DOA, Office of Planning, landowners, planning consultants, land trusts, and other community groups, the Planning Department should investigate the feasibility of a County TDR or SLF program and, as appropriate, propose enabling legislation. Consideration should be given to: the demand for and appropriateness of additional urban density in potential “receiving areas,” “best practices” from other communities that have adopted and adapted TDR and SLF programs, program features adapted to local conditions, and the appropriate system for program management and to facilitate the exchange of development rights, including the possibility of using a nonprofit organization.

This policy directs the County to determine if these types of land transfer tools are appropriate for directing development and preserving agricultural lands and if so, to move forward with the appropriate legislation to implement such programs. This policy is related to Community Objectives 1, 2, and 5. For more information, see pages 126, 254 of Appendix V4A.

4.3.5 Kōkua Action

State Legislature:

Kōkua Action 6:

Appropriate funds to the County of Hawai‘i to develop recommendations of lands to be designated Important Agricultural Lands.

Rationale: The identification and designation of State Important Agricultural Lands (State IAL) was first proposed at the 1978 Constitutional Convention and subsequently approved by voters in the same year. Enacted as Article XI, Section 3, of the Constitution of the State of Hawai‘i, the State is required to conserve and protect agricultural lands, promote diversified agriculture, increase agricultural self-sufficiency and assure the availability of agriculturally suitable lands. Act 233, SLH 2008 (HRS sections 205-41 thru 52), which provides incentives for designation of State IAL, became effective on July 1, 2008, and triggered the commencement of the process to identify, map, and designate important agricultural lands throughout Hawai‘i. By definition, State IAL are capable of sustaining high yields, for export or local consumption, and needed for future self-sufficiency even if currently not in production. The criteria to identify State IAL, listed in HRS section 205-44, include: suitable soil qualities, availability of infrastructure, existing or traditional agricultural use, and lands identified under productivity rating systems. State IAL may be designated by the State Land Use Commission (LUC) in two ways: a farmer or landowner may file a petition with LUC to designate State IAL, or Counties can recommend State IAL for the LUC to consider. The State Land Use Commission makes the final decision by a 2/3 vote and transmits the adopted map to the County. A 2/3 super-majority of the legislature is required to change the classification of lands designated as State IAL. Within 60 months of when they receive funds from the State for this purpose, each County is to recommend lands to be designated State IAL through a collaborative, participatory process. The Planning Department is to lead the process, and the County Council is to adopt the maps of recommendations by resolution. The County of Hawai‘i has not yet received funding to develop recommendations of lands to be designated IAL.

Kōkua Action 7:

Pass legislation enabling land banks that counties can use to acquire tax-delinquent properties and use them to preserve agricultural land and open space.

Rationale: Jurisdictions can acquire lots for non-payment of property taxes, remove or transfer development rights, and use a “land bank” to offer tax-delinquent properties to neighbors. Such lots can also be used for relocation purposes when other properties are acquired for future rights-of-way, public facilities, or land assembly. State legislation is necessary to enable land banks. For more information, see pages 126, 254 of Appendix V4A.

4.3.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.4 Protect Mauka Forests

This section of the CDP designates the mauka and forest region as preserved for conservation and open space. It also points to various other sections of the CDP for mauka resource protections, trail development and access, summit management, and expanding land preserves.

4.4.3 Land Use Policy

Policy 34

To reinforce existing protections, the official Hāmākua CDP Land Use Policy Map designates mauka regions and forests in Hāmākua to be Conservation, and directs mauka areas to remain primarily as open space to be preserved, protected, and connected to the region’s rich network of natural and cultural resources. Development and construction in mauka “Conservation” areas shall be minimized and, when necessary, limited to recreation, research, and education facilities unless otherwise permitted by law.

Rationale: Most mauka forest areas in Hāmākua are in the State Conservation district, where all uses and activities require a conservation district use permit from the Board of Land and Natural Resources or other written approval from the Department of Land and Natural Resources Office of Conservation and Coastal Lands (OCCL). Most privately owned parcels are in the Protective and Resource conservation subzones of the State Conservation District. Uses other than those associated with managing natural resources are prohibited in the Protective subzone. In the Resource subzone, a single-family residence on each legal lot of record is permitted with approval of the Board of Land and Natural Resources. In the State Conservation district, there is no county zoning, per se, because the State DLNR has jurisdiction. Nevertheless, much of mauka forest in Hāmākua is designated Conservation in the General Plan LUPAG map. The Conservation designation includes “Forest and water reserves, natural and scientific preserves, areas in active management for conservation purposes, areas to be kept in a largely natural state, with minimal facilities consistent with open space uses, such as picnic pavilions and comfort stations, and lands within the State Land Use Conservation District.” Other proposed uses would require an amendment to the General Plan, which requires an Environmental Assessment and approval of the County Council. Though this policy does not supersede the authority of the State, it serves as a clear expression of the community’s desire to protect and limit development in mauka forests. For more information, see pages 67-90 of Appendix V4A.

4.5 Preserve Scenic Areas and Viewsheds

This section of the CDP protects open space, natural areas, recognized areas of natural beauty, and scenic viewsheds with permitting controls and by prioritizing viewshed identification and regulations, scenic overlooks, and scenic routes.

4.5.3 Land Use Policy

Policy 35

In the Hāmākua CDP Planning Area, the environmental report for proposed changes of zone on property that may impact open space, viewsheds, and areas of natural beauty shall include viewshed analysis and, as appropriate, line-of-sight analysis and propose conditions to mitigate scenic impacts. (HCC 25-2-42)

Rationale: A County environmental report is required as part of a change of zone application. This report is an informational document that contains a description of the physical, social, historical, economic, and natural resource consequences of a proposed action, including but not limited to a discussion of alternatives to the proposed action, any environmental effects which cannot be avoided should the proposal be implemented, the relationship between local short-term uses of the environment and the maintenance and enhancement of long term productivity, any irreversible and irretrievable commitments of natural resources which would be involved in the proposed action, and an analysis of the proposed action.

In order to achieve the policy intent of the CDP (i.e., to protect open space, public views, and areas of natural and scenic beauty), environmental reports for proposed changes of zone on property that may impact open space, view planes, and areas of natural beauty should include an appropriate view plane and, as appropriate, line-of-sight analysis. These scenic features are defined in other policy documents and in the CDP as follows:

- Open space: The official Hāmākua CDP Land Use Policy Map designates the shoreline, agricultural lands, and mauka forests as open space to be preserved and protected. These areas fall within the “Conservation,” “Open,” “Important Agriculture Land,” and “Extensive Agriculture” LUPAG categories in the Policy Map.
- Natural Beauty and scenic vistas: The General Plan’s list of sites is in Appendix V4A page 62.

For more information, see pages 42, 45-46, 59-64, and 250-261 of Appendix V4A

Policy 36

In the Hāmākua CDP Planning Area, applications for Special Permits that may impact open space, viewshed, and areas of natural beauty shall include viewshed and, as appropriate, line-of-sight analysis and proposed performance conditions to mitigate scenic impacts. (See Planning Commission Rule 6-3(a)(5)(G), 6-7, & 6-8)

Rationale: Special Permits may be approved only when, among other things, “the proposed use will not substantially alter or change the essential character of the land and the present use” and “the request will not be contrary to the General Plan and official Community Development Plan and other documents such as Design Plans.” In the Community Objectives for Hāmākua, “viewsapes that exemplify Hāmākua’s rural character” are elements of the essential character of the landscape that may be impacted by uses proposed in Special Permit applications. Moreover, the intent of this policy is to protect open space, natural and scenic beauty, and public views. These aspects of community character are defined in other policy documents and in the CDP – please refer to the Natural Beauty and Scenic Viewsapes as listed in Appendix V4A, page 62.

Planning Commission Rule 6-8 allows the Planning Commission to approve a Special Permit (or recommend its approval to the State Land Use Commission) with appropriate performance conditions. This policy is intended to protect those aspects of character of the land as much as possible without infringing on the Planning Commission's authority to make informed judgments based site- and use specific characteristics.

For more information, see pages 62, 114, and 116-117 of Appendix V4A.

Policy 37

In the Hāmākua CDP Planning Area, applications for Use Permits for wind energy facilities and telecommunications antennas and towers shall include viewshed and, as appropriate, line-of-sight analysis to demonstrate how the request does not cause substantial, adverse impact to the community's character, including open space, public views, and areas of natural and scenic beauty, and proposed conditions to mitigate scenic impacts. (HCC 25-2-60 & 64)

- **Encourage the use of place-appropriate wireless concealment strategies in the development or upgrading of telecommunication towers as a way to mitigate visual impacts (e.g., cell towers disguised as palm trees)**

Rationale: Wind energy facilities and telecommunications antennas and towers are allowed to exceed height limitations provided by the Zoning Code. In many cases, they are placed in open space locations, where they can provide the best service. However, they can impact open space views. This policy is intended to mitigate potential impacts by requiring a viewshed analysis.

Use permits are permits for certain permitted uses in zoning districts that require special attention to insure that the uses will neither unduly burden public agencies to provide public services nor cause substantial adverse impacts upon the surrounding community. Telecommunications antennas and towers require a use permit in all Residential, Agricultural, and Open zones, and wind energy facilities require a use permit in the Open zone. A use permit may be granted by the Planning Commission if the proposed use is consistent with the general purpose of the zoning district, the intent and purpose of the zoning code, and the General Plan and the granting of the proposed use is not be materially detrimental to the public welfare nor cause substantial, adverse impact to the community's character or to surrounding properties. The Commission's decision shall be accompanied by a statement of factual findings supporting the decision, together with any conditions imposed upon a use permit approval. The conditions imposed by the commission shall bear a reasonable relationship to the use permit granted. In the Community Objectives the goal is to, "protect and enhance viewsapes and open spaces that exemplify Hāmākua's rural character" and this rural character may be impacted by wind energy facilities and telecommunications towers and antennas. Moreover, the "Policy Intent" is to protect open space, natural and scenic beauty, and public views. These aspects of community character are defined in other policy documents and in the CDP as follows:

- **Open space:** The official Hāmākua CDP Land Use Policy Map designates the shoreline, agricultural lands, and mauka forests as open space to be preserved and protected. These areas fall within the "Conservation," "Open," "Important Agriculture Land," and "Extensive Agriculture" LUPAG categories in the Policy Map.
- **Viewsapes and scenic vistas:** The General Plan list of natural beauty sites and scenic vistas are listed in Appendix V4A, page 62.

This policy is intended to protect those aspects of community character as much as possible without infringing on the Planning Commission's authority to make informed judgments based on site and use specific characteristics.

4.5.4 County Action

Policy 38

Develop and establish viewshed regulations to preserve and to protect from obstruction scenic resources, vistas, viewsheds, open space, prominent landscapes, and areas of natural beauty identified in the General Plan.

- **Conduct a scenic resources inventory and map for the Hāmākua Planning Area**
- **Develop a corridor management plan to direct viewshed protections along roadways;**
 - **Consider structural setbacks from major thoroughfares and highways to protect viewshed.**

Rationale: This policy is an affirmation of County Charter 13-29 and HRS 205A, and supported by the following Policies:

- Coastal Zone Management Policy HRS 205A-2(b)(3)(A): Identify valued scenic resources in the coastal zone management area.
- General Plan Policy 7.2 (a): Protect, preserve and enhance the quality of areas endowed with natural beauty, including the quality of coastal scenic resources;
- General Plan Policy 7.2 (b): Protect scenic vistas and view planes from becoming obstructed;
- General Plan Policy 7.3 (e): Develop standard criteria for natural and scenic beauty as part of design plans;
- General Plan Policy 7.3 (f): Consider structural setback from major thoroughfares and highways and establish development and design guidelines to protect important viewplanes;
- General Plan Policy 7.3 (h): Protect the views of areas endowed with natural beauty by carefully considering the effects of proposed construction during all land use reviews;
- General Plan Policy 7.3 (i): Do not allow incompatible construction in areas of natural beauty;
- General Plan Policy 14.8.3 (d): Zoning, subdivision and other applicable ordinances shall provide for and protect open space areas.

Currently, there are no specific viewshed regulations that adequately protect scenic resources and with the exception of the General Plan's listed Natural Beauty Sites within the Hāmākua Planning Area (Appendix V4A, page 62), no comprehensive scenic resource inventories and maps exist for the Planning Area. Without adequate scenic resource identification and development of protective regulations, we risk a continual loss of visual access to areas of scenic beauty (such as waterfalls, Mauna Kea views, and ocean/coastline views). The development of effective protections strategies requires the specific identification of the resources to be protected. Such an inventory might reasonably include written descriptions and photos of the views or open space of concern. The inventory may also include site information regarding distinguishing characteristics, parcel size, ownership, access points for best views, and potential threats to preservation.

The Hawai'i County Planning Department will have to:

- Define scenic view planes, areas of natural beauty, and other visual resources by mapping them (HRS 205A-2(c)(3)(A))

- Develop application requirements for all land use and construction reviews to assess potential impacts on view planes and other natural and scenic beauty resources, likely including line-of-sight analysis (GP 7.3 (e), (h), & (i))
- Develop permit conditions, such as design guidelines, landscaping, screening, or structural setbacks from major thoroughfares and highways, to mitigate any visual impacts from development. (GP 7.3(f))

For more information on this, see pages 38-42, 59-64, 155-156, and 249-255 of Appendix V4A.

Policy 39

Amend the Zoning Code to create a conservation designation for lands (or portions thereof) that should be kept in a largely natural state, but that may not be in the Conservation District, such as certain important viewsheds, riparian buffer areas, gulches, and very steep slopes.

Rationale: A vital part of the environment, open space is land that is basically not used for buildings or structures and is characterized by scenic beauty, existing openness, and natural conditions. Open space on the island of Hawai'i consists of lands zoned Open by the County as well as those in the State Land Use Conservation District. However, the "Open" zoning district permits golf courses with a use permit, some recreational facilities, and various public and utility-type facilities. There is currently no County zoning district that calls for land to be preserved in a largely natural state. Also, currently there are no specific protections (including building setbacks) in place for gulches or steep slopes, and the Hāmākua Planning Area in particular is seeing a rise in problems, concerns, and complaints relating to landslides and viewshed issues near the gulches, cliffs, and slopes. This policy is an affirmation of existing General Plan policy 14.8.3 (e) and is related to the intention of General Plan policy 8.3 (m): "Encourage appropriate State agencies to review and designate forest and watershed areas into the conservation district during State land use boundary comprehensive reviews."

See also **Policy 42** for a specific policy addressing riparian area protection.

Policy 40

Assess siting options for and develop new scenic lookouts along Highway 19 (work with State DOT) and along the Old Māmalahoa Highway as appropriate to ensure important views (coastal, mountain, and waterfall) are preserved from development and that there are various opportunities to view these scenic resources throughout the three districts of the Hāmākua Planning Area.

Rationale: To complement County efforts to protect open space, scenic resources, viewsheds, and areas of natural beauty, it is important to implement General Plan policy 7.3(c): "Maintain a continuing program to identify, acquire and develop viewing sites on the island." Also, preserving ocean views is a high community priority (included in Community Objective 1 and 2). However, agricultural land uses often do not preserve open space viewsheds due to the prevalence of 'wind blocks' (rows of trees), and residential development also involves similar viewplane losses. This policy seeks to preserve scenic overlooks at appropriate areas along the main routes for residents and visitors alike to enjoy the scenic resources Hāmākua is renowned for. Particularly in the Hāmākua Planning Area where lush foliage can quickly block views from the highway, developing and maintaining scenic lookouts in areas of natural beauty should be viewed as a vital resource for residents' quality of life and for quality visitor experiences. Providing clear signage for parking for coastal and waterfall viewing is a safety issue, since visitors unfamiliar with the area

often block the highway for viewing and create dangerous pedestrian issues while crossing the highway or attempting to take photographs of these scenic assets. See also **Policy 41**.

Policy 41

Prioritize maintaining the views at scenic overlooks with a frequently maintained vegetation management program. Coordinate this work with regular roadway vegetation management maintenance program.

Current scenic overlooks in the Planning Area are located in:

- **Laupāhoehoe on Highway 19;**
- **Onomea Scenic Route;**
- **Waipi'o Valley Lookout**

Rationale: This policy addresses the intent of General Plan Policy 7.3 (c) regarding maintaining “a continuing program to identify, acquire and develop viewing sites on the island” but it takes the next step in directing maintenance of these scenic overlooks toward a more vigilant approach in protecting the scenic aspect of the site. Particularly in the Hāmākua Planning Area where lush foliage can quickly block views, maintaining scenic lookouts for optimum viewing should be a priority. Currently the scenic lookout in Laupāhoehoe is the only scenic lookout in the Planning Area along the Highway 19, and it is often partially obscured by foliage. See also Kōkua Action 9, below.

4.5.5 Kōkua Action

Department of Land and Natural Resources, Land Division

Kōkua Action 8:

Consider viewshed corridors for mountain and ocean views while negotiating leases along the Highway, such as timber leases.

Rationale: There are significant State owned lands available in the Planning Area for agricultural leases. The DLNR Land Division manages state-owned lands that are not under the jurisdiction of other state agencies. This includes making lands under their jurisdiction available to the public through fee sales, leases, licenses, grants of easement, rights-of-entry, or month-to-month tenancies. The Planning Area has close to 30,000 acres of planted eucalyptus forest. However, in many cases, the trees have grown to impede views of the mountains and coastline, along the highway. This policy advocates that the State consider these important viewshed corridors.

Department of Transportation

Kōkua Action 9:

Prioritize maintaining the views at scenic overlooks with a frequently maintained vegetation management program. Coordinate this work with regular roadway vegetation management maintenance program.

Rationale: See the rationale for **Policy 40** and **Policy 41**.

Kōkua Action 10:

Assess siting options for and develop new scenic lookouts along Highway as appropriate to ensure ocean, mountain, agricultural/pastoral, and waterfall views are preserved from development.

Rationale: See the rationale for [Policy 40](#) and [Policy 41](#).

Kōkua Action 11:

Consider adding/improving viewing locations and interpretive signage near the scenic bridges for safe parking and views of the areas' waterfalls and coastline, and along Saddle Road for views of the summit regions. Work with the Hawai'i Tourism authority to improve signage on the Highway and identify safe viewing locations.

Rationale: Providing clear signage for parking for coastal and waterfall viewing is a safety issue, since visitors unfamiliar with the area often block the highway for viewing and create dangerous pedestrian issues while crossing the highway or attempting to take photographs of these scenic assets. See the rationale for [Policy 47](#) and [Policy 122](#).

4.5.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.6 Protect and Enhance Ecosystems and Watersheds

This section of the CDP encourages increasing County capacity and participation in watershed planning and the collaborative development and implementation of resource management plans, and the enforcement necessary to protect ecosystems.

4.6.3 County Action

Policy 42

Develop and adopt policies (including setback requirements) to protect riparian (streamside) areas from incompatible development and uses.

Rationale: Wetlands and riparian areas are natural habitats that can reduce polluted runoff and prevent the entry of pollutants into receiving waters by intercepting surface runoff, subsurface flow, and certain groundwater flows. They can further enhance water quality by processing, removing, transforming, and storing sediment, nitrogen, phosphorus, and certain heavy metals. Thus, wetlands and riparian areas buffer receiving waters from the effects of pollutants, or they prevent the entry of pollutants into receiving waters. Inappropriate uses and land management practices can induce soil erosion and degrade these areas.

Currently there are no riparian setback requirements in Hawai'i County Code. The Zoning Code contains minimum yard (setbacks) requirements, measured from the lot line, however, in many cases properties extend to the middle of a stream, or across streams, allowing for structures to be built in those areas.

This policy will help to protect riparian areas and resources, and subsequently will serve to protect personal property from the hazards of building structures near steep slopes characteristic of the streams and rivers within the Planning Area.

Best Management Practices for Riparian buffers can be found in the following guides:

- DOFAW's Best Management Practices for forestry
- NRCS's Conservation Practice Standard (393) Filter Strip and Conservation Practice Standard (393):
Filter Strip and Conservation Practice Standard (391): Riparian Forest Buffer.

This policy is supported by the Mauna Kea Watershed Management Plan, Objective 2C: "Protect and enhance riparian buffers to protect stream corridors." See also the Waipi'o Valley Stream Management Plan <http://el.erd.c.usace.army.mil/workshops/08may-wots/2-%20Kubo%20-%20Waipio%20Valley.pdf> . For more information, see pages 50-51, 57-59 of Appendix V4A.

Policy 43

Increase capacity to provide education and outreach and enforce conditions on grading and grubbing permits to require screen planting, erosion control planting, or other treatments to maintain the good appearance of graded areas, reduce the detrimental impact on adjacent properties, and protect watersheds. (HCC10-12 (c))

Rationale: The Erosion and Sedimentation Control provisions in HCC Chapter 10 are to safeguard the public, property, and the environment by regulating drainage, erosion, and sediment, and to assure the safety of the project. This policy is necessary due to a lack of knowledge and application in the community about erosion-control requirements, and it emphasizes the importance of enforcement of existing County Code policy.

Policy 44

To further watershed management goals, collaborate with the Department of Health, the Three Mountain Alliance, the USDA Natural Resource Conservation Service, and the Soil and Water Conservation District to reduce runoff, maximize soil and water conservation, and protect and effectively manage watersheds and natural areas. (HRS 342D, HAR 11-54-3, GP 4.3(g), 5.2(e) & (f), 5.3(e), (n), & (o), and 8.2(e) & (j))

The County should participate in watershed planning in the following ways:

1. **Build staff capacity and provide training to support development and implementation of stream management plans;**
2. **Initiate a conservation planning process for priority watersheds with Conservation Technical Assistance (CTA) from NRCS;**
3. **Enter into a partnership agreement with the Mauna Kea Watershed Alliance via MOU Process;**
4. **Work with partners such as UH Hilo, Hawai'i Community College, Hawai'i County Research and Development, Soil and Water Conservation Districts, and Kohala Center on a pilot program to train UH/HCC students to assist with Conservation Planning (GP 8.3 (e), (k), (j), (l));**
5. **Support best management practices through various regulatory review processes conducted by the department; such as farm dwelling permits and conservation permits, and through environmental reviews of publicly leased lands;**
6. **Identify streams and stream corridors as candidates for further protections, and once identified, prioritize and seek to acquire corridors for further management;**

7. Collaborate with the Waipi'o Valley community in implementing the Waipi'o Valley Stream Management Plan.

The above actions can be implemented independently of each other and do not reflect prioritization by their listing order. The goal of this policy is that the County becomes actively involved in watershed planning.

Rationale: In Hawai'i, watersheds are areas of land that drain downslope to a common point. The water moves through a network of drainage pathways, both underground and on the surface, eventually reaching the ocean. The protection and management of watersheds is particularly important to Hāmākua because the Planning Area is home to 73% of the watersheds on the Island. However, the County and community are not actively involved in watershed planning in Hāmākua. Watershed management plans typically identify the sources of pollution and the recommended management strategies.

Specific to #2, above: conservation plans can also address regional conservation plans. NRCS helps decision makers with the conservation planning process ranging from site-specific plans for individuals to more complex community, watershed, or area-wide plans for groups of land managers. Conservation technical assistance furnished by NRCS includes conservation planning and practice/system application, technical consultations, and assistance in the technical phases of USDA and State cost-share programs.

Specific to #3, above: the Mauna Kea Watershed Alliance (MKWA) encompasses approximately 484,000 acres above the 2000' elevation on the mountain of Mauna Kea. Coordinated management of these watershed lands is critical to sustain adequate quality and quantity of water and provide important habitat for a wide diversity of native plants and animals, including many that are endangered. An MOU was drafted for the Mauna Kea Watershed Alliance and several federal, state, and private land owners, and non-profit management partners have entered into this partnership agreement. This policy recognizes that the County has an important role to play in watershed management and should also be a party to the MOU. This policy is supported by 8.3 (I): "Work with the appropriate State, Federal agencies, and private landowners to establish a program to manage and protect identified watersheds."

Specific to #4, above: due to high demand, there is a one year waiting list for Soil and Water Conservation District (SWCD) Planning Services. A pilot program would allow students to obtain conservation planning training and real world experience and will add needed staffing support for the Mauna Kea and Hāmākua SWCD.

Specific to #5, above: agricultural lands provide important ecosystem and community services. However, unsustainable agricultural practices can create a negative impact on watersheds, downstream ecosystems, and coastal waters. This policy seeks to strengthen and support the enforcement of agricultural and forestry best management practices. The Planning Department could support best management practices through various regulatory review processes conducted by the department; such as farm dwelling permits and conservation permits, and through environmental reviews of publicly leased lands. For more information, see also pages 58-59, 100, and 128 of Appendix V4A, and also the DLNR reference at <http://dlnr.hawaii.gov/forestry/files/2013/02/Hawaii-BMP.pdf>

Specific to #6, above: the Hawai'i Stream Assessment (HAS) identified 149 perennial streams in the Planning Area. Of which, seven candidate streams, located in whole or in part within the Planning Area, were identified as needing protection, see Page 46 of Appendix V4A for the list of streams. One of the actions for this policy seeks to identify these streams, and any others identified as needing further protection.

Specific to #7: Refer to the Waipi'o Valley Stream Management Plan at:

<http://el.erdc.usace.army.mil/workshops/08may-wots/2-%20Kubo%20-%20Waipio%20Valley.pdf>

This policy is supported by General Plan Policy 8.3 (j): "Encourage the protection of watersheds, forest, brush, and grassland from destructive agents and uses," and 8.3 (k): "An identification and inventory of forest lands suitable for watershed purposes should be conducted jointly by County, appropriate State and Federal agencies, and private landowners" and 8.3 (l): "Work with the appropriate State, Federal agencies, and private landowners to establish a program to manage and protect identified watersheds."

See also related **4.6.5 Kōkua Action**. For more information, see pages 43-64 of Appendix V4A.

Policy 45

To further ecosystem protections, revise Planning Department Landscaping Requirements Rule 17 to incorporate and encourage native and noninvasive landscaping alternatives for County projects and to include the noxious weed list from Hawai'i Administrative Rules 4-68 as plants to avoid.

Collaborate with the Big Island Invasive Committee (BIISC) and the University of Hawai'i to determine which native and noninvasive plants to include with this rule revision.

Rationale: Note, the Planning Department's Landscaping Requirements apply primarily to commercial projects or noncommercial projects that have parking lots. These requirements currently encourage native species planting and landscaping that does not cause "undue maintenance problems." Invasive species pose one of the greatest threats to the long-term viability of native ecosystems, watersheds, and a thriving agricultural and horticultural trade. The State Department of Agriculture has designated certain plant species as noxious weeds for eradication. This list should be incorporated into the Planning Department procedures for reviews of landscape plans. The county can take a leadership role to ensure that county projects utilize native and *noninvasive* species, especially since invasive species are commonly used in parking lot landscaping. For example, the 'autograph tree' (*Clusia major* or *Clusia rosea*) is commonly planted in parking lots and is recognized as one of Hawaii's top invasive species but so far is not on the State's noxious weed list. The Big Island Invasive Species Committee (BIISC), a project of the University of Hawai'i Pacific Cooperative Studies Unit, engages in a voluntary partnership with private citizens, community organizations, businesses, land owners, and government agencies to address invasive species issues on the island of Hawai'i. BIISC's primary objectives include public outreach, early detection, control and eradication of invasive pests threatening agriculture, native ecosystems, industry, human health and the quality of life within Hawai'i county. This policy seeks to partner with BIISC to determine a list of specific species to be considered and incorporated into the plan review process.

This policy is based on General Plan Policy 8.3 (p): "Encourage the use of native plants for screening and landscaping" and 4.3 (i): "Support programs to prevent harmful alien species from becoming established."

4.6.5 Kōkua Action

For additional policies and Kōkua Actions relating to coastal protections, please see **4.2 Protect Coastal Resources**.

State of Hawai'i Department of Land and Natural Resources

Kōkua Action 12:

Update Hawai'i Stream Assessment (HAS).

Rationale: The HAS was the first comprehensive effort to compile existing information about Hawaiian stream biota, published in 1990. The HAS was intended to serve as an accessible source of information that would evaluate relative stream quality and serve to rationalize management actions by the State Water Commission. While the study did identify streams in the Planning Area for further protection, it has little information on the streams along the Hāmākua Coast due to difficulty of access. For this reason the level of confidence regarding perennial status and other attributes for most of the streams in the Planning Area is low. Therefore, this Kōkua action recommends that the HAS be updated, using the latest technology to provide better stream data.

Kōkua Action 13:

Develop place-based marine protected area plans for priority areas.

Rationale: Place-based management refers to designating appropriate uses for a particular geographic area to reduce user conflicts and protect the area from some or all preventable harm. Marine Protected Areas (MPAs) are one form of place-based management. They are marine areas that have been reserved by federal, state, tribal, or local laws or regulations to provide protection to part or all of the natural and cultural resources therein. More specifically, DLNR may designate community based subsistence fishing areas and carry out fishery management strategies for those areas for the purpose of reaffirming and protecting fishing practices customarily and traditionally exercised for purposes of native Hawaiian subsistence, culture, and religion. This policy advocates for developing place-based strategies for specific areas.

State of Hawai'i Department of Health, Clean Water Branch

Kōkua Action 14:

Complete a comprehensive water quality monitoring program for the Planning Area's coastal waters.

Rationale: Coastal waters are managed by the State Department of Land and Natural Resources (DLNR) (for aquatic resources and boating), the State Department of Health (DOH) (for water quality), and the Federal Army Corps of Engineers (COE). The Clean Water Branch protects public health and inland and coastal waters for marine life wildlife. Responsibilities include coastal water surveillance and watershed-based environmental management through permitting, monitoring, enforcement, polluted runoff control projects, and public education. The last time a comprehensive water quality test was done for the coastal waters of our Planning Area was in 1987, and the waters were given an "A" water quality rating. However, that testing was during the era of sugar agriculture with its various near-shore impacts, and that rating does not necessarily accurately reflect current conditions. This Kōkua action encourages DOH to complete a comprehensive water quality test for the Planning Area.

Kōkua Action 15:

Prioritize developing Total Maximum Daily Loads (TMDLs) for Impaired Streams (Clean Water Act § 303 (d))

Rationale: The Clean Water Act §303(d) requires States to submit a list of Water Quality-Limited Segments, waters that do not meet state water quality standards, plus a priority ranking of listed waters, based on the severity of pollution and the uses of the waters. The §303(d) list leads to action. Total Maximum Daily Loads (TMDLs) are pollution budgets to bring §303(d)-listed pollutant/water body combinations into compliance with water quality standards. 8 Impaired Streams have been identified on the 303(d) list in the CDP Planning Area. However, TMDLs

have not been developed. This Kōkua action seeks the development of TMDLs for impaired streams within the Planning Area, so that streams can be monitored and analyzed for further management needs.

State Office of Planning

Kōkua Action 16:

Review and designate forest and watershed areas into the conservation district during State Land Use boundary comprehensive reviews.

Rationale: Several, but not all, stream corridors in the Planning Area are located in the State land use Conservation District. This Kōkua action is consistent with General Plan policy 8.3 (m): “Encourage appropriate State agencies to review and designate forest and watershed areas into the conservation district during State land use boundary comprehensive reviews.”

State of Hawai‘i Legislature

Kōkua Action 17:

Provide the Department of Land and Natural Resources (DLNR) the resources necessary to actively support local Soil and Water Conservation Districts (SWCD). (HRS Chapter 180).

Rationale: Hawai‘i Revised Statutes Chapter 180, as amended, outlines the duties and powers of the Soil and Water Conservation Districts (SWCDs) to administer and conduct soil and water conservation activities within the State of Hawaii. The DLNR provides the SWCDs with funding and administrative support. The Planning Area includes a portion of the Mauna Kea SWCD and the Hāmākua SWCD. This Kōkua Action encourages the State Legislature to continue to provide funding to support SWCDs.

Kōkua Action 18:

Provide assistance and funding for the control and management of Little Fire Ant infestations within the Hāmākua Planning Area.

Rationale: In 2015 Hawai‘i County received grants to control little fire ants at specific park sites. However, according to University of Hawaii estimates, over the next 10 years, individuals and businesses on the Big Island could have to bear losses of \$140 million, spend \$1.2 billion on mitigation and treatment and suffer 390 million stings. Some Hawaiian farmers have had trouble hanging on to workers who pick fruit and flowers. A few have even abandoned badly infested farms. And both farmers and nursery owners have had ant-infested product rejected and sent back by inspectors from the mainland. (See <http://www.littlefireants.com/>)

United States Congress

Kōkua Action 19:

Provide sufficient funding to the Department of Agriculture (USDA), Natural Resource Conservation Service (NRCS), Pacific Islands Area (PIA), the Farm Service Agency, and the Fish and Wildlife Service (FWS) to adequately implement critical conservation programs.

Rationale: The Natural Resources Conservation Service (NRCS) is a principal agent of the US Department of Agriculture providing conservation technical assistance to private landowners, soil and water conservation districts,

and other organizations. This Kōkua Action encourages the Congress to continue to provide sufficient funding to support NRCS.

4.6.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.7 Protect and Enhance Cultural Assets

This section of the CDP prioritizes the preservation of historic buildings and roads and the development of historic streetscapes and rural road standards. It also guides community-led efforts to restore historic sites and buildings, retain village and town character, and document oral, written, and video histories.

4.7.4 County Action

Policy 46

Protect, restore, and enhance the sites, buildings, and objects of significant historical and cultural importance to Hawai'i and identify these sites with interpretive signage and/or other appropriate methods.

Rationale: The Hāmākua Planning area lacks sufficient recognition of significant historical and cultural sites. This policy is consistent with and reaffirms the following existing General Plan Policies:

- 6.2 (a): Protect, restore, and enhance the sites, buildings, and objects of significant historical and cultural importance to Hawai'i;
- 6.3 (h): Aid in the development of a program of public education concerning historic sites;
- 6.3 (i): Signs explaining historic sites, buildings and objects shall be in keeping with the character of the area or the cultural aspects of the feature;
- 6.3 (g): Collect and distribute historic sites information of public interest and keep an inventory of sites.

Policy 47

Support the development and promotion of Heritage Corridors as part of a coordinated effort to promote the roadways and towns of the Hāmākua Planning Area. GP 6.3 (l)

- **Coordinate this effort with Policy 122 relating to the State Scenic Byway Program.**

Rationale: The County designated the Hāmākua coastline section of Highway 19 as the “Heritage Corridor” in the mid-1990s to stimulate eco-tourism in the area after the closure of the sugar plantations. Although there is some signage along the highway, there has never been an official designation and market promotion of this Corridor has not gelled. The proposed Heritage Corridor route (from Appendix V4C, pages 109-110) features and connects several scenic and cultural treasures in Hāmākua: the historic towns/villages, backroads through lush vegetation and waterfalls, historic places such as Waipi'o Valley and the former plantation landings, State Parks, farms offering agricultural tours, and selected trails that draw the visitor out of their vehicles to experience the natural beauty of the area.

This policy is an affirmation of existing General Policy 6.3 (I) and is supported by other GP policies specific to areas of the Planning Area as follows:

- Identify historic sites within the South Hilo District for inclusion within the Hawaiian Heritage Corridor Program. (GP 6.5.2.2 (b))
- Coordinate with the community to identify historical sites and buildings for inclusion in a heritage corridor program. (GP 6.5.3.2 (a))

For more information, see pages 63, 174, and 252 of Appendix V4A and also related **Policy 122**.

4.7.5 Kōkua Action

State Legislature

Kōkua Action 20:

Following HRS 6E, provide the Department of Land and Natural resources sufficient staff and funding for the State Historic Preservation Division to fulfill its mandates.

Rationale: Pursuant HRS section 6E-10, landowners shall allow SHPD an opportunity for review of any construction, alteration, disposition or improvement of any nature that affects an historic property on the Hawaii register of historic places. However, there have been cases where the reviews were not completed within the comment period. The Hawai'i State Historic Preservation Plan October 2012 to October 2017 identifies additional resources required for implementation.

Department of Land and Natural Resources

Kōkua Action 21:

Encourage the State's implementation of the 'Aha Moku System.

Rationale: In 2012, Act 288 established the 'Aha Moku Advisory Committee in the Department of Land and Natural Resources, pursuant HRS Chapter 171. The Committee will advise the chairperson of the Board of Land and Natural Resources on a variety of resource management practices. This kōkua action encourages the implementation of their recommendations.

4.7.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.8 Establish and Manage Public Access and Trails

This section of the CDP prioritizes a County public access program, directs appropriate public access to the shoreline and mauka forests, and guides community-led access management.

4.8.4 County Action

The following policies address Community Objectives 1, 3, and 12.

Policy 48

Establish a 'County of Hawai'i Public Access and Trail Program' with sufficient staff and resources. Staff will be required to refer to this program in all permit reviews. Elements of this program could include:

1. A comprehensive access inventory;
2. A public access rating system to help with prioritization;
3. Ensure comprehensive reviews of projects (on public or private lands) that will affect public accesses and trails.
4. Establish a program to inventory ancient trails, cart roads, and old government roads in coordination with appropriate State agencies. Ensure that publicly owned historic trails and roads are properly identified and consultation occurs to protect the public's interests. (GP 12.3 (n) Highways Act of 1892)
5. Identify agencies/groups to develop, administer, and maintain public accesses, including developing County capacity for this purpose;
6. Identify funding sources to purchase public access easement to priority areas;
7. When public access goals will involve several landowners, acquire the public access incrementally as opportunities arise to do so;
8. Public accesses that cross private land will be acquired and held until appropriate management of the accesses is in place;
9. Collaborate with State and Federal agencies on public accesses that require multi-agency involvement;
10. Develop a standardized template to promote consistency and comprehensiveness in the public access plans required by landowners;
11. Partner with community organizations capable of assisting with public access management;
12. Work with State agencies (particularly with DOFAW) to coordinate, survey, develop, and manage public trails and roads leading to forest reserves.
13. In co-sponsorship with the State when possible, acquire land for public access to historic sites and objects and to the shoreline where safe transit does not already exist.

The above actions can be implemented independently of each other and do not reflect prioritization by their listing order.

Rationale: Public access is a high community priority, and it remains a challenging issue for the entire County. State and County policy requires that the County ensure public access. In addition, HCC section 34-4(b) requires the County Planning Department to work with the State DLNR and County Department of Parks and Recreation to compile an inventory (including maps) of "public-owned areas and the approximate location of the existing public trails." However, the County doesn't have a formal public access program, and the County's public access inventory currently consists of primarily shoreline public accesses.

This policy is intended to address those deficits. The County's public access program should include protocols for mapping and marking access points and easements, standards for signage and access maintenance, access

regulations, and community-based management strategies. The program should also expand the public access inventory to include mauka public access.

Specific to #3, #4, there are miles of historic trails appearing on old maps that may meet the legal definition of “public trails.” Public access rights to cross private land may exist if it is determined that a government-owned road or trail is located there. The services of an abstractor or land surveyor may be required to research whether a government-owned road exists on the private land and where. This includes old government roads that were laid out by government but never built (a.k.a. “paper roads”) and unmaintained old government roads (often called “Roads in Limbo”). Approximately 62 miles of old government roads, a.k.a. “Roads in Limbo,” within the Planning Area are potentials for development of new public access opportunities. If the State of Hawai‘i declares a trail or other non-vehicular pathway to be a public right-of-way by virtue of the Highways Act of 1892, that trail is determined to be a public trail and under the jurisdiction of the State Board of Land and Natural Resources. The Na Ala Hele Statewide Trail and Access System, part of DLNR’s Division of Forestry and Wildlife, is required to inventory “all trails and accesses in the State.” The program is responsible for managing and maintaining only those trails and accesses that are approved by the Board of Land and Natural Resources to become a part of the statewide trail and access system.

Specific to #6, above: if no other option exists, there are provisions in the law for the public to purchase access rights through the government’s powers of eminent domain (HRS Chapter 115 and HRS Section 46-1.5). Successful trail/access projects, particularly those that are miles in length, may need to be acquired incrementally and will require collaboration between multiple government agencies, several different landowners, and community stewardship groups.

This policy an affirmation of the following policies:

- HRS section 115-2 states that the “counties shall purchase land for public rights-of-way to the shorelines, the sea, and inland recreational areas, and for public transit corridors where topography is such that safe transit does not exist;”
- HRS section 115-7 allows for State and County “co-sponsorship” of acquisitions for public access;
- General Plan 6.3(d): Public access to significant historic sites and objects shall be acquired, where appropriate;
- General Plan Policy 8.3 (r): “Ensure public access is provided to the shoreline, public trails and hunting areas, including free public parking where appropriate;”
- General Plan Policy 8.3 (s): “Establish a system of pedestrian access trails to places of scenic, historic, cultural, natural, or recreational values;”
- General Plan Policy 12.3 (n): “Establish a program to inventory ancient trails, cart roads and old government roads on the island in coordination with appropriate State agencies;”
- General Plan Policy 12.3 (m): “Develop a network of pedestrian access trails to places of scenic, historic, natural or recreational values. This system of trails shall provide, at a minimum, an islandwide route connecting major parks and destinations;”
- General Plan Policy 12.3 (u): “Provide access to public hunting areas;”
- General Plan Policy 12.4 (l): “Public access to the shoreline shall be provided in accordance *with an adopted program* of the County of Hawai‘i;”

- See also, Kona CDP – ENV 2.1 Open Space Network Program; North Kohala CDP Strategy 2.2 – County Public Access Coordinator or Public Access Planner.

For more information, see pages 191-223, 227, 260, and 292 in Appendix V4A.

Policy 49

Pursue access easements and/or acquisition of high priority public accesses to meet CDP objectives.

Rationale: The public access, open space, and natural resources preservation fund can be used to acquire lands or property entitlements based on recommendations from the PONC. The PONC list is a good tool, and the public is invited to nominate properties for acquisition.

The accesses listed below were collected through the CDP information-gathering phase. Some of them coincide with properties that either currently are, or have been listed on the Hawai'i County Public Access, Open Space, and Natural Resources Preservation Commission (PONC) list. Note, land and easement acquisition priorities can change depending on various circumstances and the list below reflects the priorities of the community during a particular time-frame and may need to be adjusted as priorities shift and opportunities arise.

The following sites were identified as having public access potential:

- Pāpa'ikou Mill Beach Trail TMK 2-7-027:065 and 2-7-004:118. (See County Council Res. No. 308-12) (See also Community Action 25)
- Hilo State Forest Reserve via Kaupakuea Hmstd Road 2-8-001:003. County has secured a public access easement in TMK: 2-8-003:001, but the easement is not all the way to the Forest Reserve (FR) boundary. The State and/or County would need to extend the easement to the FR.
- Hilo State Forest Reserve in Kaiwiki via Kaiwiki Hmstd. Rd. TMK: 2-9-05:01 and also via Chin Chuck Rd. TMK: 2-9-05:01. County and State cooperation needed to survey the government road all the way to the FR, post signs, mark a parking area, and delineate trail to FR.
- Hāmākua State Forest Reserve in Hō'ea Ka'a ("Small Forest") TMK: 4-2-08:01. State plans to reserve the right of public access to the FR through state lease of TMK: 4-2-07:02. The actual route for public access is yet to be determined.
- Road to Haina (a.k.a. Honoka'a Landing) TMK: 4-5-02:19. Private, unpaved road to Haina Landing, voluntarily open. County would need to work with landowners to secure a public access easement.
- Trail from Haina Landing to Pā'auhau Landing TMKs: 4-5-02, 4-5-01, and 4-4-05 (various parcels). County Planning Dept. has required several coastal developments along this section of coast to allow "lateral public access to and along the shoreline within forty feet of the top of the cliff or further mauka (inland) as may be necessary for the safety of the public traversing the area." It will take years to accomplish incrementally, but a continuous, lateral, public access corridor along the top of cliff would need to be acquired.
- Trail from Kukuihaele Viewpoint to former Kukuihaele Landing TMK: 4-8-01:04. County Planning Dept. has required pedestrian public access to a viewpoint at the top of cliff. From there, a continuous, lateral, public access trail along the top of cliff would need to be acquired to enable access to a fishing area at the former Kukuihaele Landing.

For more on information, see pages 214-222 in Appendix V4A.

Policy 50

Where possible through permit conditions, easements, or acquisitions, the County of Hawai'i shall establish: public access to and along the shoreline to significant historic sites, public transit along the top of cliff, streams, mauka trails, facilities, and access to sites for gathering, hunting, and other recreational purposes.

Rationale: Public access is a high community priority, and it remains a challenging issue for the entire County. State and County policy requires that the County ensure public access and this policy directs that the County of Hawai'i use all of the appropriate regulatory mechanisms to ensure that opportunities to require public accesses are utilized appropriately. This policy is based on existing General Plan policies 6.2 (b) "Appropriate access to significant historic sites, buildings, and objects of public interest should be made available," and 7.3 (a) "Increase public pedestrian access opportunities to scenic places and vistas" and 8.3 (r) "Ensure public access is provided to the shoreline, public trails and hunting areas, including free public parking where appropriate."

Streams and coastline areas are used for cultural/recreational/ subsistence resources such as gathering and fishing. However, cultural and recreational accesses are becoming increasingly difficult to physically and legally access due to residential and agricultural uses, and 'land-locked' public lands that lack access points. Lateral public access is frequently blocked due to the lack of a public transit corridor required in the shoreline setback. The Planning Department has the authority to recommend and set public access conditions in its review and approval of applications for Special Permits, Change of Zone, Subdivisions, and developments within the Special Management Area. This policy seeks to utilize that authority to protect those public transit corridors.

This policy is based in part on HRS §115-5: "Beach transit corridor defined. (a)The right of transit shall exist seaward of the shoreline and this area shall be defined as a beach transit corridor. For purposes of this section, "shoreline" shall have the same meaning as in section 205A-1. However, in areas of cliffs or areas where the nature of the topography is such that there is no reasonably safe transit for the public along the shoreline below the private property lines, the counties by condemnation may establish along the makai boundaries of the property lines public transit corridors which shall be not less than six feet wide."

This policy directs the County of Hawai'i to use every opportunity to evaluate access potential and then require appropriate public accesses through various land use regulatory and permitting processes.

For more information, see pages 53-56, 191-223 and 292 in Appendix V4A.

Policy 51

Identify 'roads-in-limbo' and other old road rights-of-way (including 'paper roads') with public access value for trails that are being obstructed by private parties and work to remove the obstructions.

This policy is specific to roads-in-limbo or old road rights-of-way that are best adapted to trail use; however, for CDP policies relating to the adoption of 'roads-in-limbo' into current the County of Hawai'i road inventory, see **Policy 70**.

Rationale: Public access rights to cross private land may exist if it is determined that a government-owned road or trail is located there. The services of an abstractor or land surveyor may be required to research whether a government-owned road exists on the private land and where. This includes old government roads that were laid out by government but never built (a.k.a. "paper roads") and unmaintained old government roads (often called "Roads in Limbo"). Approximately 62 miles of old government roads, a.k.a. "Roads-in-Limbo," within the Planning Area are potentials for development of new public access opportunities. However, the County Department of Public

Works has limited staff for research or enforcement. This policy seeks to direct the Public Access Program to coordinate with DPW for this purpose. For more information, see pages 94, 99, 114-115, and 237-238 of Appendix V4B.

Policy 52

Prior to disposing of, leasing, or transferring public lands, including public roads or trails, public access potentials will be assessed, documented and protected if public access use is in the public's interest.

Rationale: There are significant public owned lands available in the Planning Area for public access. In addition, HRS Section 46-1.5 gives counties powers to acquire, lease and hold real and personal property as the interests of the county's inhabitants may require, including the power of condemnation by eminent domain when it is in the public interest to do so. The County Finance Department, Property Management Division is responsible for the acquisition, management, and disposition of real property for the County of Hawai'i. This policy requires that the County consider public access needs prior to the disposing of, leasing or transferring public lands.

Policy 53

Reconstruct the Laupāhoehoe Boat Ramp to provide safe and adequate access to ocean resources for subsistence fisher-people and recreational users.

Rationale: Safe access to ocean resources is rare in the Planning Area; the only boating facility in the Planning Area is at Laupāhoehoe Point and the next closest public boat launch areas are located in Hilo and Kawaihae. The boat ramp is an important asset to subsistent fisher people and recreational boaters. Originally constructed by the U.S. Army Corps of Engineers, the Laupāhoehoe boat ramp is managed by the County of Hawai'i Parks & Recreation Department. Due to damage caused by heavy wave activity, the ramp floor has steel rebar protruding from crumbling concrete, making it hazardous for boaters and especially hazardous for swimmers (swimming is officially not an allowed use of the ramp, but the ramp continues to be a popular local swimming spot). The boat ramp has been officially closed since June 2009 to protect public safety. Parks and Recreation Dept. makes minor repairs to the rebar protrusions when they are reported and local residents have, at times, taken it upon themselves to make repairs and continue to use the ramp on a limited basis and at their own risk. It is commonly thought that the location of the ramp is part of the problem and until the ramp is relocated to its original position and orientation in the bay, the problems of significant wave erosion will continue to manifest themselves. The County has been assessing the ramp's condition since 2009 in an attempt to develop a plan for restoring the ramp to a usable/safe condition. Currently this project is on the CIP list but there are no funds allocated for it, and the report on the County's assessment of the ramp has not been made public. Supporting policies are the General Plan policy 13.3.5.3.2(a), "Continue to improve the small boat ramp at Laupāhoehoe, extend the offshore protective structure, and provide for adequate parking" and CIP: FY2014-2015 Ord. No.14-82, item 2014015.

For more information, see pages 145 and 169 in Appendix V4A, and pages 159 and 161 in Appendix V4B.

4.8.5 Kōkua Action

State Legislature

Kōkua Action 22:

To facilitate greater public access to and along the shoreline and elsewhere, amend HRS 520, Hawai‘i’s Recreational Use Statute (RUS), to:

- **Decrease ambiguity and discourage frivolous lawsuits;**
- **Provide incentives for private landowners to voluntarily allow public access through incentives.**

Rationale: To encourage private landowners to voluntarily allow recreational public access on their lands, HRS Chapter 520, Hawai‘i’s Recreational Use Statute (RUS), was first established in 1969. It limits the private landowner’s liability if access is made available to the public without charging a fee. Providing incentives to private landowners to open more accesses by limiting liability and providing tax incentives and/or zoning credits may encourage landowners to voluntarily allow access.

Bishop Estate/ Kamehameha Schools; State of Hawai‘i

Kōkua Action 23:

Explore options for collaborative management with community groups to increase access to former sugar cane roads to be used as non-motorized trails where feasible and appropriate.

Rationale: Bishop Estate/Kamehameha Schools and the State of Hawai‘i are major landowners of former sugar cane properties with their associated old cane roads that could be repurposed for trails. This Kōkua Action encourages cooperation in establishing and collaboratively managing these resources to allow for community use when feasible and appropriate. It is acknowledged that not all areas and not all possible uses are compatible with current agricultural or forestry leases, however, this action advocates for exploring options to achieve access and manage access for the mutual benefit of the landowners and the community.

State of Hawai‘i Department of Land and Natural Resources, Land Division

Kōkua Action 24:

Prior to disposing of, leasing, or transferring public lands, including public roads or trails, public access potentials will be assessed, documented and protected if public access use is in the public’s interest.

See corresponding **Policy 52**.

Rationale: There are significant public owned lands available in the Planning Area for public access. In addition, HRS Section 46-1.5 gives counties powers to acquire, lease and hold real and personal property as the interests of the county’s inhabitants may require, including the power of condemnation by eminent domain when it is in the public interest to do so. This policy urges that DLNR consider public access needs prior to the disposing of, leasing or transferring public lands.

4.8.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.9 Preserving Sacred Places: Waipi'o Valley and Mauna Kea

This section of the CDP identifies Waipi'o Valley and Mauna Kea as sacred places needing special attention. This section specifically addresses natural and cultural resource protections for both of these unique areas, but the section also addresses other elements of the CDP that are specific to these places.

4.9.2 Waipi'o Valley as a Wahi Pana

This section prioritizes protecting Waipi'o Valley as a *wahi pana*, focusing on protecting natural ecosystems, viewsheds, streams, managing responsible access, and perpetuating Hawaiian culture.

4.9.3 Waipi'o Valley: County Action

Policy 54

Designate Waipi'o Valley, including the Valley rim, as a Wahi Pana and create a resource protection overlay and regulations that will protect Waipi'o Valley's natural resources, preserve its storied past and perpetuate its agricultural traditions and unique rural lifestyle.

The resource overlays should address the following:

- **Prepare viewshed siting guidelines in the County Zoning Code for parcels along the southeast and eastern portions of Waipi'o Valley rim (GP Policy 7.3 (b));**
- **Extend the SMA boundary beyond Waipi'o Valley on the east and southeast Valley rim to ensure that greater setbacks and viewshed protections are incorporated into the review of structures in those areas;**
- **Collaborate with the Waipi'o Valley community to develop a long range management plan for Waipi'o that addresses public access, carrying capacity, resource management, and potential funding sources for on-going maintenance of streams and roads.**
- **Support community organizations such as the Waipi'o Community Circle, The Waipi'o Taro Farmers Assoc., and Ha Ola O Waipi'o Valley in developing and implementing a community-based watershed plan based on the Waipi'o Valley Stream Management Plan.**

Rationale: In the Hawaiian cultural traditions, the term Wahi Pana is used to recognize "celebrated" and "storied" places that have significant Native Hawaiian cultural and historical heritage. A Wahi Pana can be a heiau, royal birth site, legendary site and places of significance for the people who live there. These sacred places have mana (spiritual power) and are treated with great respect, honor and reverence. Most of the studies cited in "Previous Waipi'o Valley Related Planning/Studies" recommend designating Waipi'o Valley as a Wahi Pana due to its significant natural, cultural, historical, and spiritual value. Comprehensive, regional, conservation, watershed, and open space plans often use resource protection overlay districts to link land use policies and conservation strategies with specific landscapes. Overlay zoning is a regulatory tool that creates a special zoning district, placed over an existing base zone(s), which identifies special provisions in addition to those in the underlying base zone. Regulations or incentives are attached to the overlay district to protect a specific resource or guide development within a special area. This policy, to create an overlay zone, would entail County Code regulations to protect the

Valley's cultural and historical resources through measures such as vehicular access management measures, establishing scenic vistas, resource protection, etc.

One existing tool that could be used to further viewshed protections is Special Management Area overlay. Currently the SMA boundary in Waipi'o extends mauka from the shoreline to the bottom of the Valley walls. The area west and southwest of the Valley is within the Forest Reserve and Special Management Area, and, therefore, has limited development potential. However, the Valley rim on the east and southeast sides are within the A-40a Zone District, with the potential for residential and farm dwelling units. Generally, because the CZM objectives and policies are so comprehensive, the SMA is the most resource-protective land use policy overlay. CZM policies address recreational resources, historic resources, scenic and open space resources, coastal ecosystems, coastal hazards, management of development, beach protection, and marine resources. The SMA process allows the County to apply reasonable conditions to a proposal to mitigate potential impacts. This policy would apply the SMA process beyond the Valley rim. Determining where exactly the SMA boundary should be could be done via preparing a viewshed plan and siting guidelines for the southeast and eastern portions of the valley rim. This policy action is supported by existing General Plan Policy 7.3 (b) "(b) Develop and establish view plane regulations to preserve and enhance views of scenic or prominent landscapes from specific locations, and coastal aesthetic values." See also Section **4.5 Preserve Scenic Areas and Viewsheds** for more policies relating to protecting viewsheds throughout the Planning Area. For the Waipi'o Valley Stream Management Plan, see here: <http://el.erdc.usace.army.mil/workshops/08may-wots/2-%20Kubo%20-%20Waipio%20Valley.pdf>

For more information, see pages 17, 189, 177, 223-269 in Appendix V4A.

Policy 55

Provide a property tax credit for the perpetual conservation of taro systems on private land (i.e. agricultural, conservation or cultural easements) for owners and lessees who enter into long term agreements (20 years) to rehabilitate taro systems to active use.

Rationale: In 2008, the Hawai'i State Legislature passed Act 211, establishing the Taro Security and Purity Task Force (TSPTF). The Task Force was charged with finding solutions to the problems facing taro production, taro farmers and taro markets. This policy is consistent with one of their recommendations for improving protections to taro-growing lands and serves to protect taro as a special resource from both an agricultural and a cultural perspective. This policy is consistent with the Taro Security and Purity Task Force recommendation to create incentives for active rehabilitation of taro-growing lands that result in taro lands protection. For more information, see pages 233-239 in Appendix V4A.

Policy 56

Work with farmers, landowners, community organizations and agency partners (Army Corps of Engineers, State Commission on Water Resources Management (CWRM), State Department of Health, State Historical Preservation Division) to create a simplified stream maintenance permitting process for Wailoa Stream and other streams in the Waipi'o Valley.

Rationale: Several studies that have been conducted in Waipi'o Valley have identified the need for a stream maintenance program to ensure sufficient conditions for the cultivation of taro as well as providing flood protection. However, the complexities of the permitting process and the implementation costs have resulted in minimal implementation of the technical and organizational suggestions. This policy recognizes that the County should be a

party to any effort to streamline a permitting process. For more information on stream management, see pages 15, 45, 65, 190, 226-269 in Appendix V4A.

Policy 57

Perform a feasibility study on developing a scenic route from the Waipi'o Valley Lookout extending mauka to connect to Mud Lane at the entrance of Waimea.

Rationale: Improving the mid-section of Mud Lane would provide an alternate/emergency route to Kukuihaele and the Waipi'o Valley lookout, and potentially mitigate traffic through downtown Honoka'a, improve travel times between Waipi'o Valley/Kukuihaele and Waimea, and create a loop road for drivers to travel without needing to backtrack through downtown Honoka'a with each visit to the Waipi'o Valley Lookout. It would also develop Mud Lane into a safe, improved County road for residents (currently portions of Mud Lane are impassable for 2-wheel drive vehicles and the Waimea-side section of the road is considered a Road-in-Limbo).

However, developing this scenic highway would also be controversial in that it provides an access point to Waipi'o Valley that allows visitors to by-pass Honoka'a town. While the development of by-pass routes often becomes necessary as towns grow and traffic congestion increases, this by-pass could potentially negatively impact those Honoka'a businesses that rely primarily on pass-through visitor traffic. Therefore, this action is included as an investigatory action to ensure that appropriate community engagement with residents from Mud Lane (including consultations with the South Kohala CDP Action Committee), Waipi'o Valley, Kukuihaele, and Honoka'a business owners, is conducted.

This policy is based on General Plan Policy 13.2.5.4.2 (c) "Encourage the State to construct a scenic highway from the Waipi'o Valley lookout extending mauka to connect to Mud Lane at the entrance of Waimea. See also related **Policy 58**.

Policy 58

Perform a feasibility study on the development of a scenic park (accessible via Mud Lane) with a viewing area of Hi'ilawe Falls in conjunction with the development of the scenic highway.

Rationale: This policy is related to and dependent on the implementation of **Policy 57**, and is based on General Plan Policy 12.5.4.2 (d) "Encourage the State to develop a scenic park on the Kohala side of Hi'ilawe Falls in conjunction with the development of the scenic highway." One of the advantages of developing a scenic park with a view of Hi'ilawe Falls would be to incentivize scenic viewpoints above the Valley with the goal of minimizing visitor trips into the Valley. To minimize impacts, this park could be accessible via a pedestrian hiking trail developed along the old cane haul road.

Note: this is an existing "legacy" policy from the General Plan; but the CDP Team has not been able to verify that it is still physically feasible to create a park in this location with a view of Hi'ilawe Falls. This policy is included here specifically to solicit community input.

Policy 59

Encourage the integration of best management practices and an understanding of cultural values and experiences during the land use application process for any business plans requiring Planning Department Plan Approval within Waipi'o Valley. (Refer to HCC Chapter 25 Section 2, Division 7 for more information on Plan Approval)

Rationale: Land use impacts related to the visitor industry have been a source of some concern and friction in the Valley between local residents and commercial operators. Tourism-related impacts potentially include trespassing on private property, desecration of sacred sites, and intrusion on the privacy of Valley residents and the peaceful character of the Valley. However, when properly managed, the visitor industry can enhance both the physical and the intangible heritage of an area while offering a positive, peaceful way for communities to express pride in their cultural identity. This policy is related to General Plan Policy 6.3 (n) “Consider requiring Cultural Assessments for certain developments as part of the rezoning process;” in that it seeks to specifically address cultural impacts associated with the visitor-industry, but this policy’s focus is on stipulating and educating applicants on culturally appropriate land use issues and practices to better protect the natural and cultural resources of the Valley, and also to ensure that the host culture is accurately and respectfully represented. For more information on the relationship between the tourism industry and Hawaiian culture, see the Hawai’i Tourism Strategic Plan, 2005-2015 located on the web at: <http://www.hawaiitourismauthority.org/default/assets/File/brand/HawaiianCultureInitiative.pdf>.

Policy 60

Develop the Waipi’o Valley Heritage Center, including:

- **Support for its related Educational Programs such as the Waipi’o Education and Information Program (aka: Waipi’o Valley Rangers Program).**
- **Support community-based management of the Waipi’o Valley Heritage Center through a lease or cooperative use agreement with the County Department of Parks and Recreation.**

Rationale: The County has already purchased a 1.804-acre site for the Visitor Center at the Waipi’o Valley Lookout (TMK (3)4-8-004:006), which is listed as a Natural Beauty Site in the General Plan Table 7-7. The Waipi’o Circle, a group of Valley residents and others, have started the planning and manual site clearing for this facility. This policy seeks to prioritize CIP funding to design and construct the Visitor Center.

The Waipi’o Education and Information Program was funded by two Hawai’i Tourism Authority Natural Resources grants obtained by the County Department of Research and Development (R&D). The purpose of the program is to place guides at the entrance the Valley who will educate visitors about the Valley’s history, its cultural importance, and its unique challenges as actively cultivated agricultural land in a fragile ecosystem. Waipi’o Valley is the second most visited location on Hawai’i Island. The grant funding has lapsed, and the County budgeted \$70,000 in the 2013/14 Operating Budget to continue this program until the funds are depleted. Recognizing that this is a valuable resource, this policy seeks to explore continuous funding mechanisms for the program, which may need to be developed as a new Department of Parks and Recreation program.

The County Department of Parks and Recreation enters into agreements with various community groups for similar community-based management. This policy supports the community-based management of the Waipi’o Valley Heritage Center.

For more information, see pages 224-270 of Appendix V4A.

Policy 61

Integrate the support facilities for the existing Waipi’o Lookout with the Visitor Center and the Heritage Corridor route.

Rationale: The Visitor Center would have displays, presentations, docents, publications, performances, and other means to engage and inform the visitor of the historic, cultural, and natural treasures of the Valley. The information would be geared to school children, local residents, and visitors. The intent would be to provide a fulfilling experience without having to actually go into the Valley. For those choosing to trek into the Valley, they would learn the proper protocols. This policy would ensure the support facilities were all integrated. For more information on the visitor center project and its functions, see pages 251-252 of Appendix V4A. See related **Policy 47**.

4.9.4 Waipi'o Valley: Kōkua Actions

Hawai'i State Legislature

- **Kōkua Action 6:** Appropriate funds to the County of Hawai'i to develop recommendations of lands to be designated Important Agricultural Lands. See the rationale for Kōkua Action 6, **above**.

State Land Use Commission

Kōkua Action 25:

Reconsider the State's agriculture land capability class designations to better protect viable taro growing lands.

Rationale: In 2008, the Hawai'i State Legislature passed Act 211, establishing the Taro Security and Purity Task Force (TSPTF). The Task Force was charged with finding solutions to the problems facing taro production, taro farmers and taro markets. This Kōkua Action is consistent with one of their recommendations for improving protections to taro-growing lands and serves to protect taro as a special resource from both an agricultural and a cultural perspective. For more information, see pages 233-239 in Appendix V4A.

Bishop Estate, State of Hawai'i, Kamehameha Schools

Kōkua Action 26:

Perform a feasibility study on the development of a scenic park (accessible via Mud Lane) with a viewing area of Hi'ilawe Falls in conjunction with the development of Mud Lane into a scenic route.

See the related **Policy 58** and **Policy 59** and their rationale. (GP 12.5.4.2 (d)) and 13.2.5.4.2 (c)).

Department of Land and Natural Resources

Kōkua Action 27:

Support reintroduction of H.B. #414 or similar legislation that would provide funding and technical assistance for stream maintenance programs.

Rationale: In early 2013, H.B. No. 414, Waipi'o Valley Advisory Commission, was introduced to the State Legislature. H.B. No. 414, "Establishes the Waipi'o Valley Advisory Commission to advise the Department of Land and Natural Resources on the development of a long-term plan for ensuring the proper stewardship, preservation, and maintenance of Waipi'o Valley." and "Appropriates funds for the design and construction of flood damage reduction and stream stabilization in Waipi'o Valley." The purpose and intent of this measure is to promote the

proper stewardship, preservation, and maintenance of Waipiʻo Valley on the Island of Hawaiʻi. For more information, see page 263 of Appendix V4A.

State of Hawaiʻi, Governor

Kōkua Action 28:

Release allocated disaster funding to help taro farmers and residents of Waipiʻo Valley to avoid future flood damage. (TSPTF recommendation)

Rationale: This policy is consistent with the Taro Security and Purity Task Force recommendation to improve and fund stream maintenance capacity in taro-growing communities. For more information, see pages 233-239 of Appendix V4A.

State Department of Agriculture

Kōkua Action 29:

Apply for Specialty Crop Block Grants to strengthen taro production.

Rationale: The purpose of the Specialty Crop Block Grant Program (SCBGP) is to solely enhance the competitiveness of specialty crops. Specialty crops are defined as *fruits, vegetables, tree nuts, dried fruits, horticulture, and nursery crops (including floriculture)*. Taro would be considered a specialty crop. This Kōkua action asks the State Department of Agriculture to seek block grants to strengthen taro production. For more information, see pages 265-266 of Appendix V4A.

4.9.5 Waipiʻo Valley: Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

4.9.6 Mauna Kea as a Wahi Pana

This section prioritizes protecting Mauna Kea as a *wahi pana*, focusing primarily on Kōkua actions to the existing agencies and groups that manage resources at the summit and near-summit lands.

A Special Note on Mauna a Wākea: The summit lands are out of County jurisdiction and are under the State of Hawai‘i Department of Land and Natural Resources, with portions leased to the University of Hawai‘i and managed by the Office of Mauna Kea Management. At the time of the CDP draft development, discussions over land use and natural/cultural resource management for Mauna Kea were continually evolving. This CDP section represents a focus on Kōkua actions for the agencies and groups that currently manage resources at the summit and near-summit lands. All the CDP Kōkua Actions are based on previously developed policies that align with CDP Community Objectives.

4.9.8 Mauna Kea: Kōkua Action

Various Agencies: *Bureau of Land and Natural Resources; DLNR’s Division of Forestry and Wildlife – Natural Area Reserve System;*

Kōkua Action 30:

Continue to engage the Hawaiian community while exploring a cooperative agreement to formalize the coordinated management efforts on Mauna Kea.

Rationale: Currently there is no mechanism for integrated or coordinated management of Mauna Kea’s resources. These agencies have tentatively agreed to enter into a cooperative agreement and this Kōkua Action supports the follow-through of this agreement.

Department of Land and Natural Resources & State Historic Preservation Division

Kōkua Action 31:

Nominate the Mauna Kea Summit Region Historic District to the National Register of Historic Places.

Rationale: The summit region of Mauna Kea is designated as a historic district by the State of Hawai‘i. It was also determined to be eligible for inclusion in the National Register of Historic Places. For more information on historic designations, see pages 177-179 of Appendix V4A.

Department of Land and Natural Resources

Kōkua Action 32:

Update the management plan for Laupāhoehoe Natural Area Reserve.

Rationale: A management plan for Laupāhoehoe Natural Area Reserve was drafted in 1989 (DLNR 1989) but needs to be updated. This Kōkua Action is consistent with the intent of GP 8.3 (o): “Encourage the continued identification and inclusion of unique wildlife habitat areas of native Hawaiian flora and fauna within the Natural Area Reserve System.” See also page 83 of Appendix V4A.

Kōkua Action 33:

Identify mamane-naio forest sites within the Forest Reserve system on Mauna Kea for inclusion in the NAR system.

Rationale: Recently, the Natural Area Reserve Commission identified the mamane-naio forest as a missing ecosystem in the NAR system. Potential sites within the Forest Reserve system on Mauna Kea are being considered for inclusion in the NAR system. This Kōkua Action is consistent with the intent of GP 8.3 (o): “Encourage the continued identification and inclusion of unique wildlife habitat areas of native Hawaiian flora and fauna within the Natural Area Reserve System.” See also pages 83-84 of Appendix V4A.

Kōkua Action 34:

Develop a mechanism for the long-term protection of Palila sites.

Rationale: There is no formal agreement to sustain restoration of Palila habitat at Pu‘u Mali and Ka‘ohe beyond 2012, when the lease expires. A mechanism is needed for the long-term protection of these sites. This Kōkua Action is consistent with the intent of GP 8.3 (o): “Encourage the continued identification and inclusion of unique wildlife habitat areas of native Hawaiian flora and fauna within the Natural Area Reserve System.” For more information on Palila habitat, see page 68, 79, and 89 of Appendix V4A.

Kōkua Action 35:

Provide natural and cultural resource preservation orientation training for tour operators, rangers, VIS staff, and volunteers in coordination with native practitioners who practice on Mauna Kea.

Rationale: One method to ensure that all visitors receive the information they need in order to better protect Mauna Kea’s natural and cultural resources is to provide everyone who visits the summit to an orientation of the site’s significance. Mandatory orientation training for tour operators, rangers, VIS staff, and volunteers should be implemented, regardless of whether mandatory orientation for the general public is implemented. This training program could be implemented immediately, and no rule-making authority is required to implement it.

Kōkua Action 36:

Maintain a trail network with signage.

Rationale: There are several established (but unmarked) trails in the summit region and other trails at lower elevations. Rangers monitor the trails that lead to the most popular places of interest and work to curtail unwanted new trails by directing visitors to the established ones and covering over evidence of unwanted trails. New trails are mainly created when visitors or researchers opt to explore new terrain. Due to lack of signage and a maintained trail network, a faint trail used infrequently may be discovered by others and become more established and impacted.

Kōkua Action 37:

Consider establishing a working group with surrounding land owners and the user-community to educate users and manage ATV use in the near-summit region.

Rationale: Off-road vehicle use has the potential to irreversibly damage cultural and natural resources. The use of off-road vehicles is prohibited in the UH Management Areas; however there is a need to coordinate with DLNR to ensure that all off-road vehicle use of the adjacent land areas are managed.

Kōkua Action 38:

Work together, in partnership with hunting associations and other land stewards, to establish clear recreational hunting policies and disseminate education regarding these policies.

Rationale: Properly informing hunters of prohibited areas is challenging because access to hunting areas may not require hunters to pass through Hale Pōhaku, where information about prohibited areas is available. Working with the hunting associations and land stewards in devising and disseminating information on the hunting policies will help to improve compliance.

Department of Land and Natural Resources; University of Hawai'i – Office of Mauna Kea Management**Kōkua Action 39:**

Work with the Hawaiian community to develop a historic property monitoring program within the UH Management Areas.

Rationale: A historic property monitoring program would provide a plan for monitoring the condition of identified historic properties within the UH Management Areas. The primary purpose of monitoring these sites is to determine what uses, if any, are affecting historic properties and the degree and frequency of these effects. This information would, in turn, help in developing ways to prevent or minimize the occurrence of damaging uses. The long-term effects of human activities and natural processes on historic properties shall be monitored and management policies adjusted, as needed.

Kōkua Action 40:

Evaluate the need and feasibility of establishing a vehicle wash-station near Hale Pōhaku to prevent the transport of invasive plants and animals.

Rationale: Many of the mountain's ecosystems have already been impacted by introduced animals and plants, and introduction of new invasive species remains a continuing threat. Virtually any user, vehicle, equipment, or material that comes to Mauna Kea can be an unintentional carrier. The main activities and uses that may introduce invasive species include vehicles and researchers that frequent Mauna Kea for work at the observatories; materials and equipment used in construction and maintenance; recreational users that may import material on footwear and vehicles; imported gravel used in road grading; landscaping materials used at lower elevations; and cultural practitioners leaving offerings.

Kōkua Action 41:

Work with neighboring landowners and appropriate federal and state agencies to plan for coordinated responses to a range of emergency situations, to ensure rapid response, and to minimize impacts to cultural and natural resources.

Rationale: A number of emergency responses that may occur on Mauna Kea could adversely affect biological and historical properties. Because the summit area of Mauna Kea is far from any local community, response times by the standard emergency response agencies can be long. Thus, the various groups and agencies that operate in the surrounding area must cooperate in emergency response activities. The existing medical emergency system involves MKSS, the observatories, the military, county emergency services, and hospitals.

Kōkua Action 42:

Collaborate with Observatories to develop a site decommissioning plan for each observatory, in accordance with the Decommissioning Plan for Mauna Kea Observatories.

Rationale: Since the summit of Mauna Kea is so culturally significant, the community would like to see a specific plan that shows the removal of obsolete telescopes from the summit and decommissioning plans for each of the observatories, including restoration plans. The University's lease for the UH Management Areas continues through 2033, with the stipulation that the permitted "improvements" be removed at the end of the lease or sooner, unless approval from the Chairman of BLNR allows them to remain. The existing observatories have various agreements with the University with different provisions for disposition of the facilities in the event of termination or expiration of their tenancies. Each observatory has specific provisions in its agreement related to what is to become of the structure at the end of its term. Observatories will be required to develop plans for site recycling, demolition and restoration. A Site Decommissioning Plan (SDP) documents the condition of the site, outlines an approach to decommissioning, and proposes a plan for site restoration. Each SDP shall be developed in stages consisting of the following four components: (1) a Notice of Intent, (2) an environmental due diligence review, (3) a Site Deconstruction and Removal Plan and, (4) a Site Restoration Plan. See also pages 75-76 of Appendix V4A for more information.

Department of Defense, Pōhakuloa Training Area (PTA)**Kōkua Action 43:**

Complete the large scale firebreak that extends completely across Pu'u Anahulu between the Ke'āmuku and the 1859 lava flows.

Rationale: the report: Analysis of Fire History and Management Concerns at Pōhakuloa Training Area concludes that the Army's primary fire management objective for the near future should be the completion of a large-scale firebreak that extends completely across Pu'u Anahulu between the Keamuku and the 1859 lava flows. For more information, see Appendix V4A: pages 79-80.

Kōkua Action 44:

Improve Mauna Kea Trail and Infantry Road to firebreak standards and to extend Mauna Kea Trail slightly in the area behind Pu'u Pōhakuloa.

Rationale: see the section, Analysis of Fire History and Management Concerns at Pōhakuloa Training Area; Appendix V4A: pages 79-80.

Kōkua Action 45:

Complete the Remedial Investigation for the Pu'u Pa'a Area (PTA-003-R-01). Remaining actions include a focused Feasibility Study, Proposed Plan /Decision Document, followed by Remedial Design and Remedial Action for Munitions and Explosives of Concern removal.

Rationale: See the section: Final Pōhakuloa Training Area Firing Range Baseline Human Health Risk Assessment for Residual Depleted Uranium; Appendix V4A, pages 79- 80.

Kōkua Action 46:

Address the potential hazards of depleted uranium at the Pōhakuloa Training Area. Consider the eight-point plan as outlined in County Res. No. 639-08. See also House Bill 2011 H.C.R. No. 181, “Pōhakuloa Training Area; Testing and Monitoring of Radioactive Contamination.”

- County RES. 639 Draft 01 2006-2008 <http://records.co.hawaii.hi.us/Weblink8/0/doc/39961/Page1.aspx>
- State Legislature: http://www.capitol.hawaii.gov/session2011/Bills/HCR181_.PDF
http://www.capitol.hawaii.gov/session2011/bills/SCR118_.pdf

Rationale: Several pieces of legislation have been proposed to address the depleted uranium issues at PTA; one House resolution passed in 2007 (HR186, HD1), one County Resolution passed in 2008 (County Res. No. 639-08), and one State House Bill H.C.R. No. 181 passed in 2011. So far the Department of Defense claims through the report: “Final Pōhakuloa Training Area Firing Range Baseline Human Health Risk Assessment for Residual Depleted Uranium” that there is no human impact from the residual depleted uranium in the soil at PTA; however, the public and legislators seek additional analysis and possible mitigating actions to ensure there are no risks to natural resources or human life. For more information, see Appendix V4A: pages 79-80.

4.9.9 Mauna Kea: Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

SECTION 5: POLICY RATIONALE – STRENGTHEN INFRASTRUCTURE, FACILITIES, AND SERVICES

5.1 Coordinate Infrastructure, Facility, and Service Improvements

This section of the CDP guides the coordination of regional infrastructure improvements.

5.1.3 County Action

Policy 62

Implement capital improvement priorities in the Hāmākua Planning Area.

Current capital improvement priorities for Hāmākua include:

- Reconstruction of the Laupāhoehoe Boat Ramp. (**Policy 53**)
- Develop the Waipiʻo Valley Lookout Visitor Center and support for its related Educational Programs. (**Policy 60**)
- Improve/replace substandard bridges in the Hāmākua Planning Area. (**Policy 69**)
- Complete the extension linking Pīkake and Pakalana Streets. (**Policy 72**)
- Provide a cross-town connection to Plumeria Street by extending Kamani Street. (**Policy 72**)
- Provide a mauka-makai connection from the Kamani Street extension to Māmane Street on the Hilo side of the elderly housing. (**Policy 72**)
- With the goal of developing alternative, emergency routes, improve substandard sections of the Old Māmalahoa Highway and maintain for use as an alternative, emergency route to Highway 19. (**Policy 73**)
- Add an additional chute/receptacle at the Honokaʻa Recycling and Solid Waste Transfer Station (**Policy 83**)
- Add solar-water heating for Laupāhoehoe Swimming Pool. (**Policy 101**)
- Re-roof Pāpaʻikou Gym (**Policy 101**)
- Abate hazardous materials at Pāpaʻaloa Gym (**Policy 101**)

Rationale: The intent of this policy is to advance capital improvements for critical community infrastructure in Hāmākua. The priorities listed are a summary of the capital improvement needs identified in policies throughout the CDP.

Capital improvements are major, nonrecurring expenditure like those listed below:

- Land acquisition
- Infrastructure improvement that adds value to the land or improves utility (e.g., roads, drainage, sewer lines, parking, landscape or similar construction)
- New buildings or structures or addition to a building, including related equipment and appurtenances that are integral to the new structure
- Nonrecurring rehabilitation or deferred maintenance of infrastructure and buildings, provided that the cost is \$25,000 or more and the improvement will have a useful life of 10 years or more

- Planning, feasibility, engineering, or design studies related to individual capital improvement projects or to a program that is implemented through individual capital improvement projects
- Information and communications technology provided that the cost is \$25,000 or more.

Communities have several options for advancing capital improvements:

- Be clear about community capital improvement priorities. The CDP is an ideal place to identify those priorities.
- Via the Planning Director, recommend the order of priority of projects. Once the CDP is adopted, this can be done formally through the CDP Action Committee. HCC section 16-6(4) empowers the CDP Action Committees to “Provide timely recommendations to the County on priorities relating to the...CIP budget and program....”
- Once high priority projects are appropriated, work with the Administration and County Council members to secure any bond authorization or other funding sources needed to finance the projects.
- Once funding is authorized for high priority projects, work with the Mayor to secure necessary project allotments.
- Once allotments are secured for high priority projects, work with the responsible agencies to prepare and execute contracts to encumber funds and initiate the projects.

Policy 63

Provide technical support to communities and organizations pursuing capital improvement financing through USDA Rural Development, infrastructure improvement financing districts, and other sources.

Rationale: Because there are limits on the size of the capital improvement debt burden that the County and State can carry, bond financing can be complemented with other forms of infrastructure financing. For any given project, these financing tools are often used in conjunction. Appendix V4B introduces several funding sources, including USDA Rural Development, Community Improvement Districts, Community Facilities Districts, and Tax Increment Financing. The intent of this policy is to support the diversification of capital project financing with County expertise in finance and project planning and implementation. For more information, see pages 33-35 of Appendix V4A.

Policy 64

The development of County facilities should be designed to fit into the locale with minimal intrusion while providing the desired services. Implement protocols for receiving community input during capital improvement project siting and design within the Hāmākua Planning Area.

Rationale: The County can be a leader in community facilities complementing their locale with attention to design and community engagement in facility siting. Currently, there are no protocols for community engagement at appropriate phases of capital project development. For more on information on CIP projects identified as priorities in the CDP, see **Policy 62**.

5.1.4 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.2 Expand Affordable Housing Options

This section of the CDP seeks to incorporate water improvements, strategic planning, tax incentives, and self-help programs to increase the supply of affordable housing.

5.2.3 County Action

Policy 65

Develop and implement a County-wide, cross-agency affordable housing plan.

- **Encourage affordable housing options sited within existing towns and villages, near services, and critical infrastructure.**
- **Propose and support amendments to the County's taxing powers as a means to increase the supply of affordable housing.**

Rationale: This policy seeks to improve coordination between the multiple governmental agencies that provide housing programs, and improve community access to information on the various housing resources available. The implementation of this policy would be instrumental in achieving the County's housing goals as stated in General Plan section 9.2.

This policy is supported by General Plan Policy 9.3(u), with the revision of language that strengthens the policy from an investigative action to an implementation action.

It addresses Community Objectives 5 & 6, and is supported by the following General Plan policies:

- 9.3 (h): Formulate a program for housing that identifies specific mechanisms to implement the housing goals.
- 9.3(m): Accommodate the housing requirements of special need groups including the elderly, handicapped, homeless and those residents in rural areas.
- 9.3 (t): Ensure that adequate infrastructure is available in appropriate locations to support the timely development of affordable housing.

5.2.4 Kōkua Action

Hawai'i Public Housing Authority, State of Hawai'i

Kōkua Action 47:

Coordinate with County agencies in helping develop and implement a County-wide, cross-agency affordable housing plan.

Rationale: See the rationale for corresponding **Policy 65**.

5.2.3 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.3 Improve the Roadway Network

This section of the CDP prioritizes road connectivity, safety improvements to roads and bridges, a road-in-limbo improvement and adoption process, and guides road improvements toward multimodal transportation strategies.

5.3.3 Land Use Policy

Policy 66

All subdivision in the Hāmākua CDP planning area, including condominium property regimes (CPRs) and planned unit developments (PUDs), shall conform to connectivity standards of the Hawai'i County Code, section 23-28, 29, and 40.

Rationale: In some communities, subdivisions were exempted from connectivity standards and subsequently became isolated 'islands' within communities, instead of contributing to the connectivity and walkability of their greater communities. The intent of this policy is to provide clear, place-based connectivity standards so that new roads contribute to the existing transportation network of streets, pedestrian, and bicycle access and integrate new development with the existing fabric of the community.

5.3.4 County Action

Policy 67

Create a permanent Transportation Planner Position within the Planning Department's Long Range Planning Division to develop the County of Hawai'i's professional capacity to plan for transportation issues.

Rationale: County of Hawai'i lacks professional capacity for transportation planning. Strategic transportation planning is crucial to fulfill the community's objectives of *connected* compact villages (Objective 5) via a rural transportation network (Objective 7). Modern transportation planning is focused on Context Sensitive Solutions (CSS), which seeks to balance the need to move people efficiently and safely with other desirable outcomes, including historic preservation, environmental sustainability, and the creation of vital public spaces. Another focus of transportation planning is to develop "complete" transportation corridors under the "complete streets" movement.¹ In response to auto-centric design of transportation networks, complete streets encompass all users and modes of transportation in a more equitable manner. The complete streets movement entails many of the CSS principles as well as pedestrian, bicycle and older adult movements to improve transportation.

The General Plan has called for county-wide inter-agency transportation planning since its inception in 1971, but the County has lacked the professional capacity to complete those policies. A staff transportation planner would be able to focus on implementing the various transportation policies within this plan, and in particular would be crucial in implementing a Complete Streets program and collaborating with State DOT in implementing the State Bike Plan.

Policy 68

Identify suitable/priority locations for bicycle lanes and paths, walkways, and jogging paths, and set funding priorities (especially in coordination with roadway for improvements such as widening, restriping, ADA improvements, etc.)

Rationale: This policy affirms the following General Plan policies:

- 13.1.3(e): Develop a comprehensive, island-wide multi-modal transportation plan that identifies the location and operation of automobile, mass transit, bicycle and pedestrian systems, in coordination with appropriate Federal and State agencies;
- 13.4.3(b): Support and encourage the development of alternative modes of transportation, such as enhanced bus services and bicycle paths;
- 3.2.3(f): Consider the development of alternative means of transportation, such as mass transit, bicycle and pedestrian systems, as a means to increase arterial capacity.

The policy is needed in the interim of completing **Policy 75** (Implement a Complete Streets Program) to direct County agencies to take advantage of opportunities to coordinate road improvements with pedestrian/bike path development.

Policy 69

Improve/replace substandard bridges in the Planning Area.

Rationale: The Hāmākua Planning Area has a high concentration of aging bridges and many deemed “structurally deficient” by the Federal Highways Administration rating system. See Appendix V4B: Community Building Analysis pages 87-92 for a discussion and a list of bridges.

Of particular note is the Kalōpā-Pa‘auilo area, where eleven bridges in that community were recently deemed structurally deficient. The prevalence of deficient bridges throughout the Planning Area means these communities are vulnerable to bridge failures, traffic interruptions, and/or inaccessibility in the event of a natural disaster or localized infrastructure failure. This is a health and safety issue as well as a transportation connectivity issue. It is supported by General Plan Policy 13.2.3(d): “Support the development of programs to identify and improve hazardous and substandard sections of roadway and drainage problems.”

Policy 70

Develop a roads-in-limbo adoption process according to population, usage, alternative route/connectivity needs, and safety assessments.

Rationale: The Planning Area has the highest number and mileage of roads-in-limbo in the County. The County’s ability to make the necessary road improvements in order to be able to adopt these as County roads is encumbered by budget constraints. This policy provides a procedure for assessing the status of these roads in order to begin a strategic approach for settling the issues of adoption and maintenance. The policy is supported by General Plan Policy 13.2.3(m): Develop minimum street standards for homestead and other currently substandard roadways that are offered for dedication to the County to ensure minimal levels of public safety” and 13.2.3(d): “Support the development of programs to identify and improve hazardous and substandard sections of roadway and drainage problems.” For more information on roads-in-limbo, see pages 94, 99, 114 of Appendix V4C, and pages 199-201 and 221 of Appendix V4A.

See also **Policy 51** for another policy relating to roads-in-limbo.

Policy 71

Support and provide technical assistance to assist in the development of ‘road improvement districts’ in order to finance road improvements.

Rationale: This policy is to address the County’s budget constraints of improving substandard roads and opens up options for property owners to finance their own improvements. Supporting policy is County Res. No. 320-10, and by the following General Plan policies:

- Policy 13.2.3 (b): Investigate various methods of funding road improvements, including private sector participation, to meet the growing transportation needs of the island;
- 14.6.5.2.2 Course of Action (a): Improve substandard residential roadways through the County's Capital Improvement Program or by Improvement District;

For more information see pages 34-35, and 114-118 of Appendix V4A.

Policy 72

To increase arterial capacity and connectivity in Honoka’a:

- **Complete the extension linking Pīkake and Pakalana Streets to provide arterial redundancy**
- **Consider alternatives in the management of Pakalana Street, such as its conveyance to the State Department of Education or its conversion to a one-way traffic pattern.** GP 13.2.5.4.2 (e);
- **Provide a cross-town connection to Plumeria Street by extending Kamani Street.** GP 13.2.5.4.2 (f);
- **Provide a mauka-makai connection from the Kamani Street extension to Māmane Street on the Hilo side of the elderly housing.** GP 13.2.5.4.2 (g)

Rationale: This policy is to improve connectivity within Honoka’a town and it affirms General Plan policies 13.2.5.4.2 (e); 13.2.5.4.2 (f); and 13.2.5.4.2 (g).

5.3.5 Kōkua Action

State Department of Transportation

Kōkua Action 48:

Assess Highway 19 for passing opportunities and passing zones per DOT standards and implement these standards where feasible. (GP 13.2.5.3.2 (d))

Rationale: The Planning Area has relatively few safe passing lanes on Highway 19 from Honoka’a to Hilo. This Kōkua Action is affirming General Plan policy 13.2.5.3.2 (d): Encourage the State to install additional passing lanes at various sections along Highway 19.

Kōkua Action 49:

Develop turn lanes or other safety improvements at intersections (per DOT guidelines) on Highway 19; in particular assess turn lanes for the following identified locations:

- ♦ **Kalaniana’ole School and Onomea Scenic Route intersection in Pāpa’ikou;**

- ♦ **Mill Road intersection (aka: Pinky's intersection) in Pāpa'ikou;**
- ♦ **Honomū Road intersection**
- ♦ **Old Māmalahoa Intersection at the School/Pool/Transfer Station turn-off in Laupāhoehoe;**

Rationale: This Kōkua Action is to address safety concerns along the Highway 19. Several of the listed intersections access school areas, the speed limits in these sections of highway are often 45 mph, and the Onomea scenic route intersection headed toward Hilo has a curve in it that decreases visibility (this is the main access to Kalaniana'ole School).

Kōkua Action 50:

Implement Bike Plan Hawai'i

Rationale: the State of Hawai'i 'Bike Plan Hawai'i' can be found here: <http://hidot.hawaii.gov/highways/bike-plan-hawaii-master-plan/> This Kōkua action is supported by the following General Plan policies:

- 13.1.3 (e): Develop a comprehensive, islandwide multi-modal transportation plan that identifies the location and operation of automobile, mass transit, bicycle and pedestrian systems, in coordination with appropriate Federal and State agencies.
- 13.4.3 (b): Support and encourage the development of alternative modes of transportation, such as enhanced bus services and bicycle paths.
- 13.2.3 (f): Consider the development of alternative means of transportation, such as mass transit, bicycle and pedestrian systems, as a means to increase arterial capacity.

Kōkua Action 51:

Continue to identify areas vulnerable to rockfall and shoreline erosion in the highway right-of-way and prioritize funding for mitigation.

Rationale: This kōkua action would enhance safety conditions along the highway and protect valuable infrastructure from erosion. In recent years, Hawai'i State DOT has invested millions of dollars installing rockfall mitigation strategies along the horseshoe gulches; this action acknowledges that additional mitigation is needed in various other locations to ensure the protection of existing infrastructure, and life and property.

5.3.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.4 Formalize Alternative Routes

This section of the CDP prioritizes formalizing and improving emergency alternative routes.

5.4.2 County Action

Policy 73

Improve substandard sections of the Old Māmalahoa Highway and maintain for use as an alternative, emergency route to Highway 19.

Rationale: This policy is to address the issues of the lack of alternative routes, lack of road redundancy, and the need for emergency routes for circumstances that result in the closure of Highway 19. Currently, the police open emergency routes temporarily using the Old Māmalahoa Highway, but some sections of it are not maintained adequately for 2-wheel drive vehicular traffic. This policy is based on General Plan Policy 13.2.5.2.2(a): “Portions of the Old Māmalahoa Highway, especially those serving Pepe‘ekea and Honomū, should be improved to provide a secondary north-south route along the Hāmākua Coast.”

5.5 Develop Place-Appropriate Road Standards

This section of the CDP prioritizes a flexible approach to road design appropriate for the Planning Area’s rural character and small towns.

5.5.2 County Action

Policy 74

Adopt rural road design standards that accommodate, where appropriate, flexibility in the design of streets to preserve the rural character of an area, including pavement width, unpaved shoulders/swales, rock walls, lighting, and landscaping featuring native plants. (HCC 23-41, 86, & 87; GP 13.2.3(l) and 13.2.3 (m))

Rationale: Current County road design standards are based on urban models and are inconsistent with the rural character of the region. They are also cost-prohibitive to develop for both the County and communities that may seek to use road improvement district strategies. This policy is reaffirming General Plan policies 13.2.3(l): “Adopt street design standards that accommodate, where appropriate, flexibility in the design of streets to preserve the rural character of an area and encourage a pedestrian-friendly design, including landscaping and planted medians,” and 13.2.3 (m): “Develop minimum street standards for homestead and other currently substandard roadways that are offered for dedication to the County to ensure minimal levels of public safety.”

Policy 75

Implement a Complete Streets Program, including place-appropriate roadway design and sidewalk development for the Hāmākua Planning Area.

Rationale: The State of Hawai‘i has passed legislation requiring each County to adopt a Complete Streets policy that seeks to reasonably accommodate convenient access and mobility for all users of the public highways within their respective jurisdictions. The law requires the policy to include access and mobility choices for pedestrians, bicyclists, transit users, motorists and persons of all ages and ability. Hawai‘i County adopted Resolution 171-11 supporting

the establishment of a Hawai'i County Complete Streets Policy and has initiated its development. This CDP policy affirms the importance of the Complete Streets program in designing safe, place-appropriate roadways for both rural and village applications. This is especially important in addressing safety improvements around the Planning Area's school facilities. See **Policy 67** and Community Action 35.

5.6 Expand Mass Transit Facilities and Services

This section of the CDP prioritizes bus system improvements, including adding intra-town routes, increase bus trips through the Hāmākua Planning Area, and developing additional bus shelters.

5.6.2 County Action

Policy 76

Implement the recommendations from the Kohala Center's study Expanding Transportation Opportunities on Hawai'i Island to optimize efficiencies and create new transportation alternatives, including:

- **Optimize Public Transport with Technology;**
- **Partner with private enterprises for both rideshare and vanpool alternatives.**

Rationale: See the Kohala Center's Study, *Expanding Transportation Opportunities on Hawai'i Island* here: http://kohalacenter.org/wp/wpcontent/uploads/2014/07/Research_Hawaii_Transit_Study_2014.pdf. This policy addresses the need to expand mass transit options for users while also focusing on a more efficient allocation of transit resources for the Planning Area. The policy addresses scheduling efficiencies and partnering with private enterprises to expand transit options for residents, commuters, and special needs residents. This policy is supported by General Plan policies:

- 13.4.3 (a): "Improve the integration of transportation and land use planning in order to optimize the use, efficiency, and accessibility of existing and proposed mass transportation systems."
- 13.4.3 (b): "Support and encourage the development of alternative modes of transportation, such as enhanced bus services and bicycle paths."

Refer also to General Plan policies 13.1.3(b); 13.1.3(c); 13.1.3(f). See also the State of Hawai'i Coordinated Public Transit – Human Services Transportation Plan, pages 31-55 (2001) (References: *to be added to Appendix*).

Policy 77

Provide rural transit centers within the Planning Area in areas of heavy user-ship, particularly provide shelter options at the following locations:

- **Pepe'ekeo, Near the Post Office**
- **Laupāhoehoe, near the Highway Overpass**
- **Assess where to provide a bus shelter on Māmane Street in relation to Policy 78.**

Rationale: The County Mass Transit agency has been actively developing new bus shelters throughout the Island. This CDP policy is to prioritize the need for bus shelters in these heavily used and highly weather-vulnerable areas.

For example, currently, riders in Rural South Hilo and North Hilo struggle to find shelter from the rain under the eaves of nearby structures, such as inside the Pepe‘ekea Post Office, or huddling under the Laupāhoehoe pedestrian overpass.

Policy 78

Modify existing and develop additional bus routes, as appropriate, with scheduled stops within the towns and villages where practicable; particularly:

- **Honoka‘a: Māmane Street**

Rationale: See the policy rationale for Policy 105 and 106. See also the State of Hawai‘i Coordinated Public Transit – Human Services Transportation Plan pages 31-55 (2001) (Note: to be added to Appendix). It is an identified service gap in the transit system to focus mass transit strategies on a fixed-route schedule that primarily stays on the Highway. Expanding the service area into the towns, as appropriate, would increase ridership and provide transit access to residents who find it difficult or are unable to get to the Highway location bus stops. This would achieve the intent of other General Plan Policies such as: 13.4.3 (a): “Improve the integration of transportation and land use planning in order to optimize the use, efficiency, and accessibility of existing and proposed mass transportation systems.”

Policy 79

Develop, or collaborate with private owners to facilitate the development of, Park-and-Ride facilities throughout the Hāmākua Planning Area.

Rationale: This policy is intended to accommodate commuters in the Planning Area. The majority of the employed residents of the Planning Area commute more than a half hour to their places of employment. The prospects for partnering with business owners or property owners to use underutilized parking areas (churches, undeveloped lots, etc.,) was explored at the CDP Small Town Revitalization Workshop held in Honomū in 2011. This policy is supported by the following General Plan policies:

- 13.4.2 (a): Provide residents with a variety of public transportation systems that are affordable, efficient, accessible, safe, environmentally friendly, and reliable;
- 13.4.3 (a): Improve the integration of transportation and land use planning in order to optimize the use, efficiency, and accessibility of existing and proposed mass transportation systems
- 13.4.3 (b): Support and encourage the development of alternative modes of transportation, such as enhanced bus services and bicycle paths.

5.6.3 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.7 Improve Water Infrastructure

This section of the CDP prioritizes the improvement of existing potable water systems to support infill growth.

5.7.2 County Action

Policy 80

Water system improvements shall correlate with the County's desired land use development pattern. Work with Department of Water Supply to ensure that adequate infrastructure is available in appropriate locations to support infill growth within the Hāmākua CDP growth boundary.

Towns identified in the Hāmākua Planning Area where water availability is inhibiting infill capacity are as follows:

- **Pepe'ekeo;**
- **Hakalau-Wailea;**
- **Nīnole;**
- **Honoka'a;**

Continue to evaluate growth conditions to coordinate improvements as required to the existing water systems.

Importantly, County water distribution systems shall not be extended outside the growth boundary established in the Hāmākua CDP Land Use Policies and Policy Map, with the exception of water designated specifically for and limited to agricultural irrigation and livestock.

Rationale: This policy is based on the existing General Plan policies:

- 11.2.2 (a): Water system improvements shall correlate with the County's desired land use development pattern;
- 11.2.2 (e): Water system improvements should be first installed in areas that have established needs and characteristics, such as occupied dwellings, agricultural operations and other uses, or in areas adjacent to them if there is need for urban expansion;
- 11.2.2 (f): A coordinated effort by County, State and private interests shall be developed to identify sources of additional water supply and be implemented to ensure the development of sufficient quantities of water for existing and future needs of high growth areas and agricultural production;

Currently the lack of available water is an impediment to infill growth in many of the Planning Area's towns and villages. See Appendix V4B pages 177-237.

5.8 Improve Environmental Management Facilities

This section of the CDP prioritizes recycling education, waste diversion strategies, and transfer station facility and programmatic improvements.

5.8.3 County Action

Policy 81

Promote recycling or composting of agricultural, industrial, and municipal waste material through education, outreach, and incentives.

Rationale: This policy affirms the following General Plan policies:

- 4.3 (d): Encourage the concept of recycling agricultural, industrial, and municipal waste material;
- 10.5.2 (f): Continue to encourage programs such as recycling to reduce the flow of refuse deposited in landfills;

The community was supportive of recycling and composting enterprises at the Regional Workshops of 2012 (See the summary of workshop results from the 4.1.2012 CDP meeting minutes). Further, the policy is supported by the Hawai'i Zero Waste Plan, and the State of Hawaii Hawai'i Integrated Solid Waste Management Act (HRS§342G). For more information, see Appendix V4B, pages 124-125.

Policy 82

Incorporate greenwaste facilities at appropriate rural transfer stations. Particularly assess these facilities for greenwaste options:

- Honomū
- Pa'auilo

Rationale: This policy is an affirmation of General Plan Policy 10.5.2 (h): Encourage the full development and implementation of a green waste recycling program, and is supported by the Hawai'i Zero Waste Plan, State of Hawai'i Integrated Solid Waste Management Act (HRS §342G). For more information, see Appendix V4B, pages 124-125.

Policy 83

Add an additional chute/receptacle at the Honokaa Recycling and Solid Waste Transfer Station.

Rationale: This policy is to address an identified need at the Honoka'a transfer station as identified during CDP research. For more information, see pages 122-126 of Appendix V4C.

Policy 84

Increase recycling education and outreach online and through signage at rural transfer stations, including:

- Facility schedules and what types of disposal/recycling/reuse options are available at each of the rural Recycling and Transfer Stations;
- Up-to-date information on recycling events.

Rationale: This policy is based on research performed through the CDP process that found it is sometimes difficult to determine the types of services available at the County solid waste facilities – particularly when it comes to special recycling events or which rural transfer stations accept whitegoods. The County maintains an excellent informational page at www.hawaiizerowaste.org, however some improvements to the information available online may be advantageous. Also, to ensure that waste streams are being diverted from landfills and not dumped illegally, an on-going program of educational outreach on anti-littering, recycling, reuse, and other waste reduction strategies should be prioritized by the County.

Policy 85

Encourage new and maintain and enhance existing community-County partnerships in managing recycling/reuse centers at County facilities to increase waste diversion. (Particularly at Laupāhoehoe Recycling & Transfer Station)

Rationale: This policy affirms General Plan policy 10.5.2 (f), “Continue to encourage programs such as recycling to reduce the flow of refuse deposited in landfills.” It is also supported by the Hawai‘i Zero Waste Plan and the State of Hawaii Hawai‘i Integrated Solid Waste Management Act (HRS§342G). The community has expressed a desire to increase community and County collaborative management of facilities, and this policy encourages the County to continue to focus resources on managing these collaborative efforts. See Appendix V4B: Community Building Analysis pages 124-125. See also affiliated Community Action 30.

Policy 86

Ensure that County Recycling and Transfer Station Facilities are complying with best management practices to ensure pollutants are not contaminating natural resources such as soil, streams, and near coastal waters, especially during periods of heavy rainfall.

Rationale: This policy is to confirm and prioritize the need to be especially cognizant of the effects of waste facilities sited near sensitive environmental receptors, such as streams and coastal waters. Each of the Planning Area’s five transfer stations are sited near streams and thus are susceptible to contaminating waterway resources with run-off/leachate during periods of heavy rainfall. Transfer station facilities are regulated by the Department of Health. This policy is supported by General Plan policies 4.3(b), “Reinforce and strengthen established standards where it is necessary, principally by initiating, recommending, and adopting ordinances pertaining to the control of pollutants that affect the environment,” and 4.3(h), “Work with the appropriate agencies to adopt appropriate measures and provide incentives to control point and nonpoint sources of pollution.” These best management practices are mandated by the Hawai‘i Revised Statute rules §58.1-31.

5.8.5 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.9 Improve Emergency Preparedness & Hazard Mitigation

This section of the CDP prioritizes hardening of facilities, facilities assessments, and evacuation plans for isolated communities.

5.9.2 County Action

Policy 87

County Civil Defense and State Civil Defense should ensure that communities within the Hāmākua Planning Area are adequately served by emergency shelters.

Rationale: The Planning Area is vulnerable to a wide-range of emergencies and disasters ranging from hurricanes, earthquakes, rock falls, tsunamis, and floods. Hurricanes, above all others, are clearly the most dangerous and capable of inflicting enormous damage and loss of life. Hurricanes provide the greatest challenge to Civil Defense and emergency management agencies at all levels of government. It is also recognized that the shelter capacity local is not adequate to shelter the population within their home communities. The newly updated Hawai'i County Multi-Hazard Mitigation Plan of 2015 lists the following schools shelters:

Hāmākua District

Honokaa High and Intermediate

- Building A
- Building N [Special needs + general population]
- Building T [Special needs + general population AND pet friendly]
- Building X

Kalaniana'ole Elementary

- Building A [Pet-friendly]
- Building H
- Building I
- Building J [Special needs + general population]
- Building E [Pet-friendly only]

However, according to the Hawai'i County Multi-Hazard Mitigation Plan, none of the Planning Areas schools listed as shelters have been evaluated for safety by DAGs (see page 284).

Policy 88

In coordination with the State Civil Defense Agency and in line with Multi-Hazard Mitigation Plans, harden critical facilities.

- Laupāhoehoe Fire Station Hardening;
- Replace and relocate the Honoka'a Fire Station to Highway 19;
- Harden Kula'imano Community Center (Pepe'ekeo)
- Look for opportunities to combine hardening with other facility improvements, such as ADA improvements, etc.

Rationale: This policy is supported by both the State and County's Multi-Hazard Mitigation plans and addresses Community Objective 6. See the rationale Policy 90, below, and Appendix V4B, pages 128-132.

Policy 89

County Civil Defense, in cooperation with Red Cross, FEMA, State Civil Defense, DOE, and DAGS, should conduct routine facility assessments for all emergency shelters in the Planning Area and keep the County Multi-Hazard Mitigation Plan emergency shelter references up-to-date.

Rationale: See the rationale for Policy 88. Also, according to the Hawai'i County Multi-Hazard Mitigation Plan of 2015 in regards to the lessons learned from Tropical Storm Iselle (August 8, 2014) on page 17-8 and 17-9:

"On August 7th through August 8th, 2014, Tropical Storm Iselle made landfall on the County of Hawai'i, which opened 12 public shelters throughout the county. Typically, a number of buildings at each school were available to be opened for sheltering. A variety of types of buildings were selected by school officials and utilized during Tropical Storm Iselle. Therefore, it was appropriate to examine the buildings that were chosen to be used as shelters in this event so that any immediate evaluation or operational lessons to be learned from Hurricane Iselle are identified. Overall, there was no damage observed at any of the shelters, but this could be attributed to the weakening of the hurricane by the time it reached the Big Island.

It appears that in several cases buildings were selected despite not being on the approved Department of Education list of Tropical Cyclone shelter buildings. On the other hand, the Department of Education list of Tropical Cyclone shelter buildings had not been distributed across multi-agency stakeholders including Hawaii County Civil Defense Agency and the Hawaii Emergency Management Agency, and the American Red Cross. There needs to be further clarification of what buildings are available and judged to be appropriate for use as hurricane shelters, which have an additional requirement of being sufficiently resistant to high winds while occupied. This is a distinctly different use than "shelters" used for other types of disasters or for post-disaster temporary mass care shelters. Some buildings customarily used for mass care purposes may not be appropriate for use as hurricane shelters. A coordinated itemized list of hurricane shelter buildings needs to be maintained. Information on buildings in the DOE list of shelters should be maintained to indicate whether it had been evaluated, whether deficiencies exist, and whether retrofits have been done. The list of buildings at each school should be prioritized by hurricane resistance and risk. This list should be regularly updated with versioning control metadata and periodically distributed to civil defense agencies, DOE staff, and ARC personnel involved in shelter operations.

It is very likely during tropical storm and hurricane force wind speeds that power will be lost at the shelters. The procedure for furnishing emergency power generators and connecting them to the building switch should be exercised with DOE security and maintenance staff."

This CDP policy is supported by General Plan Policy 10.3.2 (l), "Encourage the State to evaluate the disaster shelters' ability to withstand various natural disasters;" and 10.3.2 (j), "Mitigate hazards through the preparation of disaster assessment reports and appropriate follow-up on the assessment recommendations."

Policy 90

Develop and adopt hazard mitigation plans specifically for Laupāhoehoe Point and Waipi'o Valley, including evacuation plans.

Rationale: This policy was developed from CDP research and community feedback. This policy is intended to address community concerns over being able to safely evacuate these isolated and geographically vulnerable areas when necessary. Both locations have winding, hazardous, single-lane roads as their only ingress and egress. Residents have noted that evacuating Waipi'o Valley has been problematic due to emergency vehicles attempting to enter the valley, while residents were attempting to evacuate using the same single-lane route. Residents of Waipi'o are often also evacuating livestock and have expressed the desire for more coordinated efforts in addressing how to efficiently evacuate, or even how and when they can safely shelter in place as appropriate. The policy is supported by General Plan Policy 10.3.2 (j), "Mitigate hazards through the preparation of disaster assessment reports and appropriate follow-up on the assessment recommendations;" and 10.3.2 (k), "Educate the public regarding disaster preparedness and response, especially proper responses for sudden impact hazards." For more information, see pages 131 and 138 of Appendix V4B.

Policy 91

Assess the feasibility of installing an emergency telephone for Waipi'o Valley residents and determine if additional emergency telephones are appropriate and feasible in other areas of low cellular connectivity.

Rationale: This policy is to address the issue of low cellular and telephone connectivity in Waipi'o Valley for emergencies. However, emergency phones can be prone to weather-related failures and vandalism issues; therefore the County Highways division would need to assess the cost-benefits of installing land line emergency phones and where emergency phones should be sited. Some examples of isolated areas with emergency phones are the Daniel K. Inouye Highway (aka: Saddle Road, or Route 200), and the Hana Highway on Maui. This policy was developed from CDP research and community feedback. It is supported by General Plan Policy 11.3.2 (b), "Work with the telecommunications industry to increase the availability of emergency telephones throughout the island." For more information, see pages 129-139 of Appendix V4B.

Policy 92

Educate and prepare the public for disaster preparedness and response by increasing the number of CERT programs in the Hāmākua Planning Area.

Rationale: The County's Civil Defense Agency administers the Community Emergency Response Team or CERT program and the County's Fire Department conducts CERT training. CERTs are community-based, comprised of residents and businesspersons that have the local knowledge of their community and the fundamental skills to properly respond to an emergency. CERTs fall under the authority of and can be activated by Civil Defense and can be self-activated in an emergency until professional responders arrive. Because of the vulnerability of the Planning Area to various natural hazards and also to becoming isolated from the closure of the Highway 19, there is a significant need and relevance for CERT within the Planning Area. Also, there are currently three active CERTs in the Hāmākua Planning Area, in Honoka'a, Pa'auilo, and Laupāhoehoe. The policy is consistent with General Plan Policy 10.3.2 (k), "Educate the public regarding disaster preparedness and response, especially proper responses for sudden impact hazards." For more information on this, see page 135 of Appendix V4B.

Policy 93

Coordinate with FEMA and NRCS to address areas developed prior to flood regulations and riverine flood areas in the Flood Insurance Rate Maps (FIRM). (HCC Chapter 27)

Rationale: The County Department of Public Works uses the Flood Insurance Rate Map (FIRM) to administer floodplain management regulations and to mitigate flood damage, pursuant HCC Chapter 27, which meets the requirements of the National Flood Insurance Program (NFIP). Although the NFIP has significantly mitigated flood damages, major flood problems exist in areas developed prior to flood control regulations and building standards, in areas that are subject to flooding but not identified on the FIRMs, and areas with flood control improvements that are inadequate to contain or control larger floods by present standards. This policy seeks to prioritize the finalization of the FIRM maps for those areas developed prior to flood control regulations and to include riverine flood areas, as appropriate. This policy is supported by General Plan Policy 5.3 (c), “Update and improve the Flood Insurance Rate Maps and other flood maps in compliance with the National Flood Insurance Program (NFIP) as needed.” For more information, see pages 158-159 of Appendix V4A.

5.9.3 Kōkua Action

Department of Education, Department of General Accounting and Services, State Civil Defense, and Federal Emergency Management Agency

Kōkua Action 52:

Conduct routine facility assessments for all emergency shelters and prioritize funding for improvements.

Rationale: This Kōkua action is supported by General Plan Policy 10.3.2(i), “Encourage the State to evaluate the disaster shelters’ ability to withstand various natural disasters.” For more information on this, see pages 130-138 of Appendix V4B.

Hawai‘i Health Services

Kōkua Action 53:

Request State CIP funding to harden Hale Ho‘ola Hāmākua (aka: Honoka‘a hospital).

Rationale: This is an identified need from the Hawai‘i County Multi-Hazard Mitigation Plan (2010). It is also consistent with the following General Plan Policies:

- 10.5.2 (a) Encourage the development of new health care facilities or the improvement of existing health care facilities to serve the needs of Hāmākua, North and South Kohala, and North and South Kona.
- 10.5.2(d): Encourage the State to continue operation of the rural hospitals
- 10.5.2(e): Encourage the establishment or expansion of community health centers and rural health clinics.

For more information, see pages 130-131, 141, 143 of Appendix V4B.

5.9.4 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.10 Improving Protective Services

This section prioritizes police, firefighting, and related facilities. Note: Sections 5.9 and 5.10 both relate to preventing, mitigating, and addressing emergencies and critical services for preserving life and property.

5.10.2 County Action

Policy 94

Actively expand Community Policing programs such as Neighborhood, Farm, and Business Watch programs.

Rationale: This policy is to address the rise of crime (particularly thefts) throughout the region. It affirms General Plan Policy 10.3.2(g), “Encourage the further development and expansion of community policing programs and neighborhood and farm watch programs in urban, rural and agricultural communities.” Research shows that these programs can reduce crime and resident fear of crime, as well as increase citizen satisfaction with police, resident involvement in crime prevention activities, and positive interactions between police and residents. For more information on this, see pages 136-139 of Appendix V4B.

Policy 95

Optimize use of the Pepe’ekeo substation to increase Police and Fire department presence in the Planning Area and improve emergency response times in Rural South Hilo.

- **Consider expanding North Hilo policing jurisdiction to include parts of rural South Hilo (Honomū and Pepe’ekeo) to increase response times in these rural areas;**

Rationale: This policy is based on consultation with community policing officers in the South Hilo district. Currently the police substation in Pepe’ekeo is not being used the majority of time and officers responding to calls within Rural South Hilo generally are traveling from other parts of Hilo Town. This results in longer response times to crimes in progress or other emergencies in the more distant areas of Rural South Hilo. This policy is consistent with General Plan Policy for South Hilo, 10.3.4.2.2 (a), “Expansion of Police, Fire, and emergency medical facilities should be considered in accordance with district needs.”

Policy 96

Work with community members to develop volunteer firefighter capacity for the Laupāhoehoe Fire Station.

Rationale: This policy was developed from CDP research identifying a recently developed gap in volunteer firefighter capacity in the North Hilo district. During the development of this Draft, there was not a volunteer firefighting team for Laupāhoehoe. See also corresponding Community Action 33 in the CDP and Community Action Guide.

Policy 97

Prioritize securing an emergency vehicle for Honoka’a fire station with the capacity for providing safe service to Waipi’o Valley.

Rationale: This policy is based on a recently identified need for improved capacity for emergency vehicles to safely service Waipi’o Valley emergencies.

5.10.3 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.11 Expand Healthcare & Social Services

This section of the CDP prioritizes healthcare improvements, with an emphasis on advocating for system improvements at the State level.

5.11.2 County Action

Policy 98

Develop a broad spectrum of care for the aging population of the area, including:

- **Increase age-in-place options;**
- **Support expansion of programs such as traveling nurses, in-home care visits, meals-on-wheels, etc. (GP 2.3(x), (n))**

Rationale: The Planning area has the highest percentage of people over the age of 65 in the County (17%) compared to the countywide age distribution pattern for persons over the age of 65 (14.5%). As the population continues to age, there will be a greater demand of housing types and services that allow residents to "age in place" in either their own homes or group home facilities. This policy focuses on developing a broad spectrum of care to enable aging or ailing residents of the Planning area to remain in their homes or communities for as long as they are able. Currently, the County sponsors or participates in various programs through the Parks and Recreation department and the Office of Aging. For more information on this, see Appendix V4B, pages 79-86 and 142-147.

5.11.3 Kōkua Action

Rationale for this section: The following Kōkua Actions are affirming existing General Plan policies (cited within each action) to encourage a continued focus on improving existing and developing new rural healthcare centers and programs in the Hāmākua Planning Area.

Health, Dental, and Vision Care Providers:

The following Kōkua Actions could be implemented by various health care providers such as: Kaiser Permanente, HMSA, Hawai'i Dental Service, Hawai'i Health Systems, Aloha Care Quest, Medicare, etc.,:

Kōkua Action 54:

Develop new, expand, or improve existing community health centers and rural health clinics in the Hāmākua Planning Area. (GP 10.5.2 (a, e))

Kōkua Action 55:

Expand the use of mobile health centers and services (health, screening, vision, dental, etc.) to rotate through the Hāmākua Planning Area on a regular basis. (GP 10.5.2(e))

State of Hawai'i

Kōkua Action 56:

Continue operation of rural hospitals. (GP 10.5.2(d))

5.12 Strengthen & Expand Education Facilities and Services

This section of the CDP prioritizes education facility coordination between the State, County, and community.

5.12.2 County Action

Policy 99

Encourage joint-use of schoolyards, County parks, and other public facilities for community use for recreational, cultural, and other compatible uses.

Rationale: This policy affirms General Plan policies 10.2.2 (b), “Encourage combining schoolyards with county parks and allow school facilities for afterschool use by the community for recreational, cultural, and other compatible uses,” and the recreation policy of 12.3 (g), “Facilities for compatible multiple uses shall be provided.” The Hāmākua CDP is affirming these General Plan policies based on research demonstrating that joint-use strategies are an efficient way of collaborating between agencies and communities. Currently many communities in the Planning Area are benefiting from joint-use of facilities, and this policy seeks to support the continuance and expansion of these cooperative arrangements. The impediments and challenges involved with cooperative arrangements often involve liability and jurisdictional issues, however several joint-use organizations are active on the mainland endeavoring to help communities and municipalities deal with these challenges. Funding and technical resources are also sometimes available from various organizations that seek to expand recreation access to young people, particularly organizations focused on health and active living (e.g., Safe Routes to School). See the Appendix V4B: Community Building Analysis pages 152-155.

5.12.3 Kōkua Action

State Department of Education

Kōkua Action 57:

Work with the County of Hawai‘i and community groups to expand facilities resource sharing opportunities / programs. GP10.1.3 (a); (b); 10.2.2(b)

Rationale: See the rationale for **Policy 99**.

Kōkua Action 58:

Continually improve existing educational facilities.

Rationale: This action affirms General Plan policies: 10.2.4.2.2 (e); 10.1.2 (a); 10.1.3 (a); and 10.2.4.4(a).

Kōkua Action 59:

Provide pedestrian walkways to and around all school complexes, and improve vehicular traffic management. (GP 10.2.4.2.2 (c); 10.2.4.3.2 (a))

Rationale: See **Policy 75**, and related Kōkua Action 60, and 61, and the General Plan policy 10.2.2 (a), as cited above. See also <http://www.saferoutesinfo.org> and <https://www.bluezones.com/> for more information.

Kōkua Action 60:

Develop and implement a Safe Routes to School (SRTS) program.

Rationale: Kōkua Action 59 affirms the cited General Plan policies and focuses attention on the need to improve traffic safety in and around the schools. For example, there continues to be no pedestrian walkway or crosswalk guard at the Highway 19/Onomea intersection at Kalanianaʻole School since the pedestrian overpass was damaged and permanently removed. This section of the Highway has lower visibility, traffic speeds of 45 mph, and no dedicated turn lanes. (See also Kōkua Action 58, and 61).

Hawaiʻi State Legislature

Kōkua Action 61:

Allocate sufficient funds to improve traffic, bike, and pedestrian safety improvements at all schools in the Hāmākua Planning Area.

Rationale: See **Policy 75**, and Kōkua Actions 59-61.

5.12.4 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.13 Expand Parks & Recreation Facilities

This section of the CDP prioritizes recreation improvements and trail development.

5.13.2 County Action

The following policies address Community Objective 6: “develop and improve [...] recreational facilities to keep our ‘ohana safe, strong, and healthy.”

Policy 100

Conduct Park facilities condition assessments and prioritize improvement funding. Update the “County of Hawaiʻi Recreation Plan: to reflect newly identified recreational priorities.

Specific needs identified include:

- **Assess court conditions for basketball and tennis courts and prioritize these improvements (e.g., Hakalau tennis courts; Pepeʻekea basketball courts, etc.).**
- **Identify parks in need of playground equipment and pavilions. (GP 12.3 (f) & (e))**

Rationale: This policy affirms the existing General Plan policy 12.3 (e), “Develop short and long range capital improvement programs and plans for recreational facilities that are consistent with the General Plan,” and 12.3 (f), “The “County of Hawaii Recreation Plan” shall be updated to reflect newly identified recreational priorities.” The policy reflects a community goal of keeping the County’s Recreation Plan up-to-date and providing transparency to the public on park facility conditions and priorities.

The specific actions listed address specific facility improvements identified as community priorities. This policy is supported by General Plan policy 12.3(b). “Improve existing public facilities for optimum usage,” policy 12.3 (h),

“Provide facilities and a broad recreational program for all age groups, with special considerations for the handicapped, the elderly, and young children;” and Table 17 of the Appendix V4B, and pages 156-160 for a preliminary assessment of existing facilities.

Policy 101

Complete the following recreation projects:

- **Solar-water heating for Laupāhoehoe Swimming Pool**
- **Re-roof Pāpa’ikou Gym**
- **Convert the old Honoka’a courthouse facility to use for community meetings and functions. (Requires a management agreement with the State of Hawai’i, and relates the intent of GP 12.5.4(a))**
- **Prioritize hazardous materials abatement at facilities: Pāpa’aloa Gym (CIP FY2014-2015 Ord. No. 14082, Item # 2014010)**

Rationale: This policy focuses budget priorities on completing these specific existing projects. The swimming pool solar-water heater improvement has been done at other County pools (such as Pahoā), and would likely increase facility use during the winter months. It has particularly been identified as an improvement that would increase participation in the school swimming program. The gym reroofing project is an important maintenance issue that would increase the use of the facilities - for example, prior to Honomū gym being reroofed; it needed to close during heavy rains. Replacing the Pāpa’ikou gym roof would protect and prolong the life of the buildings. The conversion of the old courthouse in Honoka’a into multipurpose rooms would increase the community’s capacity to gather together; currently the main facilities for gathering are school facilities or NHERC facilities, which might not be available or amenable for all types of community functions. The hazardous materials abatement at Pāpa’aloa gym is a safety and capacity issue needed to remove the identified hazardous material. For some years now, sections of the gym have been required to be cordoned off from use, and this remains the case even after recent improvements were made to the same facility’s outdoor recreation areas.

This policy is supported by General Plan policy 12.3(b). “Improve existing public facilities for optimum usage,” policy 12.3 (h), “Provide facilities and a broad recreational program for all age groups, with special considerations for the handicapped, the elderly, and young children;” and Table 17 of the Appendix V4B, and pages 156-160 for a preliminary assessment of existing facilities. For more information, see Table 17 of the Appendix V4B, and pages 156-160 for a preliminary assessment of existing facilities.

Policy 102

Seek to combine Park facility improvements projects with other needed facility improvements (e.g., ADA improvements with facility hardening, etc.)

Rationale: While the County Parks and Recreation department is fiscally challenged in bringing all the Island’s park facilities into compliance with the Americans with Disabilities Act of 1990, efficiently combining improvement projects would aid in accomplishing multiple objectives. This policy is supported by General Plan policy 12.3(b). “Improve existing public facilities for optimum usage,” Policy 12.3 (h), “Provide facilities and a broad recreational program for all age groups, with special considerations for the handicapped, the elderly, and young children;” and Table 17 of the Appendix V4B, and pages 156-160 for a preliminary assessment of existing facilities.

Note: For information on prioritizing CIP funds for the Laupāhoehoe boat ramp, see **Policy 54**.

Policy 103

Develop a system of trails and paths for walking, jogging, and biking activities.

- Develop a network of pedestrian access trails to places of scenic, historic, natural or recreational values. This system of trails shall provide, at a minimum, an island wide route connecting major parks and destinations (12.3 m))

Rationale: Currently there are very limited opportunities in the Planning Area to walk, jog, or bicycle on dedicated paths (not combined with vehicular traffic). This policy addresses community priorities for recreation and access improvements (Community Objectives 1, 5, 6, 7) and reaffirms General Plan policies:

12.3 (o): Develop facilities and safe pathway systems for walking, jogging, and biking activities;

12.3 m): Develop a network of pedestrian access trails to places of scenic, historic, natural or recreational values. This system of trails shall provide, at a minimum, an island wide route connecting major parks and destinations;

12.3 (n): Establish a program to inventory ancient trails, cart roads and old government roads on the island in coordination with appropriate State agencies.

See also **Policy 75** for a policy on Complete Streets.

Policy 104

Coordinate with the Hakalau community to investigate and pursue the redevelopment of the Hakalau gym facility for community use.

Rationale: Currently there is no indoor community facility in Hakalau and both the old school facility and the County Gym are closed and have dilapidated into states of questionable usability. This policy encourages the County to work with the community in developing a plan to move forward on providing for recreation/community use of this property. Some of the options are to allow a community group to manage and use (including repair) the facility, allow the community to redevelop the property for community use (this would likely involve new construction), or redevelop the site for community use as a County funded project. This policy is supported by General Plan policy 12.3(b). “Improve existing public facilities for optimum usage,” Policy 12.3 (h), “Provide facilities and a broad recreational program for all age groups, with special considerations for the handicapped, the elderly, and young children.”

5.13.3 Kōkua Action

State of Hawai‘i Department of Education

Kōkua Action 62:

Coordinate with the Hakalau community to pursue the redevelopment and community management options for the old Hakalau School property. See the corresponding Community Action 38 in the CDP and the Community Action Guide.

See also:

Bishop Estate, State of Hawai‘i, Kamehameha Schools

See Kōkua Action 23: Explore options and collaborate with community groups to increase access to former sugar cane roads to be used as non-motorized trails where feasible and appropriate.

Rationale: Many former sugar cane roads would make excellent trails if agreements can be reached between property owners and community groups interested in community-based collaborative management of the trails.

See Kōkua Action 26: Explore the feasibility of creating a scenic park (accessible via Mud Lane) with a viewing area of Hi'ilawe Falls in conjunction with the development of Mud Lane into a scenic route. See related policies P93 & 94; based on GP 12.5.4.2 (d)) and 13.2.5.4.2 (c).

Rationale: See the related **Policy 58** and **Policy 59** and their rationale.

5.13.4 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

5.14 Enhance Telecommunications & Energy Infrastructure

This section of the CDP guides telecommunication and energy infrastructure as high community priorities while also protecting scenic resources.

For policies relating to promoting telecommunications and energy as economic sectors, see Section 6.

5.14.3 Land Use Policy

Policy 105

If the most suitable and reasonable location for utility lines (power and telephone) is underground, for the purpose of preserving viewshed resources, then underground siting of utility lines should be a condition of subdivision. (HCC§23-55, GP 11.3.2 (a), 11.3.3)

Rationale: This policy protects scenic viewsheds and open spaces from development that impacts natural viewshed resources. It is supported by the following policies:

- General Plan 11.3.2(a): Encourage underground telephone lines where they are economically and technically feasible;
- General Plan 11.3.3: In the development and placement of telephone facilities, such as lines, telecommunications and cellular towers, poles, and substations, the design of the facilities shall consider the existing environment, and scenic view and vistas shall be considered and preserved where possible;
- See also Hawai'i County Code 25-2-75(a) & 76, and Community Objective 1. See also related viewshed policies at **4.5 Preserve Scenic Areas and Viewsheds**.

5.14.4 County Action

Policy 106

Collaborate with local businesses, community groups, and private enterprises to develop Wi-Fi service within appropriate towns.

Rationale: This policy encourages the County to partner with community and private groups to increase access to Wi-Fi service within the Planning Area's towns. Currently, several towns in the Planning Area have limited cellular connectivity and thus are technological 'holes' for residents and visitors seeking online resources. A pilot program launched in Honoka'a through collaboration between the County, private businesses, and the Downtown Honoka'a Business Association is aimed at providing Wi-Fi access within the downtown area intended to serve as an economic boost in encouraging visitors and residents to stay (and shop) in the downtown area longer.

Policy 107

Use alternative energy sources to power County facilities within the Planning Area.

Rationale: This policy focuses on the County administration leading by example by powering their facilities with alternative energy sources. Examples of this leadership can currently be seen in the use of solar lights in County parks, and the photovoltaic system on the remodeled County Building. This policy is supported by General Plan policy: 3.3 (k), "Strive to diversify the energy supply and minimize the environmental impacts associated with energy usage;" and the goals articulated in General Plan 3.2 (a), "Strive towards energy self-sufficiency," and (b), "Establish the Big Island as a demonstration community for the development and use of natural energy resources."

5.14.5 Kōkua Action

Hawaiian Telcom, Time Warner Cable, and other service providers

Kōkua Action 63:

Prioritize rural broadband access in underserved areas in the Planning Area (e.g., rural and mauka areas).

Rationale: See **Policy 106**. This policy is consistent with the intent of providing adequate communication connectivity articulated in General Plan policy 11.3.2 (d).

Hawai'i Electric Light Company

Kōkua Action 64:

Expand Net-Metering (NEM), Feed-in-Tariff (FIT) programs, and other similar programs designed to lower costs and diversify power sources.

Rationale: This policy is based on existing General Plan Policy 3.3 (o), "Support net-metering and other incentives for independent power producers." It expresses the community's goals on alternative energy production and lowering consumer energy costs. For more information, see pages 62-63 of Appendix V4C.

5.14.6 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

SECTION 6: BUILD A SUSTAINABLE, LOCAL ECONOMY

Note: The State of Hawai'i takes an active role in economic development through various endeavors, initiatives, and programs. The role of the County of Hawai'i in economic development is much more limited. Relative to other counties and municipalities in other parts of the country, Hawai'i County is a small, rural county with limited revenue sources and jurisdiction. The most direct role that Hawai'i County plays in economic development is through land use regulation and property tax policy. Otherwise, the County seeks to support

economic development through the Department of Research and Development. The Department has economic development specialists who focus on business development, agriculture, energy, tourism, and film. It also maintains the County Data Book and provides small grants to advance local economic development.

Most of Section 6 of the Draft CDP is organized by sectors – local agriculture, health and wellness services, creative, education and research, place-based visitor, local retail and town centers, and green industries. Though each sub-section typically includes policies and Kōkua actions, growth in each sector will mostly be dependent on implementation of the Community Actions, which are detailed in the “Community Action Guide.” As with the rest of the CDP, near the beginning of each subsection there is a section on Existing Policy. The existing policies for economic development compiled from the General Plan of 2005 are generally aspirational in nature and do not necessarily reflect a realistic impression of the County of Hawai'i's economic development capacity. As an example, General Plan Policy 14.2.3 (I) directs the County to: “Assist in the development of agriculture.” This is a well-intentioned policy, but it is vague, varies upon interpretation, and does not provide guidance for any mechanisms to provide assistance to the agricultural industry. Due to the acknowledged limited capacity of County government to directly affect economic development, Section 6 focuses on Kōkua Actions and Community Actions to advance community objectives.

6.1 Coordinate Regional Economic Development

This section of the CDP guides the implementation of regional economic development strategies, including an education, enterprise development, and research network and regional strategies to increase “buying local.”

6.1.3 County Action

Policy 108

Develop a distinctive identity for the Hāmākua region to enable public and private industries to promote it as unique within the State of Hawai'i. (GP2.3 (o))

Rationale: This policy recognizes that the Hāmākua region has a unique heritage and identity in the State of Hawai'i, it addresses Community Objectives 8-13, and it is an affirmation of General Plan policy 2.3 (o): “Promote a

distinctive identity for the Island of Hawai'i to enable government, business, and travel industries to promote the County of Hawai'i as an entity unique within the State of Hawai'i." For more information on this, see pages 112, 120-124, 149, 181-184 of Appendix V4C.

Policy 109

Commission a study of Economic and Financial Impact (EFI) Reviews and recommend integration of EFI Reviews into existing regulatory and approval processes (e.g., the Environmental Impact Statement process and community benefits agreements).

Rationale: This policy balances 'Āina-related Community Objectives with Economic Community Objectives and is affirming the following General Plan Policies:

- 2.2 (h): "Promote and develop the island of Hawai'i into a unique scientific and cultural model, where economic gains are in balance with social and physical amenities. Development should be reviewed on the basis of total impact on the residents of the County, not only in terms of immediate short run economic benefits."
- 2.3 (y): "Encourage new industries that provide favorable benefit-cost relationships to the people of the County. Benefit-cost relationships include more than fiscal considerations."

Municipalities have long evaluated the impact development projects may have on such things as traffic and the environment. Some are now adopting policies that require that the economic and fiscal impact of developments of a certain size be evaluated as well. Economic impacts include the effect on local businesses, village/town commercial core, jobs, and wages. Fiscal impact refers to the impact on tax revenue and government costs. This policy adds economic/fiscal impact evaluations to the regulatory process for projects that already qualify for project plan reviews. For more information on this, see page 144 of Appendix V4C.

Policy 110

Pursue brownfields assessment grants to complete the Phase I and II environmental assessment for high priority sites in the Planning Area.

Rationale: Brownfield is the term used for all abandoned or underused sites where redevelopment or reuse is complicated by the presence or perceived presence of contamination. The Federal Environmental Protection Agency (EPA) administers a Brownfields Program that empowers states, communities, and other stakeholders to work together to prevent, assess, safely clean up, and sustainably reuse brownfields.

The issue of brownfields complicating redevelopment is particularly important in areas of previous industrial or intensive agricultural uses. The County Department of Environmental Management (DEM) has identified potential brownfield sites in Hāmākua, including old mill sites, baseyards, and fuel depots. There are four basic stages to brownfield redevelopment, starting with Phase I and II environmental assessment. Redevelopment, site planning, and construction can proceed when the pre-development assessments are complete.

This strategy addresses the role of proactive remediation in order to encourage and enable redevelopment. Besides the Economic Objectives, this policy addresses Community Objectives 1, 2 in the 'āina section. For more information on brownfields, see pages 47-49 of Appendix V4B.

6.1.4 Kōkua Action

State of Hawai'i Office of Planning

Kōkua Action 65:

Align the clusters and priority projects in the Comprehensive Economic Development Strategy (CEDS) with the objectives, policies, and actions in the Hāmākua Community Development Plan.

Rationale: This Kōkua Action seeks to coordinate economic strategies between the State's Office of Planning and the Hāmākua Community Development Plan. For more information on CEDS, see pages 33-34, 92-93, 123, and 125 of Appendix V4C.

6.1.5 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

6.2 Strengthening Local Agriculture

This section of the CDP guides efforts to strengthen the local agriculture value chain, including agricultural land acquisition, agricultural parks and water systems, the diversification of agriculture-based businesses on agricultural land, and agricultural tourism.

See also Section 4.3 Protect Agricultural Lands & Open Space.

6.2.3 County Action

Policy 111

Support the implementation of the County of Hawai'i Agriculture Development Plan of 2010. (Adopted via resolution no.61-11)

In particular:

- **Marshal resources for key infrastructure projects that would broadly benefit the agricultural sector;**
- **Serve as a liaison and ombudsman for local agricultural ventures and interests and government agencies at the county, State, and U.S. federal levels;**
- **Provide extension and inspection services.**

Rationale: For more information on the County of Hawai'i Agriculture Development Plan, see pages 32-33 of Appendix V4C.

Policy 112

Encourage the establishment and continued operation of open farmers markets to allow local agricultural products to market their own products.

Rationale: This policy is an affirmation of General Plan Policy 2.3 (u): "Encourage the establishment of open farmers markets to allow local agricultural producers to market their products." For more information on farmers markets, see pages 153, 35-37, 44, 47, 50, 59, 127, 14-143, 147 of Appendix V4C.

Policy 113

In order to provide a means for local agricultural producers to market their products, the County shall interpret HRS 205 liberally to allow the establishment and continued operations of open farmers markets and road-side stands in the State Land Use Agricultural district without a Special Permit. If the project qualifies for Plan Approval, a market management plan containing provisions for adequate on-site parking, on-site and off-site traffic management, and adequate sanitation facilities must be approved by the Planning Department prior to the operation of the open farmers market.

Rationale: This policy guides the County of Hawai'i Planning Department to interpret the agricultural activities of selling agricultural products in open farmers markets and road-side stands on agricultural land as a permitted uses, not requiring a Special Permit. Previously, farmers markets on agricultural lands were required to apply for a Special Permit to sell products on agricultural land, and this additional regulatory hurdle may be impeding agricultural entrepreneurialism instead of accommodating it. However, as noted in the policy, if the project qualifies for Plan Approval, it would need to address and possibly mitigate certain impacts (such as traffic management and sanitation facilities) but as long as the vender is using the agricultural land to sell agricultural products, including value-added products, the policy is to treat this activity as a permitted agricultural use under HRS 205. This is consistent with Community Objectives 1, 2, 8, 9, 10, 11, 12, and 13, and General Plan Policy 2.3(u), "Encourage the establishment of open farmers markets to allow local agricultural producers to market their products." See also CDP **Policy 112**. For more information on Special Permits, see Appendix V4A, pages 116-117; and for more information on the importance of farmers markets, see Appendix V4C, pages 36-50, 59, 127, 140, 147, 150, and 153.

Policy 114

Amend Hawai'i County Code, Section 15-72 to expand the designated list of parks authorized to allow farmers market permits to include parks in rural areas that lack appropriate commercial zoned lands for farmers markets.

Rationale: This policy directs the County to expand an existing code to allow farmers market events to be held in parks in rural areas. Currently, Article 9 of Section 15, states this intent: "allow for the establishment of farmers markets at various County parks and facilities. Farmers markets will offer the general public the opportunity to buy and sell homegrown and homemade products and wares" and stipulates:

- The director may establish reasonable limitations on the duration and frequency of any farmers market activities that may be allowed;
- The department may apportion and/or delineate the area within the County park as the facility where the farmers market activity is allowed. The department shall provide a map of the farmers market site clearly delineating all farmers market spaces reserved for the exclusive use of any person granted a permit;
- The following are authorized designated areas:
 - (a) Waimea.
 - (b) Kona.
 - (c) Honoka'a County Park Complex.
- Permit; fee.
 - (a) All responsible persons, eighteen years of age or older, shall be allowed to secure a permit on their own to sell their products and wares grown, produced or made on the island of Hawai'i in any of the designated farmers market sites subject to policies, rules and regulations established by the director. Permits shall be issued on a first-come, first-served basis and shall be based upon a fee of

\$5 per day. Each permit shall identify the permittee, the specific market space and site and the date(s) of said permit.

- o (b) No permit shall be issued for more than five consecutive days, nor shall any person be granted a permit for more than fifteen days in any given calendar month. The holder of a farmers market permit shall, upon request, show the permit to any law enforcement officer, park caretaker, or an administrator or manager contracted by the department therefor.
- o (c) Permit fees may be used by the department to enter into a purchase of services contract with a nonprofit organization for the administration and management of a farmers market program and/or site.

(1993, Ord. No. 93-97, sec. 1.)15-73

As noted in the above ordinance, the only park in the Hāmākua Planning Area listed as a designated area is the Honoka‘a Park Complex. However, other rural parks in the Planning Area may be suitable for appropriately scaled farmers’ market events. See also the above rationale for **Policy 113**.

Policy 115

Support the development of private, County, and State agricultural parks to make agricultural land available for agricultural activities. (GP 14.2.3(k))

Rationale: Lands for agricultural parks are areas set aside by the State specifically for agricultural activities to encourage continuation or initiation of such agricultural operations. The State's Agricultural Parks Program makes land available to small farmers at reasonable cost with long-term tenure. The State Department of Agriculture currently operates four agricultural parks on the island, one each in the districts of Puna, South Hilo, Hāmākua and North Kona. The County is also developing an agricultural park in Hāmākua. This policy is an affirmation of General Plan Policy 14.2.3 (k), “Support the development of private and State agricultural parks to make agricultural land available for agricultural activities.” For more information, see pages 50, 55 of Appendix V4C.

Policy 116

Cooperate with appropriate State and Federal agencies and the private sector to develop, improve and expand agricultural water systems.

Rationale: This is an affirmation of General Plan Policy 11.2.2(j), “Cooperate with appropriate State and Federal agencies and the private sector to develop, improve and expand agricultural water systems in appropriate areas on the island.” This is especially crucial as drought events negatively impact agriculture and are forecast to increase in the coming years.

6.2.4 Kōkua Action

State of Hawai‘i Department of Education

Kōkua Action 66:

Develop and support Farm to School programs and other programs designed to provide locally produced food to Planning Area schools.

Rationale: Schools can serve as anchor institutions to provide a steady market for farmers and ranchers. Farm-to-School initiatives connect independent farms with programs to address the declining nutritional status of school meals. For students, such initiatives can provide increased access to fresh produce; a hands-on experiential learning opportunity; a link between the cafeteria, the farm, and nutrition education; and a foundation for building life-long dietary health. The Hawai'i Farm to School and School Garden Hui coordinates efforts to increase school procurement of local foods. For more information on this, see pages 36 and 147 of Appendix V4C.

State of Hawai'i, Department of Health (and Dept. of Ag – USDA)

Kōkua Action 67:

Work with local farmers/producers to educate and facilitate the development and management of farmers markets within the Planning Area. (GP 2.3 (u))

- **Increase safe food handling education opportunities tailored to farmers;**
- **Increase transparency on policy and education on DOH rules relating to food production and food service.**

Rationale: One challenge for producers of local, value-added products has been the lack of predictability and transparency in the regulations placed on value-added products. This Kōkua Action guides the Department of Health to focus special attention on producers and farmers market vendors to ensure that these producers are given the knowledge and assistance necessary to create a successful and safe value-added product.

State of Hawai'i, Department of Agriculture

Kōkua Action 68:

Support the development of agricultural parks to make agricultural land available for agricultural activities. (GP 14.2.3(k))

Rationale: See the rationale for **Policy 115.**

Kōkua Action 69:

Cooperate with County and Federal agencies and the private sector to develop, improve and expand agricultural water systems in appropriate areas on the island. (GP 11.2.2(j))

Rationale: See the rationale for **Policy 116.**

University of Hawai'i at Hilo / Hawai'i Community College

Kōkua Action 70:

Prioritize development of programs and research that increases local agricultural capacity, including marketing and other small business training.

Rationale: The University of Hawai'i and Hawai'i Community College are leaders in local agricultural research and play a pivotal role in developing local capacity. This action focuses on developing programs and research to increase local knowledge base and capacity to enable the agricultural industry to develop into a progressive and sustainable model.

Kōkua Action 71:

Explore the feasibility of establishing an aquacultural program in the Hāmākua Planning area for research, demonstration, and development purposes. (GP 2.4.2.2(i))

Rationale: This is an affirmation of General Plan policy 2.4.2.2 (i) to, “Coordinate with the University of Hawaii at Hilo to establish an aquacultural program along accessible areas of the Hilo coast for research, demonstration, and development purposes.” This program may no longer be deemed feasible or advisable for the Hilo coast area, and so this guidance is adapted to suggest testing the feasibility of establishing aquacultural programs for possible land-based aquaculture programs within the Hāmākua Planning Area.

Hawai‘i State Legislature

- See **Kōkua Action 7: Pass legislation enabling land banks that counties can use to acquire tax-delinquent properties and use them to preserve agricultural land and open space.**

Rationale: Jurisdictions can acquire lots for non-payment of property taxes, remove or transfer development rights, and use a “land bank” to offer tax-delinquent properties to neighbors. Such lots can also be used for relocation purposes when other properties are acquired for future rights-of-way, public facilities, or land assembly. State legislation is necessary to enable land banks. For more information, see pages 126, 254 of Appendix V4A.

6.2.5 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

6.3 Expand Health and Wellness Industry

Health and wellness is an important and growing sector in the Planning Area. While the County is limited in its capacity to directly increase health and wellness as an industry, there are various approaches the County currently uses to address health and wellness through programs and outreach in coordination with various other agencies and organizations.

See also Section 5.11 Expand Healthcare & Social Services for strategies that address healthcare and wellness services.

6.3.2 County Action

See also:

Policy 121: Encourage the development of small “bed and breakfast” type visitor accommodations, in particular those with heritage, agriculture, wellness, or similar themes. (GP 14.7.5.9.2(b))

6.3.3 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

6.4 Promote the Creative, Education, & Research Sector

This section of the CDP guides the development of a regional education, enterprise development, and research network.

6.4.2 County Action

Policy 117

Promote and develop the island of Hawai'i into a unique scientific, environmental, and cultural model, where economic gains are in balance with social and physical amenities. Development should be reviewed on the basis of total impact on the residents of the County, not only in terms of immediate short run economic benefits.

Rationale: This is an affirmation of General Plan policy 2.2(h): "Promote and develop the island of Hawai'i into a unique scientific and cultural model, where economic gains are in balance with social and physical amenities. Development should be reviewed on the basis of total impact on the residents of the County, not only in terms of immediate short run economic benefits."

6.4.4 Kōkua Action

State of Hawai'i, Workforce Development Division

Kōkua Action 72:

Assist in the development of management and training programs to strengthen the skill levels of the workforce to be in step with existing and emerging industries. (GP 2.4.2.2 (e), 14.3.5.2.2 (b))

Rationale: This is an affirmation of existing General Plan policies 2.4.2.2 (e), "Assist in the formulation and implementation of management education and manpower training programs to strengthen the overall skill levels of its work force to be compatible with existing and emerging industries," and 14.3.5.2.2 (b), "Assistance to small businesses in obtaining loans and management education classes and manpower training programs shall be encouraged."

6.4.3 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

6.5 Develop a Place-Based Visitor Industry

This section of the CDP guides the development of a regional ho'okipa network – a place-based approach to community tourism.

6.5.3 County Action

Policy 118

Encourage the development of a visitor industry that promotes small business development in harmony with the character of Hāmākua and with the environmental and social goals of residents. (GP 2.3(c))

Rationale: This is an affirmation of the following General Plan policies:

- 2.3(c): “Encourage the development of a visitor industry that is in harmony with the social, physical, and economic goals of the residents of the County.”
- 14.7.5.9.2 (a): “The development of visitor accommodations and any resort development shall complement the character of the area.”

Policy 119

Encourage appropriate visitor-related uses and facilities. Some examples of appropriate visitor-related uses and facilities are ones that:

- **Directly promote Agriculture, Ecotourism, Health & Wellness; or Cultural Heritage, and/or. . .**
- **Are Located near points of interest (as long as they will not detract from the natural beauty of the area or negatively impact the host community’s privacy/public safety and rural lifestyle); and/or. . .**
- **Offer an educational experience as well as recreational activities.**

Rationale: This policy addresses Community Objective 13 and is an affirmation of various General Plan policies. This policy is intended to expound on what is meant by the term “appropriate visitor-related uses and facilities”. The General Plan Policies this policy is adapted from are as follows:

- 14.2.3 (r): Encourage, where appropriate, the establishment of visitor-related uses and facilities that directly promote the agriculture industry;
- 2.4.8.2 (e): Encourage eco-tourism and agricultural tourism as regional opportunities.” Note - though this policy is listed for the South Kona district in the GP, it is an appropriate policy to affirm for the Hāmākua Planning Area as it is the primary type of tourism the community articulated as appropriate for their region.
- 2.3 (x): Encourage the health/wellness industry;
- 14.7.5.3.2 (a): Encourage the development of small-scale visitor related facilities near points of interest;
- 2.4.4.2 (b): Allow the development of limited visitor facilities that will not detract from the natural beauty of the area;
- 14.7.3 (h): Encourage the visitor industry to provide resort facilities that offer an educational experience of Hawai’i as well as recreational activities.

For more information on this, see pages 91-103 of Appendix V4C.

Policy 120

Encourage the development of small “bed and breakfast” type visitor accommodations, in particular those with heritage, agriculture, wellness, or similar themes.

Rationale: This policy addresses Community Objective 13 and is an affirmation of an existing General Plan policy 14.7.5.9.2 (b), “Encourage the development of small family or “bed and breakfast” type visitor accommodations” with the added preference for accommodations that would further the other themes and heritage priorities of the community. Note: while the original GP policy was focused on promoting bed and breakfast type visitor accommodations in Ka’ū, this small scale accommodations industry was found to be amendable to the Hāmākua Planning Area communities and small bed and breakfast establishments are preferred over the current related GP

policy for accommodations in Hāmākua District, which currently reads at 14.7.5.4.2 (b), “Consider small-scale retreat resort development.”

Policy 121

Encourage and assist in the promotion of festivals and events that celebrate regional culture, heritage, and agriculture.

Rationale: This policy addresses Community Objective #13. Gathering together in festivals, events and community spaces is considered a key component in developing a thriving, place-based economy. While some heritage and agricultural events have been launched in the Hāmākua Planning Area in the past, and while the County Dept. of Research and Development has often been helped promote these events, many of the events formerly held in the Planning Area have been unable to maintain a yearly schedule and thus fail to become a local tradition. This policy encourages the County to be an active partner in promoting these events in Hāmākua. For more information, see pages 140-142, and 177 of Appendix V4C. See also Community Action 12, 40, and 44.

Policy 122

Support the designation of sections of the Old Māmalahoa Highway as a scenic byway through the State Scenic Byway Program.

Rationale: Scenic Byways are “roads that tell a special story” and contribute to the legacy of Hawai‘i. Local byways are sponsored by the Hawai‘i Department of Transportation (DOT) and facilitated locally by a community sponsor that wishes to lead the preservation, protection and/or promotion of the byway with a Local Advisory Committee and Corridor Management Plan. Local byway sponsors and committees receive technical assistance and training from the State byways program and the National Scenic Byway Program. The Federal Highways Administration also has an Annual Discretionary Grant program corridor management, safety improvements, facilities, access improvements, resource protection, interpretation, and marketing.

This policy is based on General Plan Policy 13.2.3, “Encourage the State Department of Transportation to establish special scenic routes within and between communities.” See also **Policy 47**.

Policy 123

Encourage and provide incentives for businesses to develop and promote public restrooms along Highway 19.

Rationale: This policy is based on comments received from the public about the lack of amenities along Highway 19 between Honoka‘a and Hilo. There is only one gas station with one, gender-neutral, over-used public restroom in that stretch. By providing more public restrooms along this route, it would provide a basic amenity that would serve as a community benefit, and give visitors an added reason to stop and shop at local businesses. For more information, see page 104 of Appendix V4C.

6.5.4 Kōkua Action

Hawai‘i Tourism Authority

Kōkua Action 73:

Encourage the development of a visitor industry that promotes small business development in harmony with the character of Hāmākua and with the environmental and social goals of residents. (GP 2.3(c))

- Encourage appropriate visitor-related uses and facilities (such as Bed and Breakfasts). Some examples of appropriate visitor-related uses and facilities are ones that:
 - Directly promote Agriculture, Ecotourism, Health & Wellness; or Cultural Heritage, and/or. . .
 - Are Located near points of interest (as long as they will not detract from the natural beauty of the area); and/or. . .
 - Offer an educational experience as well as recreational activities.
- Encourage and assist in the promotion of festivals and events that celebrate regional culture, heritage, and agriculture.

See also:

Kōkua Action 10: Assess siting options for and develop new scenic lookouts along Highway as appropriate to ensure ocean, mountain, and waterfall views are preserved from development.

Kōkua Action 11: Consider adding/improving viewing locations and interpretive signage near the scenic bridges for safe parking and views of the areas' waterfalls and coastline. Work with the Hawai'i Tourism authority to improve signage on the Highway and identify safe viewing locations.

6.5.5 Community Action

See the Community Action Guide for more details about the rationale for community actions for this section.

6.6 Revitalize Local Retail & Hāmākua's Town Centers

This section primarily points to various policies throughout the CDP that encourage the rehabilitation and revitalization of the Planning Area's commercial centers.

6.6.3 County Actions

Policy 124

Encourage the rehabilitation of existing service-oriented industrial areas.

Rationale: This policy is affirmation of General Plan Policy 14.4.5.4.2(b). This policy recognizes that there is a need for service-oriented industrial areas sited near population centers. Examples of service-oriented industries from the General Plan include, wholesaling, government facilities, printing, utility installations, iron works, and bakeries. These types of industries are usually located close to population centers and transportation facilities and provide for areas of diversified businesses and employment opportunities by permitting a broad range of uses, without exposing nonindustrial uses to unsafe and unhealthy environments. For more information, see pages 20-23 and 28-32 of Appendix V4B.

6.6.3 Community Action

See the Community Action Guide for the rationale for community actions for this section.

6.7 Encourage Green Industries

This section of the CDP guides sustainable, ecologically sensitive approaches to economic development.

6.7.3 County Action

Policy 125

Support local training and education programs to develop green job growth; especially in renewable energy and natural resource management.

Rationale: This policy is supported by the existing General Plan Policy, 2.4.2.2 (e), “Assist in the formulation and implementation of management education and manpower training programs to strengthen the overall skill levels of its work force to be compatible with existing and emerging industries” and 3.3 (c), “Encourage the expansion of energy research industry.” It directs the County to support the development of green jobs and it is both in line with State of Hawaii economic planning objectives and the CDP Community Objectives. See also the Hawai‘i 2050 Sustainability Plan, Goal 2: Strategic Actions: 1. Develop a more diverse and resilient economy, it directs this: “Provide incentives that foster sustainability-related industries, which include, but aren’t limited to renewable energy, innovation and science-based industries, and environmental technologies.”
http://hawaii2050.org/index.php/site/sp_goals/P8/

6.7.4 Kōkua Action

Hawai‘i Electric Light Company

Kōkua Action 74:

Encourage the continuation and expansion of HELCOs Net-Metering (NEM), their Feed-in-Tariff (FIT) programs, and other similar programs designed to lower costs and diversify power sources.

Rationale: This policy is an affirmation of General Plan policy 3.3 (o), “Support net-metering and other incentives for independent power producers,” and is supported by the intent of 3.4 (a), “Encourage the continuation of studies concerning the development of power that can be distributed at lower costs to consumers.”

For more information on this, see pages 61-65 of Appendix V4C.

Hawai‘i State Legislature

Kōkua Action 75:

Amend HRS to include greenwaste, composting, and fertilizer yards (utilizing only manure and soil) for commercial use as permitted uses on agriculturally zoned land.

Rationale: This policy addresses a regulatory impediment to the development of commercial greenwaste, composting, and fertilizer yards on agriculture land. Currently, these land uses are permissible on agricultural land only after obtaining a Special Use permit from the State (if the property is over 15 acres), or a Use Permit from the County (for acreages under 15). Separately from land use regulations, these types of industries must also comply with State Department of Health regulations, which involve permitting, inspections, and continued oversight of the enterprise. Therefore, requiring a Special Use or Use permit is seen as adding additional scrutiny that may be cumbersome to developing these green industries, especially in comparison to very similar land uses on agricultural land that are currently allowed. Both the County Department of Environmental Management’s Solid Waste Division

and the Planning Department see these uses as appropriate permitted uses on agricultural lands, and are satisfied with the regulatory oversight these types of projects would receive from the Department of Health. See also, HRS 205-4.5(10); HRS 205-2(d)(7). This policy is supported by General Plan 4.3 (d), “Encourage the concept of recycling agricultural, industrial, and municipal waste material,” and 10.5.2. (f), “Continue to encourage programs such as recycling to reduce the flow of refuse deposited in landfills.” For more information, see pages 122-126 of Appendix V4B.

6.7.5 Community Action

See the Community Action Guide for the rationale for community actions for this section.

6.8 Preserve Informal Economies and Living off the Land

This section of the CDP preserves traditional subsistence living, reciprocity arrangements, and opportunities to live off the land.

6.8.3 County Action

See the following previously cited Policies:

- **Policy 16:** Identify and secure in public trust (fee simple or by easement) priority lands that achieve one or more of Hāmākua’s Objectives.
 - Seek to use conservation easement or acquisition opportunities through funding sources such as PONC, etc., once critical habitat areas are identified as priorities to protect.
 - Seek to protect with easements or acquire suitable important coastal lands that would protect viewsheds, provide the public with access to scenic viewing areas, or otherwise promote appropriate coastal recreation and subsistence.
 - Support the efforts of landowners in establishing conservation and agricultural easements to preserve important resources in perpetuity.
- **Policy 48:** in regards to establishing a ‘County of Hawai’i Public Access and Trail Program’ with sufficient staff and resources;
- **Policy 50:** Where possible through permit conditions, easements, or acquisitions, the County of Hawai’i shall establish: public access to and along the shoreline to significant historic sites, public transit along the top of cliff, streams, mauka trails, facilities, and access to sites for gathering, hunting, and other recreational purposes;
- **Policy 53:** Reconstruct the Laupāhoehoe Boat Ramp to provide safe and adequate access to ocean resources for subsistence fisher-people and recreational users;
- **Policy 112:** Encourage the establishment of open farmers markets to allow local agricultural products to market their own products. (GP 2.3 (u));

See also the following Kōkua Actions:

- **Kōkua Action 22:** To facilitate greater public access to and along the shoreline and elsewhere, amend HRS 520, Hawai’i’s Recreational Use Statute (RUS), to:

- Decrease ambiguity and discourage frivolous lawsuits;
- Encourage private landowners to voluntarily allow public access through incentives.
- **Kōkua Action 23:** Explore options for collaborative management with community groups to increase access to former sugar cane roads to be used as non-motorized trails where feasible and appropriate.
- **Kōkua Action 37:** Consider establishing a working group with surrounding land owners and the user-community to educate users and manage ATV use in the near-summit region.
- **Kōkua Action 38:** Work together, in partnership with hunting associations and other land stewards, to establish clear recreational hunting policies and disseminate education regarding these policies.

6.8.4 Community Action

See the Community Action Guide for the rationale for community actions for this section.
