

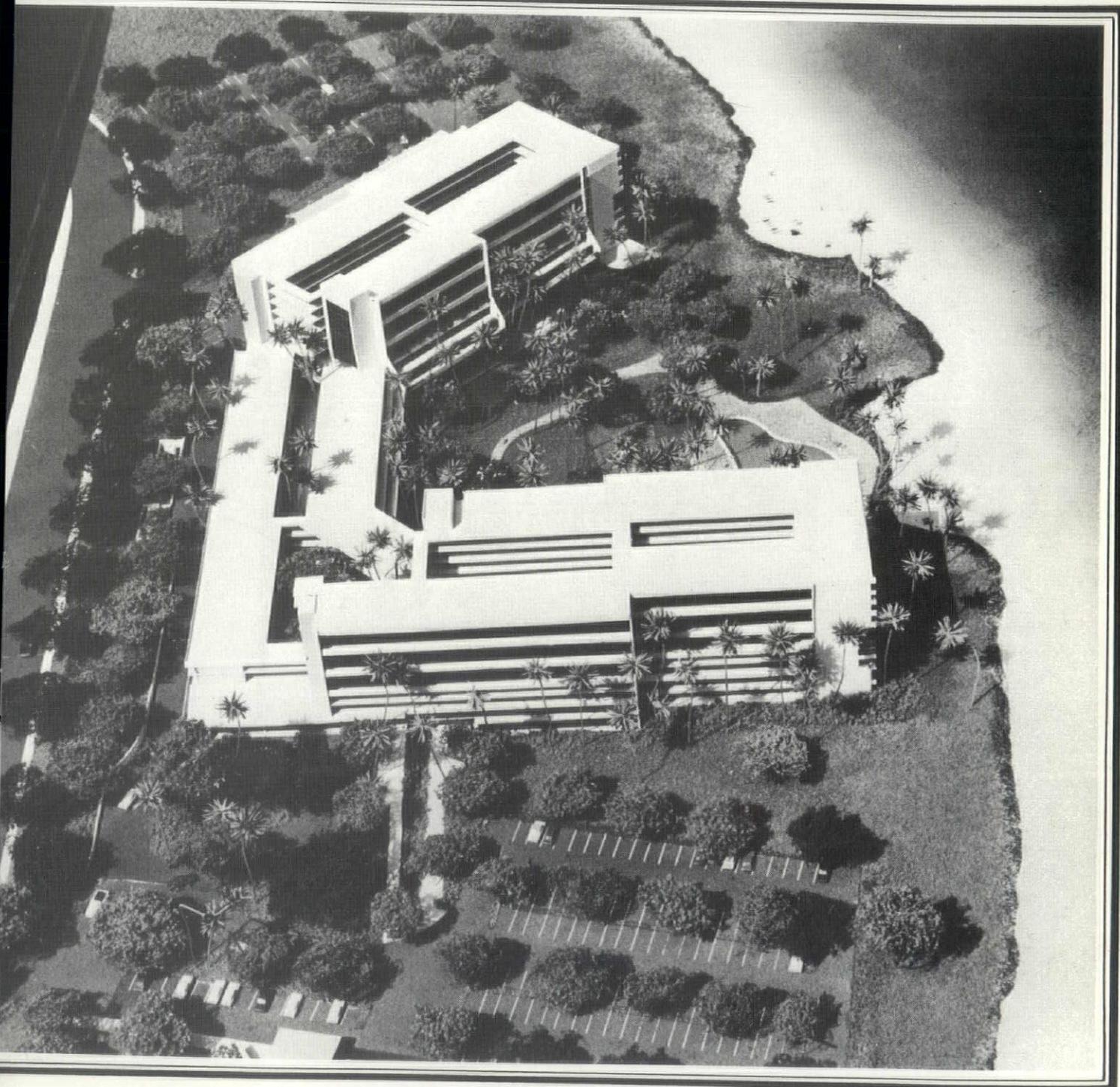
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# HAWAII ARCHITECT

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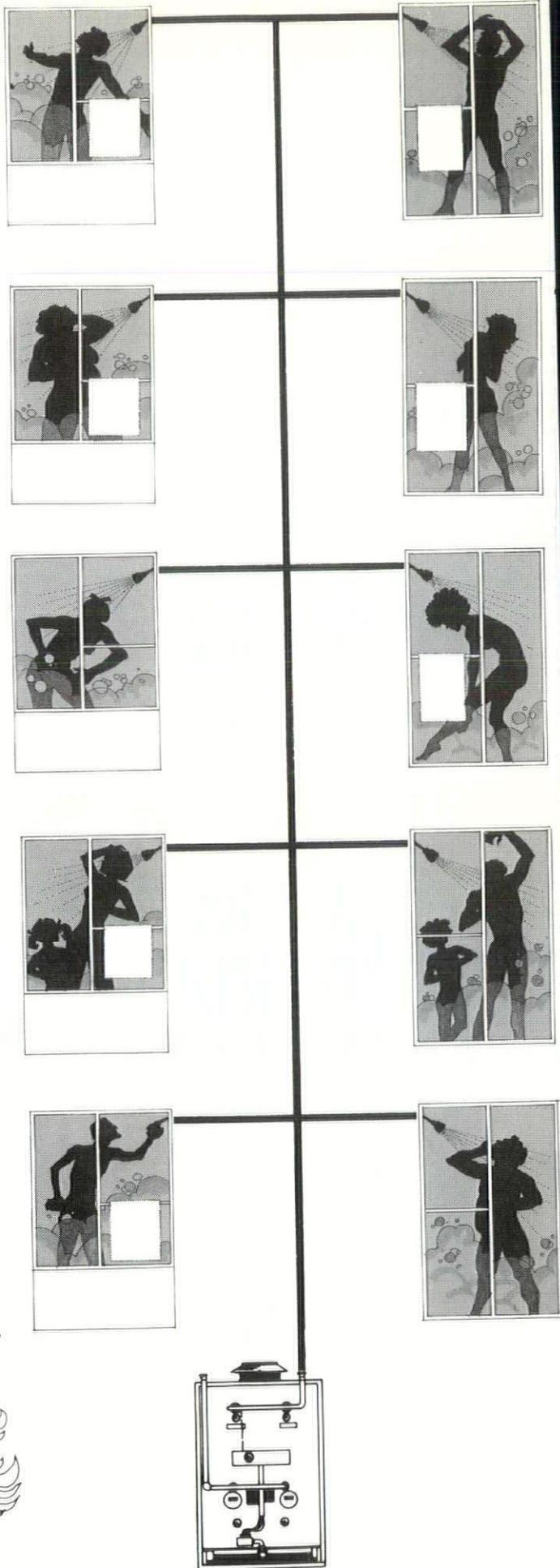
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# HAWAII ARCHITECT

Volume 8, Number 5

May, 1979

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All correspondence should be directed to:  
**Hawaii Society/AIA**  
1192 Fort Street Mall  
Honolulu, Hawaii 96813

Beverly McKeague  
Executive Secretary  
Phone (808) 538-7276

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# HEADLINES:

**Bill 84: Why is HS/AIA involved?**

by **JAMES REINHARDT, AIA**

Ever since Bill 48 was passed by the City Council in November, the construction industry has been working to undo it. HS/AIA has been allied with CILO on the battle pro side (Bill 84-Yes) with the Hawaii League of Women Voters, and the Neighborhood Boards on the con side (Bill 84-No). Is HS/AIA becoming a "knee-jerk" supporter of "what's good for construction is good for Hawaii?"

I think not.

On the surface, the battle over Bill 84 is a battle over a few more or a few less units to be built on each new project site. The Bill 84-Yes people say, "If we don't get back some of those units we lost under Bill 48, our projects will be unfeasible and multi-family construction on Oahu will either stop or rise sharply in cost."

The Bill 84-No people say, "Our island is being overbuilt. Let's reduce the size of new apartment buildings and keep our city from turning into a shore-to-shore Waikiki."

In my opinion the real issues are deeper. Bill 48, by significantly altering the basis underlying many already made economic decisions and by significantly altering "the rules of the game" mid-game, is sending a message to the construction industry and to potential investors that this community does not like growth and that an unstable situation exists. The Bill 84-Yes people fear that loss of investor confidence will send the potential investment money elsewhere, that a loss of construction industry jobs will result and that the Hawaii economy will be dealt a severe blow.

The Bill 84-No people also sense the message sent out by Bill 48, but they applaud it and think the effects on the overall economy will be small. They think that the real estate market is strong, that adjustments in land prices will take place to reflect the lower density allowed, and that gains due to inflation will (or have) offset losses to landowners.

So why is HS/AIA involved?

Because the Bill 48-84 controversy is a significant event in the planning of our community, one involving design and building. For HS/AIA to be absent from the discussion would be a "head in the sand" response.

Because we as architects need a stable set of "rules of the game" by which to base our planning and design. Prudent investors will simply withdraw from construction investment until the rules have stabilized. It is the opinion of most of those who have been involved in the process that a "bait and switch" maneuver was pulled

at the citizen task force, in which a study to simplify the method of calculating density produced, at the last minute, a measure significantly reducing density—with very little study of the side effects on the economy, jobs, or housing costs. HS/AIA contends that the Development Plan process is, at this time, the proper place to discuss density revisions—Because the importance of good design in establishing a really livable city needs to be constantly kept in the foreground.

Whether a building is 12 stories high or 14 is insignificant in its effect on the "living quality" of either the building or the neighborhood. Good design can make all the difference in the world, however. Bill 48, which changes the definition of floor area from net (counting only the usable living space) to gross (counting everything) significantly impedes efforts toward good design by creating a situation where area put into corridor in excess of the minimum means fewer units for the developer to sell. Given a choice between generous lobbies, corridors, and recreation spaces or a few more units to sell, the great majority of developers will have little trouble deciding.

Unfortunately, Bill 84 doesn't correct this problem. Neither Bill 48 nor Bill 84 deals with the real issues bothering the community with respect to housing and to Honolulu as a place to live.

The costs of construction are rising faster than wages. The cost of housing is rising faster still. No one likes it but it continues. Honolulu is growing. It is changing from a small town into a big city. The people who liked it as a small town don't like what is happening yet they can't control it.

Bill 84 won't cure these problems. It probably will make them even worse. With the unbelievably high demand that exists for housing—both multi- and single-family—severely limiting the supply of new units can only drive sales prices up even faster. The problem is that the investor from Canada, Japan, Australia, California, or Nebraska can always out-bid the local working family. Only the wealthy ones enter the game.

Bill 84 won't cure the problems either—but it may keep the supply of new units high enough to keep demand from pushing prices up even faster. Meanwhile the city needs to get on with the Development Plans. If the people of the various neighborhoods then want to lower densities in their neighborhoods, as part of an overall urban plan, after studying the effects on the economy, on jobs, and on housing prices, then that is the time and the way to do it. HA

Chase

# Role of Neighborhood Boards In the Planning Process

by KENNETH R. KUPCHAK



When the revised City Charter was approved in November 1972, a quiet but significant revolution in planning was inevitable. By design, the charter was presented to the public as a package. Many of its elements were interrelated, not the least of which was a common thread designed to increase citizen participation.

Risking over-simplification, planning had been the domain of professionals who decided the future development patterns for the lay public. The charter shifted this emphasis towards citizen determination of future development goals, leaving only the mechanical task of implementation to the professionals.

Key to this process was the creation of Neighborhood Boards, vaguely defined resident advisory groups established: "... to increase and assure effective citizen participation in the decisions of the City..." Their boundaries were to coincide with "Oahu's historic communities. Where practicable, submergence of an area in a larger Neighborhood wherein substantially different socio-economic interests dominate [was to] be avoided." (Planning for lifestyle preservation was thus also assured.)

Each board was expected to initiate its own activities, but each was specifically asked to:

- Review and make recommendations on any general plan, development plan and zoning change.
- Prepare a list of recommended capital improvement projects.
- Set goals, objectives and priorities for the growth of the Neighborhood, et al.

Robert Way, the first Chief Planning Officer (CPO) of the new Department of General Planning (DGP) was charged with initiating the mandated planning changes by first revising the Oahu General Plan. The machinations that both

Mr. Way and the City Council, then under the planning leadership of George Akahane, struggled through to satisfy the public participation requirements are now history. The new Oahu General Plan (GP) was adopted by Resolution No. 238 effective February 2, 1977.

Fresh from this experience, Way proposed to Akahane on January 7, 1977, a simplified mechanism to implement mandated citizen participation in the Development Plan Process. Way's suggestion could be the single most significant change in the traditional planning process:

"Our basic proposal is to make the elected Neighborhood Boards ... the focal point of all public involvement in the preparation of the development plan... This means that the boards will be the only community organizations that the City will deal directly with prior to the adoption... It would be the intent that all other private and community interests would be coordinated by and through the ... boards..."

At that time only nine to 12 boards existed out of a potential 32. These boards were elated and frightened at the same time. Elated in that this pronouncement appeared to tip the scales in favor of the boards in a formation battle then simmering with the Neighborhood Commission. Commission-imposed restrictions were viewed as censorship and the creation of another layer of government. Frightened because, without proper funding and assistance, the boards could become the scapegoat of the process.

Skirmishes began immediately. A committee of Neighborhood Board chairmen began meeting with DGP, the commission and City Council. Following much give and take, a mutually agreeable program was presented to the public in September 1977 at a two-day McCoy Pavilion conference and training session.

Primary planning recommenda-

tion powers were retained by the boards as a concession to their jurisdictional integrity. As a concession to DGP's limited resources, however, the Island was divided into eight development plan areas, one of which, the primary urban center, was further cut into three parts. These 10 areas were to be the primary focus of DGP's staff assistance. Each board would select approximately three representatives to this Development Area Organization (DAO).

Following this important recognition of the role of the boards, petitions sprouted all over the island to form Neighborhood Boards. Today only a few of the potential 32 boards have not been organized.

While substantial questions still remain unanswered as to the role of the boards in the planning process, several positive results have occurred. Among the most significant is the increased planning awareness of a considerable number of previously lay residents. Through DGP's and its consultant's guidance, the boards have become actively involved in the development of resident surveys and urban design inventories. These have assisted the boards in developing planning guidelines or issues and priorities for their neighborhood's development.

## A KOOLAUPOKO EXAMPLE

Through a weekend DGP consultant-directed Delbec seminar key neighborhood concerns were developed by DAO. For example, Koolaupoko's representatives (Waimanalo, Kailua, Kaneohe, and Kahaluu) identified as their top concerns:

- 1—Natural green belt/open space/view planes—emphasizing small neighborhood identity.
- 2—Retention and promotion of agriculture, especially in Kahaluu and Waimanalo.
- 3—Preserve lifestyle of Koolau-

Continued on Page 6

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## Neighborhood Boards

Continued from Page 5

poko's small communities—prevent merger of communities.

4—Down zone to coincide with GP population projections, with population directed to Kaneohe and Kailua.

Each of Koolaupoko's four boards previously had adopted its own lists of issues and priorities. Prior to doing so, they had conducted DGP consultant Aotani & Associates assisted urban design inventories. Kailua's inventory involved 50 percent of its board members walking, driving, and photographing their 52,000-person district for eight hours. Observations during this inventory figures prominently in the adoption of their Issues and Priorities land use element, which was five single-space typed legal sheets under the following five basic headings:

Preserve and enhance the essential land use elements of our lifestyle:

- Garden style community.
- Natural green belts, open space and view planes, emphasizing small neighborhood identification and pride.
- Peripheral commuter traffic flow, with in-town pedestrian orientation.
- Upgraded community, business and social center—without creating crowded urban and environmental problems.
- Emphasize and expand outdoor recreation resources.

Armed with four independent sets of Issues and Priorities, the Koolaupoko DAO sifted for the mutual concerns and attempted to identify conflicts. Few if any conflicts developed. Waimanalo and Kahaluu made presentations to the DAO on the agricultural situation after consulting with the State and their communities. Kailua Board's Alan Sanborn, an AIA member, made a presentation on "vertical open space and green belts", which he first espoused in the February

1971 issue of Ki Kaha Ki'i.

It soon became evident that each board's concerns were generally shared by the other Koolaupoko boards. This was reflected in the above Delbec and the eventual survey developed by DGP's consultant, SMS Research.

Eighty-eight percent of the Koolaupoko residents surveyed felt that the need to preserve agricultural land was either important or very important.

*As a result of the significant correlation between their independent survey and the issues raised by the board, this February DGP decided to eliminate a second planned survey on the development plan. It would appear from this that the boards do indeed reflect their neighborhood's desires and thus will influence on the planning process.*

Several Kailua experiences may be illustrative. Kailua made Alan Sanborn's greenbelt theory the keystone of its development plan priorities. University of Hawaii graduate students worked with the board's planning committee and developed a green belt that would preserve the integrity of Kailua's many small neighborhoods. Immediately it became apparent that the ideal belt had been constantly diminishing since 1964. It was proposed that all of Kailua's GP population allocation be concentrated in the existing town center thereby upgrading the business core and at the same time preserving the green belt from threatened sprawl.

Several proposed actions impacted on the board's proposal. First, a 1000 home development was proposed for Kawainui Marsh, which along with Kailua's buffer ridgelines was the keystone to the green belt. The board intervened in the Land Use Commission (LUC) proceedings to convert the land to conservation. When the LUC denied the petition, the board appealed and obtained a reversal as to the marsh lands.

A ridge separating Enchanted Lakes from Pohakupu was threatened by a housing proposal to bisect the ridge on Akiohala Street with 18 houses. Following a visit to the site and meetings with the residents and developer's attorney, the board convinced the mayor to veto the proposal because of its impact

Continued on Page 22

HAWAII ARCHITECT

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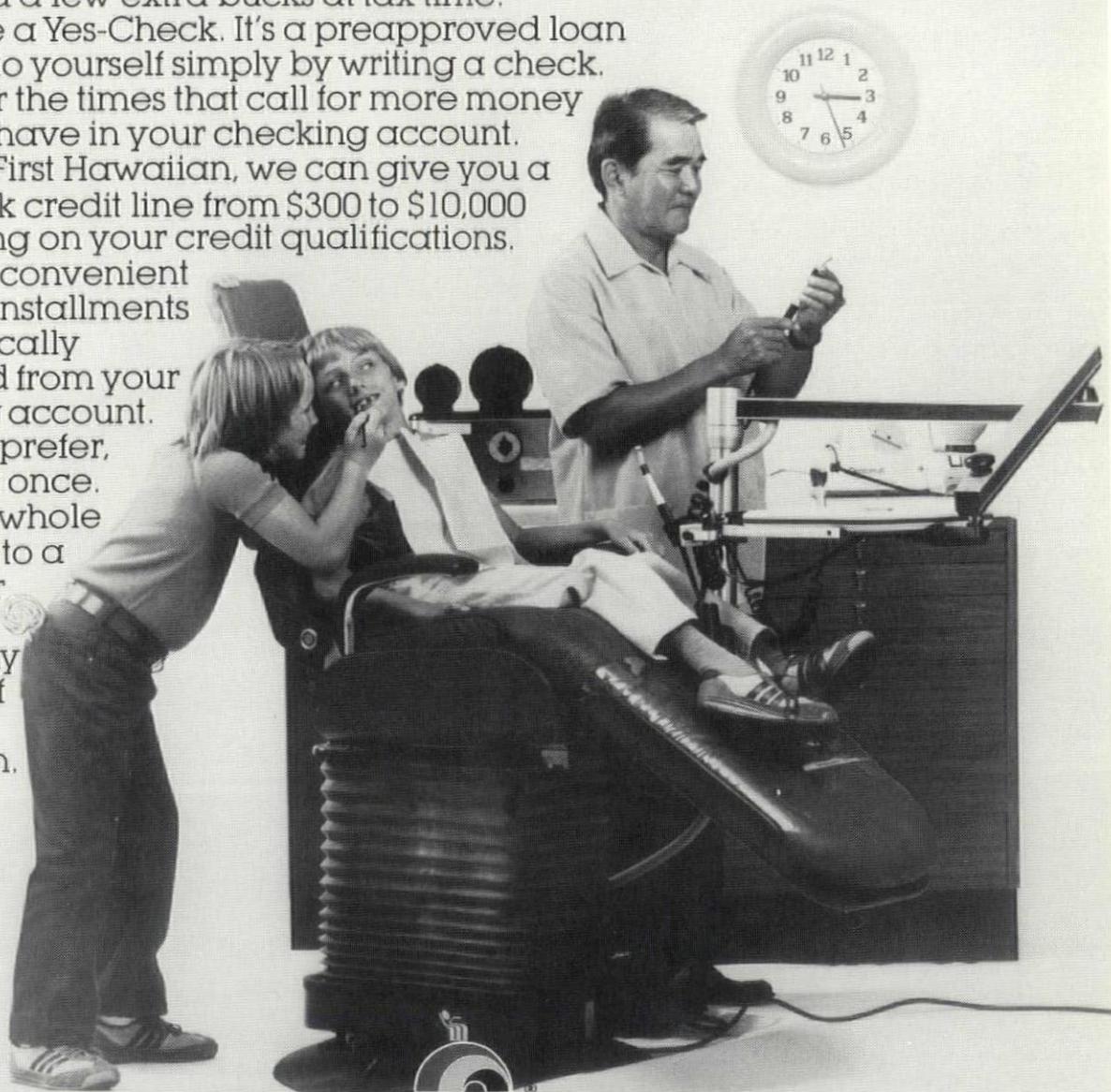
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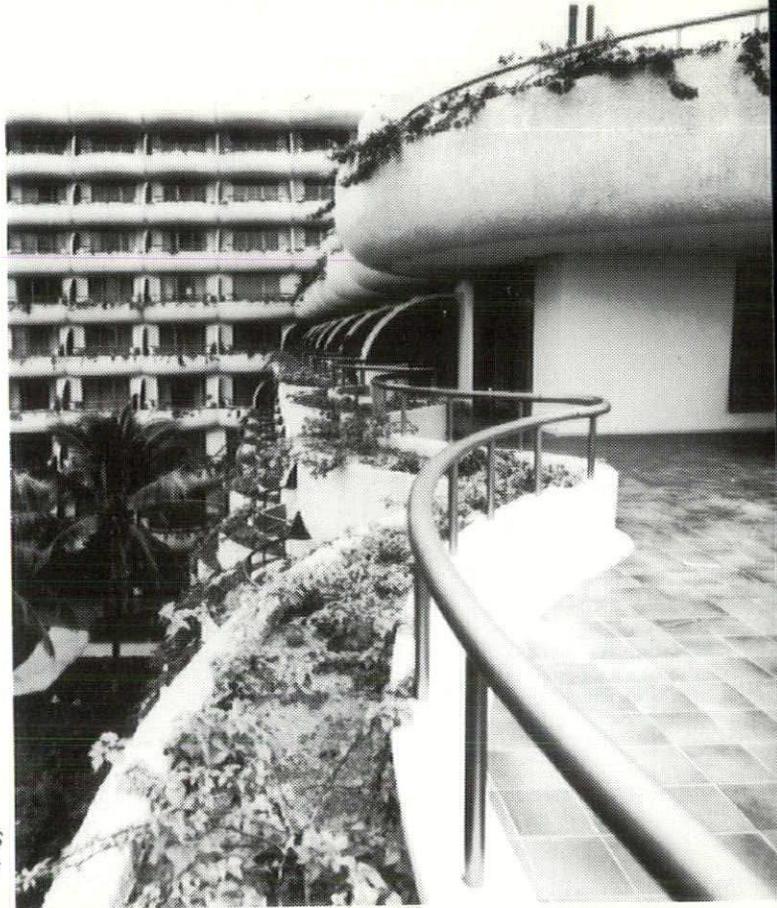
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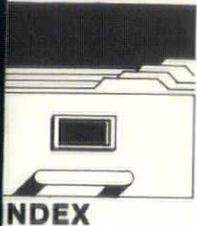
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# PROFILE

## Group 70, Inc.

This article is the first of a series of profiles of architectural firms in the State of Hawaii. There will be an attempt to feature offices which represent a broad spectrum of the types of architectural practice which exist: large and small, specialized and generalized, design or production oriented.



Front Row in front: (left to right) Gus Ishihara, Marilynn Metz, John Ida, Francis Oda, Dee Crowell. Second Row: (left to right) Sheryl Seaman, Jari Spellman, Glenn Miura, Roy Nihei, Brian Takahashi, Derrick Seiki, Clive Kienle, Anne Yanagihara. Third Row (left to right) Bob Wong, Norman Hong, John Lau.

Group 70, Inc., was created in 1971 as a firm strictly servicing other architects in the areas of planning, programming, and design. The group operated in this way for two years, participating in a variety of projects including university buildings, hospitals, condos, and urban design plans. In 1973, Group 70 changed into a full-service architecture and planning firm.

The firm is a professional corporation with Gus Ishihara, Francis Oda, Robert Wong, Norman Hong, and Gordon Tyau as its principals. Sheryl Seaman, Roy Nihei, and Anne Yanagihara are associates. Other members include John Ida, John Lau, Glenn Miura, Clive Kienle, Marilynn Metz, Dee Crowell, Brian Takahashi, Derrick Seiki, and Jari Spellman.

Group 70 is currently involved in a range of architectural and planning projects. They include two hotels, several condominiums, low-income housing projects, medical facilities, churches, athletic facili-

ties, savings and loans, and other commercial/retail structures. The firm is also planning the University of Hawaii at Manoa Campus, the mid-elevation area of Mauna Kea called Hale Pohaku, the facilities of the East-West Center, preparing the Prototype Study for Kakaako, and is consulting on the Pauahi Urban Renewal area of Chinatown.

*Design Philosophy:* Today's architectural and environmental problems are complex enough that we feel no individual "hero architect," no matter how talented, can have the breadth of experience and the degree of perception necessary to design adequate individual solutions. We, therefore, look on design as a group activity, with the group including clients and consultants. Project teams are led by principals and designs are created, developed, and executed through interaction.

Group 70's design process emphasizes the Hawaiian environ-

ment, thorough programming, conceptual inputs by technical consultants, and early estimating and cost control. Projects receive group criticism in a jury-like format and general design philosophies are discussed every Friday afternoon with the entire office participating. This design process has resulted in Group 70 receiving four AIA design awards in the last five years.

*Organizational Philosophy:* "Small is beautiful," the firm believes—and relatively small teams of experienced people can make better decisions and execute concepts with greater precision and accountability than larger groups of the less experienced, however capably led. Group 70 is therefore relatively small given the size and scope of its projects. Compensating factors are that all principals work directly on projects and the average experience level for the professional/technical staff is 14 years.

Continued on Page 10

# Profile



Continued from Page 9

Island Federal Savings & Loan, Kaneohe Branch

Of 14 professional/technical persons, nine are licensed architects and one is a planner.

The growing need for specialized experience in architecture and planning has also shaped Group 70's organization. The design of building types such as hotels, medical facilities and multi-family housing, or the development of EIS documentation, requires experienced knowledge which the traditional general practice may find increasingly difficult and economically unfeasible to provide.

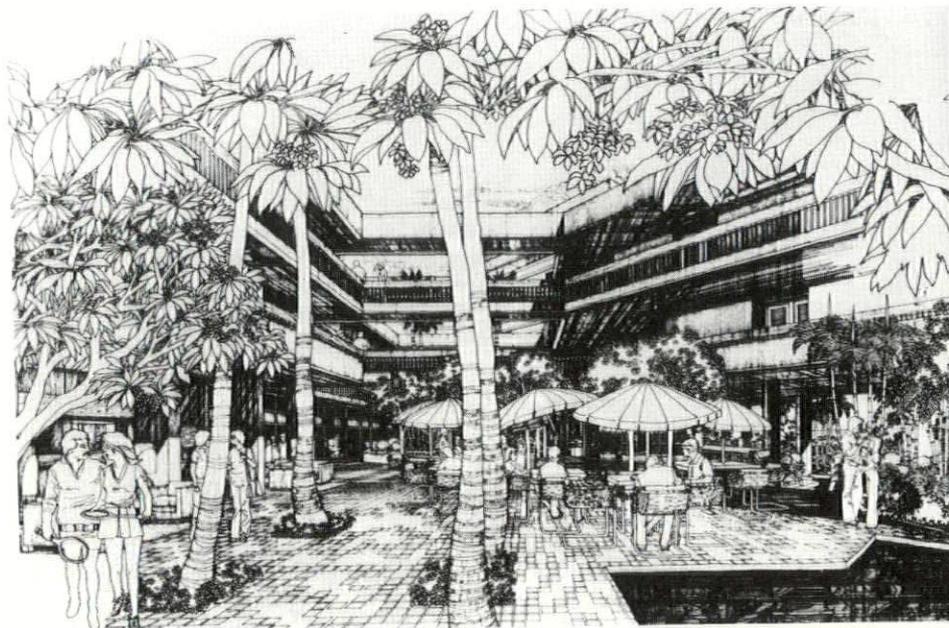
In Group 70, each principal and registered professional is required to increase specialized knowledge in one of two areas in which the person is already thoroughly experienced. This is done through formal study, research, attendance of conferences, in addition to ongoing practice. Since the variety and breadth of practice is related to the number of specialized professionals in the firm, we see a day when a majority of Group 70's members may be principals; much in the mode of medical and legal practices.

Communication is the key to Group 70's design and organizational philosophies. To encourage and enhance interaction, the group meets once a week to discuss philosophy (and drink wine). Management consultants have conducted two 14-week sessions for members which included input from clients. Project meetings are convened regularly and social gatherings and occasional retreats are held. This nurturing of communication is best seen in Group 70's office design, where all professional/technical staff, including principals, have similar layouts in a common work space. No principals have private offices and meetings are held in either of two conference rooms. To practice in this way, one has to have a very congenial group.

HA

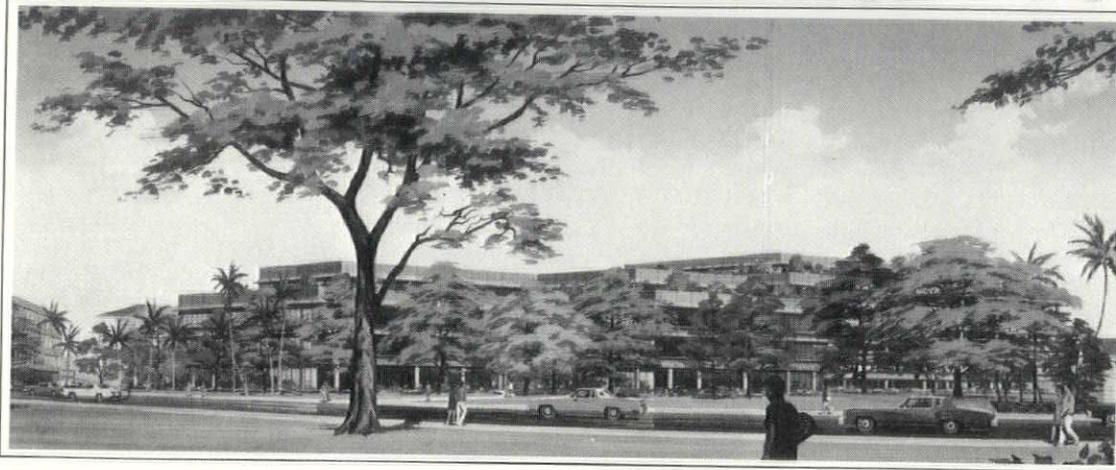


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Kawaiahao Plaza is the finest office building in Hawaii, taking its place alongside such illustrious neighbors as City Hall, the State Capitol, the Honolulu Municipal Building, Iolani Palace, The Mission Houses, and Kawaiahao Church.

Nowhere in Hawaii, is there an office/retail location like Kawaiahao Plaza.

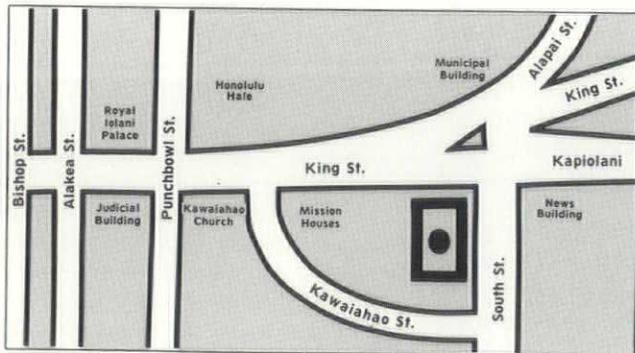
There can never be another.

Kawaiahao Plaza consists of two uniquely-designed low-rise buildings, closely joined by a beautifully-landscaped mall (just 40 ft. wide) leading to convenient elevators, shops and services.

Kawaiahao Plaza is located at 567 S. King St. at the corner of South Street, with the parking entrance on Kawaiahao Street.

It sits on 114,085 sq. ft. of land, of which over 50% has been retained as open space—carefully landscaped to blend harmoniously with that of the park grounds opposite and of the Mission Houses adjacent.

Garden pathways will link Kawaiahao Plaza and the Mission Houses. The landscape design includes a permanent outdoor stage, designed to blend with the overall Hawaiian flavor and provide an attractive setting for concerts and other performances.



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# EXPECTATIONS— Honolulu Urban Design Plan

by RONALD L. BAERS

One expectation which has been repeatedly stressed for our urban design plan is that it be an integral part of Honolulu's planning process. Many examples from other cities and towns relegate urban design to a cosmetic role, after the hard decisions have been made. Urban design then becomes icing on the cake, after it has been decided that the cake will be round, have 23 candles, be 15 stories high, and set back from the edge of the plate three feet on all sides.

Honolulu certainly has picked the more difficult road to follow in coming up with a functioning urban design plan. For it means that community decision-making considers not only health, safety, and welfare concerns, but also design concerns. And these design concerns need to be addressed as part of every city-building project from mundane concerns such as a new utility substation, to such hotly debated issues as the appropriate density to foster improved livability in all our neighborhoods.

## PLAN OF STUDY

In light of Honolulu's desire for an approach to urban design which is integral with the planning process, the plan of study for urban design has been structured around the following conditions:

1—Urban design principles and standards are to be developed as a part of each development plan, and address the conditions particular to that part of Oahu.

2—Urban design objectives, policies, and general principals are to become a part of the general plan, thus introducing design as part of our most general planning principals.

3—A program of implementation actions and strategies is to be developed to specifically address making urban design a practical reality.

The last condition must be given special emphasis. For here is the

heart of urban design. How do we cause it to happen? This ties the design components which are a part of the general plan and several development plans directly into our zoning ordinances and capital improvement program, the major implementing devices. It also implies that the fruition of urban design will not be realized until appropriate changes have been made to the zoning ordinance and design provisions are recognized in our capital improvement projects.

The implementation program also implies that urban design activities will become a more coordinated part of all administrative departments of city and county government. Presently, the Department of General Planning has the responsibility of preparing the development plans, with their urban design component. But a large part of implementation activity will be the responsibility of other agencies.

## SPECIFIC DESIGN PROVISIONS

Very briefly, I would like to outline the nature of the specific design provisions to be a part of each development plan, and then discuss some of the possible implications which will need to be addressed in implementation actions. First, the design provisions will address an entire development plan area, so the level of detail will be regional in nature. That is, provisions which address facade design, color, materials, or landscape treatment will not be covered, except in special areas where more specific provisions will be developed.

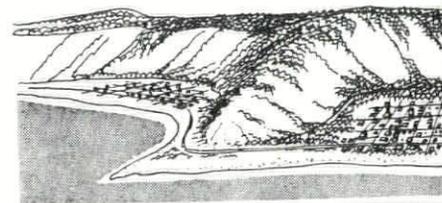
The design provisions address three basic topics: open space and natural features; urban form; and roadway design and view protection.

*Open space and natural features:* A well designed relationship between urban areas and the natural environment reinforces the identification of Oahu's many com-

munities and strengthens the island-wide visual image. Protection of valuable natural resources is a major input to defining an open space framework. The identification of natural hazards, where development should not occur, is also part of the open space framework.

Visual importance of open space speaks to the heightened sense of place achieved when urban areas can be visualized in small units, with strongly protected open space edges which provide greenbelt separations between neighborhoods. Our national landforms of valleys separated by steep ridges already provide much of the structure to create an interweaving of developed and open areas.

In newly developing areas, such as the Ewa Plain and Central Oahu,



the design provisions of the development plans for these areas must define a new pattern of development which will insure that healthy open space separations will prevent a sprawling form of development.

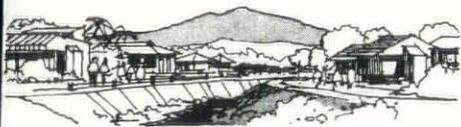
Open spaces must also be designed within urban areas. Aside from parks, schools, and other institutions which provide a break in the development pattern, we must recognize the value of streams, bluffs, and other changes in topo-

Mr. Baers is vice-president of the Honolulu firm of Aotani and Associates, Inc.—architects, planners and programmers, where his primary responsibility is planning and urban design. His work includes the Kauai urban design plan, Chinatown historic preservation plan, the design concept for a mixed use project in Chinatown, and Sand Island State Park.

He received his bachelor and master's degrees in architecture and urban design from the University of California. He has been guest lecturer on urban design at Drexel University and the University of Hawaii.

graphy which can introduce a pattern of open spaces within a community.

Open space, in addition to providing visual relief and a closer



relationship between man and nature, can provide important recreational benefits to the adjacent neighborhoods. Streams which bisect neighborhoods can mean a walkway park, completely separated from the road system, which can provide a safe and pleasant means to walk from home to school or shopping. Most of our urban valleys offer this potential. A system of paths and walkways could be developed in adjacent hillside areas, providing a linear system of park spaces as greenbelt connections between neighborhoods.

We have always had these natural resources, but they have too often been viewed as obstacles to urban development. The design provisions can be one means to recognize their value to improving community livability and protect them from encroaching development. The Manoa Streamway Park is an excellent example of how an ignored stream can become the open space focus for several central city neighborhoods.

**Urban form:** The primary emphasis in designating urban forms is on lifestyles. "Keep the country country and the city city" is an expression of community desires to preserve and maintain diversity and choice in our communities.

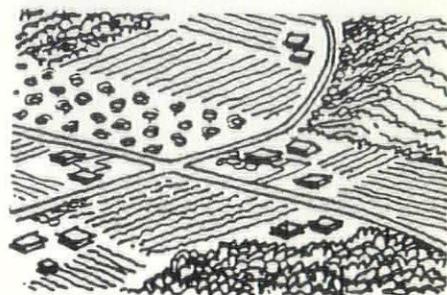
While open space systems define community edges and direct development away from important natural resources, urban form decisions will direct the character of developed areas.

This will be done through a classification system of development patterns, ranging from rural through urban intensive forms of development. These patterns will ultimately be translated into zoning districts, so it is important that the range of patterns correspond to our various zoning districts. For example, the suburban pattern allows for family-oriented lifestyles with emphasis on an immediately adjacent outdoor space. This would correspond to the R zoning districts.

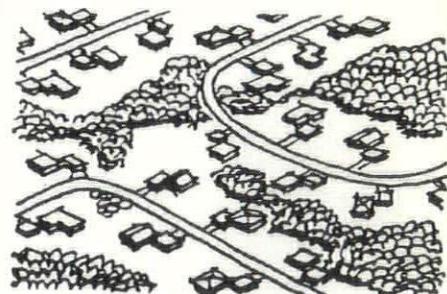
Particular concern will be placed on the ways in which the patterns relate to each other. Two conditions need to be addressed. The more traditional would be to designate patterns so that a gradual transition would be achieved. Those patterns which are most compatible with each other would be located adjacently. Thus, a gradual transition from rural to suburban to urban would be achieved. Conditions where diverse patterns are adjacent to each other would be avoided, such as rural next to urban.

Another choice in the relationship between form designations would be to allow more mixture of patterns within neighborhoods. This would permit lifestyle choices

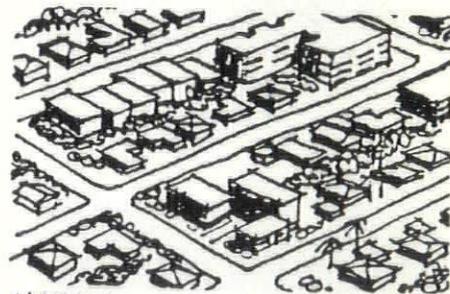
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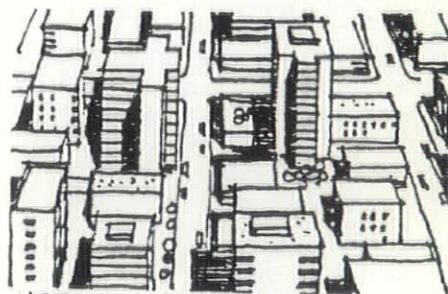
RURAL



SUBURBAN



URBAN

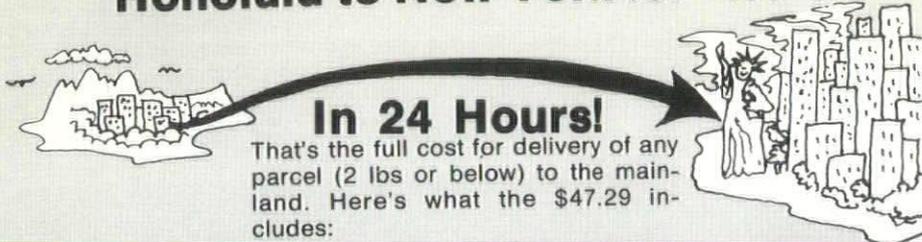


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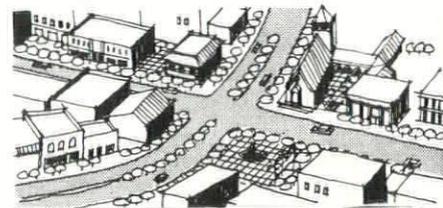
# Expectations

Continued from Page 13

to be realized on a more local level. The advantage is that a choice of housing types would be available in various locations. This is not suggesting that all development plan areas should provide the full range of development patterns. This would clearly be inappropriate in most of the rural fringe areas of Oahu. But selected variations in pattern may be appropriate in certain locations, as long as community privacy concerns are not violated and relationships between building form and surrounding natural features are kept harmonious.

*Roadway design and view protection:* A significant portion of one's daily exposure to Oahu's environment takes place on streets and highways. Beside the functional role of accommodating traffic flow, the roadway system has an important visual role. Like other open spaces, roadways become a key organizing element in the physical environment.

Within neighborhoods, roadways serve as focal points around which shopping and community service facilities are located. Their physical design is a critical part of making activity centers pleasant and exciting places. Consideration of pedestrian space as part of the right-of-way, landscape treatment, and



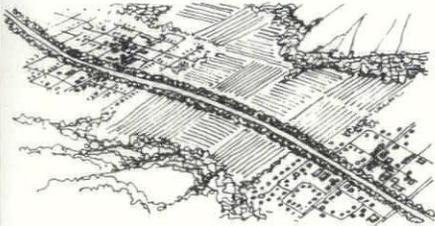
the relationship of buildings to the roadway all must be addressed through design policies. Roadways can also function as edges that define and separate one urban pattern from another. Where these edge conditions are important to maintain and emphasize, the roadway design can be a contributing factor.

Where roadways act as linkages

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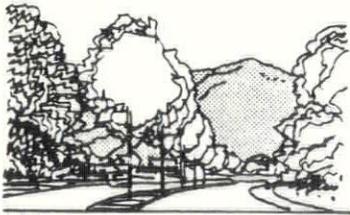
between communities, it is essential that a unified design image be developed. This can be accomplished through a consistent landscape treatment and preserving views which aid in orientation. These design provisions will act to reinforce one's mental image of the route and enhance our perception of the environment.

View protection within the context of roadway design is a major

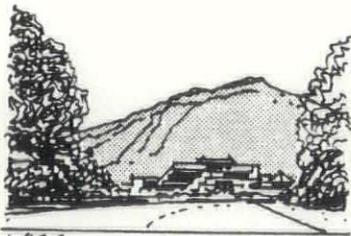


design provision which enhances our experience of the physical environment and our sense of orientation. Several conditions need to be addressed. These concern views toward scenic features, such as mountains and shoreline, and the placement of buildings and roadside landscaping to preserve views.

Some of the basic points that need to be addressed by development plan design provisions follow. Landscape materials along roadway need to consider their impact on view preservation. Medial landscaping in some cases will be inappropriate because it blocks frontal views along the route. In some cases, cutting and maintaining natural



NO



YES

growth along the road can open up panoramic vistas. In other cases, dense screening vegetation is desirable to buffer adjacent uses which have little aesthetic appeal,

Continued on Page 17

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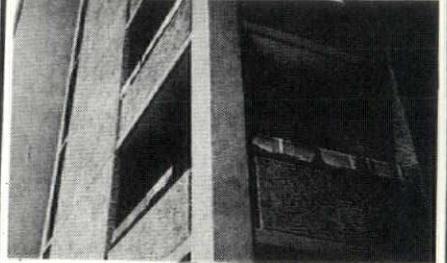


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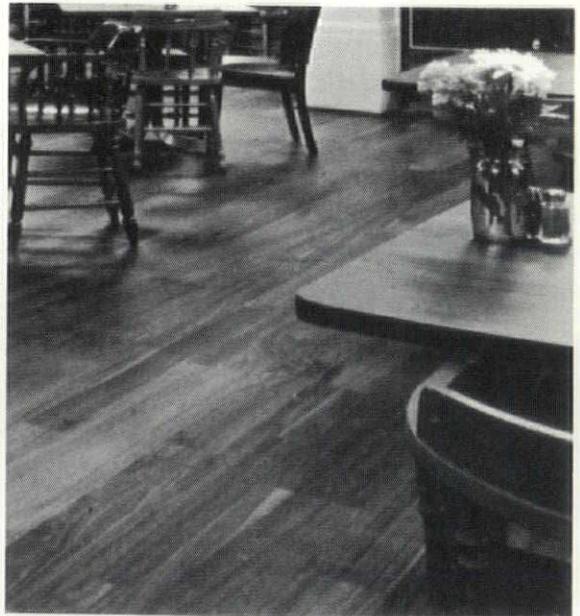
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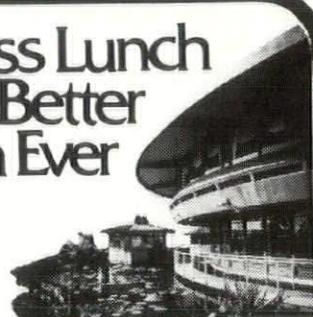


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# Expectations

Continued from Page 15

or to provide visual and acoustic privacy. In other cases, landscape materials should be used which are transparent at eye height and allow views outward.

Building placement must also be determined in respect to preserving viewplanes. Clustering of tall structures can provide wide view corridors in between. Views toward mountain backdrops should not be dominated by building forms which tend to occlude the mountains. Building placement along roadways should allow intermittent views to maintain a sense of the scenery beyond. The view along many roadways is dominated by adjacent ridges which descend to the road. Building placement should be kept low with spacing in between structures to maintain these dramatic views.

## IMPLEMENTATION

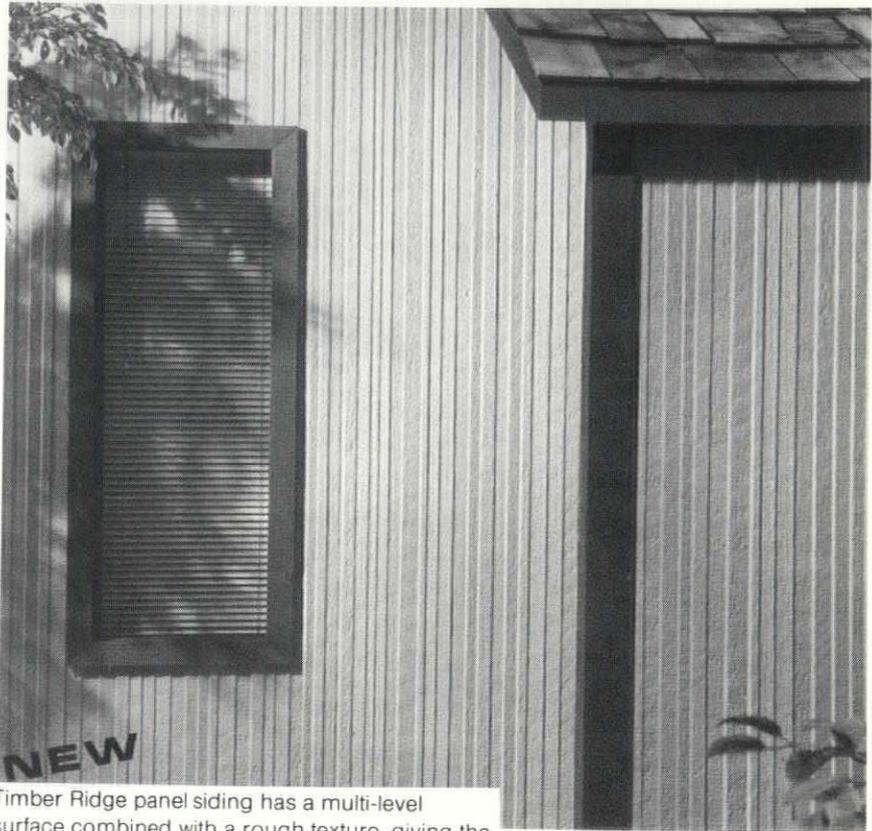
This brief outline indicates the range of design factors which will be addressed in the development plans. Now, what about the implications these design provisions will have on implementation. Honolulu has already had several years of experience in trying out implementing tools which extend the scope of our basic zoning ordinance, particularly in the level of detail specified. We have developed special design districts and historic, cultural, and scenic districts which address the attributes of special places in our communities.

Looking ahead, zoning and special district provisions will continue to be the primary implementing tool. And the major implications of the design provisions will be how zoning can be brought into conformance with development plan policies. Several possible approaches can be considered: down-zoning, development rights transfer, and growth management programs which specify rate and loca-

Continued on Page 18

A

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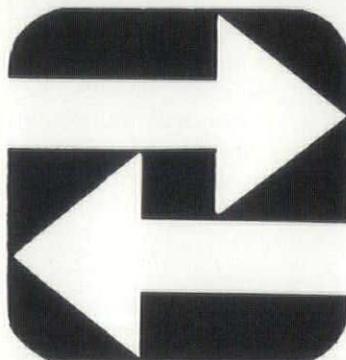
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## Expectations

Continued from Page 17

tion for urban expansion.

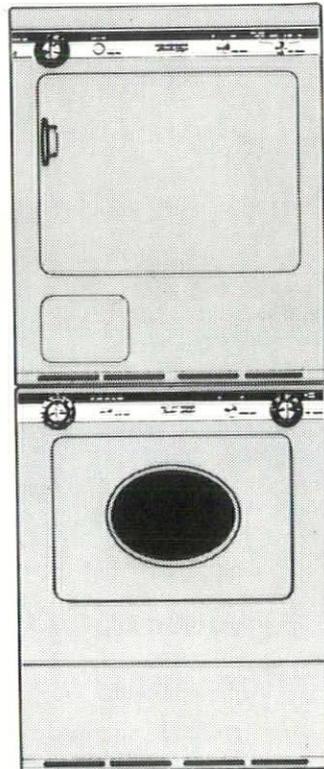
Downzoning may be the most direct approach to achieve conformance between urban design provisions and existing zoning designations which are at odds. And there are numerous legal bases to justify downzoning. Some of these include protecting historic and archaeological resources, avoiding adverse impacts of development on the limited capacities of public facilities and services, preventing adverse effects on existing communities, the absence of economic demand, and inconsistency with general plan and development plan policies.

Transferring development rights has limited application. Particular site conditions need to be present to make it work, such as an underdeveloped area and an adjacent area to which excess rights can be transferred, presumably where the increased density will not be adverse to community design objectives. Kakaako has been suggested as an appropriate area for a development rights transfer program. The area is underdeveloped and appropriate receiving areas appear to be feasible, where greater development intensity can take place without impacting view preservation or other design objectives.

A communitywide growth management program offers much potential to align zoning designations with the communities plan for staging and locating growth. A clear example of this lies in the general plan population growth targets. Using these allocations as guidelines, existing zoning which achieved the desired growth levels would be in conformance, although design provisions may require changes in development pattern or reductions in density to accomplish view preservation or resource protection. Zoning capacity which exceeds population targets would clearly violate the growth management guidelines. In these areas, the

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staging of further development would be held in abeyance until market demands or the management guidelines are reassessed.

Public investment in the urban environment certainly offers great potential for realizing urban design provisions. Significant portions of urban areas are under public ownership, and therefore afford agencies with the opportunity to set a high quality example of good urban design. The public design precinct, including streets and highways, a variety of public buildings, parklands and open space, and drainage ways provide a web of public design opportunities which can have great influence on the physical character of a neighborhood. High quality design in these areas can act as a model for private actions which occur adjacent to these various right-of-ways.

While the foregoing discussion does not exhaustively touch on all of the implications for urban design implementation, it does point out those which will be given primary emphasis.

The urban design study program has been structured to relate these various implementation approaches to the specific design provisions for each development plan. This activity is a part of the first phase of the urban design work program. This will leave the details of an implementation program to be developed in the second phase of the planning study. Here, we would expect to develop more detailed neighborhood level design plans and an action program for their implementation. We might also expect that concurrent activity would take place on developing zoning ordinance revisions and special district design requirements. These activities would involve several city and county departments which have direct and supporting roles in urban design action programs. **HA**

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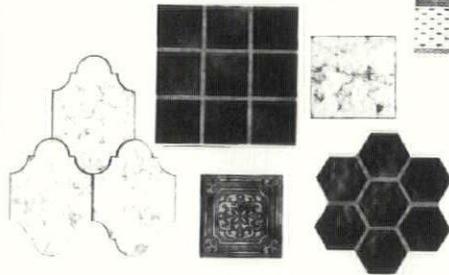
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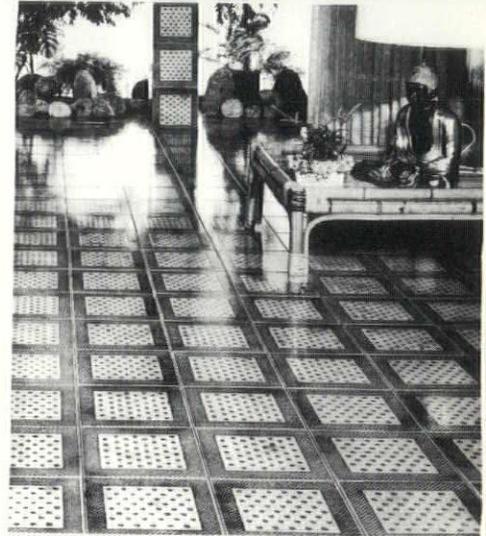
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# Kakaako & Hawaii Community Development Authority

by RAY SUEFUJI

Executive Director of HCDA

Through Act 153 the 1976 State Legislature established the Hawaii Community Development Authority. A public corporation and instrumentality, the authority is charged with bringing together private enterprise and government in long-range community planning and development for areas designated by the Legislature. The Legislature had found that various situations existed which could be met and resolved through the creation of such an agency. It had found that many urban areas are underdeveloped or blighted, that some older urban sections are in need of renewal, that there is a lack of planning and coordination which has given rise to community development needs, and that existing laws as well as public and private mechanisms have either proven incapable or inadequate to facilitate timely redevelopment and renewal.

The authority consists of 11 voting members, four of whom are state cabinet officers. They are the state comptroller and the directors of the departments of budget and finance, planning and economic development, and social services and housing. The other seven authority members are citizens who are appointed by the governor, with three of them being selected from a list of 10 nominees submitted by the council of the City and County of Honolulu. The authority members have selected Kenneth F. Brown as their chairman and Helen K. Griffin as their vice chairman.

As its executive director, the authority has appointed Raymond H. Suefuji, former planning director of the County of Hawaii. Suefuji's staff represents a range of professions, including planning, engineering, architecture and design, economics, data management, and information.

Through Act 153 of 1976, which has been subsequently codified as Chapter 206E, Hawaii Revised Statutes, the Kakaako area bound-

ed by King Street, Piikoi Street, Ala Moana, and Punchbowl Street has been designated as the authority's first community development district. Once a district has been designated by the Legislature, the authority must prepare a community development plan. Following approval of the plan by the authority, the governor and the Legislature, the authority is responsible for its implementation, including the construction of public facilities.

At the present time the authority is in the process of developing the Kakaako Community Development Plan. For this approximately 440-acre area, the Legislature has provided specific policies and guidelines. The authority must develop a plan whereby commercial, industrial, and residential uses may co-exist compatibly. The Legislature has also stated that the significant employment functions provided by the Kakaako District must be supported and respected.

To undertake this project, the authority has established a three and a half year planning program which will be carried out in four phases. The first of these phases, an in-depth inventory of the Kakaako District, has been completed. In this phase, 18 consultants were contracted to perform studies on Kakaako's topography, soils and geology, water and gas systems, sewerage and drainage systems, electrical and telephone systems, transportation systems, land and buildings, open space, historic, cultural, visual, and aesthetic resources, existing policies, plans and ordinances, and prototypes.

The second phase of the planning program involves the capacity and constraint analyses of Kakaako's resources and systems, based on the findings of the first phase. These analyses will examine the capacities and potentials of Kakaako's existing physical, economic and social systems, as well as their limitations and constraints.

The third phase of the planning program is the formulation of alternatives for the Kakaako District. This phase, commencing on July 1, 1979, will be carried out over a 12-month period. A critical phase, the consultants will be developing and testing different possibilities for Kakaako's future based on the legislative guidance policies and implementation feasibility.

Widespread participation will be essential in this third phase to assure that the concerns of property owners, professionals, community organizations, and affected governmental agencies are an integral part of the planning process. Built into the authority's daily, as well as long-range activities, therefore, is a Participation, Information and Education Program.

The product of the third phase will be a selected alternative or combination of alternatives for the future development of Kakaako.

In the fourth phase, the selected alternative from the third phase will be used as the framework for the Kakaako Community Development Plan. To this framework, the authority will refine the tools necessary for implementing the plan. Development guidance policies will have to be established, along with community development rules to enable the fulfillment of those policies. A district-wide improvement program, elaborating the financial provisions of plan implementation, will be determined. Furthermore, a schedule will be set which will put the implementation process into a reasonable timeframe.

As in the third phase, participation will be crucial and will be ensured by various workshops and public meetings before going into formal public hearings. Following the public hearings, the authority will submit its proposed Kakaako Community Development District Plan to the governor for approval before the 1982 Legislative Session. **HA**

# Kohloss on Noise



**ALLPOINT**  
Commentary

continue to appreciate being included in the mailing list of *Hawaii Architect*. In the February 1979 issue, Mike Leineweber's article, "Land Use Planning and the Acoustic Environment," is worthwhile reading.

Most architects, and consulting engineers who work with them, are most frequently involved in planning individual building projects. It therefore seems appropriate to supplement Mr. Leineweber's article by emphasizing the drastic planning and economic effect of Chapter 44B (Oahu non-vehicular noise regulation) of the State Health Regulations, as well as the noise provisions in the City & County of Honolulu Comprehensive Zoning Ordinance.

Note the existing Waikiki noise level of 57 to 72 dB(A) mentioned by Mr. Leineweber. At property lines (defined very rigidly to include individual condominium apartment walls, among others) Chapter 44B requires far, far lower values (45 or 50 dBA at night; 55 or 60dBA in daytime); and the City's CZO requires noise levels of similar severity, but listed by octave bands. These

noise levels are ridiculous to require (given the louder surroundings), and the regulations are therefore extremely difficult to administer, since the noise level is an intellectual exercise having no relation to whether it is really a nuisance.

This has a major cost impact on all buildings, since we must put thousands of dollars into *more* noise suppression (particularly of mechanical equipment) *than necessary to avoid nuisance*.

It is too bad that we continue to let the poorly conceived technical regulations be passed without screaming protests en masse.

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### NEIGHBORHOOD BOARDS

Continued from Page 6

on the green belt. Council overrode the veto as to a scaled down five unit development.

Following these skirmishes developers routinely contacted the board and made presentations on proposed projects. The Akiohal Street developer subsequently represented to the LUC, on another project, that they would work with the board to provide ridge access. With this and other assurances, the board approved the project. The board then negotiated regarding the town core with several developers, (Rainalter, Ferguson, and Wong) HUD and the city to combine commercial developments, senior citizen housing and cluster residences in order to upgrade the central community without loss of lifestyle.

### CONCLUSION

Although the boards remain strictly advisory, they have been shown to reflect their community's desires. They have not been shy in seeking to have the law enforced but have been willing to compromise for the mutual good. As a result, both development and government interests listen to board proposals and seek to accommodate where possible. The boards are in the thick of the planning process to stay as the experts of community values and goals. They nonetheless continue to need the valuable guidance of professional planners to bring their dreams to fruition. HA

Kenneth R. Kupchak is an officer and director of Damon, Key, Char & Bocken, a law corporation. He was the first and is the present chairman of the Kailua Neighborhood Board and is the co-chairman of the Koolau-poko Development Organization.

During the development of the citizen participation process for the development plans, he acted as spokesperson for a group of neighborhood chairmen. During the Eighth Legislature he was the Chief Minority House Counsel and assisted in the drafting and negotiation of the initial State Plan legislation, which evolved from a minority bill.

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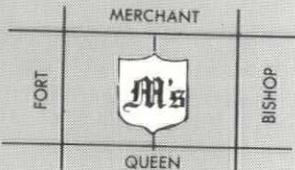


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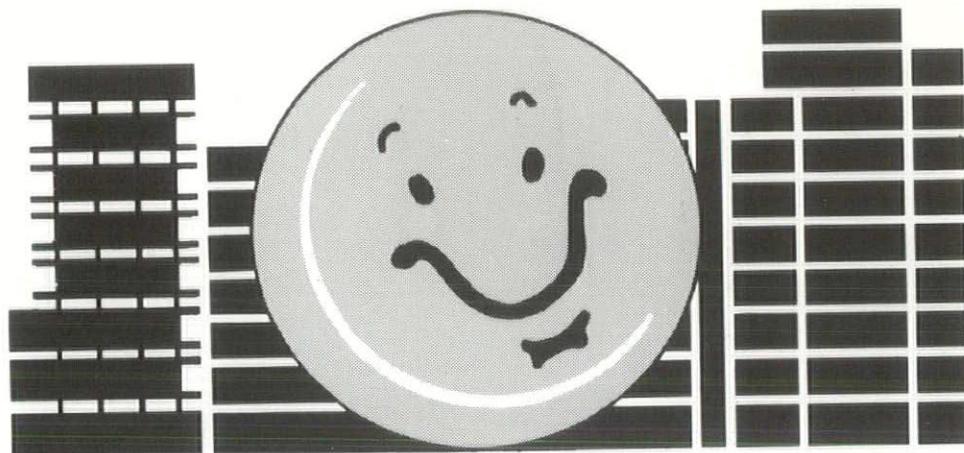
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