



LAND USE

14.1 OVERVIEW

14.1.1 Introduction And Analysis

The General Plan expresses both the integrated and specific concerns and problems as well as alternative solutions and guidance regarding the use of County resources. Land use is one of the principal focal points of public concern and policy. The other study elements of the General Plan, that depict the various aspects of the County, directly involve land use in varying degrees.

The land use element sets forth goals, policies, and standards to guide the location and density, and building intensities of land uses in particular areas. Regional and/or Community Development Plans are intended to implement the broad goals within the General Plan on a regional basis. They serve to designate and coordinate detailed development patterns and infrastructure needs throughout the County. The Plans detail land use policies and infrastructure priorities, transportation, recreation and other major land use policies within each area, and must be developed with participation by the affected communities and adopted by ordinance by the County Council.

The land use element is intended to be used as a policy guide for the coordinated growth and development of the County. It seeks to accommodate growth without congestion; to designate and preserve the lands needed for residential use, commercial and visitor services, industry, agriculture, and open space; and coordinate these uses with the County's service and circulation systems.

The total area of the island of Hawaii is approximately 2.5 million acres or 4,028 square miles: 4,023 square miles of land and 4.4 square miles of inland water. All of these lands are divided into approximately 125,000 parcels.

Previous General Plans

The first General Plan for the County of Hawaii, adopted in 1965, was a compilation of three separate documents: A Plan for the Metropolitan Area of Hilo, A Plan for Kona, and The Kohala-Hamakua Region General Plan. The first General Plan provided for the general planning for all districts except Ka'u.

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In 1971, the County adopted its first comprehensive General Plan that provided for the general planning of all nine judicial districts on the island. Included within this General Plan was a requirement for ten year comprehensive reviews and updates to the General Plan. The first of these comprehensive reviews and updates resulted in the adoption of the first comprehensive revision to the General Plan in 1989 that updated supporting information, the Land Use Pattern Allocation Guide and Facilities maps, and the various study elements.

Several other documents are used in local planning including regional and functional plans, the Zoning Code and Subdivision Code. These are specific and detailed pieces of legislation and plans intended to carry out the goals, policies, standards and courses of action of the General Plan.

State Land Use

Hawaii was the first of the fifty States to have a State Land Use Law and a State General Plan. Today, Hawaii remains unique among the fifty states with respect to the extent of control that the State exercises in land use regulation. Some of the actions leading to the passage of the State Land Use Law resulted from concerns and discussions predating World War II. In the post-World War II period, there was a perception that government action to control land uses was desirable because of the very limited area of the islands. It was also perceived that development of land for urban uses in many cases tended to occur in areas where it was uneconomical for public agencies to provide proper and adequate service facilities, and that there was a consequent lag in the provisions of such facilities. Further, there was a perception that development of land for urban uses in many cases occurred on land having a higher capacity for contributing to the basic economy of the State, namely agriculture, than the uses that were developed thereon.

The passage of the Land Use Law in 1961 established the State Land Use Commission. It called for the classification of all lands in the State and authorized the adoption of rules of practice and procedures and regulations for land use within the various State land use districts.

The four land use districts created by the State Land Use Commission provide the basic legal framework for land uses in the State of Hawaii. The Urban District is generally defined as lands in urban use with sufficient reserve to accommodate foreseeable growth. In the County of Hawaii this district is comprised of approximately 54,267 acres or two per cent of the island's total land area. Rural Districts are defined as lands primarily comprised of small farms mixed with low density residential lots that have a minimum lot size of one-half acre under the State Land Use Law. Of the four districts, this is the smallest, with approximately 807 acres of the island's total land area. The Agricultural District includes lands with a high capacity for intensive cultivation as well as those with low capacity. The minimum lot size in this district under the State

Land Use Law is one acre. The Agricultural District has the second greatest land area with approximately 1,184,599 acres or slightly over 46 per cent of the total land area of the island. Conservation Districts are primarily those lands in the existing forest and water reserve zones. This district has the largest land area with approximately 1,338,135 acres or 52 per cent of the total land area of the island.

Land uses within the Urban Districts are administered exclusively by the counties. In the Agricultural and Rural Districts, the State Land Use Commission establishes use regulations and the counties are responsible for their administration. The counties, however, may adopt more stringent controls than those imposed by the State within these two districts. Land use in the Conservation District is regulated by the State Board of Land and Natural Resources, except that the County has concurrent permitting power within the Special Management Area near the coast. The County has no land use control over Federal property, and the Hawaiian Homes Commission has the ultimate control over uses of the Hawaiian home lands leased to native Hawaiians.

Table 14-1. State Land Use Districts Acreage by Judicial Districts, (as of May 2000)

Judicial Districts	Agricultural	Conservation	Rural	Urban	Total
Puna	175,104	138,563	146	6,329	320,142
South Hilo	70,695	169,493	0	12,814	253,002
North Hilo	53,587	120,110	71	608	174,376
Hamakua	162,729	235,805	13	1,041	399,588
North Kohala	64,713	13,187	16	2,434	80,350
South Kohala	150,426	15,356	53	10,608	176,443
North Kona	158,853	188,331	477	17,787	365,448
South Kona	110,749	35,051	31	845	146,676
Ka'u	237,743	422,239	0	1,801	661,783
Total	1,184,599	1,338,135	807	54,267	2,577,808

State of Hawaii, DBEDT, Office of Planning GIS Data
 County of Hawaii Planning Department

County Zoning

The Zoning Code for the County of Hawaii is the legal instrument that regulates the use of land. The Zoning Code implements the General Plan and is a document dealing with existing conditions and shorter range needs. The Zoning Code is the County’s primary land use control. The Zoning Code implements the General Plan. It deals with existing conditions and shorter range needs. The Zoning Code sets out the various types of zoning districts and the allowable uses for each. Zoning maps, established by ordinance, set out the zoning for the island on a parcel-by-parcel basis.

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Rezoning is the primary method for changing the allowed uses of land. Rezoning must be consistent with the General Plan, including the Land Use Pattern Allocation Guide Map. Other factors beside the map consistency must be taken into account during the rezoning process, which requires specific consideration of a number of factors to determine the suitability of the property for the proposed zone. These include proximity to roads, utilities, and public services, environmental factors such as drainage, slope, and soil types, and other public concerns.

The tabulation of zoned lands based on the County zoning as of December 2000 is as follows:

- Single-family residential: 20,189 acres
- Multiple residential (including duplex): 3,065 acres
- Resort: 1,353 acres
- Commercial: 2,859 acres
- Industrial: 6,039 acres
- Industrial-Commercial Mixed: 27 acres
- Family Agriculture: 100 acres
- Residential-Agriculture: 2,105 acres
- Agricultural: 1,219,773 acres*
*includes lands changed from Unplanned to Agriculture as part of the 1996 amendments to the Zoning Code
- Open: 317,262 acres.
- Project District: 1,748 acres
- Agricultural Project District: 23 acres
- Lands not zoned (includes Forest Reserves and National Parks): 933,842 acres

Table 14-2. Number of Acres Zoned Per District in 1989

Zoning	Puna	South Hilo	North Hilo	Hama-kua	North Kohala	South Kohala	North Kona	South Kona	Ka'u	Total
Single Family	2,684	7,645	391	636	616	3,099	2,254	390	783	18,498
Multi-Family	4	380	0	4	43	1,109	1,029	0	101	2,670
Resort	1	138	0	0	0	350	742	0	45	1,276
Commercial	60	975	10	37	38	329	314	101	59	1,923
Industrial	479	2,182	38	15	59	241	2,245	0	52	5,311
Residential Agriculture	625	0	55	0	20	0	468	144	0	1,312
Agriculture	198,796	71,359	61,954	165,076	62,958	79,493	116,184	44,363	252,620	1,052,803
Open	5,041	2,063	39	963	15	11,747	176,082	7,634	115,740	319,324
Unplanned	0	3,451	0	185	5,085	41,953	52,480	67,735	223	171,112

Estimate - Planning Department
 Number of Acres Zoned Per District in 2000

Table 14-3. Number of Acres Zoned Per District in 2000

Zoning	Puna	South Hilo	North Hilo	Hama-kua	North Kohala	South Kohala	North Kona	South Kona	Ka'u	Total
Single Family	2,677	8,374	391	631	652	3,382	2,887	414	781	20,189
Multi-Family	4	380	0	4	43	1,507	1,026	0	101	3,065
Resort	1	136	0	42	14	360	740	15	45	1,353
Com-mercial	74	1,088	10	38	39	426	1,015	108	61	2,859
Indus-trial	490	2,185	38	15	59	291	2,909	0	52	6,039
Indus-trial-Com-mercial Mixed	23	4	0	0	0	0	0	0	0	27
Family Agricul-ture	22	26	0	0	0	6	39	7	0	100
Resi-dential Agricul-ture	625	185	55	0	22	585	489	144	0	2,105
Agricul-ture	198,747	73,750	61,954	165,223	67,977	119,813	167,415	112,051	252,843	1,219,773
Open	5,029	2,065	38	963	27	11,951	173,821	7,628	115,740	317,262
Project District	0	0	0	0	0	0	1,748	0	0	1,748
Agricul-tural Project District	0	0	0	0	0	0	0	23	0	23

Estimate - Planning Department

Lands designated Residential-Agriculture (RA) saw the largest percentage increase in acreage between the years 1989 and 2000 at 60 per cent, although the total acreage of RA zoned lands accounted for less than one-tenth of 1 per cent of the total land area within the County. During the same period, Commercial zoned lands increased by 49 per cent, Multiple Family Residential zoned lands increased by 15 per cent and Industrial zoned lands increased by 14 per cent. Acreages of Open zoned lands fell by 0.6 per cent. Lands designated as Agricultural, excluding lands zoned Unplanned prior to the comprehensive revision to the Zoning Code in 1996, account for 77 per cent of all zoned lands within the County.



Land Use Concepts

Proposed Land Use Pattern

A well-balanced land use pattern capable of meeting the future needs of the County is an essential part of the General Plan.

There are no universal standards for determining the amount of land needed in the future for each land use or activity located within an area. Estimates can be made, however, of the future land use acreage allocation for each use. The land use pattern 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 general location of various land uses in relation to each other.

Land uses are designated generally on the map in reference to the following categories:

- Urban Designations

High Density: General commercial, multiple family residential and related services (multiple family residential -- up to 87 units per acre).

Medium Density: Village and neighborhood commercial and single family and multiple family residential and related functions (multiple family residential -- up to 35 units per acre).

Low Density: 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.

Resort Node: These areas include a mix of visitor-related uses such as hotels, condominium-hotels (condominiums developed and/or operated as hotels), single family and multiple family residential units, golf courses and other typical resort recreational facilities, resort commercial complexes and other support services. Only Major Resort Areas are identified as Resort Nodes on the LUPAG Map.

Resort Area: These areas include a mix of uses such as hotels, condominium-hotels (condominiums developed and/or operated as hotels), and support services. Intermediate Resort, Minor Resort, and Retreat Resort Areas are identified as Resort Areas on the LUPAG Map.

Urban Expansion Area: 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.

Industrial Area: These areas include uses such as manufacturing and processing, wholesaling, large storage and transportation facilities, light industrial and industrial-commercial uses.

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- Rural Designation

Rural: This category includes existing subdivisions in the State Land Use Agricultural and Rural districts that have a significant residential component. Typical lot sizes vary from 9,000-square feet to two acres. These subdivisions may contain small farms, wooded areas, and open fields as well as residences. 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. Most lack the infrastructure necessary to allow further subdivision.

- Agriculture Designations

Orchard: Those agricultural lands which though rocky in character and content support productive macadamia nuts, papaya, citrus and other similar agricultural products.

Important Agricultural Land: Important agricultural lands are those with better potential for sustained high agricultural yields because of soil type, climate, topography, or other factors. Important agricultural lands were determined by including the following lands:

- Lands identified as “Intensive Agriculture” on the 1989 General Plan Land Use Pattern Allocation Guide maps.
- Lands identified in the Agricultural Lands of Importance to the State of Hawaii (ALISH) classification system as “Prime” or “Unique”.
- Lands classified by the Land Study Bureau’s Soil Survey Report as Class B “Good” soils. (There are no Class A lands on the island of Hawaii)
- Lands classified as at least “fair” for two or more crops, on an irrigated basis, by the USDA Natural Resource Conservation Service’s study of suitability for various crops.
- In North and South Kona, the “coffee belt”, a continuous band defined by elevation, according to input from area farmers.
- State agricultural parks.

Some areas that meet the criteria for important agricultural lands on an irrigated basis only were included in the “Extensive Agriculture” category due to their remoteness from potential sources of irrigation.

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 justifies the eventual conversion of those lands to urban use.

Because of the scale of the Land use Pattern Allocation Guide maps 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: Lands not classified as Important Agricultural Land. 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.
- Other Designations
 - University: Public university, including ancillary public uses, residential, and support commercial uses.
 - Open: Parks and other recreational areas, historic sites, and open shoreline areas.
 - Conservation Area: 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.

The urban centers include high, medium and low density designations. These centers and clusters provide physical, social, governmental and economic concentrations so that the total activities of the community can be more readily and easily conducted. In the County, several of these centers have political and social antecedents, while others have been influenced by economic practices. Some of the County's possible future centers may result from the development of resort areas.

The future improvement and development objectives are directed toward making urban and rural centers more efficient, livable, and safe. Growth should be encouraged in terms of renewing older areas or extending existing areas. The creation of new urban and rural centers should be initiated only when it is in the public interest and must be accompanied by commitments from both government and the private sector for the development of basic community and public facilities and services. Infrastructure costs less when new residential areas are located near existing highways, water and sewer lines, and employment centers. Within the rapidly growing districts of South Kohala and North and South Kona, the Land Use Pattern Allocation Guide maps focus future urban development around Waimea and Waikoloa Village, Kawaihae, and between Keahole and Keauhou.

The location of urban and rural uses should be evaluated from the standpoint of how each use services existing and future land uses of the surrounding area. The direction and form of growth in accord with future demand will be influenced by many factors.

The General Plan Land Use Pattern Allocation Guide Map shall also designate areas for urban expansion. An area is designated as urban expansion when the specific settlement pattern and types of uses have yet to be determined.

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The methodology used to develop the land use pattern reflects estimates of future population based on economic and employment evaluations, existing land uses and zoned areas, determination of community facility needs, and transportation demands for the entire island. The topography and other physical features of each area were also analyzed, and other factors, particularly economic, social, and physical characteristics, were noted.

The following table illustrates the Proposed Land Use Pattern Acreage Allocation by districts. The high, medium, and low density allocations are included within the residential and commercial allocations.

Table 14-4. Land Use Pattern Allocation Guide (LUPAG) Map, Estimated Land Use Allocation Acreage by Judicial District

LUPAG Map Designations	Puna	South Hilo	North Hilo	Hama-kua	North Kohala	South Kohala	North Kona	South Kona	Ka'u	Total
High Density Urban	0	847	0	0	0	0	458	0	0	1,305
Medium Density Urban	478	1,481	69	292	176	1,282	1,456	292	421	5,947
Low Density Urban	8,013	10,073	617	2,293	2,668	5,084	6,287	1,070	1,148	37,253
Industrial	669	4,264	29	132	51	1,869	3,889	0	74	10,977
Important Agricultural Land	49,770	37,237	21,632	78,023	41,314	51,500	26,703	32,804	47,300	386,283
Extensive Agriculture	88,573	26,078	31,755	82,924	21,885	71,299	105,074	66,368	167,426	661,382
Rural	29,251	2,542	71	0	102	1,908	1,001	31	13,090	47,996
Resort / Resort Node	0	84	0	0	47	3,212	2,289	15	29	5,676
Open Area	2,335	1,798	434	1,266	2,119	14,074	6,233	2,699	4,738	35,696
Conservation	137,210	167,779	119,710	235,212	11,217	13,957	199,585	43,395	426,956	1,355,021
Urban Expansion Area	3,844	122	62	0	258	12,264	11,995	0	597	29,142
University Use	0	664	0	0	0	0	461	0	0	1,125

Planning Department Estimates – GIS Data

The following is a list of urban and rural centers, industrial areas and resort areas of the County by district.

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Table 14-5. Urban, Rural, Industrial & Resort Areas by District

District	Urban and Rural Center	Industrial Areas	Resort Areas
Puna	Keaau Pahoa Kurtistown Mt. View Hawaiian Paradise Park Orchidland Estates Volcano	Keaau Keaau-Gateway Center (I-C) Pahoa Panaewa Hawaiian Paradise Park (I-C)	
S. Hilo	Hilo Papaikou Pepeekeo-Kulaimano Honomu	Hilo Hilo Iron Works (I-C) Waiakea Houselots (I-C) Papaikou Pepeekeo	Waiakea Peninsula-Reeds Bay (Intermediate) Keaukaha (Minor) Wainaku (Minor)
N. Hilo	Laupahoehoe-Papaaloa Ookala	Laupahoehoe-Papaaloa Ookala	
Hamakua	Honokaa Paauilo	Haina Honokaa Paauilo	
N. Kohala	Hawi Halaula Kapaa Kahua (Kohala Ranch) Niulii	Halaula Hawi	Mahukona (Minor)
S. Kohala	Kawaihae Puako Lalamilo Waikoloa Village Waimea	Kawaihae Waikoloa Village Waimea Waikoloa Mauka	Anaehoomalu (Major) Kaunaoa Bay-Hapuna Bay (Major) Pauoa Bay-Honokaope Bay (Major)
N. Kona	Keahole to Kailua Kailua-Keauhou Holualoa Mauka Kainaliu-Honalo	Kailua Kona Industrial Subdivision and adjacent area (I-C) Honokohau (I-C) Kainaliu-Honalo Keahole Kaloko	Kailua (Major) Keauhou-Kahaluu (Major) Kaupulehu-Kukio (Major)
S. Kona	Captain Cook Kealakekua	Kealakekua-Captain Cook	Keekee-Kalukalu (Retreat)
Ka'u	Naalehu Pahala Waiohinu Ocean View	Honuapo Naalehu Pahala Ocean View	Ninole-Punaluu (Minor)

Note: I-C refers to Industrial-Commercial

Zone of Mix

The concept of "zone of mix" shall be incorporated in the Zoning Code for the purpose of achieving a housing mix as well as to permit the more efficient development of residential lands that have topographic and/or drainage problems. Although the zone of mix allows a mixture of housing types within an area, the density shall not exceed that which is designated for the area. In an area that allows a zone of mix, a certain percentage of the density will be allocated for multiple residential and the remainder will be single-family residential units.

The clustering of housing in the zone of mix concept may be a means of minimizing grading, preserving the natural appearance of topography, and making optimum use of the terrain for residential structures and recreational and open spaces.

Mixed Use Zones

The revision to the Zoning Code, completed in 1996, incorporated the concept of mixed use zones to allow compatible commercial uses to mix with light industrial uses, and the mixing of residential and commercial uses. Mixed use light industrial and commercial zones may include, but are not limited to, wholesale, retail, office uses and personal and business services. Mixed use zones are appropriate in areas of economic transition, such as light industrial areas that are in demand as sites for commercial uses, and older residential areas needed as sites for more intensive development.

Through the careful analysis and examination of past and present situations, the following goals, policies, and standards are set forth to physically plan the lands in the County in the best interest of the island's residents.

14.1.2 Goals

- (a) Designate and allocate land uses in appropriate proportions and mix and in keeping with the social, cultural, and physical environments of the County.
- (b) Protect and encourage the intensive and extensive utilization of the County's important agricultural lands.
- (c) Protect and preserve forest, water, natural and scientific reserves and open areas.

14.1.3 Policies

- (a) Zone urban- types of uses in areas with ease of access to community services and employment centers and with adequate public utilities and facilities.
- (b) Promote and encourage the rehabilitation and use of urban areas that are serviced by basic community facilities and utilities.
- (c) Allocate appropriate requested zoning in accordance with the existing or projected needs of neighborhood, community, region and County.

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- (d) Conduct a review and re-evaluation of the real property tax structure to assure compatibility with land use goals and policies.
- (e) Incorporate innovations such as the "zone of mix" and "mixed use zones" into the Zoning Code.
- (f) Encourage the development and maintenance of communities meeting the needs of its residents in balance with the physical and social environment.
- (g) Establish a program of continuing review of the Zoning Code in light of emerging new industries and technologies and incorporate revisions to land use regulations as necessary.
- (h) Develop community development or regional plans for all of the districts or combinations of districts in cooperation with community residents and periodically review and amend these documents as necessary or as mandated.
- (i) Ensure that condominium property regimes (CPR) comply with the requirements of the Zoning Code, Subdivision Control Code and other applicable rules and regulations.
- (j) Encourage urban development within existing zoned areas already served by basic infrastructure, or close to such areas, instead of scattered development.

14.1.4 Standards

- (a) The designated land uses will be delineated on the General Plan Land Use Pattern Allocation Guide Map. The broad-brush boundaries indicated are graphic expressions of the General Plan policies, particularly those relating to land uses. They are long-range guides to general location and will be subject to: a) existing zoning; and b) State Land Use District. Similarly, the acreages allocated represent alternatives for the various levels of economic activity and supporting functions, such as resort, residential, commercial and industrial activities. Land required for community and governmental services and programs as well as new towns and resort centers may be accommodated within the allocated acreages.
- (b) Zoning requests shall be reviewed with respect to General Plan designation, district goals, regional plans, State Land Use District, compatibility with adjacent zoned uses, availability of public services and utilities, access, and public need.
- (c) Zoning may be recommended on an incremental basis depending upon construction schedule, development of supporting services and facilities, and other pertinent factors bearing upon the performance of the petitioner.
- (d) The establishment of urban-types of zoning may include additional acreages to account for acreages utilized for public benefit, such as historic sites, public access and parks.

14.2 AGRICULTURE

14.2.1 Introduction and Analysis

In the County, approximately 1,184,599 acres or 46 per cent of the total land area is situated within the State Land Use Agricultural district. Included in the district are lands with a high capacity or potential for agricultural use as well as those with very low potential for productive agricultural activity.

Commercial agriculture in Hawaii County was once dominated by sugar and ranching. With the demise of sugar in the mid-1990s and reduced production volumes within the ranching industry since the mid-1980s, independent farmers producing a wide variety of commodities have played an increasing role in the continued growth of the agriculture industry. At the same time, trends also indicate increasing efficiencies of operations resulting in overall reductions in land requirements.

Large corporations and mid-size and small entrepreneurs have led the way in examining alternative uses for former sugar land. Papaya, macadamia nuts, guava, exotic tropical fruits, forestry and ginger are some of the commodities that have been given a boost by the research and marketing efforts undertaken.

While additional opportunities to develop new commodities may arise, the realization of these opportunities requires the cooperative effort of the large corporations, entrepreneurs, the small independent farmers and government. Large corporations can assist in the supply of land, water, marketing, and capital; the entrepreneurs and small independent farmer can supply the human resources of imagination, determination and hard work; and government can provide an environment that supports their efforts.

In addition to the agricultural land uses relating to the growing of the products, agricultural land uses also include those relating to the packing, processing and manufacturing of the products, that may be more industrial in character, but are nevertheless agricultural. The agricultural industry may also need a variety of such industrial type uses that are dependent upon the specific processing requirements of the product.

In light of the changes faced by commercial agriculture, the land use regulatory system must be examined to determine the adjustments required to allow the agricultural industry to make the change. In agriculturally designated areas, both the State and County have established goals, objectives and policies that reflect a desire to promote agricultural activities as well as preserve and protect agricultural land.

The County and State governments continue to explore possible changes to their respective land use regulatory system in response to the continuous changes occurring within the State's socio-economic climate. As agriculture's contribution to the State's economy since the days of sugar has declined, there has been a concurrent rise by tour-

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ism as the State's major source of income. The demise of the sugar industry on this island has resulted in thousands of acres of land being removed from productive agricultural use. At the same time, growth in the island's population has contributed towards increasing and costs.

Agricultural land values have risen beyond their value for agricultural purposes. The high cost of agricultural land reflects non-agricultural uses and values rather than the value that may be attributed to land if it were used as a resource for food and fiber production. Although there are many legitimate reasons for allowing zoning and use conversions of agricultural land, the increasing land values is one of the major problems that needs to be addressed to facilitate the expansion of agriculture.

One of the key factors in adjusting to the changing socio-economic conditions is the restructuring of our land use regulatory system to distinguish between important agricultural land and other agricultural land. These distinctions should be made in the evaluative criteria for considering zone changes, permitted uses, minimum lot size requirements, and subdivision development standards.

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.

It should be emphasized that commercial agricultural operations will not be discouraged from or penalized for utilizing lands considered "marginal." Many commodities including macadamia nuts, papaya, anthuriums and orchids are now produced on such lands. To protect these existing agricultural operations from urban encroachment, a buffer area, or uses that are compatible with agricultural operations should be considered before allowing any type of rural or urban development into the area.

Macadamia nuts, cattle, flowers and nursery products, papayas, vegetables and melons and coffee all have the potential for continued growth. Although the prospects for agriculture are encouraging, there are problems that need to be overcome before the potential can be realized. These problems include, but are not necessarily limited to: land cost, cost/availability of water, cost/availability of transportation, cost of labor, marketing, developing and maintaining quality standards, and disease and pest control.

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, Hamakua and North Kona.

The following goals and policies are intended to address some of the land related problems of agriculture and are to be consistent with and supportive of the overall land use element.

14.2.2 Goals

- (a) Identify, protect and maintain important agriculture lands on the island of Hawaii.
- (b) Preserve the agricultural character of the island.
- (c) Preserve and enhance opportunities for the expansion of Hawaii's Agricultural Industry.

14.2.3 Policies

- (a) Implement new approaches to preserve important agricultural land.
- (b) Assist in the development of basic resources such as water, roads, transportation and distribution facilities for the agricultural industry.
- (c) Assist other State agencies, such as the University of Hawaii, College of Tropical Agriculture and Human Resources, University of Hawaii at Hilo, College of Agriculture, Forestry and Natural Resources Management, Department of Business, Economic Development and Tourism, Office of Planning, Department of Land and Natural Resources and Department of Agriculture, on programs that aid agriculture.
- (d) Agricultural land may be used as one form of open space or as green belt.
- (e) Coordinate and encourage efforts to solve the problems of the agricultural industry in the County of Hawaii.
- (f) In order to minimize the potential conflicts between agricultural and non-agricultural uses, standards and guidelines for the establishment of well defined buffer areas as part of new, non-agricultural developments that are located adjacent to important agricultural lands shall be developed.
- (g) Land zoned for use in the Rural District shall be expanded, where appropriate.
- (h) Develop subdivision standards that make a distinction between agricultural and urban land uses.
- (i) Designate, protect and maintain important agricultural lands from urban encroachment.
- (j) Ensure that development of important agricultural land be primarily for agricultural use.

§14.2.4: Districts

- (k) Support the development of private and State agricultural parks to make agricultural land available for agricultural activities.
- (l) Assist in the development of agriculture.
- (m) Assist in the development of water for agricultural purposes.
- (n) Investigate possibilities to prevent non-agricultural uses that could interfere with potential or existing agricultural activities on important agricultural lands.
- (o) Support efforts to provide tax relief and other incentives to enhance competitive capabilities of commercial farms and ranches, thereby insuring long-term preservation, enhancement, and expansion of viable agricultural lands.
- (p) Ensure that condominium property regimes (CPR) on agricultural-designated lands comply with the requirements of the Zoning Code and other applicable laws, rules and regulations.
- (q) Farm labor housing projects shall be developed in a manner that minimizes the use of important agricultural lands and is consistent with the character of surrounding land uses.
- (r) Encourage, where appropriate, the establishment of visitor-related uses and facilities that directly promote the agriculture industry.
- (s) Important agricultural lands shall not be rezoned to parcels too small to support economically viable farming units.
- (t) Discourage speculative residential development on agricultural lands.
- (u) Encourage other compatible economic uses that complement existing agricultural and pastoral activities.

14.2.4 Districts

The analysis that follows concentrates on agricultural land use and focuses on the relationship of the districts to the County as a whole.

14.2.4.1 PUNA

14.2.4.1.1 Profile

The major agricultural businesses in Puna include macadamia nuts, flowers, foliage, papaya, bananas, tropical fruits and vegetable production. The Puna district is the major papaya growing region in the State. In the past, the papaya industry has been faced with challenges from fruit flies and the Papaya Ringspot Virus. Today, the industry is thriving due to the development of several methods of quarantine treatment and the development of a genetically engineered disease resistant variety. The papaya industry is continuing its efforts to find an acceptable alternative to ethylene dibromide (EDB) fumigation to control fruit flies.

§14.2.4.2: SOUTH HILO

There is a fairly sizable planting of macadamia nuts on the Hilo side of Keaau. Additional plantings may be anticipated as the market dictates. Other future agricultural uses projected include expansion of papaya, bananas, cacao and tree farms, coffee and kava (awa).

Vegetables and a variety of fruits are also grown in the Puna District. Some of the more exotic types of fruits being grown include lychee, rambutan, cherimoya, starfruit, sapodilla, mangosteen, jackfruit, guava, breadfruit and atemoya.

Flowers, chiefly anthuriums and orchids, are grown throughout the district. The major flower cultivation areas are Mt. View, Pahoa, Kapoho and Volcano. Numerous truck farms are located in the Volcano area. Major crops are lettuce, temperate range flowers and cabbage.

The Puna district also has the potential for agricultural processing and manufacturing opportunities utilizing the geothermal resources of the area. These direct use applications of the geothermal resources need to be located within effective proximity of the resource itself and may require the need for new forms of land use management and control.

The State has made lands available for agriculture at the 60-lot Pahoa Agricultural Park, that covers an area of approximately 600 acres. The agricultural park is fully occupied with no lots available for lease.

There are approximately 198,747 acres zoned for agricultural use in Puna.

14.2.4.1.2 Course of Action

(a) Assist in the further development of agriculture.

14.2.4.2 SOUTH HILO

14.2.4.2.1 Profile

Sugar was once the principal crop grown in South Hilo until the closing of Hilo Coast Processing Company in 1984. A diversified agricultural industry has since emerged to make productive use of the former sugar cane lands. The flower, foliage and nursery industry is the leading diversified agriculture industry in the state. The South Hilo district is well-known for the cultivation of flowers and nursery products. Anthuriums, orchids, and landscaping plants are just some of the many types of foliage being grown within the district.

Because of proximity to the marketing area of Hilo, numerous commodities such as vegetables, ginger root and flowers are grown in South Hilo.

§14.2.4.3: NORTH HILO/HAMAKUA

Farms in rural South Hilo are located along major transportation routes. Within the city limits, agricultural uses are found in the Panaewa farm lots, upper Kaumana and Waiakea Uka areas.

There are approximately 73,750 acres of land zoned for agricultural use in South Hilo.

14.2.4.2.2 Courses of Action

- (a) Encourage buffer zones or compatible uses between agricultural and urban/residential areas.
- (b) Support the University of Hawaii at Hilo and Hawaii Community College aid in their development of programs that assist agriculture.

14.2.4.3 NORTH HILO/HAMAKUA

14.2.4.3.1 Profile

Sugar cultivation once dominated the agricultural scene in both districts until the closing of the Hamakua Sugar Company in 1994. The Hamakua Sugar Company once cultivated approximately 35,000 acres in sugar in the North Hilo and Hamakua districts. These vacant sugar lands are slowly being cultivated in various crops. A mainland company has recently initiated plantings of eucalyptus on Kamehameha Schools land along the Hamakua coast in its effort to establish a 15,000-acre eucalyptus plantation. A 1981 study to identify the best potential forest lands within the County identified 80,000 acres, mainly located along the Hamakua coast between the 1,000- and 3,000-foot elevations.

Within both districts there are small truck farms that raise vegetables, fruits, flowers, and macadamia nuts. Taro is also raised within Waipio Valley.

Ranching has now expanded from the upper elevations to the ocean.

There are approximately 227,177 acres zoned for agricultural use in the North Hilo and Hamakua districts.

14.2.4.3.2 Course of Action

- (a) Encourage large landowners to make agricultural lands available for agriculture.

14.2.4.4 NORTH KOHALA

14.2.4.4.1 Profile

Ranching, macadamia nut production, and nursery production are the principal agricultural activities currently operating in North Kohala. Some lands in this district are being converted to large lot rural-residential subdivisions.

§14.2.4.5: SOUTH KOHALA

There are 67,977 acres of agriculturally zoned lands in the district. Over 14,000 acres within this district were previously serviced by agricultural infrastructure. This includes the Kohala Ditch irrigation system, that remains viable and could provide opportunities to more intensively utilize these lands for agricultural purposes.

The agricultural lands of North Kohala also create much of the feeling of open space that is so important to the area. A number of legislative resolutions have supported the protection of viewplanes and open space from the main highway to the sea, most recently Senate Concurrent Resolution No. 146.

14.2.4.4.2 Courses of Action

- (a) Encourage the maintenance and more intensive utilization of the Kohala Ditch irrigation system for agricultural production.
- (b) Support the development of private and State agricultural parks as a means of making agricultural land available for commercial agricultural activities.
- (c) In reviewing Special Permit applications, rezonings, and other land use changes in the Agricultural District, great care should be given to preserve existing viewplanes to and along the coastline.

14.2.4.5 SOUTH KOHALA**14.2.4.5.1 Profile**

South Kohala's Waimea region contains the most extensive truck farming area in the County. Vegetables such as celery, daikon (turnip), carrots, lettuce, cabbage, broccoli, tomatoes and bell peppers, and fruits such as strawberries are grown for both local and export markets. Certain flowers and foliage are also grown in this region.

Most of the lands in South Kohala are used for cattle ranching. Parker Ranch is the largest ranch in the area and owns most of the grazing lands.

There are approximately 119,813 acres zoned for agriculture in the district. Although land in the Waimea area is considered some of the most productive in the County, there is a need to develop a more reliable agricultural water system to more fully utilize this potential. With the growth in the district spurred by tourism, urban pressures are increasingly competing for basic resources required by agriculture, namely land, labor, and water.

14.2.4.5.2 Courses of Action

- (a) Protect important agricultural lands from urban encroachment.
- (b) Encourage buffer zones or compatible uses between important agricultural land and adjacent uses of land.

14.2.4.6 NORTH AND SOUTH KONA

14.2.4.6.1 Profile

Coffee, macadamia nut, avocado and ranching are the major agricultural endeavors in Kona. Other commodities grown in Kona include tropical fruits, beans, cucumbers, tomatoes, flowers, foliage and nursery plants.

There are 280,937 acres of land within the State Land Use Agricultural designation in this district. Approximately 279,466 acres are zoned for agricultural uses by the County.

Although the climate of Kona is favorable for agriculture, soils and topography present some limitations, especially for mechanized farming. This has been one of the problems faced by the coffee industry.

Another factor inhibiting agricultural activity in the district is the price of land. There is a substantial disparity between the agricultural use value and market value of land in Kona. In addition, the land ownership pattern in agriculturally suitable areas, is characterized by a few large land holders, and requires favorable lease arrangements that are not always available. The same urbanization pressures faced in the South Kohala district are also present in Kona.

Keahole Agricultural Park, located mauka of Kona International Airport at Keahole, is comprised of 179 acres subdivided into 34 lots. Few lots are available for lease.

14.2.4.6.2 Courses of Action

- (a) Protect important agricultural lands within the Kona Coffee Belt from urban encroachment through the use of zoning and other mechanisms.
- (b) Encourage the University of Hawaii at Hilo to accelerate research on agricultural, aquaculture and forestry products that are or could be of economic value to Kona.
- (c) Encourage buffer zones or compatible uses between important agricultural land and adjacent uses of land.

14.2.4.7 KA'U

14.2.4.7.1 Profile

Macadamia nuts are the major crop grown within the Ka'u District. Sugar, which once dominated the agricultural industry within the district, saw its end with the closing of the Ka'u Sugar Company in 1996.

Other crops, such as bananas, avocados, tomatoes, and carnations are cultivated on a limited scale. Other production includes vegetables, coffee, and hardwoods. Ranch-

ing operations are also found throughout the district. A private initiative has been undertaken to plant approximately 5,000 acres of eucalyptus trees.

There are approximately 252,843 acres of agriculturally zoned land in the district. Over 70 per cent of this total area is not being utilized for agricultural purposes. The lack of an adequate water supply is one of the major limitations to further agricultural development in the district.

14.2.4.7.2 Course of Action

- (a) Encourage and support the expansion of agriculture, including forestry and the macadamia nut industry.

14.3 COMMERCIAL DEVELOPMENT

14.3.1 Introduction and Analysis

Commercial development is basically comprised of businesses in the retail trade and service categories. Commercial areas are generally located in concentrated areas where goods and services may be conveniently sold. Examples are shopping centers, central business districts, and community and neighborhood business areas.

The extent of commercial development is influenced by the number of both resident and transient populations and their incomes, mobility and lifestyles. This land use is also affected by the availability and costs of transportation, internal and external competition, and other factors.

According to the U.S. Census Bureau, the County’s commercial establishments continue to increase in both number of establishments and value of sales. In 1992, there were 1,012 retail and 974 service establishments within the County, an increase of 37 per cent and 87 per cent respectively, over the number of establishments in 1982. Total sales of \$1,700,000,000 were generated by commercial establishments in 1992, an increase of 186 per cent since 1982. Latest figures for 1997 show a 4 per cent decline in the number of retail establishments from 1992 and a 36 per cent increase in the number of service establishments during the same period.

There are two distinct markets for commercial development on the island: the resident and the visitor markets. Adequate planning for commercial establishments in both markets is equally important.

Commercial activity in the County is characterized by the existence of the large urban centers in Hilo and around Kailua-Kona, several smaller centers and many rural neighborhood shopping areas. Hilo and Kailua-Kona serve as the major commercial centers with secondary centers located in Honokaa, Keaau, Waimea, Kealahou, and Naalehu.

§14.3.2: Goals

Recent trends reflect commercial development outside of Hilo's older commercial core and a more decentralized pattern. This decentralization is reflective of the growing markets outside of the immediate environs of Downtown Hilo and the general trend toward multi-centered urban areas. Similarly, commercial development within Kailua-Kona is extending mauka and north of its traditional commercial areas along Alii Drive and Palani Road. Lands mauka of the Queen Kaahumanu Highway have recently been the focus of commercial development with the arrival of Wal Mart, K-Mart, Safeway, Borders Bookstores, Liberty House and other retail operations.

Some of the problems of many of the existing commercial developments are the poor or dilapidated conditions of the older facilities and the inadequacy of vehicular and pedestrian systems. Pedestrian and vehicular circulation patterns are not continuous in all cases making repeated on and off street movements necessary. Such movements serve to congest the streets providing access to these commercial areas and create congestion problems for the entire area. Strip development of commercial facilities has occurred and commercial zoned lands have not always been utilized for their intended purpose.

Following an examination and analysis of present and past situations concerning commercial development, the following goals, policies, and standards have been set forth.

14.3.2 Goals

- (a) Provide for commercial developments that maximize convenience to users.
- (b) Provide commercial developments that complement the overall pattern of transportation and land usage within the island's regions, communities, and neighborhoods.

14.3.3 Policies

- (a) Urban renewal, rehabilitation, and/or redevelopment programs shall be undertaken in cooperation with communities, businesses and governmental agencies.
- (b) Commercial facilities shall be developed in areas adequately served by necessary services, such as water, utilities, sewers, and transportation systems. Should such services not be available, the development of more intensive uses should be in concert with a localized program of public and private capital improvements to meet the expected increased needs.
- (c) Distribution of commercial areas shall meet the demands of neighborhood, community and regional needs.
- (d) Existing strip development shall be converted to more appropriate uses when and where it is feasible.
- (e) Encourage the concentration of commercial uses within and surrounding a central core area.

- (f) The development of commercial facilities should be designed to fit into the locale with minimal intrusion while providing the desired services. Appropriate infrastructure and design concerns shall be incorporated into the review of such developments.
- (g) Applicable ordinances shall be reviewed and amended as necessary to include considerations for urban design, aesthetic quality and the protection of amenities in adjacent areas through landscaping, open space and buffer areas.
- (h) Require developers to provide basic infrastructure necessary for development.
- (i) Encourage commercial areas to develop on an axis perpendicular to the highway.

14.3.4 Standards

There are three basic types of shopping centers:

(a) Neighborhood Centers

- Provide: Convenience goods, e.g., foods, drugs, and personal services.
- Major Shops: Supermarket and/or drug store.
- Number of Shops: 5 to 15.
- Acreage: 5 to 10 acres.
- Approximate Market: 3,000 people.

(b) Community Centers

- Provide: Convenience goods, plus "soft line" items, such as clothing, and "hard line" items, such as hardware and small appliances.
- Major Shops: Variety or junior department store.
- Number of Shops: 20 to 40.
- Acreage: 10 to 30 acres.
- Approximate Market: 15,000 people.

(c) Regional Centers

- Provide: Full range of merchandise and services.
- Major Shops: Full size department store.
- Number of Shops: 40.
- Approximate Market: 50,000 people.

14.3.5 Districts

The following analysis of commercial development by districts is intended to bring into focus the relationship of each district to the County as a whole.

§14.3.5.1: PUNA

14.3.5.1 PUNA

14.3.5.1.1 Profile

Commercial activity in the Puna district primarily consists of small rural enterprises that serve the surrounding rural-residential and agricultural communities.

Commercial activity is mainly located in the communities of Keaau and Pahoa, with lesser activity in Orchidland Estates, Mountain View, Kurtistown, and Glenwood.

The communities of Keaau and Pahoa are the commercial centers of the district. The extent of commercial development consists of a shopping center in Keaau and grocery and general merchandise stores, service stations, and miscellaneous retail shops and services. The majority of these retail enterprises primarily serve the immediate surrounding communities.

W. H. Shipman, Ltd. is currently seeking to rezone approximately 32 acres of land in Keaau from an Agricultural to an Industrial-Commercial Mixed Use district. The project site is located adjacent to the Shipman Business Park and mauka of the Volcano Highway-Keaau Bypass intersection. W.H. Shipman plans to initially develop a shopping center with up to 118,000 square feet of retail floor area on approximately 16 acres located within the northern half of the 32-acre project area. The balance of the project area is proposed to be developed as a mixed use commercial/light industrial area with approximately 100,000 to 125,000 square feet of floor area. Completion of this project is anticipated in 2008.

Population is scattered throughout the district and the remainder of the commercial activity is minimal. Proximity to Hilo limits the demand for commercial activities as Hilo is, to a great extent, the major shopping area for the residents of Puna.

14.3.5.1.2 Courses of Action

- (a) Centralization of commercial activities in Pahoa Town, rather than along the Pahoa By-Pass, to serve the residents of Lower Puna shall be encouraged.
- (b) Expanded commercial services to meet the needs of population growth in the Puna district shall be encouraged in Keaau.
- (c) Rehabilitation of existing commercial development in appropriate locations shall be encouraged.
- (d) Appropriately zoned lands shall be allocated as the need arises.
- (e) Allow the establishment of small neighborhood commercial areas within existing non-conforming, residential-agricultural (rural) subdivisions.

14.3.5.2 SOUTH HILO

14.3.5.2.1 Profile

One of the island's two major commercial centers is located in South Hilo. Hilo contains a downtown business district, several shopping center complexes, and neighborhood commercial facilities. The rural communities, primarily plantation settlements located along the coastal areas have limited commercial facilities.

Commercial activity in Hilo is undergoing rapid change. Most of the recent commercial development serving the East Hawaii region has been concentrated in the Waiakea District and includes the Prince Kuhio Plaza and Waiakea Shopping Center complexes. Other shopping areas include the Hilo Shopping Center, the Kaiko'o Mall and surrounding office developments, and the Downtown Hilo central business district. Downtown Hilo generally lacks adequate parking facilities and efficient traffic circulation. The physical condition of many buildings within Downtown Hilo is also poor, although there have been recent efforts to rehabilitate many of the buildings in the area. Some of these efforts include the rehabilitation of the Palace Theater, Kress Building, S. Hata Building and the Toyama Building. Another effort to revitalize Downtown Hilo is seen in the establishment of the Kalakaua Park Heritage Corridor, that is part of the larger Hawaiian Heritage Corridor Program that seeks to preserve historic sites and buildings along transportation corridors. As detailed within the Downtown Hilo Redevelopment Plan, development of the Kalakaua Park Heritage Area would preserve and rehabilitate public and private structures of historical or architectural significance, reinforce the area's past and future function and image as an important civic area, and serve as an activity center for attracting both residents and tourists. Without continuing efforts for renewal, rehabilitation, and/or redevelopment, the downtown business district may further lose its competitive position.

In addition, neighborhood shopping areas are located throughout the city. The largest of these are supermarket-variety store complexes in the Waiakea Homesteads area. These neighborhood shopping complexes, including KTA Super Stores and Sack-n-Save supermarkets, are located near one of the busiest intersections in the city and is part of the High Density Urban core of Hilo.

Multiple ownership of contiguous properties has created problems which make orderly development in any one area difficult. Incompatible land uses also create an undesirable climate for commercial development.

Expansion of the University of Hawaii facilities and community will induce a need for commercial services in proximity to the campus. Under the University land use category, support commercial uses are permitted.

§14.3.5.3: NORTH HILO

14.3.5.2.2 Courses of Action

- (a) Continue to pursue the rehabilitation, renewal, and redevelopment of downtown Hilo. Continual improvement of other existing commercial areas must also be assured.
- (b) Assistance to small businesses in obtaining loans and management education classes and manpower training programs shall be encouraged.
- (c) Controls that discourage speculation shall be established.
- (d) Appropriately located commercial zoned lands shall be allocated as the need arises.
- (e) Commercial zoned lands in proximity to the University of Hawaii at Hilo shall be allocated as the need arises.

14.3.5.3 NORTH HILO

14.3.5.3.1 Profile

Commercial development is limited in the North Hilo district. There are several small rural communities in the district that are primarily plantation settlements. Miscellaneous stores and services are found in Ninole, Papaaloo, Laupahoehoe, and Ookala. The majority of the commercial services are located in Laupahoehoe.

As the facilities in North Hilo provide limited services, Hilo serves as the major shopping area for the residents of the district.

Population in the district has been declining over the past thirty years, thus limiting the market for expansion of existing commercial facilities.

14.3.5.3.2 Courses of Action

- (a) Centralization of commercial activities in the Laupahoehoe-Papaaloo area shall be encouraged.
- (b) Appropriately zoned lands shall be allocated as the need arises.
- (c) Do not allow strip or spot commercial development on the highway outside of the primary commercial area.

14.3.5.4 HAMAKUA

14.3.5.4.1 Profile

The town of Honokaa provides commercial and government services for the Hamakua district. Honokaa was once the second largest community on the island for several decades and has a high school, government offices, and numerous stores and services.

§14.3.5.5: NORTH KOHALA

The smaller communities of Kukuihaele and Paauilo have limited commercial facilities.

Although some renovations and new commercial buildings have occurred in Honoka'a, many of the structures housing commercial activities are generally still in poor or dilapidated condition and lack adequate parking facilities.

14.3.5.4.2 Courses of Action

- (a) Centralization of commercial activities in the Honokaa area shall be encouraged. Urban renewal of the area should be undertaken.
- (b) Suitable commercially zoned lands shall be provided as the need arises.
- (c) Encourage commercial activities within Honokaa town to promote and enhance the history and culture of the paniolo and former sugar plantation.

14.3.5.5 NORTH KOHALA**14.3.5.5.1 Profile**

Commercial activity in the North Kohala district is located to a limited degree in the village of Halaula with Kapaau and Hawi serving as the main commercial centers. The village of Waimea in the South Kohala district also serves the commercial needs of the residents of this district.

14.3.5.5.2 Courses of Action

- (a) The development of a commercial core within the towns of Hawi or Kapaau shall be encouraged.
- (b) Continual improvement of commercial facilities shall be undertaken.
- (c) Develop and encourage the use of special design districts in Hawi and Kapaau that include guidelines to preserve, protect and enhance the rural and historic qualities of the commercial areas.
- (d) Do not allow strip or spot commercial development on the highway outside of the designated urban areas.

14.3.5.6 SOUTH KOHALA**14.3.5.6.1 Profile**

Commercial activity in the South Kohala district is centered in the Waimea, and Kawaihae, and Waikoloa Village areas. The Kawaihae area contains a few miscellaneous commercial facilities surrounding the Kawaihae port.

The Waimea area contains a number of commercial facilities and professional services. The major facility is the Waimea Shopping Center. This shopping complex in-

§14.3.5.7: NORTH KONA

cludes a supermarket, various retail stores, restaurants, a bank, and other services. Parker Ranch Shopping Center, once the major shopping complex in the district, is currently undergoing renovation as part of a larger plan by the Richard Smart Foundation Trust to expand the commercial area of Waimea. In 1992, commercial lands within Waimea Town were increased by approximately 104 acres as part of the implementation of the Richard Smart Foundation Trust's Parker 2020 Master Plan that detailed the future growth of residential, commercial and industrial development in Waimea over the course of 35 years.

Transportation facilities within the district include Kawaihae Harbor, Waimea-Kohala airport, and major highway systems. These transportation facilities provides a vital link between the growing resort areas along the coast, the transport of goods from Kawaihae Harbor and the commercial area within Waimea.

The visitor industry is the major economic force in the district. The Mauna Kea, Mauna Lani and Waikoloa Beach Resorts, located in the coastal region, have established the South Kohala District as one of the world's premiere resort destinations. These complexes contain their own ancillary commercial areas. The King's Shops, located on 9.5 acres within the Waikoloa Beach Resort, currently hosts 40 tenants offering a range of specialty retail shops, restaurants and services to both visitors and local residents.

14.3.5.6.2 Courses of Action

- (a) The establishment of Waimea as a regional commercial center for northern Hawaii shall be encouraged.
- (b) Establish controls to insure orderly development and minimize speculation of commercially zoned lands.
- (c) Continue the concentration of commercial uses in Waimea, Kawaihae, Waikoloa Village, and in the resort areas. Do not allow strip or spot commercial development on highways outside of these primary commercial areas.

14.3.5.7 NORTH KONA

14.3.5.7.1 Profile

Commercial activity in the North Kona district is located in Kailua-Kona, in the Keauhou Resort area, and in several mauka rural communities along the Mamalahoa Highway.

Increased commercial activity in Kailua has paralleled the growth of the tourist industry in the area and resident population growth. Commercial facilities, consisting of office and shopping complexes, professional and financial service buildings, retail shops, and restaurants, are located on Alii Drive and Kuakini Highway, mainly between Palani and Hualalai Roads. Kailua-Kona provides services for both residents as

§14.3.5.8: SOUTH KONA

well as visitors. Vehicular and pedestrian systems within Kailua village are poor and there is a lack of adequate parking facilities. The increase in commercial development within Kailua-Kona has extended beyond its traditional commercial area on the makai side of Queen Kaahumanu Highway and along Palani Road. Major retailers including Wal-Mart, K-Mart, Safeway and Borders Bookstore have begun to occupy lands on the mauka side of Queen Kaahumanu Highway, expanding the commercial core of Kailua-Kona. Approximately 315 acres located on the mauka side of Queen Kaahumanu Highway and situated north of Palani Road was zoned for Commercial uses in the mid 1990s. This area, known as Makalapua Center, is currently home to K-Mart and Liberty House and a new 10-plex movie theater currently under construction.

The Keauhou Shopping Center is located at the south end of Ali'i Drive along Kamehameha III Road and provides both residents and visitors with range of retail establishments and services such as a supermarket, drug store, restaurants and real estate offices.

14.3.5.7.2 Courses of Action

- (a) Controls to prevent speculative practices on commercially zoned lands may be established.
- (b) Implementation of programs to correct existing deficiencies shall be undertaken.
- (c) Appropriately zoned lands shall be provided as the need arises.

14.3.5.8 SOUTH KONA**14.3.5.8.1 Profile**

Commercial activity in the South Kona district is located in several village areas along the Mamalahoa Highway in the mauka area and are geared primarily towards the needs of residents.

Population is distributed along the Mamalahoa Highway or dispersed on the slopes in agricultural or rural-residential communities.

Due to the sloping terrain and many non-conforming commercial uses, commercial strip development has occurred along the Mamalahoa Highway, though the commercial activity is focused in the Kealakekua-Captain Cook area. Commercial services in the area include financial and professional services, a supermarket, specialty shops and stores, hotel and restaurants and service stations.

14.3.5.8.2 Courses of Action

- (a) Centralize commercial activities in existing town centers.
- (b) Appropriately zoned lands shall be provided as the need arises.

§14.3.5.9: KA'U

- (c) Allow the development of small-scale visitor-oriented commercial facilities along Ke Ala O Keawe Road (City of Refuge Road) leading to Pu'uhonua O Honaunau National Historic Park.

14.3.5.9 KA'U

14.3.5.9.1 Profile

Commercial activities in the Ka'u district are concentrated in the communities of Pahala, Naalehu, and Waiohinu and the area of the Hawaii Volcanoes National Park.

Pahala was built around a former sugar mill, once the major employer of the area, and contains a high school and hospital that serve the district. Commercial facilities, consisting mainly of convenience goods and services, are located in this community.

Naalehu contains a greater variety of commercial facilities. Government facilities in the community include educational facilities for elementary and intermediate students and a police facility serving the district. Commercial development includes a small shopping center complex.

Waiohinu lies a few miles southwest of Naalehu. The major commercial facility here is a 14-unit hotel with a few small commercial establishments within the community.

There are various commercial establishments, including general stores, restaurants, service station, laundromat and offices in Ocean View along both sides of Highway 19.

The Hawaii Volcanoes National Park in the Ka'u district contains commercial facilities connected with the Volcano House hotel complex and the Kilauea Military Camp.

14.3.5.9.2 Courses of Action

- (a) Centralization of commercial activity in the communities of Pahala, Naalehu and Ocean View and the area of the Volcanoes National Park shall be encouraged.
- (b) Do not allow strip or spot commercial development on the highway outside of the designated urban areas.

14.4 INDUSTRIAL

14.4.1 Introduction and Analysis

Industrial development includes manufacturing and processing, wholesaling, large storage and transportation facilities, power plants, and government baseyards.

There are two distinct types of industrial development. One sector is service-oriented and is affected by population and the level of activity of other business activities. The

§14.4.1: Introduction and Analysis

other sector, basic industries, is mostly influenced by outside markets. The location of industrial developments is important for many reasons. In the case of service types of industrial development (non-basic), areas designated for industrial uses must be close enough to population and/or commercial areas for efficiencies but still distant enough to avoid traffic problems. Some industrial districts consist of enterprises and facilities that are not necessarily compatible with commercial areas. Businesses included in this district are generally more noxious than those in general commercial areas. Industrial developments in many communities are located adjacent to these areas and could result in environmental problems such as noise, air and water pollution.

Basic industrial activity is usually found close to raw products or other key resources. Both kinds of industries are affected by the availability of transportation facilities. Other factors equally important are the availability of public utilities, the cost of land, and internal and external circulation.

A portion of the County's industrial activity is related to agriculture. These agricultural industrial activities include the processing of coffee, macadamia nuts, meat products, tropical fruits, vegetables, and timber. The processing of these export products is expected to expand.

Recently, there have been new endeavors in alternate energy and aquaculture activities at Keahole in the North Kona district and geothermal- related development in the district of Puna. Both of these developments are utilizing resources not previously tapped creating the possible need for new forms of land use management and control.

Service-oriented industries, such as wholesaling, government facilities, printing, and bakeries, are located close to population centers. The majority of such facilities are located within the South Hilo district. North Kona, with its growing population, has also seen the number of its service industries increase quite rapidly.

There are approximately 6,000 acres of industrially zoned lands in the County. Many of these Industrial-zoned lands are used for manufacturing, manufacturing services, and wholesaling. There are other lands zoned for agricultural, commercial, and other uses that are used for industrial purposes. The existence of non-conforming uses which are incompatible with industry creates an undesirable land use pattern. In fact, the physical appearance of many of the island's industrial areas needs improvement.

There are three industrial zoning districts within the Zoning Code: General Industrial (MG); Limited Industrial (ML); and Industrial – Commercial Mixed District (MCX). The MG district applies to areas for uses that are generally considered to be offensive and noxious. These noxious heavy industrial uses must be separated from residential and other incompatible uses in the zoning process. The ML district applies to areas for business and industrial uses that are generally in support of, but not necessarily compatible with those permissible activities and uses in other commercial districts.

§14.4.2: Goals

The MCX district allows a mix of some industrial uses with commercial uses. The following areas are identified for industrial – commercial mixed uses: Keaau (Gateway Center); Hawaiian Paradise Park; Hilo Iron Works; Waiakea Houselots; Kona Industrial Subdivision and the adjacent area to the north; and Honokohau (south of the existing Kaloko Industrial Subdivision).

The following goals, policies and standards are set forth to guide the development of industrial areas in the best interest of the County and its residents. The residents must be made aware of the circumstances resulting from industrial development. Citizen participation, awareness, and most of all, citizen understanding are vital in the development of industrial areas, as in all phases of the planning process.

14.4.2 Goals

- (a) Designate and allocate industrial areas in appropriate proportions and in keeping with the social, cultural, and physical environments of the County.
- (b) Promote and encourage the rehabilitation of industrial areas that are serviced by basic community facilities and utilities.

14.4.3 Policies

- (a) Support the creation of industrial parks in appropriate locations as an alternative to strip development.
- (b) Achieve a broader diversification of local industries by providing opportunities for new industries and strengthening existing industries.
- (c) Locate industrial areas convenient to transportation facilities, and provide a variety of industrial zoned districts and lot sizes, depending on the needs of the industries and the communities.
- (d) Improve the aesthetic quality of industrial sites and protect amenities of adjacent areas by requiring landscaping, open spaces, buffer zones, and design guidelines.
- (e) Industrial development shall be located in areas adequately served by transportation, utilities, and other essential infrastructure.
- (f) Provide flexibility within the Zoning Code to accommodate emerging new industries.
- (g) Industrial-commercial mixed use districts shall be provided in appropriate locations.
- (h) Require developers to provide basic infrastructure necessary for development.

14.4.4 Standards

- (a) Industrial development shall maintain or improve the quality of the present environment.

- (b) Industrial activities may be located close to raw materials or key resources.
- (c) Topography of industrial land shall be reasonably level.
- (d) Industrial development shall be conveniently located to its labor resource.
- (e) Buffer zones shall be established between industrial and adjacent incompatible uses of land.
- (f) The direction of wind patterns and the absence of tradewinds shall be considered in the siting of industrial areas.

14.4.5 Districts

The following is an analysis by district with reference to industrial development. The brief analysis of each district is intended to bring into focus the relationship of the district to the County as a whole.

14.4.5.1 PUNA

14.4.5.1.1 Profile

There are approximately 490 acres of industrial zoned lands in the Puna District.

The 488-acre W.H. Shipman Industrial Park is located near the Puna-South Hilo District boundary. It is being developed as another major industrial center for East Hawaii. Industrial uses in the area range from warehousing to construction yards. W.H. Shipman Ltd. also has plans for additional mixed use industrial-commercial zoned lands in close proximity to the industrial park.

The Puna District includes various agricultural industrial activities including the Mauna Loa Macadamia Nut Corporation's processing facility, flower packaging, and papaya processing and packaging. Other industrial activities in the area include cinder and rock quarrying and certain cottage industries.

The Puna Geothermal Venture power plant began operation in 1993. It currently produces 30 megawatts of energy from the use of geothermal steam.

The Puna geothermal resource subzone is identified on the General Plan Land Use Pattern Allocation Guide map. Activities associated by the use of the geothermal by-products may be established within and/or in close proximity to the geothermal resource subzone.

14.4.5.1.2 Courses of Action

- (a) Identify sites suitable for future industrial activities as the need arises.
- (b) Industrial-commercial mixed use districts may be provided in appropriate locations.

§14.4.5.2: SOUTH HILO

- (c) Service oriented Limited Industrial and/or Industrial-Commercial uses may be permitted in Pahoa although the area is not currently identified in the LUPAG map.

14.4.5.2 SOUTH HILO

14.4.5.2.1 Profile

The South Hilo district has approximately 2,185 acres of industrial zoned lands. With almost 36 per cent of the island's Industrial-zoned lands, South Hilo is the major industrial center on the island. The principal industrial areas are the Kanoiehua area, Hilo Harbor, and the Hilo International Airport area.

Industrial development in Hilo is primarily due to its available transportation facilities, the harbor and airport, and its concentration of population.

There are also industries involved with the processing and packaging of locally grown products. Papaya grown in Puna is inspected, fumigated, and packaged in Hilo. Major processors of livestock products are located in South Hilo.

Other industrial activities include quarrying, garment manufacturing, storage, wholesaling facilities and numerous other population service-oriented activities.

Besides transportation facilities, major advantages of Hilo include the availability of labor, a full range of community facilities and the availability of utilities and land. Industrial activities in both service and non-service categories are expected to expand in Hilo.

14.4.5.2.2 Courses of Action

- (a) Encourage the centralization of industrial activities in the Kanoiehua Industrial area. Noxious industries shall be located away from residential and related areas.
- (b) Identify sites suitable for future industrial activities as the need arises.
- (c) Encourage the State and the Department of Hawaiian Home Lands to develop industrial zoned lands in the Kanoiehua Industrial area and airport industrial area.
- (d) Allocate appropriately zoned lands.
- (e) Industrial-commercial mixed use districts may be provided at appropriate locations.

14.4.5.3 NORTH HILO

14.4.5.3.1 Profile

There are approximately 38 acres of industrial zoned lands within the North Hilo district. These industrial zoned lands were primarily used by the former sugar companies for the processing of sugar.

Limited industrial facilities such as warehousing are located in Laupahoehoe.

14.4.5.3.2 Courses of Action

- (a) Identify sites suitable for future industrial activities as the need arises.
- (b) Service oriented Limited Industrial and/or Industrial-Commercial uses may be permitted in the Laupahoehoe-Papaaloa area although the area is not currently identified on the LUPAG map.

14.4.5.4 HAMAKUA

14.4.5.4.1 Profile

There are approximately 15 acres of industrial lands within the Hamakua district. These industrial zoned lands were primarily used by the former sugar companies for the processing of sugar. The macadamia nut industry utilized some of these industrial zoned lands in the later years. The recent completion of a 60 megawatt co-generation power plant at Haina will encourage other manufacturing activities by providing thermal energy (waste heat) that could be utilized for drying of macadamia nuts or aquaculture activities.

There are some industrial developments in Hamakua, most of which are small family-operated operations. These industries include dairy operation, miscellaneous food processing, sawmills wood carving, and other service-oriented endeavors. The bulk of industrial activity is in the Honokaa-Haina area.

In terms of level topography, there is a limited amount of suitable lands for industrial use. The Zoning Code allows agriculture-related industrial facilities to be built in agricultural zoned districts. Further, Special Permits may also be secured within the State Land Use Agricultural District.

14.4.5.4.2 Courses of Action

- (a) Identify sites suitable for future industrial activity as the need arises.
- (b) Encourage the rehabilitation of existing service-oriented industrial areas.

14.4.5.5 NORTH KOHALA

14.4.5.5.1 Profile

Industrial activity in North Kohala consists of small agriculturally related services. There are approximately 59 acres of industrial zoned lands within the district.

14.4.5.5.2 Courses of Action

- (a) Identify sites suitable for future industrial activity as the need arises.
- (b) Service oriented Limited Industrial and/or Industrial-Commercial uses may be permitted in the Hawi area although the area is not currently identified on the LUPAG map.

14.4.5.6 SOUTH KOHALA

14.4.5.6.1 Profile

There are 291 acres of industrial zoned lands within the South Kohala district.

There are two areas where most of the industrial activity in South Kohala takes place: Waimea and Kawaihae Harbor. Many of the industrial activities in Waimea are linked with agriculture and include a vacuum cooling plant, the preserving of vegetables, warehousing, and dairy operation. These industrial activities, however, are scattered throughout the Waimea area.

The Kawaihae Harbor is a port facility for West Hawaii. Industrial use of the area consists of storage facilities.

Several service-oriented industrial activities are located in this district. Among these activities are government baseyards, utility installations and development of specialized equipment for the astronomy facilities. Several quarrying operations were established within the district. The West Hawaii Concrete quarry and processing facility is located in mauka Waikoloa. The General Plan Land Use Pattern Allocation Guide map designates this facility and lands in the immediate area for industrial and its related uses.

14.4.5.6.2 Courses of Action

- (a) Encourage the development of a regional industrial park at Kawaihae and central-ize limited industrial activities in Waimea.
- (b) Industrial development should be in harmony with surrounding uses and the environment.
- (c) Identify sites suitable for future industrial activities as the need arises.

14.4.5.7 NORTH KONA

14.4.5.7.1 Profile

There are 2,909 acres of industrial zoned lands in the North Kona district.

Most of Kona's industrial development is service oriented and located in the northern portion of the North Kona district from Kailua to the Kona International Airport at Keahole. The Kona Industrial Subdivision in Kailua-Kona has transformed into a mixed use industrial-commercial area over the years. Newer industrial areas, including the Kaloko Industrial subdivision, are being developed to the north of Kailua-Kona. The industrial activities within these newer areas include warehousing, lumber storage yards, auto body shops, wholesaling and other service oriented activities.

The energy and aquaculture activities at the Natural Energy Laboratory of Hawaii at Keahole have become major employment generators in the district. Though located in industrial zoned districts, these alternate energy and aquaculture activities are not the traditional uses usually found in industrial areas.

Major factors to be considered for the existing industrial areas and other new developments are their visual effects on motorists and passengers using Queen Kaahumanu Highway and the views from the residential areas above.

14.4.5.7.2 Courses of Action

- (a) Identify sites suitable for future industrial activities.
- (b) Additional industrial acreage should be provided at the Kona International Airport at Keahole for support facilities for the airport.
- (c) Industrial development should be in harmony with surrounding uses and the environment.
- (d) Industrial-commercial mixed use districts may be provided in appropriate locations.
- (e) Service oriented Limited Industrial and/or Industrial-Commercial uses may be permitted in the Kainaliu-Honalo area although the area is not currently identified on the LUPAG map.

14.4.5.8 SOUTH KONA

14.4.5.8.1 Profile

There are no Industrial zoned lands in the South Kona district.

The major industrial export activity is coffee and macadamia nut milling and roasting. Other activities include slaughterhouses, fish packing and processing and ancillary ag-

§14.4.5.9: KA'U

ricultural services. Many of these industrial activities are located on Agricultural-zoned lands and approved through the issuance of Special Permits.

Other service related industrial uses such as warehousing, garages and auto body shops are located in pockets along the Mamalahoa Highway. Because of its topographic condition, however, level land necessary for development is limited in the mauka areas.

14.4.5.8.2 Courses of Action

- (a) Identify sites suitable for future industrial activities as the need arises.
- (b) Service oriented Limited Industrial and/or Industrial Commercial uses may be permitted in the Kealakekua-Captain Cook area although the area is not currently identified on the LUPAG map.

14.4.5.9 KA'U

14.4.5.9.1 Profile

There are approximately 52 acres of industrial zoned lands in the Ka'u district.

Aside from the macadamia nut industry, there are no other dominant industrial activity within the Ka'u district. There are miscellaneous activities, such as County and State baseyards, public utilities stations, and fish processing. The distance from port facilities in Hilo creates somewhat of a problem for the movement of goods to and from this district. Approximately 13 acres of Industrial zoned lands that accommodate a gas utility, telecommunications, auto repair and soil remediation facilities are located in Naalehu.

C. Brewer and Co., Ltd. is considering development plans for the former Pahala Sugar Mill site. Preliminary plans identify the former mill site as the industrial service center of Pahala, providing agricultural processing and light industrial uses. Uses being contemplated include wood milling, lumber storage, research facilities, food processing, and other limited industrial uses. These plans would require the increase of Industrial-zoned lands surrounding the former Pahala Mill site from its current 33.6 acres to 81.5 acres.

14.4.5.9.2 Courses of Action

- (a) Identify sites suitable for future industrial activities as the need arises.
- (b) Service oriented Limited Industrial and/or Industrial-Commercial uses may be permitted in the Naalehu area although the area is not currently identified on the LUPAG map.

14.5 MULTIPLE RESIDENTIAL

14.5.1 Introduction and Analysis

The multiple residential district is part of the County's overall land use structure and provides for residential structures containing two or more dwelling units.

Multiple residential living is becoming a way of life for many people. This type of housing is preferred by those who prefer not to own a single-family residence, who find it financially difficult to own a single-family residence, and those with changing employment, among other reasons. In practice, multiple residential developments use less land area per person, and locate in areas of concentrated economic and population activity where land is scarce and costly. This trend will continue in the future due to rapid urban growth, mobile populations and the rising costs of land and improvements.

In response to the increase in demand for multiple residential housing, numerous structures have been constructed, are being constructed, or are in the planning stages. However, as the market responds to this increased demand with the construction of multiple residence structures, land use planning and development standards will be essential in assuring that any development will comply with County ordinances, goals, policies, and standards.

Throughout the County, there are 3,065 acres of land zoned for multiple residential use. However, some these lands are also used for other purposes, such as single family dwellings.

Some of the problems associated with multiple residential developments include the increased volume of traffic that the higher density use generates; the incompatible uses in surrounding areas; the lack of infrastructure, namely sewers, water and adequate access; the existence of non-conforming uses within zoned areas; the lack of development in appropriately zoned areas; and the increasing costs of land and construction.

The resort areas are typically designed with large proportions of multiple family residential units sold as occasional visitor units. In Hawaii County, this pattern has manifested itself especially in the North Kona and South Kohala resort areas. These units are generally higher priced in comparison to the residentially oriented developments outside the vicinity of the resort plan.

The following goals, policies, and standards are the result of the examination and analysis of past and present situations.

14.5.2 Goals

- (a) To provide for multiple residential developments that maximize convenience for its occupants.
- (b) To provide for suitable living environments that accommodate the physical, social and economic needs of the island residents.
- (c) To enhance the overall quality of life in our residential communities.

14.5.3 Policies

- (a) Appropriately zoned lands shall be allocated as the demand for multiple residential dwellings increases. These areas shall be allocated with respect to places of employment, shopping facilities, educational, recreational and cultural facilities, and public facilities and utilities.
- (b) Incorporate reasonable flexibility in applicable codes and ordinances to achieve a diversity of socio-economic housing mix.
- (c) Encourage flexibility in the design of residential sites, buildings and related facilities to achieve a diversity of socio-economic housing mix and innovative means of meeting the market requirements.
- (d) The rehabilitation and/or utilization of multiple residential areas shall be encouraged.
- (e) To assure the use of multiple residential zoned areas and to curb speculation and resale of undeveloped lots only, the County may impose incremental and conditional zoning, which shall be based on performance requirements.
- (f) Applicable codes and ordinances shall be reviewed and amended as necessary to include consideration for urban design, and aesthetic quality through landscaping, open space, and buffer areas.
- (g) Support the rezoning of those multiple residentially zoned lands that are used for other purposes to a more appropriate zoning designation.
- (h) Require developers to provide basic infrastructure necessary for development.

14.5.4 Standards

- (a) Areas shall be located in such a manner that traffic generated by high density development will not be required to travel through areas of lesser density en route to principal community facilities.
- (b) Areas shall be protected from incompatible uses by transition zones.
- (c) Provide adequate access to arterial streets, shopping facilities, schools, employment centers, and other services.
- (d) Development shall not be permitted in natural hazard areas unless proper on-site improvements are provided.

- (e) Development shall be located in areas where public utilities can be economically provided at a level adequate to meet the demand for the concentrated service.
- (f) Recreational area and/or facilities shall be considered in multiple residential development.

14.5.5 Districts

The following is an analysis by district of multiple residential development. It is intended to bring into focus the relationship of the district to the County as a whole.

14.5.5.1 PUNA

14.5.5.1.1 Profile

The Puna district has approximately four acres zoned for multiple residential use. The predominant form of housing in the district is single family development. However, due to the forecasted population growth, the demand for multiple residential development may increase.

14.5.5.1.2 Course of Action

- (a) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.5.5.2 SOUTH HILO

14.5.5.2.1 Profile

Throughout the district, there are 380 acres zoned for multiple residential use.

In addition to the areas specifically zoned for multiple residential use, areas zoned for resort and commercial zones also allow multiple residential development.

Many of the zoned areas lack the basic infrastructure to support the higher density use. Examples of this include the absence of a sewer system in the apartment zoned area below the University of Hawaii at Hilo and the inadequate roadway system within the Puueo and Kapiolani-Ululani Streets area.

14.5.5.2.2 Courses of Action

- (a) Re-evaluation of existing zoned areas and re-allocation of lands in appropriate locations shall be undertaken.
- (b) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.5.5.3 NORTH HILO

14.5.5.3.1 Profile

The North Hilo district has no area zoned for multiple residential use although existing commercial zoned areas permit the higher density residential use.

14.5.5.3.2 Course of Action

- (a) Appropriately zoned lands shall be allocated should the need arise.

14.5.5.4 HAMAKUA

14.5.5.4.1 Profile

The Hamakua District has approximately four acres zoned for multiple residential development.

14.5.5.4.2 Course of Action

- (a) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.5.5.5 NORTH KOHALA

14.5.5.5.1 Profile

The North Kohala district has approximately 43 acres zoned for multiple residential development. With people living in this district but working in the South Kohala resort area, there may be some activity in multiple residential development.

14.5.5.5.2 Course of Action

- (a) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.5.5.6 SOUTH KOHALA

14.5.5.6.1 Profile

The South Kohala district has about 1,507 acres of multi-residential land with the vast majority located in the resort areas.

Although activity in the construction of these types of units is currently limited, the district is projected to increase in population and visitor activity that will generate an increased demand for multiple residential development. The revised Parker Ranch 2020 project proposes the rezoning of 37.66 acres to multiple family residential.

§14.5.5.7: NORTH AND SOUTH KONA

14.5.5.6.2 Courses of Action

- (a) Basic infrastructure shall be provided to those areas zoned for higher density use.
- (b) Appropriately zoned lands shall be allocated as the need arises.

14.5.5.7 NORTH AND SOUTH KONA**14.5.5.7.1 Profile**

The Kona district has approximately 1,026 acres zoned for multiple residential use in addition to commercial zoned areas that permit higher density residential development.

Some of the areas zoned for high density residential use lack the basic infrastructure such as sewer, water and adequate roadway systems that limit development for the intended use.

14.5.5.7.2 Courses of Action

- (a) Re-evaluation of existing zoned areas and re-allocation of lands in appropriate locations shall be undertaken.
- (b) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.5.5.8 KA'U**14.5.5.8.1 Profile**

There are 101 acres zoned for multiple residential use within the district. This zoned acreage is located in Pahala and at Punalu'u.

The Ka'u district is expected to experience further activity in multiple residential construction.

14.5.5.8.2 Course of Action

- (a) Appropriately zoned lands shall be allocated as the need for multiple residential development increases.

14.6 SINGLE-FAMILY RESIDENTIAL

14.6.1 Introduction and Analysis

As part of the overall land use structure of the County, the single-family residential district provides areas for low-density residential uses. The location of single-family residential lands is important in that they should be in close proximity to centers of employment, shopping and other conveniences, and have the basic improvements and amenities necessary for development.

As has been the case in the past, uncontrolled single-family residential development will place a burden on the County and its residents. Before the Subdivision and Comprehensive Zoning Codes were adopted in 1966 and 1967-68 respectively, thousands of non-conforming residentially-sized lots were created in isolated areas without the basic infrastructure and amenities for development. These lots were then sold with no prospect of improvements to these facilities.

Housing in Hawaii County has traditionally been characterized by single-family residential units. Residential units of this sort account for 80.5 per cent of the total housing inventory of the island. In 1997, the County of Hawaii had an estimated 43,979 single-family residential units. With the anticipated increase in population and the replacement of substandard units, more residential units will be needed. Rehabilitation, renewal or redevelopment will be required in many of the older single-family residential neighborhoods.

The County has approximately 20,189 acres zoned for single-family residential use at varying densities. Several areas, however, are occupied by incompatible non-conforming uses, undevelopable because of topographic conditions, their location in hazardous areas, or without the basic improvements necessary for development.

The prices of these single-family residential zoned lands differ substantially depending on location. For example, single-family residential zoned lands along beachfronts are usually more expensive than the mauka residential zoned areas. The cost of acquiring and/or constructing a home remains cost prohibitive for many residents. One of the avenues that have been adopted to alleviate this problem is the construction of ohana dwellings.

The 1981 session of the Legislature of the State of Hawaii had recognized that the spiraling cost of housing, the limitations of land for housing, and the failure of wages to keep pace with inflation, had contributed to the inability of many families to purchase homes. Thus, the ohana dwelling provisions of Act 229, 1981 Session Laws of Hawaii (SLH), and the subsequent amendment to the Zoning Code allows the construction of a second dwelling on lots where one dwelling is already permitted. However, this is only provided after the county determines that adequate facilities exist and provided

that there are no deed restrictions prohibiting the construction of a second dwelling. This substantially alters the concept of a "single family residential zone." The net effect of these laws has been to increase the density of neighborhoods without overt rezoning actions.

Through careful examination and analysis of the present situation, the following goals, policies, and standards are set forth to guide the orderly development of single-family residential areas in the interest of the residents of the County.

14.6.2 Goals

- (a) To maximize choices of single-family residential lots and/or housing for residents of the County.
- (b) To ensure compatible uses within and adjacent to single-family residential zoned areas.
- (c) To rehabilitate and/or rebuild deteriorating single-family residential areas.
- (d) To provide single-family residential areas conveniently located to public and private services, shopping, other community activities and convenient access to employment centers that takes natural beauty into consideration.
- (e) To enhance the overall quality of life in our residential communities.

14.6.3 Policies

- (a) To assure the orderly use of single-family residential zoned areas and to curb speculation and resale of undeveloped lots, the County may impose incremental and conditional zoning, which would be based on performance requirements. This is to assure that a certain percentage of buildings will be constructed.
- (b) Encourage innovative uses of land with respect to geologic and topographic conditions through the use of residential cluster and planned unit developments.
- (c) Encourage and coordinate with the State in providing fee simple and leasehold single-family residential lots to the residents through State and/or County Housing Programs.
- (d) Incorporate reasonable flexibility in codes and ordinances to achieve a diversity of socio-economic housing mix and to permit aesthetic balance between single-family residential structures and open spaces.
- (e) Re-evaluate existing undeveloped single-family residential zoned areas and reallocate zoned lands in appropriate locations.
- (f) Designate and allocate single-family residential zoned lands at varying densities for future use in accordance with the needs of the communities and the stated goals, policies, and standards.

§14.6.4: Standards

- (g) Rural-style residential-agricultural developments, such as new small scale rural communities or extensions of existing rural communities, shall be encouraged in appropriate locations.
- (h) Review and amend land use ordinances and codes to include considerations for rural-style residential subdivisions in appropriate locations. Standards and criteria for the establishment of these areas shall be developed.
- (i) Require developers to provide basic infrastructure necessary for development.

14.6.4 Standards

- (a) There shall be a transitional area between single-family residential areas and incompatible uses.
- (b) Major traffic routes shall not be located through single-family residential areas.
- (c) Areas shall have basic improvements and amenities necessary for immediate use.

14.6.5 Districts

The following is an analysis by district in reference to single-family residential development. The brief analysis is intended to bring into focus the relationship of the district to the County as a whole.

14.6.5.1 PUNA

14.6.5.1.1 Profile

The Puna district has approximately 2,677 acres zoned for single-family residential use.

The district has thousands of non-conforming residential-sized lots that lack the basic infrastructure necessary for development and/or are held in speculation. Nevertheless, construction of single-family dwellings within these non-conforming subdivisions has increased. The district is a bedroom community to the Hilo area.

14.6.5.1.2 Courses of Action

- (a) Work with community groups to explore possible avenues for financing infrastructural improvements within the non-conforming subdivisions.
- (b) Encourage and aid the agricultural industry in continuing to provide employee housing.
- (c) Improve and develop roadways, water and sewerage systems, and other basic facilities necessary to encourage development of lands suitable for residential use.

14.6.5.2 SOUTH HILO

14.6.5.2.1 Profile

The South Hilo district has approximately 8,374 acres of single-family residential zoned lands. Many of the undeveloped areas lack the basic improvements necessary for development, are held in speculation, or are committed to other uses. Drainage and flooding problems exist in many of the areas zoned for residential use.

In addition to private developers, government has played an important role in single-family residential housing. Previously, the State has made available hundreds of housing units in Hilo for low and moderate income families.

14.6.5.2.2 Course of Action

- (a) Improve substandard residential roadways through the County's Capital Improvement Program or by Improvement District.

14.6.5.3 NORTH HILO

14.6.5.3.1 Profile

The North Hilo district has approximately 391 acres zoned for single-family residential use. Some of this area is undeveloped because of unfavorable topographic conditions and the lack of basic infrastructure necessary for development. Single-family residential zoned lands are also located adjacent to former sugar processing plants.

14.6.5.3.2 Courses of Action

- (a) Encourage more innovative types of housing developments, such as cluster and planned unit developments.
- (b) Urban areas shall continue to be Ninole and Ookala as well as the Laupahoehoe-Papaaloa area.

14.6.5.4 HAMAKUA

14.6.5.4.1 Profile

The former plantations that were in operation in the area have heavily influenced the settlement pattern of the Hamakua district. The sugar plantations in the area were the primary employers in the Hamakua district. However, as Hawaii neared the end of the millennium, the plantations also approached the end of their era. Slowly, plantations began to close until the Hamakua Sugar Company finally ceased operations in 1994. After the closing of the plantation and the cessation of its housing programs for its employees, The Office of Housing and Community Development coordinated the use of federal funds to subdivide the Hamakua Sugar Plantation camps into individual house lots. Assistance towards obtaining title to the newly created house lots was provided

§14.6.5.5: NORTH KOHALA

to those employees who participated in the final harvest. Furthermore, Office of Housing and Community Development (OHCD) established a program that provided grants to those qualified owners of plantation homes to conduct emergency repairs to their homes. Other programs included the design of the Ookala and Paauilo water distribution system, training for six newly formed community associations, and the closing of existing gang cesspools and sewage lagoons.

The Hamakua district has 631 acres allocated for single-family residential use. Some residential zoned lands are located adjacent to the former sugar processing plant and certain areas have drainage problems. With the anticipated level of growth in population and economic activity, the current number of single family residential zoned land should be sufficient. However, the County shall allocate more land in this zone should the need arise.

14.6.5.4.2 Course of Action

- (a) Designate lands for single family use as the need arises.

14.6.5.5 NORTH KOHALA

14.6.5.5.1 Profile

The North Kohala district has approximately 652 acres allocated for single-family residential use. Many of the undeveloped residential zoned areas are unsuitable for residential development because of unfavorable topographic conditions. Strip residential development also exists along the roadways.

14.6.5.5.2 Course of Action

- (a) Aid and encourage major landowners to make available residential lands in the area for employee housing and the private market.

14.6.5.6 SOUTH KOHALA

14.6.5.6.1 Profile

The district has approximately 3,382 acres of single family residential zoned lands, primarily located in the Waimea area and in Waikoloa Village. Several areas already zoned for single-family residential use are not being developed because of the lack of basic improvements or the lack of a market.

14.6.5.6.2 Course of Action

- (a) Encourage the development of appropriately located and serviced State-owned, Hawaiian Home Lands and privately-held lands for houselots.

14.6.5.7 NORTH AND SOUTH KONA

14.6.5.7.1 Profile

The North and South Kona districts have approximately 3,301 acres zoned for single-family residential use. Some of the undeveloped residential lands are unsuitable for development due to unfavorable topographic conditions. Inadequate roadways and the lack of basic facilities are two principle reasons for residential zoned lands not being developed.

Because of topographic conditions, there are drainage and flooding problems in certain residential areas. Incompatible non-conforming uses exist within residential zoned areas and there are also residential areas located adjacent to industrial zoned lands.

14.6.5.7.2 Courses of Action

- (a) Encourage the development of appropriately located and serviced privately-held and State-owned lands for houselots.
- (b) Improve and develop roadways, water and sewerage systems, and other basic facilities necessary to encourage development of lands suitable for residential use.
- (c) Encourage the concentration of residential structures to avoid strip residential development.
- (d) Encourage the use of more innovative types of housing development, such as zones of mix and cluster and planned unit developments.

14.6.5.8 KA'U

14.6.5.8.1 Profile

The district of Ka'u has approximately 781 acres allocated for single-family residential use, primarily located in the towns of Naalehu, Pahala and at Punalu'u.

The sugar company actively pursued subdivisions to provide fee simple residential lands to their employees. These subdivisions were primarily provided for relocation purposes. Since many of the single-family residential zoned lands were held in plantation ownership, only a limited supply were available on the private market. Like Hamakua, many of the towns that were established in Ka'u were a direct result of the influence of the former sugar plantations that once existed in the region. Prior to its closing in 1996, Ka'u Agribusiness engaged in housing development with the State Housing and Community Development Corporation of Hawaii to construct housing for its employees. Over the years, this effort has increased fee ownership of homes from 42 per cent in 1970 to 94 per cent in 1997.

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The district also has non-conforming residential subdivisions lacking the basic improvements necessary for development.

14.6.5.8.2 Course of Action

- (a) Aid and encourage major landowners to make available residential lands in the area for employee housing and the private market.

14.7 RESORT

14.7.1 Introduction and Analysis

Resort developments are intended to satisfy the needs and desires of both visitors and residents. Such areas have basic amenities and attributes that support visitor accommodations and related facilities.

Most successful resort areas have a harmonious combination of certain characteristics, such as climate, scenery, and/or man-made facilities. In most instances, the natural factors have been the basis for the development of an area and the man-made facilities were designed to enhance the area. Buildings and landscaping are generally designed to enhance the site and area. In other cases, man-made features enhance what may be considered undistinguished physical features.

Generally, several factors in combination with one another contribute to the growth of a visitor industry in a given area. These factors include:

The amenities that an area has to offer including its beaches, scenic attractions, and recreational facilities and activities.

The community providing support for the industry.

Both the public and private sectors providing the needed infrastructure improvements (such as airports, water and sewer systems, and road improvements) and other support services.

The private sector developing a concentration of visitor accommodations in an area.

The participation of hotel operators with strong ties to national and international markets.

The successful promotion of an area as a destination and the participation in the promotional effort by airlines and travel agents.

The County has several natural advantages, including its climate, topography and scenic qualities that provide the setting desired for resort development. With proper plan-

§14.7.1: Introduction and Analysis

ning, resort development can have a positive impact on the island's social, economic and physical environment, and the visitor industry as well. A resort area should be large enough to provide a concentration of hotel and recreational facilities that will keep the visitor interested and entertained. It should not be so large, however, as to destroy either the sense of scale, intimacy and leisure associated with an area or the way of life on an island.

The visitor industry is generally regarded as the primary catalyst of economic and population growth throughout the State and particularly the Neighbor Islands. The visitor industry is the driving force of the economy for the State of Hawaii and contributes \$14.6 billion of economic activity, employs nearly 180,000 people, accounts for 28 per cent of statewide tax revenues, and contributes nearly 28 per cent of the Gross State Product. The total number of overnight visitors to the State has increased from 4.9 million in 1985 to 6.7 million in 1998. The number of visitor arrivals to Hawaii County increased from 760,000 in 1985 to 1.27 million in 1998. These statistics do not reflect visitor arrivals from cruise ships.

The total statewide westbound visitors in 1998 was 4.2 million. The Big Island accounted for 22.8 per cent of this figure with 961,400 westbound visitors. The majority of the westbound visitors originated from the United States with others from Canada, Europe and other countries.

The majority of eastbound visitors originated from Japan as well as Korea, China, and other Asian countries. The total statewide eastbound visitors was 2.5 million in 1998. The island of Hawaii accounted for 12.4 per cent of this figure with 309,000 eastbound visitors.

Accompanying this growth in visitor arrivals has been the development of additional visitor accommodations, particularly on the Neighbor Islands. Based on data from the Hawaii Visitors and Convention Bureau, the State's visitor room inventory increased 65,919 in 1985 to 71,480 in 1998. Hawaii County's visitor room inventory increased from 7,511 in 1985 to 9,655 in 1998. The visitor accommodation units include hotels, resort condominiums, apartment hotels, bed and breakfast operations, hostels, and individual vacation units. The bed and breakfast operation in the County, although not significant to the total visitor unit count, has been a fast-growing segment of the visitor industry.

In 1969, the County of Hawaii had 677 acres zoned for resort use. By 1985, the zoned acreage had increased to 793 acres. The total acreage zoned for resort use in 2000 was approximately 1,353 acres.

The County's existing primary resort centers are located along the coastal areas of Hilo in East Hawaii, and North Kona and South Kohala in West Hawaii. The majority of

§14.7.2: Goals

future resort developments are proposed in the North Kona and South Kohala districts.

Although resort development has traditionally been located in coastal areas, smaller-scale resort projects such as mountain and retreat resort complexes may be developed in the future. In recent years, niche tourism markets, such as eco-tourism and health and wellness tourism have established themselves throughout the island. Niche markets for these types of tourism have growth potential by promoting the abundance of natural, historical and cultural resources this island has to offer. While most of the larger resorts focus upon recreational opportunities offered by the island's coastal resources, these niche tourism markets also take advantage of other natural and cultural resources available from various locations throughout the County.

How and where future resort development occurs will depend to a large extent on the County. Although the County is faced with differences of opinion from its residents concerning resort development, the benefits that can be derived from resort development may be optimized and the adverse affects minimized. Developers and residents must be made aware of the circumstances resulting from resort development. Citizen participation, awareness, and most of all, understanding are vital in resort development, as in all phases of the planning process.

14.7.2 Goals

- (a) Maintain an orderly development of the visitor industry.
- (b) Provide for resort development that maximizes conveniences to its users and optimizes the benefits derived by the residents of the County.
- (c) Ensure that resort developments maintain the cultural and historic, social, economic, and physical environments of Hawaii and its people.

14.7.3 Policies

- (a) The County may impose incremental and conditional zoning that would be based on performance requirements.
- (b) Promote and encourage the rehabilitation and the optimum utilization of resort areas that are presently serviced by basic facilities and utilities.
- (c) Lands currently designated Resort should be utilized before new resorts are allowed in undeveloped coastal areas.
- (d) Zoning of resort areas shall be granted when the proposed development is consistent with and incorporates the stated goals, policies and standards of the General Plan.
- (e) Continue to seek funds from the State Capital Improvement Program to help develop visitor destination areas in accordance with the County's General Plan.

- (f) Designate and allocate future resort areas in appropriate proportions and in keeping with the social, economic, and physical environments of the County.
- (g) Evaluate resort areas and the areas surrounding existing resorts to insure that viable quality resorts are developed and that the surrounding area contributes to the quality, ambience and character of the existing resorts.
- (h) Encourage the visitor industry to provide resort facilities that offer an educational experience of Hawaii as well as recreational activities.
- (i) Coastal resort developments shall provide public access to and parking for beach and shoreline areas.
- (j) Re-evaluate existing undeveloped resort designated and/or zoned areas and reallocate these lands in appropriate locations.
- (k) Require developers to provide the basic infrastructure necessary for development.

14.7.4 Standards

The following established standards shall guide the development of resort areas.

(a) Major Resort Area

A major resort area is a self-contained resort destination area that provides basic and support facilities for the needs of the entire development. Such facilities shall include sewer, water, roads, employee housing and recreational facilities, etc. A major resort area is designated as a Resort node or part of a Resort node on the Land Use Pattern Allocation Guide Map.

- Maximum visitor units: 3,000 units.
- Resort acreage: 90 acres minimum.
- Active and passive recreation areas: 50 acres minimum.
- Either participate in an off-site housing program or a maximum of 640 acres for residential use when other zoned lands are not available in close proximity for support use.
- The required employee housing ratio and method of provision shall be determined by an analysis of housing needs of each district or relative area and with the adoption of the resort zoning; provided that the ratio shall not exceed one employee unit for every two visitor units built.

(b) Intermediate Resort Area

An intermediate resort area is a self-contained resort destination area that provides basic and support facilities for the needs of the entire development on a smaller scale than a major resort area. Such facilities shall include sewer, water, roads, employee housing and recreational facilities, etc.

- Maximum visitor units: 1,500 units.

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- Resort acreage: 45 acres minimum.
- Active and passive recreation area: 25 acres minimum.
- Either participate in an off-site housing program or a maximum of 320 acres for residential use when other zoned lands are not available in close proximity for support use.
- The required employee housing ratio and method of provision shall be determined by an analysis of housing needs of each district or relative area and with the adoption of the resort zoning; provided that the ratio shall not exceed one employee unit for every two visitor units built.

(c) Minor Resort

A minor resort area shall not exceed the density of an intermediate resort area.

- Maximum visitor units: 500 units.
- Provide active and passive recreation area commensurate with the scale of development.
- The required employee housing ratio and method of provision shall be determined by an analysis of housing needs of each district or relative area and with the adoption of the resort zoning; provided that the ratio shall not exceed one employee unit for every two visitor units built.

(d) Retreat Resort Area

A retreat resort area is generally an area that provides the user with rest, quiet and isolation for an environmental experience. It shall have sewer, water, roads, employee housing, and recreational facilities, etc.

- Maximum visitor units: 50 units.
- Resort acreage: 15 acres minimum.
- Provide active and passive recreation area commensurate with the scale of development.
- The required employee housing ratio and method of provision shall be determined by an analysis of housing needs of each district or relative area and with the adoption of the resort zoning; provided that the ratio shall not exceed one employee unit for every two visitor units built.

14.7.5 Districts

The following is an analysis by district in reference to resort development. The brief analysis of each district is intended to bring into focus the relationship of the district to the County as a whole.

14.7.5.1 PUNA

14.7.5.1.1 Profile

The visitor industry in the Puna district is primarily comprised of bed and breakfast visitor units. A drive-in restaurant currently occupies the district's only resort-zoned area of one acre located in Kaimu. The principal visitor attraction in the region is the Kalapana Extension of the Hawaii Volcanoes National Park.

Although resorts have been proposed previously in the Kaimu-Kalapana, Kapoho, Po-hoiki, and Opihikao areas, none of these have materialized. These areas are also subject to volcanic activities, subsidence, and tsunami inundation. These areas also lack most of the basic infrastructure improvements necessary for development.

14.7.5.1.2 Courses of Action

- (a) The development of visitor accommodations and any resort development in the district shall complement the character of the area.
- (b) Consider the development of small family or 'bed and breakfast' type visitor accommodations and small-scale retreat resort development.

14.7.5.2 SOUTH HILO

14.7.5.2.1 Profile

In the early 1970s, Hilo was envisioned as the gateway to the Island of Hawaii for overseas visitors. In anticipation of that status, the Hilo International Airport terminal was modernized and the runway modified for jumbo aircraft. The anticipated flow of overseas visitors, however, did not materialize.

Hilo continues to attract its share of visitors with approximately 30 per cent of the island's total visitor count. The Hilo area also accommodates a substantial number of business travelers as well as local travelers attending special events such as sporting events and hula competitions. The visitor industry in South Hilo will continue to service the transient visitors, business travelers, and local residents.

The visitor plant inventory indicates that in 1960 there were 376 hotel units, increasing to 1,247 in 1970 and 1,313 units in 1985. South Hilo's visitor accommodations have declined to 1,165 visitor units in 1998. The majority of Hilo's existing inventory of visitor units are located in the Waiakea Peninsula resort area.

The Hilo area has approximately 136 acres zoned for resort use.

14.7.5.2.2 Courses of Action

- (a) Re-evaluate areas currently zoned for resort use.

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- (b) Continue to improve roadways and sewer and water systems in all areas where high density resort uses are allowed.

14.7.5.3 NORTH HILO

14.7.5.3.1 Profile

Presently, the visitor industry plays no significant role in the area as areas of interest to visitors are limited. In the foreseeable future, resort development in the North Hilo district is unlikely.

14.7.5.3.2 Course of Action

- (a) Encourage the development of small-scale visitor related facilities near points of interest.

14.7.5.4 HAMAKUA

14.7.5.4.1 Profile

The visitor industry in South Kohala has provided employment opportunities for residents of the Hamakua area. Within the district, there is a small hotel located in Honoka'a that is primarily used by local businessmen, construction workers, and travelers. Bed and breakfast operations were also established in parts of the Hamakua district. As of December 2000, there were 42 acres of resort zoned lands in Hamakua. In early 2001, a 15-acre area at Kukuihaele was rezoned to a resort district for the development of a 40-unit retreat resort facility referred to as "The Trees at Kukuihaele." There are also no shoreline areas where resort complexes can be feasibly developed to any substantial degree. Nevertheless, the district does have some visitor attractions. Waipio Valley is a major visitor attraction. Its beauty lies in its naturalness and the general absence of man-made elements. Because access into the valley is poor along a steep and dangerous road, the valley itself is not a suitable location for visitor-oriented commercial facilities and accommodations. Honoka'a town offers a different visitor attraction with its main street setting of 1930's commercial buildings.

14.7.5.4.2 Courses of Action

- (a) Encourage the development of small family-operated hotels.
- (b) Consider small-scale retreat resort development.
- (c) Encourage resort development that enhances the natural beauty of the area.

14.7.5.5 NORTH KOHALA

14.7.5.5.1 Profile

The district of North Kohala provides overnight accommodations for local travelers. Chalon International, Inc., a major landowner in the North Kohala district, obtained rezoning of approximately 15 acres of land in 1993 for the development of a 200 to 240-unit lodge hotel at Mahukona. No activity towards the development of the lodge hotel has occurred to date.

In addition to being an agricultural community, there are those who live in this district and commute to work at the South Kohala resorts.

The district does have potential for resort development catering to visitors seeking quiet and rest. There are areas of historical significance and natural beauty in North Kohala.

14.7.5.5.2 Courses of Action

- (a) Encourage the development of small family type hotels and bed and breakfast establishments.
- (b) Consider small-scale retreat resort development that is consistent with the rural character and cultural lifestyle of the district.

14.7.5.6 SOUTH KOHALA

14.7.5.6.1 Profile

There are 360 acres zoned for resort use in South Kohala.

The South Kohala coast has developed into a major destination resort area for the island of Hawaii, as well as the State. The three major developers of the area are Mauna Kea Properties, Mauna Lani Resort, and Waikoloa Land Company. The major hotels within these developments are the Mauna Kea Beach Hotel, Hapuna Prince Hotel, Mauna Lani Bay Hotel and Bungalows, The Orchid at Mauna Lani, Hilton Waikoloa Village, and The Outrigger Waikoloan Beach Hotel. The number of hotel rooms within these three resort nodes totals over 3,250.

A limited number of visitor accommodations are also available in Waimea. Some visitor units are also available within the Waikoloa Village.

The South Kohala resorts greatly benefited from the direct flights to Kona International Airport at Keahole from Japan and the mainland United States. These direct flights significantly increased the number of visitors to the South Kohala resort destination areas. As a result of these direct flights and the potential for growth of future visitor accommodations, the visitor industry at the South Kohala coast should expand. The

§14.7.5.7: NORTH KONA

excellent climatic conditions of the area and its ease of access from the Kona International Airport at Keahole provide an optimistic future for the South Kohala coast's major resort destination area.

14.7.5.6.2 Course of Action

- (a) Adequate access, sewer and water systems, and other basic amenities shall be provided in all areas where higher density uses are allowed.

14.7.5.7 NORTH KONA

14.7.5.7.1 Profile

The district of North Kona has historically been the focus of resort activity on the Island of Hawaii. The initial development occurred in the Kailua-Kona area with a small number of visitor accommodations. Few of these hotels contained the full range of resort amenities. As the tourism industry expanded, the character of the Kailua-Kona area has changed. Today, visitor accommodations and facilities extend from the Keauhou-Kona Resort at the southern end of the North Kona district to the Hualalai Resort and Kona Village Resort at the northern end.

Keauhou-Kona Resort is master-planned and developed as a resort/residential community that offers the full range of resort amenities including golf courses, tennis facilities, shopping center and entertainment facilities. The recently refurbished Aston Keauhou Beach resort is part of the Keauhou-Kona Resort. There are two resort-zoned sites at Keauhou-Kona Resort, totaling 59 acres that have yet to be developed.

The Hualalai Resort and the Kaupulehu Development's Project District will be developed as another master-planned resort/residential community. The 243-room Four Seasons Hualalai opened in 1996. Other developments in the area include a championship golf course, condominium and single-family residential units, and other support amenities.

The visitor units in the North Kona district include over 2,180 hotel rooms and approximately 1,465 resort condominium units. Approximately 500 units are operated as timeshare units, including the 263-unit Kona Coast Resort at Keauhou-Kona Resort, the largest time share project. A number of bed and breakfast units have also been established.

There are 740 acres zoned resort in the North Kona District. However, not all of the acres zoned for resort are actually utilized for hotels. Multiple family residential uses and single family residential uses have been established on some of the resort zoned lands. According to the 1998 data from the Hawaii Visitors and Convention Center, the North Kona district has the largest inventory of visitor units on the island. The 4,399 units include a broad range of accommodations, ranging from hotels to bed and breakfast establishments. Some of the older hotels are in need of major refurbishment.

14.7.5.7.2 Courses of Action

- (a) Discourage strip resort development along Alii Drive.
- (b) Re-evaluate some areas currently zoned for resort use.
- (c) Improve and provide adequate roadways, sewer and water systems, and other basic amenities in all areas where higher density uses are allowed.

14.7.5.8 SOUTH KONA**14.7.5.8.1 Profile**

The South Kona district has limited visitor accommodations. There is one hotel with 64 units that is primarily used by local residents. Some bed and breakfast operations have also been established in recent years. An 80-unit private member's lodge is proposed on a 14-acre area within the Hokulia development project. The Land Use Pattern Allocation Guide map was amended in 1997 to reflect the resort use. This area was also rezoned to the resort district in 1997. There are no other resort zoned lands within the South Kona district.

14.7.5.8.2 Courses of Action

- (a) Developments shall blend in with the character of the area.
- (b) Encourage the development of small family-operated hotels or bed and breakfast accommodations.

14.7.5.9 KA'U**14.7.5.9.1 Profile**

Tourism activity in the Ka'u district has been limited to Punaluu and the Volcano areas. The Punaluu Resort, formerly known as SeaMountain, has 56 condominium units, tennis, golf and retreat conference facilities in need of repair. This resort generally caters to those wishing a relatively quiet and isolated vacation experience.

The 12-unit Shirakawa Motel in Waiohinu also serves local travelers. The 37-unit Volcano House within the Hawaii Volcanoes National Park caters largely to those wishing to explore the National Park. The hotel also manages cabins within the park. These are available to visitors who prefer a more "wilderness" experience. A number of bed and breakfast operations have been established within the district, particularly the Volcano area.

There are approximately 45 acres zoned resort in the district.

14.7.5.9.2 Courses of Action

- (a) The development of visitor accommodations and any resort development shall complement the character of the area.
- (b) Encourage the development of small family or "bed and breakfast" type visitor accommodations.

14.8 OPEN SPACE

14.8.1 Introduction and Analysis

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. It is the counterpart of development. Retained in its state of use, open space would maintain and/or enhance the conservation of needed or desired natural, scenic, or historical resources that might otherwise be permanently lost. It would also enhance the present or potential value of abutting or surrounding urban development.

Open space is used to maintain and/or provide forestry pursuits, water supply, fish and marine protection, wildlife and endemic plant preservation, recreational pursuits and visual and scenic amenities. Open space also demarcates potential natural hazard areas. Just as the use of open space is affected by development, so is the character and quality of development influenced by what is done with open space.

Three basic functions are served by open space. Positive human needs such as active and passive recreation amenities can be provided. The natural resource base such as air, water, soil and plants can be protected and enhanced. Economic development decisions, e.g. tourism, real estate values and development patterns, can be affected.

The planning of open space is an integral part of any comprehensive planning consideration. Other elements of the General Plan affect or are affected by this element. Together, these elements and their interrelationships form an overall picture of the County of Hawaii.

Open space on the island of Hawaii consists of lands zoned as Open by the County as well as those in the State Land Use Conservation District. 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.

Various categories of open space areas have been designated according to use or amenities. Restricted watershed areas are strictly regulated in order to protect the island's essential water resources. Some of these are in close proximity and easy accessibility to development and without protection could be contaminated. All watershed

areas are in forest reserves under the jurisdiction of the State Department of Land and Natural Resources.

Potential natural hazard areas are designated as open space for the welfare and safety of the public. These include areas that are highly susceptible to flooding, erosion, volcanic activity and tsunami inundation.

The following goals, policies, and standards are set forth to insure the protection and wise use of open space in the County of Hawaii.

14.8.2 Goals

- (a) Provide and protect open space for the social, environmental, and economic well-being of the County of Hawaii and its residents.
- (b) Protect designated natural areas.

14.8.3 Policies

- (a) Open space shall reflect and be in keeping with the goals, policies, and standards set forth in the other elements of the General Plan.
- (b) Open space in urban areas shall be established and provided through zoning and subdivision regulations.
- (c) Encourage the identification, evaluation, and designation of natural areas.
- (d) Zoning, subdivision and other applicable ordinances shall provide for and protect open space areas.
- (e) Amend the Zoning Code to create a category for lands that should be kept in a largely natural state, but that may not be in the Conservation District, such as certain important viewplanes, buffer areas, and very steep slopes.

14.8.4 Standards

Open Space designations shall include:

- (a) Forest Reserves
- (b) Water Areas
- (c) Potential Natural Hazard Areas
- (d) Natural Areas and Reserves
- (e) Open Space Recreation Areas
- (f) Scenic Vistas and Viewplanes
- (g) General Use Conservation Sub-zones with Compatible Uses
- (h) Scientific Areas, including Habitats of Endemic Species

14.9 PUBLIC LANDS

14.9.1 Introduction and Analysis

The utilization of land resources in Hawaii is greatly influenced by the policies and practices of a relatively small number of major landowners. Approximately 52 per cent of the total land area in the State of Hawaii is government-owned. Federal lands constitute 8 per cent of these government-owned lands while State lands, including those of the Department of Hawaiian Homes Lands, comprise the remaining 34 per cent. Of the 48 per cent in private ownership, approximately three-fourths are owned by approximately fifty large landowners.

The degree to which private and public lands can be put to their respective designated and zoned uses will determine the effectiveness of the General Plan. The historical pattern of land ownership in specific situations may adversely affect the realization of stated objectives and goals.

County-owned lands amount to less than 1 per cent of the total land area of the island. State owned lands account for 44 per cent of the County's 2.5 million acres, with district proportions ranging from a low of 17 per cent in South Kona to a high of 76 per cent in North Hilo. State lands include a variety of uses such as commercial, industrial, residential and resort uses and education and research in South Hilo to wilderness areas and mountain tops in Hamakua and Ka'u.

Federal lands in the County of Hawaii include the Hawaii Volcanoes National Park and the National Historic Parks at Pu'uukohola and Honaunau, both of which are established programs of the National Park Service of the U.S. Department of Interior. The National Park Service proposes to acquire additional lands for the expansion of the Hawaii Volcanoes, Puukohola and Puuhonua O Honaunau National Historic Parks at Kahuku, Kohanaiki, and Kiilae, respectively.

Public trust or ceded lands in Hawaii comprise approximately 1.8 million acres of property throughout the State, or 43 per cent of the State's total land area. These lands were "ceded", or transferred, to the United States by the Republic of Hawaii, under the 1898 annexation of Hawaii as a Territory of the United States and after the 1893 overthrow of the Hawaiian Kingdom. The Admissions Act of 1959 that granted Hawaii statehood, defined the State as trustee for 1.4 million acres of these ceded lands and defined five purposes for its use, including one for the betterment of conditions for native Hawaiians. The 1963 Ceded Lands Act allowed the transfer of title to the State of all but 300,000 acres of ceded lands that were excepted by the Federal government. In 1978, voters approved constitutional amendments to create the Office of Hawaiian Affairs and fund it with a share of the money derived from the use of ceded lands. In 1980, the Legislature defined the Office of Hawaiian Affairs' share of ceded land revenues at 20 per cent. The exact amount of ceded lands within the County is currently

unknown. Act 125 was adopted by the 2000 Legislature to facilitate the establishment of a comprehensive information system for inventorying and maintaining information about these ceded lands.

The use of publicly owned lands needs to be more judiciously administered. There is at present no master plan for the vast public lands; namely those that are designated Conservation, over which the County has virtually no administrative jurisdiction.

The County acquires land for public uses such as parks and rights-of-way. Presently there is no County agency whose function is to expedite land acquisitions. Various County departments are involved, depending on the nature of acquisition. There is also a need for an agency to keep abreast of and initiate various programs on public land.

The University of Hawaii, as a corporate body under the State Constitution, holds a unique position on land ownership unlike other State or County agencies that utilize public lands. The University, under the State Constitution, obtains in fee title the land granted it by Executive Order. The University can therefore subdivide, lease or sell its lands provided it is in the interest of public education.

14.9.2 Goals

- (a) Utilize publicly owned lands in the best public interest and to the maximum benefit for the greatest number of people.
- (b) Acquire lands for public use to implement policies and programs contained in the General Plan.

14.9.3 Policies

- (a) Encourage uses of public lands that will satisfy specific public needs, such as housing, recreation, open space and education.
- (b) Encourage the adoption of State programs for State lands consistent with the General Plan.
- (c) State and County Capital Improvement Programs should continue to be coordinated.
- (d) A sub-classification, University use, shall continue to be utilized, permitting the primary institutional and numerous supportive and accessory uses required for establishing and/or expanding a public university. Its designation shall continue to be shown on the Land Use Pattern Allocation Guide map.
- (e) Support the U.S. Department of Interior, National Park Service's expansion plans for the Hawaii Volcanoes, Puukohola and Puuhonua O Honaunau National Historic Parks.
- (f) Encourage the State to continue the Villages of Lai'opua project at Kealakehe.

§14.9.4: Standard

14.9.4 Standard

- (a) Public lands with unique recreational and natural resources shall be maintained for public use.