

**HAWAII COMMUNITY
DEVELOPMENT AUTHORITY**



KAIĀULU ‘O KAKA‘AKO MASTER PLAN

**Analysis &
Recommendations**

June 26, 2009

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I. INTRODUCTION

This report on the Kaiāulu ‘O Kaka‘ako Neighborhood Master Plan (“Kaiāulu MP”) has been prepared by the staff of the Hawaii Community Development Authority (“HCDA”). The report summarizes the Kaiāulu MP Application and provides HCDA staff analysis and recommendations. The analysis evaluates the proposed Kaiāulu MP for compliance with the rules and regulations set forth in the Plan and Rules for the Mauka Area of the Kakaako Community Development District (“KCDD”).

A. Redevelopment Objectives for Kakaako

The Mauka Area Plan and Rules implement the legislative policies established for the KCDD in Chapter 206E of the Hawaii Revised Statutes (“HRS”). These policies specify, in part, that redevelopment in Kakaako should create a mixed-use community with compatible industrial, commercial and residential uses and should also address community needs for low- or moderate-income housing, parks and open space, and other community facilities (see Appendix 1, Background and Development Objectives for Kakaako).

B. The Purpose and Intent of a Master Plan

According to the Mauka Area Rules (§15-22-200), the rules of master plans:

“. . . are designed to encourage investment in new development and commitment to master planning of large land holdings. Master plans are intended to encourage timely development, reduce the economic cost of development, allow for the orderly planning and implementation of public and private development projects, and provide a reasonable degree of certainty in the development approval process”.

Furthermore, master plans are intended to:

- Derive public benefits, such as affordable housing, relocation assistance, public parking, off-site infrastructure, and other public facility improvements, which are generally provided by government and would not otherwise be required from private developers.
- Provide assurances to landowners and developers that the development rules in effect at the time of the master plan approval shall be vested for a specified period in exchange for the satisfaction of the terms and conditions of the master plan approval.
- Allow greater flexibility in the development of lots than would otherwise be possible through the normal lot-by-lot development approach.

C. The Master Plan Review Process

In Phase I, a master plan application is reviewed, public comment is received, a contested case hearing is conducted and action is taken by HCDA on the master plan. If the master plan application is approved by HCDA, individual lots in the master plan area are developed in Phase II according to the master plan permit (see Section II Background for an overview of the Master Plan Review and Approval Process).

D. Phase I Application and Public Comment

Kamehameha Schools (“KS”) submitted an application to the HCDA on November 26, 2008 for the Kaiāulu MP which includes a portion of its property in the Mauka Area. After KS submitted Addendum 1 in March 2009, HCDA determined the Kaiāulu MP Application to be complete on March 23, 2009. In April 2009, KS submitted corrections to the Parcel Data Table, Area Summary, and Land tabulation Tables on Pages 2-5 and 5-12 of the Kaiāulu MP Application. In May 2008, KS submitted Addendum 2 in response to comments from HCDA.

Pursuant to the rule on automatic approvals (§15-22-23) in the Mauka Area Rules, HCDA must make a decision on the Kaiāulu MP Application within 200 days from the date the application was considered to be complete. The Kaiāulu MP Application will be automatically approved on October 9, 2009 if no action is taken by the HCDA. A contested case hearing is scheduled for July 7, 2009. A decision making hearing on the master plan is tentatively scheduled for September 2, 2009.

On May 7, 2009, HCDA invited the public to a community meeting where KS presented a summary of the Kaiāulu MP and attendees were given an opportunity to provide written or oral comments. Starting on May 7, 2009, HCDA made the Kaiāulu MP publicly available on the HCDA Website (www.hcdaweb.org). The HCDA Website solicited comments and testimony until the end of the community comment period which ended on June 5, 2009. Public comments were also sought through direct mailing to Kakaako residents, businesses, and other stakeholders and also by a comment telephone hotline. All comments that have been received by HCDA are provided in Appendix 2 of this report.

II. BACKGROUND

KS is the landowner of approximately 51.6 acres of land in the Mauka and Makai Areas of the KCDD. KS is seeking approval of a Master Plan Permit (“Permit”) for Kaiāulu MP. The Kaiāulu MP includes 29.0 acres of KS’ lands in the Mauka Area. Located in the southwestern quadrant of the Mauka Area, the subject property comprises nine city blocks located along Ala Moana Boulevard, South, Keawe, Coral, Cooke, Auahi, Pohukaina and Halekauwila Streets (see Kaiāulu MP Application, Page iv).

A. Chronology

1. Previous Master Plan

In 1994, HCDA approved a master plan permit for the Pauahi Place Master Plan for KS’ lands in the Mauka and Makai Areas of the KCCD. In 1995, a Development Agreement between the Trustees of the Estate of Bernice Pauahi Bishop and HCDA was executed to implement the master plan. In 2005, HCDA approved the termination of the master plan. In 2006, a Termination Agreement was executed between KS and HCDA for termination of the master plan while vesting of KS’ public facilities dedication credits.

2. Current Master Plan Application

KS submitted the Kaiāulu MP Application on November 26, 2008. After an addendum to the Kaiāulu MP Application was submitted, HCDA issued written confirmation to KS that the Kaiāulu MP Application appeared complete and was accepted on March 23, 2009.

B. The Master Plan Review and Approval Process

The master plan review and approval process is designed to encourage integrated developments and to secure better overall planning for extensive land holdings, while recognizing that full development of the area over time will occur incrementally in accordance with the planned development and base zone requirements in effect at the time of the master plan approval. In Phase I, a master plan permit is approved by HCDA. In Phase II, individual projects that conform to the master plan permit receive development permits from HCDA.

1. Phase I

Phase I includes the preparation, review and action on a Permit application and the completion of other related tasks that would be required before HCDA’s approval of the development permit for the first project under the Permit.

A Permit application typically includes development objectives and commitments including proposed redevelopment features such as:

- a. Land uses for residential, commercial, industrial, community services, etc. and the allocation of floor area;
- b. Urban design themes for streetscapes, open space, and building forms;
- c. Off-site infrastructure improvements such as sidewalks, new street/transit rights-of-way, underground conduits for various utilities;
- d. Public benefits which could include community facilities, public parking, recreation, relocation assistance, reserved housing, dedication of land; and
- e. Other issues relating to specific Phase I and II tasks.

2. Phase II

Phase II is the implementation stage of the master plan. The Permit is valid for fifteen years. On the date a Permit is approved, the Mauka Area Plan and Rules in effect at that time are “vested” for the term of the Permit. The vesting of the Mauka Area Plan and Rules gives assurance that all projects under the master plan will be subject to the Rules in effect at the time of vesting notwithstanding subsequent amendment of the Rules (§15-22-203(a)).

A master plan approval, however, does not absolve the landowner or developer from complying with rules of general applicability enacted subsequent to the date of the master plan approval if such rules clarify or provide specificity to the rules which the HCDA has agreed to maintain in force at the time of master plan approval, or relate to aspects of development not previously dealt with, and could have been lawfully applied to development within the master planned area at the time of master plan approval.

Construction of each project under the Permit may begin after HCDA’s approval of the project’s development permit, execution of the project’s development agreement between the developer and HCDA and approval of the building permits.

Pursuant to §15-22-206(a), the HCDA may at any time conduct a review of compliance with the terms and conditions of the Permit.

C. Design Coordination with Adjacent Neighborhoods

A master plan should be coordinated with current and planned uses of the adjacent neighborhoods. The eastern boundary of the Kaiāulu MP (Blocks D and I) is adjacent to lands covered by the General Growth Properties (“GGP”) Neighborhood Master Plan which was approved by HCDA on January 14, 2009.

III. PROPOSED MASTER PLAN

A. Land Area

1. Proposed MP Land Area

The Kaiāulu MP area is approximately 29.0 acres of land and comprises nine city blocks. Blocks A through D are designated as Mixed Use Zone Residential Emphasis (“MUZ-R”) and Blocks E through I are designated Mixed Use Zone Commercial Emphasis (“MUZ-C”). A portion of Block A is designated for a Park on Parking Garage (“P/PG”) which is intended for HCDA’s public facilities program for recreation and public parking (see Zoning Map, Page 2-7, Kaiāulu MP Application and Mauka Area Plan, Figure-16).

2. Land Uses

a. Existing Land Uses, Floor Area and Density

The Kaiāulu MP area has a mixture of commercial and industrial activities located in low-rise structures. The existing floor area of 0.68 million square feet is equivalent to 0.6 FAR. Approximately 21% of the floor area is industrial while the remaining 79% is commercial (See Table 1).

Table 1: Existing Land Uses in Master Plan Area

Land Use	Existing Floor Area	
	million square feet	Percent
Industrial	0.14	21%
Commercial	0.54	79%
Residential	0.00	0%
Total	0.68	100%

b. Proposed Land Uses, Floor Area and Density

The Kaiāulu MP proposes a mixed-use development with residential, retail and office uses together with a limited amount of service and industrial uses. The land use profile with a comparison of allowable and proposed (“Target Floor Area”) floor areas is provided in Table 2.

The maximum floor area allowed under the planned development option is a floor area ratio (“FAR”) of 3.5. Redevelopment for the Kaiāulu MP lands is proposed to have a 3.5 FAR. Consequently, the proposed floor area of 4.42 million square feet is the maximum allowable density.

The Mauka Area Rules provide for optional “bonus” floor area of up to 0.3 FAR to be granted for qualified industrial, nursing facilities and assisted living projects which would increase the maximum FAR to 3.8. The Kaiāulu MP does not propose to utilize the bonus floor area which would add approximately 0.4 million square feet to the maximum allowable floor area.

Table 2: Land Use Profile Range of Allowable Floor Area and Target Floor Area

Land Use	Floor Area (million square feet)	
	Allowable Range	Target Floor Area
Industrial	0.0-0.38	0.13
Commercial	0.0-2.10	0.74
Residential	2.3-4.42	3.55
Total	4.42	4.42

As described above, the Kaiāulu MP area comprises nine city blocks which have an average area of 3.23 acres, or 140,500 square feet per block. The Kaiāulu MP would be primarily a residential neighborhood with commercial and industrial uses appropriately scaled to address the neighborhood market demands.

The land use and development summary table on page 5-12 of the Kaiāulu MP proposes a target floor area of 80% residential, 17% commercial and 3% industrial. This target floor Area is a possible end state of the completed development which is used to coordinate the various design elements of the Kaiāulu MP. The actual mix of uses would be determined on a project-by-project basis in response to market demand.

The Kaiāulu MP Application proposes to transfer floor area from Blocks B and D to the other seven Blocks. Consequently, Blocks B and D are proposed to have 1.60 and 1.55 FAR, respectively. The remaining seven Blocks are proposed to have a density of 4.0 to 4.25 FAR (see Land Tabulation, Page 5-12, Kaiāulu MP Application).

B. Urban Design Objectives

1. Streetscape

The Kaiāulu MP Application proposes the provision of the following streetscape elements:

- a. A neighborhood retail corridor located along Auahi Street.
- b. A pedestrian-friendly retail environment with a central plaza (“Community Gathering Place”) located at the Diamond Head corner of the Cooke/Auahi Street intersection.

c. A pedestrian promenade along Cooke Street that links the Mother Waldron Park (located at Pohukaina Street) to the Makai Gateway Park (located at Ala Moana Boulevard), along with the proposed Community Gathering Place.

d. Podium “liners” are proposed on all Blocks.

2. Open Space

The Kaiāulu MP proposes approximately 2.90 acres of open space at grade. The open space varies proportionately from block to block; Block B would have the least (5.1% of the lot) and Block H would have the most (14.8% of the lot). Cumulatively, the proposed open space would be 10 per cent of the land area. All of the open space lands would remain privately owned by KS (see Open Space Plan, Page 5-6, Kaiāulu MP Application).

3. Urban Form and Building Envelopes

Floor area is proposed to be transferred from Blocks B and D to the remaining seven Blocks. In effect, Block B will have a building envelope similar to a Base Zone Development with a building height of approximately 45 feet. The remaining eight Blocks will be planned developments with podium envelopes of 45 feet in height and with tower envelopes that vary between 100 to 400 feet in height.

The Kaiāulu MP Application states that proposed development in the Kaiāulu MP will be within with the building envelopes established by the Mauka Area Plan and Rules. The Kaiāulu MP Application states that the concept plans and street/architectural sections on Chapter Five are “For Illustrative Purposes Only” and that the podiums may require modifications to exceed heights of 45 feet.

C. Transportation and Infrastructure Systems

1. Transportation

The Kaiāulu MP Application proposes the following transportation improvements.

a. Street Network

The proposed roadway system in the Kaiāulu MP will utilize the existing rights-of-way with some road closures.

Streets which are not identified on Figure 9 of the Mauka Area Plan as either a major street or a local street may be closed to create larger blocks for redevelopment. Proposed closures of private streets that are owned by KS include:

- (1) Koula Street between Pohukaina and Auahi Streets for the development of Block D;

- (2) Lana Lane between Auahi Street and Ala Moana Boulevard for the development of Block G; and
- (3) Ohe Lane between Auahi Street and Ala Moana Boulevard for the development of Block H.

b. Public Transit

The Kaiāulu MP proposes to make use of the existing public bus system for public transit. In the event that the proposed fixed-rail system is located on or adjacent to the Kaiāulu MP Area, the design of the affected Blocks will be coordinated accordingly.

The preferred route for the proposed Honolulu High-Capacity Transit Corridor Project is along Halekauwila Street. The preferred route is adjacent to Kaiāulu MP Lands and a potential transit station is identified on or near Block A.

c. Other Transportation Features

The other transportation features include, potential trolley routes, new bike paths/lanes, pedestrian paths/amenities and various parking alternatives. There is no proposal for the provision of public parking.

2. Infrastructure

The existing drainage, sewer and water systems will be utilized and improved pursuant to the standards of the City and County of Honolulu. With respect to the electrical/communications systems, KS proposes to relocate existing overhead lines into underground ducts.

D. Public Benefits, Reserved Housing and Public Facilities Dedication Proposals

1. Public Benefits

The Kaiāulu MP Application states that the following public benefits are anticipated as a result of the MP implementation:

- a. The creation of a vibrant living environment with energized street life and active open spaces.
- b. The expansion of open space opportunities and connections between Makai Gateway Park and Mother Waldron Park through a park-to-park connection.

- c. New living options for existing residents and young people returning to Hawaii that are close to places of work and provide convenient access to recreational amenities, shopping and cultural events.
- d. Beautification of Cooke Street, Ala Moana Boulevard and Auahi Street that will enhance the image of the city and its urban environs.
- e. Approximately 550 new reserved housing units to alleviate affordable housing conditions statewide.
- f. A commitment to and investment in sustainable development in the urban core.
- g. A community that is pedestrian-friendly and designed to reduce traffic and vehicle use island-wide.
- h. With respect to public benefits from relocation assistance, KS proposes to actively seek to retain desirable tenants (many are vibrant small business that are compatible with the future neighborhood vision) as development progresses. Potential tenant relocation sites include lands within the Kaiāulu MP, other KS' lands or other lands. KS proposes to work closely with tenants to provide advance notice and identify alternative relocation sites.

2. Reserved Housing

The Kaiāulu MP proposes to meet the reserved housing requirements as specified in by the Mauka Area Rules. Pursuant to §15-22-115, twenty percent of the total number of dwelling units in the Kaiāulu MP are proposed as reserved housing units for sale or rental to moderate income (“gap-group”) households.

KS proposes to provide the reserved housing within the Kaiāulu MP as well as offsite as permitted by the Mauka Area Rules.

3. Public Facilities Dedication

Given the possible mix of uses (the “Target Floor Area”) projected in Table 2, the estimated public facilities dedication requirement for full implementation of the Target Floor Area is 140,174 square feet of land.

In the late 1980’s and early 1990’s, HCDA developed three public projects on portions of KS’ lands. In lieu of cash compensation, KS received public facilities dedication credits (“PFD Credits”) from HCDA. A Dedication Agreement established 123,466 square feet of PFD Credits for KS. The PFD Credits will be accepted by HCDA in lieu of land dedication to satisfy the requirements of the public facilities dedication rule (§15-22-73) for new projects on KS’ lands.

KS states that the current balance of PFD Credits is 120,514 square feet.

Consequently, KS states that the outstanding dedication requirement for full development of the Kaiāulu MP would be 19,660 square feet. KS is proposing to satisfy the outstanding balance for public facilities dedication through a cash payment to be determined later.

E. Proposed Phasing Plan

1. Initial Phase (“Increment 1”)

In Chapter 8 of the application, KS describes its phasing program priorities for the 15-year term of the Permit. The phasing program is intended to be flexible to give KS flexibility to adapt to economic and market conditions. Increment 1 includes identification of specific Blocks for initial development projects, streetscape improvements and public park improvements. For initial development, KS identifies Blocks A, B and E as priorities. For streetscape improvements, Cooke and Auahi Streets are identified for sidewalk and landscaping improvements that are deemed appropriate prior to development of the respective Blocks. For public parks, KS proposes to collaborate with HCDA to plan and implement the Cooke Street promenade to connect Mother Waldron and Gateway Parks.

F. Amendments and Modifications

1. Amendments to the Mauka Area Plan

KS is not requesting any amendments to the Mauka Area Plan and Rules. However, the Kaiāulu MP has identified the following possible amendment issues.

- a. With respect to the designation of the P/PG site on Block A, on Page 9-7 KS indicates that it may seek to amend the Mauka Area Plan to alter or remove the designation prior to HCDA approval of the development permit for Block A.
- b. With respect to the requirement for reserved housing, KS may seek to provide affordable housing outside of the Mauka Area through a modification or amendment of the Mauka Area Rules.

2. Modifications of the Mauka Area Rules

KS is not requesting any modifications of the Mauka Area Rules for the Permit, although the master plan application states that KS may seek modification on a project-by-project basis during Phase II when a project’s development permit application is reviewed.

G. Urban Design Guidelines

In Chapter 7 of the application, KS proposes general design guidelines as a framework for its desired developments. KS intends to provide more specific design guidelines prior to the start of Phase II.

The design guidelines are intended to be used by KS, its prospective developers, and HCDA for individual project review. The Kaiāulu MP states that KS is exploring the possibility of forming a Design Advisory Board to assist with design guidelines.

H. Historic, Cultural and Archaeological Resources

The Kaiāulu MP Application provides a brief history of the settlement pattern of the Kakaako neighborhood and its development in recent years. The master plan implementation will be guided by an ethno-historical study, historic maps and an archaeological inventory survey plan.

IV. ANALYSIS OF THE PROPOSED MASTER PLAN

Mauka Area Rules require that the Authority consider the following factors provided in Section 15-22-205(a), in reaching its determination for a Master Plan approval.

- The nature of the proposed master planned area and proposed developments therein in terms of size, use, density general bulk and height of structures, setbacks, required open space and recreation areas, the location and amount of residential uses including reserved housing units, and on-site parking;
- The relationship between structures and uses within structures, building orientation, deck level activities, and preservation of view corridors;
- Whether the pedestrian and vehicular circulation system is so designed as to provide an efficient, safe, and convenient transportation system;
- The appropriateness of the public benefits to be provided and the adequacy of provisions for the delivery of those public benefits;
- The appropriateness of any proposed exception to the applicable development rules which are needed to implement the Master Plan;
- The appropriateness for providing greater development flexibility for the purpose of attracting investment capital into the area and encouraging timely redevelopment and better overall planning for the area; and
- Any other matter which the Authority deems appropriate.

A. Adequacy of Land Use, Urban Design, and Transportation and Infrastructure Systems

The Mauka Area Rules require a master plan proposal to be consistent with the provision of the Mauka Area Plan and Rules. The proposed Kaiāulu MP is analyzed for consistency with the Mauka Area Plan. Areas where it deviates from the Mauka Area Plan are also identified.

1. Land Use, Density and Mixed Use Concept

a. Requirement

(1) Permitted Uses

Permitted land uses in the Kaiāulu MP are generally allowed to be a mix of multi-family residential uses, commercial uses, industrial uses and community services with certain restrictions in the quantity of commercial floor area. The Kaiāulu MP

lands are affected by three land use zones that identify specific permitted land uses:

- Mixed-Use Zone Commercial Emphasis (“MUZ-C”)
- Mixed-Use Zone Residential Emphasis (“MUZ-R”)
- Park and Parking Garage (“P/PG”)

P/PG zones are allowed to have uses which are permitted in the adjacent land use zone (§15-22-40). There are some differences between MUZ-C (§15-22-32) and MUZ-R (§15-22-34) zones. For example, the MUZ-C zone allows more types of industrial uses than the MUZ-R zone due to its emphasis on commercial uses.

(2) Density

The maximum floor area allowed under the planned development option is a floor area ratio (“FAR”) of 3.5 (§15-22-116) for a parcel size of 80,000 square feet or greater. As jointly developed Blocks under a master plan, the Kaiāulu MP lands would collectively be allowed to have a density of 3.5 FAR. In addition, the Mauka Area Rules (§15-22-116(c)) allow optional “bonus” floor area of up to 0.3 FAR to be granted for qualified industrial, nursing facilities and assisted living projects which would increase the maximum density to 3.8 FAR.

(3) Mix of Uses

With respect to planned development, the provision of residential uses is a primary objective. In terms of mixed land uses, all planned developments must have residential uses and may have a limited amount of commercial uses. Planned developments are allowed to be entirely residential but are not allowed to be entirely commercial (§15-22-113(b)).

With respect to the zoning, MUZ-C zones are allowed to have a greater proportion of commercial uses than MUZ-R zones.

Pursuant to §15-22-113(b), the commercial uses in MUZ-C zones cannot exceed 60% of the total allowable floor area and the remaining floor area must be multi-family dwellings. In MUZ-R zones, commercial uses cannot exceed 1.2 FAR and the remaining floor area must be multi-family dwellings. Community service uses are considered commercial for purposes of these mixed-use requirements.

The proposed scenario in the Kaiāulu MP for the proportions of floor area is 80% residential, 17% commercial and 3% industrial. As presented in Table 2, the target floor area for commercial use is 0.74 million square feet. The actual mix of uses would be determined on a project-by-project basis in response to market demand. Therefore, commercial floor area could be increased in the various Blocks, however, the cumulative floor area of commercial use shall not exceed

2.10 million square feet as established by the Allowable Range of Floor Area in Table 2 (§15-22-113(b)).

(4) Floor Area Transfer

As per §15-22-203(b)(1), the floor area of land uses, including reserved housing units, may be transferred from one development Block to one or more development Blocks within the Kaiāulu MP subject to specific criteria.

Floor area for each Block is based on a density of 3.5 FAR. Pursuant to §15-22-203(b)(1)(B and D), no Block shall be allowed to have less than 1.5 FAR and no Block shall be allowed to have more than 4.375 FAR. In the event that the bonus floor area option (see Section IV.A.1.a.3 above) is utilized for a given Block, said Block shall be allowed to have no more than 4.675 FAR.

The Kaiāulu MP Application proposes to transfer floor area from Blocks B and D to the other seven Blocks. Consequently, Blocks B and D are proposed for 1.60 and 1.55 FAR, respectively. The remaining seven Blocks are proposed for a density of 4.0 to 4.25 FAR (see Land Tabulation, Page 5-12, Kaiāulu MP Application).

(5) Optional Transfer of Uses

According to the rule on transfer of uses (§15-22-81(d)), land uses (but not density) may be transferred between a Block designated as a public facility site and any other appropriate site in the Mauka Area subject to certain criteria. The planned development permit for the subject Block would include the approval of the transfer of uses with associated requirements for the provision of public benefits.

With respect to the P/PG designation on Block A, Mauka Area Rules allows transfer of uses between Block A and any other appropriate site in the Mauka Area, subject to the criteria specified in the transfer of uses rule (§15-22-81(d)).

b. Analysis

(1) Permitted Uses, Density and Mixed-Use Concept

With respect to permitted uses, the Kaiāulu MP area is considered a joint development of all Blocks. As jointly developed properties under a master plan, all Blocks would have the flexibility to include uses that are listed in either MUZ-C or MUZ-R zones regardless of the respective Block's zoning designation as described in Section III.A.1.

With respect to density, the Target Floor Area proposes a maximum floor area of 4,426,198 square feet, which does not exceed the maximum 3.5 FAR.

With respect to the mix of uses, the Kaiāulu MP lands would be a joint development of the Blocks and would be allowed to have a cumulative mix of uses based on the combined zoning designations of the Blocks (See Table 2 in Section III.A.2.b for the allowable range of floor area for the mix of land uses). The proposed cumulative floor area of commercial uses in the target floor area does not exceed the maximum commercial floor area allowed by the Mauka Area Rules (§15-22-113). Therefore, cumulative floor area of 80% residential, 17% commercial and 3% industrial is consistent with the Rules.

(2) Floor Area Transfer

The proposed transfer of floor area among the Blocks appears to be consistent with §15-22-203(b)(1). The proposed floor area for the various Blocks is consistent with a minimum density of 1.5 FAR and a maximum density of 4.375 FAR. In the event that the bonus floor area option is utilized on a Block, the maximum density for said Block could be increased accordingly.

(3) Optional Transfer of Uses

Block A (or any other Block with a P/PG designation) would qualify for transfer of uses to another property (“Outside Site”) within the Mauka Area. Consequently, market residential and/or commercial uses of an equal floor area could be transferred from the Outside Site to Block A (or any other Block with a P/PG designation).

The Kaiāulu MP Application has not proposed a transfer of uses from the master plan area to other lands within the Mauka Area.

c. Recommendations

(1) With respect to permitted uses, KS and its developers shall be responsible for compliance with the rules on permitted uses whereby the various uses meet minimum performance standards that assure operational compatibility, functionality and livability among Blocks. In Phase II, the permitted uses for any Block shall be those uses permitted in either MUZ-C or MUZ-R zones.

(2) With respect to density, the cumulative floor area of the Blocks upon full implementation of the Kaiāulu MP shall not exceed 3.5 FAR provided that each Block shall have the option to increase its allocation of floor area with qualified uses for bonus floor area pursuant to §15-22-116(c). If the option for bonus floor area is fully implemented, the cumulative floor area of the Blocks shall not exceed 3.8 FAR.

(3) With respect to the mix of uses, the target floor area described in Table 2 is a possible end state of full development of the Kaiāulu MP. In the event that demand for residential uses is lower than for commercial uses, the Mauka Area Rules would allow the Kaiāulu MP to develop proportionately more commercial

floor area than indicated in the Target Floor Area (up to a maximum of 2.1 million square feet) which would be equivalent to a maximum of 47% of the cumulative floor area of the Blocks. The actual mix of uses need to be determined on a project-by-project basis in response to market demand while the cumulative commercial floor area of all new developments shall not exceed the allowable range of commercial uses provided in Table 2 in Section III.A.2.b, provided that:

- Each Block has residential units as required under the Mauka Area Rules.

(4) With respect to transfer of floor area, development of Blocks in Phase II shall not exceed the respective Block's allocation of floor area presented in the "Land Tabulation Table" on Page 5-12 of the Kaialu MP application. KS and its developers should be allowed to exercise options pursuant to §15-22-116(c) for bonus floor area on any Block to increase the respective Block's allocation of floor area for such qualified uses by not more than 0.3 FAR.

(5) Since no transfer of use is requested for the P/PG zone on Block A and an Outside Site in the Mauka Area (pursuant to §15-22-81(d)), a zoning change from P/PG on Block A to MUZ-R or MUZ-C shall require an amendment to the Mauka Area Plan and Rules.

2. Open Space

a. Requirement

Open space is defined by the Mauka Area Rules (§15-22-64(a)) as a portion of a development lot, exclusive of required yard, setback areas and parking areas, that is open and unobstructed by any structures above and is an area that is landscaped or maintained as a recreational or social facility and cannot be used for driveways, loading purposes, storage, or parking. Required on-site recreation space may be used to satisfy a portion of the open space requirement (§15-22-65(c)).

Mauka Area Rules §15-22-64(c)(1) specifies that the lower of the following criteria is the minimum requirement for open space:

- (1) 10% of a development lot, or
- (2) 25% of the lot area less required yard areas.

Pursuant to §15-22-64(c)(2), up to twenty-five per cent of the minimum amount of open space may include an adjacent front yard provided that the open space is:

- (1) Entirely in one location;
- (2) Publicly accessible or visible from an adjacent street; and

(3) Proportioned to a maximum length-to-width of 2:1.

b. Analysis

(1) Quantity of Open Spaces

The Kaiāulu MP proposes approximately 2.90 acres of open space at grade. The proposal is 10% of the Kaiāulu MP's land area which would meet the Mauka Area Rule requirement (§15-22-64(c)(1)(A)). However, the required open space is the lower value of: 1) 10% of the lot (§15-22-64(c)(1)(A)) or 2) 25% of the lot less required yard areas (§15-22-64(c)(1)(B)). When the Blocks with proposed yards are evaluated according to §15-22-64(c)(1)(B), the minimum required open space is reduced to approximately 2.69 acres (which is approximately 9% of the Kaiāulu MP's land area). Cumulatively, the proposed quantity of open space in all Blocks of the Kaiāulu MP appears to exceed the minimum required open space.

Most of the open space area of the Community Gathering Place on Block D is not identified as required open space in the Open Space Plan on Page 5-6 of the application. It appears that most of the open space area of the Community Gathering Place on Block D is not included as "available" in the "Land Tabulation Table" on Page 5-12 of the application.

The "available" open space in the "Land Tabulation Table" on Page 5-12 of the Kaiāulu MP Application varies from block to block, Block B would have the least (5.1% of the lot) and Block H would have the most (14.8% of the lot). Since the Kaiāulu MP area would be considered a joint development of all Blocks, the distribution, size and quality of the proposed open spaces should be evaluated in conjunction with the minimum required open space.

(2) Utility and Function of Open Spaces

Pages 4-4 and 5-6 of the application present discussion on various forms of opens spaces throughout the Kaiāulu MP, including pocket parks, walking paths, courtyards, public gardens and playgrounds. Contrary to the application narrative, the proposed open spaces portrayed in the Open Space Plan on Page 5-6 of the Kaiāulu MP Application are generally long and narrow areas (approximately 25-35 feet wide by 300-500 feet long). No pocket parks have been identified or indicated in the Kaiāulu MP.

All of the open spaces are located along streets between the podiums and the required front yards. With the exception of Block D which has the Community Gathering Place, all of the proposed open spaces ("Open Space Strips") are paired with the respective front yards (which result in podium setbacks of approximately 40 feet to 50 feet when measured from the streets). While the large setback approach of pairing front yards with open spaces may be an arrangement that allows for the efficient construction of rectangular podiums with similar floor plates, it would also result in inferior open spaces.

The four Open Space Strips located along Cooke on Blocks C, D, G and H are appropriate for the design of the park-to-park connection (referred to as the “Cooke Street Promenade Open Spaces” in the application). The Cooke Street Promenade Open Spaces work well as proposed with appropriate pedestrian amenities.

Landscaped building setbacks in excess of required yard requirements may be provided but cannot qualify as open space unless minimum design criteria are met. The open spaces depicted in the Open Space Plan on Page 5-6 may meet the minimum size requirements of the Open Space Area Rule; however, the utility of such open spaces is much inferior compared to pocket parks and plazas.

As mentioned above in the open space requirements, §15-22-64(c)(2) allows open spaces to be designed as public plazas while reducing the minimum requirement for open space area by 25%. If §15-22-64(c)(2) is applied to all Blocks, the required open space would be reduced from 9% (as described above) to 7% of the land area.

If §15-22-64(c)(2) of the Mauka Area Rules is applied to each Block as a development lot, the criteria for the 25% reduction of the minimum requirement would require all of a Block’s required open space to be provided in one location. The Blocks in the Kaiāulu MP have an average of 140,500 square feet of land with average minimum required open space of 13,019 square feet. §15-22-64(c)(2) could require one public plaza with an average of 9,764 square feet on each of the nine Blocks with a range of 3,919 to 13,688 square feet. It appears that the application of §15-22-64(c)(2) could provide a better variety of desirable open space forms than the proposed 14 Open Space Strips.

c. Recommendations

(1) Pursuant to §15-22-200(d), a purpose of master plans is to allow greater flexibility in the development of lots within master planned areas than would otherwise be possible through the normal lot-by-lot development approach. It appears appropriate to provide flexibility for the provision of a variety of open space forms that range in size from plazas to smaller pocket parks and gardens.

(2) Prior to Phase II, KS shall prepare an open space design guideline for HCDA approval. All open spaces shall meet minimum design criteria with appropriate features where people will be able to walk through, sit down, eat, shop, etc. and shall include the following elements:

- Furniture,
- Hardscape, and

- Access to activities, arcades and/or storefronts that are located in bordering structures and contiguous to said open space.

(3) With the exception of the Cooke Street Promenade Open Spaces, open spaces that are long and narrow and paired with front yards shall generally be avoided.

(4) Satisfaction of the open space requirements will need to be approved by HCDA at the planned development permit and may require including additional pocket parks and plaza as part of the requirement. The Community Gathering Place on Block D may qualify as a Pocket Park or Plaza.

(5) Prior to Phase II, the Open Space Plan on Page 5-6 shall be revised to identify the location of the required Pocket Parks and Plazas. In Increment 1, (development on Blocks A, B and E where 44,600 square feet of open space is proposed), at least two Pocket Parks or at least one Plaza shall be provided as part of the proposed open space.

(6) KS and its developers shall provide plazas, and pocket parks. The criteria for providing plaza and pocket parks, if taking advantage of §15-22-64(c)(2), shall be as follows:

- Open space areas of any size, but not less than 200 square feet in area, shall be allowed;
- All open spaces shall be consistent with the open space design guidelines;
- All open space areas in the respective Block shall be adjacent to a front yard;
- All open space areas in a Block shall have a combined area of at least 75% of the Required Open Space Area in the “Land Tabulation Table” on Page 5-12 for the respective Block;
- All open space areas shall be publicly accessible or visible from an adjacent street; and
- All open space areas shall be proportioned to a maximum length-to-width of 2:1.

(7) Open Space Strips along Cooke Street (“Cooke Street Promenade Open Spaces”) shall remain as proposed in the Open Space Plan on Page 5-6.

3. Building Envelopes and Tower Mass

a. Requirement

The requirements for the building envelopes for base zone development and planned development are summarized in this section (see Appendix 1 for the Background and Development Objectives for Kakaako which provides the context for development).

A building envelope can be described in terms of its maximum height and maximum footprint. A structure may be constructed within a building envelope pursuant to the Mauka Area Plan and Rules.

The building envelope for a Base Zone Development is a maximum height of 45 feet and a footprint that remains after yards and open spaces are provided (§15-22-62, §15-22-63, §15-22-63.1, §15-22-63.2, §15-22-64).

The building envelope for a Planned Development has two parts: a) the podium envelope which is similar to the building envelope of a Base Zone Development (§15-22-63, §15-22-63.1, §15-22-63.2, §15-22-64) and b) the tower envelope which has a maximum height of 400 feet and a maximum footprint of 16,000 square feet for development lots of 80,000 square feet or greater (§15-22-116(a)).

All building envelopes are also subject to view corridor setbacks along Ala Moana Boulevard, South Street and Cooke Street whereby Base Zone Developments and podiums have upper level setbacks of up to 40 feet from the street and Planned Development towers have setbacks of 75 feet from the street (§15-22-66).

The horizontal and vertical arrangement of a structure can be described as the mass of the structure. The mass of the structure includes floor area as defined by §15-22-5 and other design elements such as lanais, parking and loading areas. The maximum allowable floor area for base zone development is specified by §15-22-61. The maximum allowable floor area for planned development is specified by §15-22-116. The Mauka Area Rules specify the design requirements for other design elements that are included in the mass of a structure (see Appendix 1 for a general description of building envelopes and examples of maximum tower envelopes and possible tower masses).

In the vernacular of urban design, the structure of planned developments could generally be described in terms of two elements—a podium and a tower. The podium (also known as a “platform”) has a maximum height of 45 feet and could include parking, loading and various land uses (including commercial, residential, industrial, and community services). The tower has a maximum height of 400 feet and could be sited on top of, or adjacent to, the podium.

One tower is allowed on development lots of 80,000 square feet or less. Additional towers are allowed on development lots that exceed 80,000 square feet. Consequently, a second tower is allowed for a development lot of 160,000 square feet or less (§15-22-116(h)).

It is also possible that just one tower could be located on a development lot of 160,000 square feet. In this case, the floor area available to two towers could be combined into a single tower provided that the single tower conforms to the tower envelope.

b. Analysis

(1) Proposed Number of Towers

As described above and in Appendix 1, development lots with land areas that exceed 80,000 square feet could be allowed to have more than one tower. All nine Blocks in the Kaiāulu MP exceed 80,000 square feet with an average size of approximately 140,500 square feet. Consequently, the Kaiāulu MP could have a maximum of twenty towers.

The Kaiāulu MP Application proposes to develop seven towers on the nine Blocks.

(2) Proposed Types of Tower Masses

The Kaiāulu MP proposes to develop seven towers of various masses on nine Blocks. All of the towers are proposed to be up to 400 feet in height which is the maximum height of the tower envelope.

On Page 5-9 of the Kaiāulu MP application, the Tower Plans shows the proposed footprints of the seven towers. The average tower footprint is approximately 11,800 square feet. Two towers on Blocks A and C have footprints of approximately 13,500 square feet and the remaining Blocks have footprints of approximately 11,000 square feet (see Table 3 “Proposed Number of Towers by Type of Mass”).

Table 3: Proposed Number of Towers by Type of Mass

Footprints (square feet)	Heights (feet)			Total
	350 to 400	250 to 349	65 to 249	
10,000 or less	3			3
10,001 to 13,000	3			3
13,001 to 16,000	1			1
Total	7			7

The proposed towers do not exceed the building envelope for maximum height of 400 feet and maximum tower footprint of 16,000 square feet.

c. Recommendation

- All podiums and towers shall comply with the open space, yard, view corridor, and building envelope requirements as specified by the Mauka Area Rules.
- The tower mass for any tower shall not exceed the allowable tower envelope as specified by the Mauka Area Rules.

4. Proposed Urban Form

For purposes of this analysis urban form is defined to be the combination of design elements that affect the appearance and function of the several Blocks which include the following:

- Open Space and Yards
- Building Envelopes
- Liners

The adequacy of proposed open space/yards and building envelopes are discussed in other sections. While there are requirements for open space, yards and building envelopes, there are no requirements for liners in the Mauka Area Plan and Rules.

Land uses are allowed in podiums on any floor and in any location of the podium. A “liner” is a design concept that seeks to “wrap” a parking podium with residential, commercial, or retail use to enhance the street environment. More specifically, a “liner” could be defined as a portion of a podium (also referred to as a “platform”) which is located on the outer perimeter and along a street (“street façade”). Liners for residential or commercial uses are design elements that can significantly improve the appearance and attractiveness of the streetscape as opposed to a podium with exposed parking levels.

a. Analysis

The Kaiāulu MP proposes to provide “fully functional” liners on each street façade of all podiums with one exception. A “fully functional” liner would have land uses on all floors of the podium’s street façade. The exception would be Block H where the street façade along Koula Street does not have a liner.

The proposed liners are located on approximately 98% of the street frontages in the Kaiāulu MP. When a significant proportion of residential/commercial liners are provided in the podium, the floor area available for the tower is reduced and the tower mass would be reduced accordingly.

With respect to the total floor area proposed for the Kaiāulu MP, approximately 39% of the floor area could be allocated to liners and the remaining 61% of the floor area could be expected to be located in towers. Each of the proposed tower masses appear to be of adequate size to accommodate the remaining tower floor area of the respective Block.

The liners also reduce the number of parking stalls that can be provided in the podium. Given the proposed liners, the 4,850 parking stalls estimated by the Kaiāulu MP Application in the remaining interior portions of the podiums appears accurate and meets the parking requirement in accordance with the Mauka Area Rules. If all Blocks provide the minimum number of parking stalls required by the Mauka Area Rules (§15-22-67), it appears that the podiums as proposed (with functional liners along 98% of the street frontages) would not need to increase the height of the podium above 45 feet. If any one Block provides significantly more than the required number of parking stalls, the development may require:

- (1) Modifications to allow the height of the podium to exceed 45 feet, and/or
- (2) Reductions of the number of functional liners.

The concept plans and sections of Chapter Five of the Kaiāulu MP Application state that the plans are “For Illustrative Purposes Only”. Therefore, it is unclear at this time whether the nine podiums will be 98% wrapped with functional liners as proposed in the concept plans.

b. Recommendations

- (1) Liners can have a significant role in enhancing the attractiveness and appearance of the urban form along with the requirements for open space, yards and building envelopes. These liners should be considered for locating reserved housing units.
- (2) The Kaiāulu MP shall provide liners consistent with the following criteria:
 - All podiums and the associated liners shall comply with the open space, yard and view corridor requirements as specified by the Mauka Area Rules.
 - The liner wrapping ratio for functional liners shall not be less than 50%.
 - In the event that residential liners are provided, recreation space shall be provided for the occupants of such liners as specified by the Mauka Area Rules.

5. Transportation Systems

a. Requirements

The Transportation Plan (Figure 8), the Roadway Plan (Figure 9) and the Right of Way Acquisition Plan (Figure 14) of the Mauka Area Plan generally establish the requirements for roadway and public transportation improvements.

The Honolulu High-Capacity Transit Corridor Project (“Rail Project”) has identified its preferred route along Halekauwila Street and a station is proposed to be located on a portion of Block A of the master plan area.

All development permit applications in Phase II will be required to have a Project Eligibility (“PE”) Review for traffic circulation. Pursuant to the PE Review, KS and/or the respective developers of the various Blocks would be responsible for the necessary off-site improvements.

b. Analysis

HCDA’s Improvement District Program (through the implementation of ID-1, ID-2 and ID-3 projects) has provided most of the required roadway improvements for the Kaiāulu MP area.

The proposed roadway system in the Kaiāulu MP is consistent with the Transportation Plan (Figure 8) and the Roadway Plan (Figure 9) of the Mauka Area Plan for existing streets and potential street closures.

In 1990, the ID-2 project widened the Cooke Street right-of-way from approximately 50 feet to 60 feet. On the Diamond Head side of Cooke Street between Pohukaina Street and Ala Moana Boulevard, approximately 9 feet of additional right-of way was required. Consequently, HCDA acquired two parcels (TMKs: 2-1-53: 31 and 2-1-56: 12) from KS, by a deed in lieu of condemnation and a final order of condemnation, for the roadway improvements. Existing structures located on parcels owned by KS (TMKs: 2-1-53: 5 and 2-1-56: 4) are located within the right-of-way and were allowed to remain pursuant to the deed and order. Normally, structures located in rights-of-way would be demolished and re-constructed by the improvement district project to allow all roadway improvements to be completed. However, when the improvements were being designed by HCDA, the City allowed portions of the existing structures to remain in the right-of-way subject to a restriction that the structures would encroach two feet or less into the new sidewalk. When the parcel(s) would be redeveloped, the new right-of-way would have to be honored. Therefore, upon development of KS’ parcels (TMKs: 2-1-53: 5 and 2-1-56: 4), the existing structures within HCDA’s parcels (TMKs: 2-1-53: 31 and 2-1-56: 12) must be removed and replaced with sidewalks that meet current roadway standards.

The Kaiāulu MP has identified the potential location for the future transit station on Halekauwila Street in the vicinity of Block A. Development of Block A may be subject to land acquisition, building setbacks and other design requirements related to transit-oriented development requirements imposed by the Rail Project.

Other transportation features for bicycles, pedestrian, and parking should be coordinated for Phase II development. Prior to Phase II, design criteria for bicycles, pedestrian, and parking amenities shall be prepared as a part of the urban design guidelines.

Identification of required off-site improvements for the development of the various Blocks is not necessary at this time. During Phase II, such improvements will be identified for each new project through the Project Eligibility Review process.

c. Recommendations

- (1) The proposed closures of private streets which are on lands owned by KS shall be allowed subject to the requirements of the respective Project Eligibility Reviews. KS shall be responsible for the management and/or the disposition of existing easements which may be located on or within such lands.
- (2) KS shall provide the sidewalk improvements to Cooke Street along Blocks D and H in conjunction with other improvements for the park to park connection. To the extent possible, such sidewalk improvements shall be provided in Increment 1.
- (3) KS should consider providing amenities for multi modal transportation system such as trolleys, bike paths and pedestrian promenades.
- (4) Prior to Phase II, design criteria for bicycles, pedestrians and parking alternatives shall be included in the urban design guidelines document.
- (5) During Phase II, the responsibilities of KS and/or the developers of new development projects regarding all off-site transportation improvements shall be determined during PE Review.

6. Infrastructure Systems

a. Requirements

The Water System Plan (Figure 23), the Sewerage System Plan (Figure 24), the Drainage System Plan (Figure 25) and the Electrical, Telephone, and Street Lighting Systems Plan (Figure 26) of the Mauka Area Plan generally establish the location for infrastructure improvements, including providing guidance for HCDA's improvement district program.

All development permit applications in Phase II will be required to have a Project Eligibility (“PE”) Review for infrastructure. Pursuant to the PE Review, KS and/or the respective developers of the various Blocks would be responsible for the necessary off-site improvements.

b. Analysis

HCDA’s Improvement District Program (through the implementation of ID-1, ID-2 and ID-3 projects) has provided most of the required infrastructure for the Kaiāulu MP area.

Identification of required off-site improvements for the development of the various Blocks is not necessary at this time. During Phase II, such improvements will be identified for each new project through the Project Eligibility Review process.

Relocation of the existing overhead power and telecommunication lines along Pohukaina Street on Blocks D and along Ala Moana Boulevard on Blocks H and I to underground conduits may be necessary. Subject to future considerations, relocation of the existing overhead power and telecommunication lines along Auahi and Koula Streets on Blocks D, H and I to underground conduits may be needed.

B. Adequacy of Proposed Public Benefits, Reserved Housing and Public Facilities

1. Public Benefits

a. Requirements

Pursuant to §15-22-200(b) public benefits may include and are defined as:

- Affordable housing,
- Relocation assistance,
- Public parking,
- Off-site-infrastructure, and
- Other public facility improvements.

Such public benefits are generally provided by government and would not otherwise be required from private developers. When considering master plan application, public benefits to be provided by the landowner/developer may be negotiated by HCDA in exchange for greater development flexibility for a specified period. Master plans may also stipulate when public benefits are to be provided, thereby giving considerable certainty to the planning and development process.

(1) Affordable Housing

With respect to affordable housing, the Mauka Area Plan has a requirement for planned development projects to provide “reserved housing” units. Pursuant to §15-22-115, twenty percent of the total number of dwelling units in a project would be required as reserved housing units for sale or rental to moderate income (“gap-group”) households. Pursuant to §15-22-184(a), the adjusted household income of a qualified person: (1) purchasing a reserved unit shall not exceed one hundred forty per cent of median income; and (2) renting a reserved housing unit shall not exceed one hundred per cent of median income.

Pursuant to §15-22-115(c), as alternatives to the provision of reserved housing in a development, HCDA may require a developer to: (1) provide the reserved housing elsewhere within the Mauka Area; (2) sell reserved housing units to HCDA at cost; or (3) make a payment in lieu the required number of reserved housing units (which is based on a percentage of the project’s gross revenues). Pursuant to Act 018 (SLH 2009, effective on April 23, 2009), HCDA shall not permit cash payments in lieu of providing reserved housing, except to account for any fractional unit that results after calculating the percentage requirement against residential floor space or total number of units developed.

Pursuant to SB 1350 (SD2 HD1 CD1) of the 2009 Legislative Session, reserved housing requirements in the Mauka Area Rules could be altered. SB 1350 establishes a percentage of floor area as the minimum requirement for reserved units. Table 5 summarizes the reserved housing requirement which increases after five years from the effective date of the Act. For development lots of 80,000 square feet or more, options would:

- Allow a portion of the requirement to be provided outside of the KCDD,
- Reduce the requirement when the term for the rental of reserved units is twenty years, or
- Reduce the requirement when HCDA develops reserved units on lands transferred to HCDA by the developer.

Table 5: Reserved Housing Requirements Pursuant to S.B. 1350 for Development Lots In the Mauka Area

Land Area (square feet)	Quantity of Countable Floor Area in a Development			
	Residential	Residential	Commercial	Commercial
	Initial	After 5 Years	Initial	After 5 Years
19,999 or less	0%	0%	0%	0%
20,000 – 79,999	20%	25%	10%	15%
80,000 or more	30%	35%	20%	25%

Projects with reserved units in excess of the requirement (“Surplus Reserved Units”) may be allowed to satisfy the requirements of other projects in the KCDD subject to a “Price Schedule”. The Price Schedule allows a developer of a project to satisfy its requirement by making a payment to the developer of the Surplus Reserved Units. Approval of SB 1350 is pending action by the Governor as of the date of release of this report.

(2) Relocation Assistance

With respect to relocation assistance, the Mauka Area Rules requires developers to take appropriate actions for relocating existing uses. Pursuant to §15-22-85(c)(10 & 11), development applications shall identify current residents and businesses, property managers, lease terms, etc. and shall provide adequate notification of lease terminations to those affected. Pursuant to §15-22-119(14), HCDA may impose conditions on the approval of planned development permits to require developers to indicate the method of relocation of tenants and businesses.

(3) Public Parking

With respect to public parking, the Mauka Area Plan has identified park on parking garage (“P/PG”) sites in the Open Space and Recreation Plan, Figure 16. P/PG sites are intended to be included in HCDA’s public facilities program whereby a low-rise structure could be developed by HCDA, KS, or a developer engaged by KS to provide a public parking structure, a public park on the roof and/or community meeting rooms and facilities. Block A is partially designated as a P/PG site.

(4) Off-site Infrastructure

With respect to off-site infrastructure, the Water System Plan (Figure 23), the Sewerage System Plan (Figure 24), the Drainage System Plan (Figure 25) and the Electrical, Telephone, and Street Lighting Systems Plan (Figure 26) of the Mauka Area Plan generally establish the location for infrastructure improvements, including providing guidance for HCDA’s improvement district program. Pursuant to §15-22-10, the Executive Director may require proposed projects to have a Project Eligibility (“PE”) Review. Pursuant to the PE Review, the developer of a project would be responsible for the necessary off-site improvements.

(5) Other Public Facility Improvements

Chapter 206E, HRS mandates that “...Public facilities within the district shall be planned, located, and developed so as to support the redevelopment policies for the district...” The Public Facilities Plan in the Mauka Area Plan addresses public facilities and services relating to health, safety, education, and welfare of the community population. With respect to other public facility improvements, possible facilities for this category could include:

- Public services such as post offices, police substations, satellite city halls;
- Public recreation such as parks at grade, swimming pools, fields, courts, play grounds; and
- Community facilities such as child day care, senior citizen centers, meeting rooms, auditoriums, multi-purpose rooms.

b. Analysis

(1) Affordable Housing

The Kaiāulu MP Application proposes to provide reserved housing pursuant to the Mauka Area Plan and Rules.

The Kaiāulu MP proposes that the Master Plan area predominantly will have residential uses. Consequently, the number of completed reserved units provided by the Kaiāulu MP shall be no less than twenty percent of the total number of completed housing units. Each and every planned development needs to identify the reserved units which are or will be completed to satisfy the respective development's reserved housing requirements during Phase II.

With respect to the location of reserved units, Page 9-6 of the Kaiāulu MP Application states that the reserved housing will provided within the Kaiāulu MP, offsite of the Kaiāulu MP but within Kakaako, or elsewhere as permitted by HCDA.

As per the Mauka Area Rules reserved housing may be provided on any Block within the KCDD Mauka Area (§15-22-115(c)).

Pursuant to the optional transfer of uses rule (§15-22-81(d)), reserved housing units may be located on any appropriate site in the Mauka Area of Kakaako.

The Mauka Area Rules do not have a mechanism for the provision of reserved housing outside of the Kakaako district. Therefore, housing units that are provided outside of the Kakaako District cannot satisfy the reserved housing requirement.

With respect to the unit types, the reserved housing mix should generally include the unit mix in a typical development and should comprise studios, one-, two- and three-bedroom units.

If S. B. 1350 becomes law before the master plan application is approved, the reserved housing requirements of S. B. 1350 shall apply. Pursuant to S. B. 1350, HCDA shall set the types and sizes of the reserved housing units, establish sale prices or rents to be charged that are affordable to families intended to be served by the reserved housing units, and set the number of parking stalls to be assigned to the reserved housing units.

(2) Relocation Assistance

On Page 8-2 of the application, KS states that care will be taken to plan for potential tenant relocations with the MP area, to other KS' lands or to other lands. Where relocation is necessary, KS states that it will work closely with tenants to provide advance notice and identify alternatives that may be present upon other KS lands outside the district.

(3) Public Parking

On Page 7-4 of the application, KS states that public parking in the neighborhood will be provided in parking structures.

Given its proximity to Mother Waldron Park and other existing and future public facilities (possibly on the Pohukaina School lot and the Rail Project) in its vicinity, Block A could be a desirable location for public parking.

It may be more desirable to provide public parking on each Block.

(4) Off-site Infrastructure

The existing drainage, sewer and water systems should be utilized and improved pursuant to the standards of the City and County of Honolulu. As mentioned in the analysis of the proposed infrastructure systems, HCDA's Improvement District Program (through the implementation of ID-1, ID-2 and ID-3 projects) has provided most of the required infrastructure for the Kaiāulu MP area.

As deemed appropriate by the City, KS will be required to provide various off-site improvements for each of the Blocks during Phase II of the Master Plan implementation.

With respect to the electrical/communications systems, KS proposes to relocate existing overhead lines into underground ducts.

(5) Other Public Facility Improvements

The Kaiāulu MP Application claims that public benefits are anticipated from:

- The expansion of open space opportunities and connections between Makai Gateway Park and Mother Waldron Park through a park-to-park connection.
- Beautifications to Cooke Street, Ala Moana Boulevard and Auahi Street that will enhance the image of the city and its urban environs.

With respect to the expansion of open space opportunities, it appears that development utilizing §15-22-64(c)(2) would provide a better variety of desirable open spaces than the proposed 14 Open Space Strips proposed in the Kaiāulu MP.

With respect to the proposed park-to-park connection along Cooke Street, pedestrian amenities in the four Open Space Strips appear to be a public benefit. Details of the park-to-park connection and associated public amenities need to be provided prior to Phase II.

With respect to the proposed beautifications to Cooke Street, Ala Moana Boulevard and Auahi Street, improvements provided in addition to front yard and open space amenities appear to be public benefits. Details of proposed beautifications should be provided prior to Phase II.

With respect to public recreation, Mother Waldron and the Makai Gateway Parks are adjacent to the Kaiāulu MP area. These parks provide some active recreation amenities with fields, courts and a play ground. However, passive public recreation (such as urban parks, plazas, pocket parks, etc.) is a desirable public benefit in the open space areas of the Kaiāulu MP.

The Kaiāulu MP does not offer community facilities or other public benefits such as public parking.

2. Public Facilities Dedication

a. Requirements

Public facilities dedication is required for projects in the Mauka Area. Pursuant to §15-22-73, the dedication of land is required in conjunction with the approval of base zone or planned development projects in the Kaiāulu MP. HCDA may allow a developer of a project to satisfy the requirement with a payment of a fee that is equal to the value of the land, or by a combination of a payment of a fee and dedication of land.

The amount of land to be dedicated should be equal to three per cent of the commercial and community service floor area and four per cent of the residential floor area. Floor area for industrial uses, reserved housing, nursing facilities, etc. is exempt from this calculation. If it is determined that dedicating land is not in the best interest of the public, HCDA may approve payment of a fee equal to the fair market value of the land area otherwise required for dedication (§15-22-73(d) & (e)).

B. Analysis

Given the possible mix of uses in the target floor area projected in Table 2, the estimated public facilities dedication requirement for full implementation is

139,593 square feet of land. Given the flexibility in the mix of uses that can be developed, the dedication requirement would be reduced if the ratio of commercial uses is increased relative to residential uses. Therefore, the dedication requirement can only be estimated at this time.

AS described on page 9-4 of the Kaiāulu MP, KS has dedicated lands for public facilities and received PFD Credits from HCDA equivalent to 120, 514 square feet of land. Pursuant to the Termination Agreement related to the termination of KS' previous master plan, the current balance of PFD Credits may be reduced by 15,000 square feet to 105,514 square feet.

At full development of the proposed mix of land uses in the Kaiāulu MP, approximately 34,000 square feet of land would be required to be dedicated to satisfy the public facility dedication requirement. KS has proposed to satisfy the outstanding balance for public facilities dedication through a cash payment to be determined later.

It appears that the terms and conditions of the Termination Agreement have not been fulfilled in a timely manner. Therefore the PFD Credits should be reduced by 15,000 square feet. Also, because of the lack of land to construct public facilities within the KCDD, public facilities dedication fee in the form of land dedication should be preferred to cash-in-lieu payments.

C. Adequacy of Other Implementation Issues

1. Amendments to the Mauka Area Plan

KS is not requesting any amendments to the Mauka Area Plan and Rules as part of the master plan application.

a. Block A Development

With respect to the designation of the P/PG site on Block A, on Page 9-7 KS indicates that it may seek to amend the Mauka Area Plan to alter or remove the designation prior to HCDA approval of the development permit for Block A.

The proposed design for Block A does not address the provision of public facilities to be consistent with the P/PG land use designation. KS shall be required to process an amendment to the Mauka Area Plan for the development of Block A.

b. Reserved Housing

With respect to the requirement for reserved housing, on Page 9-7 the Kaiāulu MP indicates that it may seek to provide affordable housing outside of the Mauka Area through a modification or amendment of the Mauka Area Rules.

There is no provision in the Mauka Rules for providing reserved housing outside of the KCDD. An amendment to the Mauka Area Plan and Rules would be required before HCDA can consider this.

c. Rail Project

The City's proposed route and station along Halekauwila for the Rail Project could have a significant impact on the design of Block A. On Page 5-2, the Kaiāulu MP states that the design of developments will be coordinated with the appropriate transit authorities and area stakeholders at the time of redevelopment.

2. Urban Design Guidelines

In Chapter 7 of the application, the Kaiāulu MP proposes general design guidelines as a framework for their desired developments. Design guidelines will need to be submitted prior to Phase II.

3. Phase II Requirements

Pursuant to §15-22-204(b)(3)(J), the application shall provide the manner in which the master plan will be implemented, including the responsibilities of the HCDA and KS, and the proposed phasing of development.

Chapter 8 of the Kaiāulu MP Application describes the phasing program priorities for the 15-year term of the Permit. The phasing program is intended to be flexible to give KS flexibility to adapt to economic and market conditions.

KS will need to execute a Master Plan Development Agreement with HCDA in the event that the master plan application is approved and a master plan permit issued. Subsequent to issuance of a master plan permit, KS will need to submit project eligibility and planned development application and obtain planned development permit for each individual planned development project within the master plan area.

All terms and conditions of the Permit and the Approved Kaiāulu MP shall apply to the review and approval of development permits for individual projects.

4. Modifications of the Mauka Area Rules

Pursuant to §15-22-204(b)(3)(F), the application shall provide the areas for which variances or amendments to the Mauka Area Plan may be necessary.

KS is not requesting any variances or modifications of the Mauka Area Rules for the Permit, although modifications may be requested on a project-by-project basis during Phase II when a project's development permit application is reviewed.

V. Sustainability

Urban in-fill developments do not use previously undeveloped lands; therefore, high-density urban in-fill developments are more sustainable than single-family subdivision developments that require large tracts of open land. The Kaiāulu MP proposes an urban in-fill development and creates a mixed use, live, work development including 2,750 housing units that supports sustainability.

The Kaiāulu MP outlines several sustainability strategies. These include energy conservation, sustainable energy supply, lowering energy demand, creating a pedestrian supportive environment, reducing water consumption, and recycling. The Kaiāulu MP doesn't describe how these strategies will be incorporated into each individual project. Without preparing detailed designs for specific projects it is difficult to identify how some of the sustainability concepts will be integrated into the project.

However, the details of how sustainability and energy efficiency and conservation will be integrated are not necessary for the master plan application. These details will need to be provided at the time of planned development permit application.

KS will need to provide specifics of how sustainability will be integrated in each specific project through Leadership in Energy and Environmental Design ("LEED") or similar programs at the time of application for each individual planned development project.

VI. Historical, Cultural and Archeological Resources

The Kaiāulu MP application provides a very brief and cursory history of the settlement pattern of the Kakaako neighborhood and its development in recent years. The application does not provide details on historic structures or archaeological sites within the master plan area.

It appears that KS needs to compile an inventory of historic and archaeological sites within the master plan area, articulate its preservation program for known historical/cultural resources and identify its strategy for coordinating master plan implementation with the likely discoveries of iwi or other archaeological finds on development sites. It is imperative that these strategies, programs and protocols are understood by the HCDA before application for Phase 1 development of the master plan can be processed and action taken.

VII. Community Outreach and Public Comments

HCDA established a broad community outreach program to receive public feedback on the Ward Neighborhood Master Plan. The Kaiāulu MP was made

available for public review through the HCDA webpage and the public was provided opportunities to comment via the Internet, by telephone, or in writing. HCDA staff also organized a community meeting to receive public comments on the master plan application.

HCDA has received numerous comments from the public on the Kaiāulu MP. The comments received to date generally relate to density, height, infrastructure adequacy, traffic, sustainability, and open space issues.

Public comments are included as Appendix 2 of this report.

Appendix 1: Background and Development Objectives for Kakaako

I. Legislative Intent (Chapter 206-E, HRS)

In 1976, the Legislature recognized the lack of timely revitalization of underutilized urban communities in the State and determined that a new concept of urban planning and redevelopment was needed to supplement traditional methods of community redevelopment.

The Legislature declared further that there exists within the State vast, unmet community development needs, such as:

- *Suitable housing for persons of low or moderate income;*
- *Sufficient commercial and industrial facilities for rent;*
- *Residential areas which have facilities necessary for basic livability, such as parks and open space; and*
- *Areas which are planned for mixed uses.*

The Legislature also declared that existing laws and private and public mechanisms have either proven incapable or inadequate to meet these needs. Through the adoption of Chapter 206E, HRS, the Legislature created the HCDA to provide new, innovative forms of planning and development and regulations to meet the need for planning, renewal, and redevelopment of such areas designated by the Legislature.

The Legislature designated the Kakaako area as the first community development district. The Legislature stated:

- *The Kakaako District is centrally located in Honolulu proper, in close proximity to the central business district, the government center, commercial, industrial, and market facilities, major existing and contemplated transportation routes and recreational and service areas;*
- *The Kakaako District, because of its present function as a service and light industrial area, is relatively underdeveloped and has, especially in view of its proximity to the urban core where the pressure for all land uses is strong, the potential for increased growth and development that can alleviate community needs such as low- or moderate-income housing, parks and open space, and commercial and industrial facilities;*

- *The Kakaako District, if not redeveloped or renewed, has the potential to become a blighted and deteriorated area. Because of its present economic importance to the State in terms of industry and subsequent employment, there is a need to preserve and enhance its value and potential; and*
- *Kakaako has a potential, if properly developed and improved, to become a planned new community in consonance with surrounding urban areas.*

The Legislature authorized and empowered the HCDA to develop a community development plan for the district. The plan needed to include a mixed-use district whereby industrial, commercial, residential, and public uses may coexist compatibly in a vertical as well as horizontal mixture within a single development lot. The Legislature further directed that in planning for such mixed uses, the HCDA shall also respect and support the present function of Kakaako as a major economic center, providing significant employment in such areas as light industrial, wholesaling, service, and commercial activities.

II. Development Features and Incentives

The Mauka Area Plan and Rules provide two development options: a Base Zone Development option and a Planned Development option. A Master Plan could be a combination of base zone and planned development projects.

A. Base Zone Development

Base zone development allows a maximum building height of 45 feet and a maximum floor area at a 1.5 floor area ratio ("FAR"). For example, a development lot of 10,000 square feet of land at a 1.5 FAR would be allowed a maximum floor area of 15,000 square feet (10,000 multiplied by 1.5). In terms of land uses, base zone developments are allowed any mix of uses and there is no reserved housing requirement.

B. Planned Development

Planned development allows projects to exceed base zone development requirements in exchange for certain public benefits. For planned developments on lots of at least 80,000 square feet, there is a maximum building height of 400 feet and maximum 3.5 FAR. See Table A for the maximum FAR for development lots of smaller size. The maximum FAR increases proportionately as lot areas increase between categories in Table A.

Table A: Planned Development FAR by Lot Size

Lot Size (sq. ft.)	FAR
10,000	1.8
20,000	2.0
40,000	2.5
60,000	3.0
80,000	3.5

In terms of land uses, planned developments must have residential uses and may have a limited amount of commercial uses. The maximum amount of commercial uses varies depending on whether the project is located in a MUZ-R zone or MUZ-C zone (§15-22-113(b)). Planned developments are allowed to be entirely residential but are not allowed to be entirely commercial.

The approval of additional height and FAR for planned development is a “trade-off” for the developer’s commitment to “reserve” 20% of the residential units for sale or rental to “gap-group” households. In addition, the developer must contribute public facilities fees.

C. Incentives for Desired Uses

There is an option for additional “bonus” floor area of up to 0.3 FAR to be granted for qualified industrial, nursing facilities and assisted living projects for any development option.

D. Urban Design of Single and Multiple Towers

1. Single Tower Envelopes and Tower Mass

A single tower on a development lot of 80,000 square feet could have 14,000 square feet for front yards/open space (18-20% of the lot area). The remaining land area of approximately 64,000 square feet (80% of the lot area) would be available for the construction of structures. In this example, the “typical” planned development has a 3.5 FAR which results in a maximum floor area of 280,000 square feet.

In the vernacular of urban design, the structure of planned developments could generally be described in terms of two elements—a podium and a tower.

The podium (also known as a “platform”) has a maximum height of 45 feet and would include parking, loading and various land uses (including commercial, residential, industrial, and community services).

The tower could be sited on top of, or adjacent to, the podium. For a typical development lot of 80,000 square feet, the “tower envelope” has a maximum height of 400 feet and maximum footprint of 16,000 square feet (see Table B for the tower

envelope for development lots of smaller size). The maximum building height and tower footprint increase proportionately as lot areas increase between categories in Table B.

Table B: Single Tower Planned Development Envelope by Lot Size

Lot Size (sq. ft.)	Building Height (ft.)	Building Footprint (ft.)
10,000	65	5,000
20,000	100	8,000
40,000	200	14,000
60,000	300	15,000
80,000	400	16,000

The floor area of a planned development can be allocated between the podium and the tower. The single tower examples described below assume that most of the podium is utilized for parking and loading. Consequently, it is assumed that 280,000 square feet of floor area is allocated primarily to the tower. The tower mass types described below are based on potentially desirable heights or footprints; other combinations of heights and footprints are possible (such as “wedding cake” towers) but would be limited by the maximum floor area.

Please note that the following descriptions of single towers are based on either: 1) maximum tower height or 2) maximum tower footprint. Consequently they represent the range of diversity that is possible for development lots of 80,000 square feet. These models are offered simply to show the extent of variation for tower mass that is possible within the tower envelope for the same quantity of floor area.

a. Tower Mass based on maximum height (“Tall and Thin”).

The residential tower attempting to provide maximized views could be “tall and thin”. This would likely involve a 355-foot tower (39 floors) with a footprint of 7,180 square feet (9% lot coverage) on top of a 45-foot podium resulting in a total height of 400 feet.

b. Tower Mass based on maximum footprint (“Short and Fat”).

A commercial tower on the other hand, attempting to maximize flexibility in tenant space, could be “short and fat”. It could involve a 180-foot tower (18 floors) with a footprint of 15,556 square feet (19% lot coverage) on top of a 45-foot podium resulting in a total height of 225 feet.

2. Multiple Tower Envelopes and Tower Mass

Planned developments on lots of 80,000 square feet or less are allowed to have one tower. For parcels exceeding 80,000 square feet, additional towers are allowed, provided the maximum building height and tower footprint for a given lot are proportional to the parameters enumerated in the table below (§15-22-116(h)). The maximum building height and tower footprint for the second tower increase proportionately as lot areas increase between categories in Table C.

Table C
Planned Development Tower Envelope
for a Second Tower by Lot Size

Lot Size (sq. ft.)	Building Height (ft.)	Building Footprint (ft.)
90,000	65	5,000
100,000	100	8,000
120,000	200	14,000
140,000	300	15,000
160,000	400	16,000

A “large lot” planned development with a lot area of 160,000 square feet and maximum floor area of 560,000 square feet may have two towers or one tower, depending upon appropriate tower spacing and mass. The “large lot” tower masses described below assume that most of the podium is utilized for parking/loading.

If it has two towers, there may be a commercial tower (short and fat) and a residential tower (tall and thin), or there may be two residential towers (both tall and thin). Each of the towers would be subject to a tower envelope for a development lot of 80,000 square feet in size.

If two towers are inappropriate for the site, a single tower may be allowed with a mass that is “tall and fat”—a 355-foot tower (39 floors) with a tower footprint of 14,360 square feet (9% lot coverage) on top of a 45-foot podium resulting in a height of 400 feet.

A measure of the reduced number of towers is the “Tower Saturation” ratio which is the number of actual towers divided by the allowable number of towers. For example, the Tower Saturation for one tower on a development lot of 160,000 square feet is 50%.

E. Urban Design with “Liners” in the Podium

The urban form of a planned development can be altered significantly when functional “liners” are incorporated into the project design. Liners are intended to shield parking in podiums from view along streets to mitigate inherent unsightliness.

A “liner” is defined as a portion of a podium which is located on the outer perimeter of a podium and along a street (“street façade”). The internal portion of a podium could include a parking structure, recreation deck and/or tower. Liners could be either “functional” (such as stores, offices or housing, but excluding parking and loading) or “architectural” (such as grills, screens or landscape planters) that are pleasant and aesthetic.

Assuming that FAR, yard, open space and podium height requirements remain the same, the addition of liners to a podium could result in: 1) a reduction of the floor area in the tower and 2) a reduction of available space in the podium for parking stalls.

F. Urban Design Guidelines

1. Building Orientation Guidelines

Building orientation shall be determined based on height.

a. Low-Rise Structures

Up to forty-five feet in height, the long axis of structures shall be oriented, to the extent practicable, between twenty-five degrees and fifty-five degrees east of south to maximize the ventilation effect of prevailing winds (§15-22-143(a)(1)).

b. High-Rise Structures

Above the forty-five-foot level, the long axis of structures shall be oriented, to the extent practicable, between thirty-five degrees and sixty-five degrees west of south to minimize exposing the long side to direct sunlight (§15-22-143(a)(2)).

2. Tower Spacing Guidelines

Spacing between building towers shall be based upon the tower location on the development lot and distances between neighboring towers. To the extent practicable, tower spacing shall be as follows:

a. Towers Face to Face

The distance should be at least 300 feet between the long parallel sides of neighboring towers (§15-22-143(b)(1)).

b. Towers End to End

The distance should be at least 200 feet between the short sides of towers (§15-22-143(b)(2)).

3. Sunlight Access

Building design and siting shall be such that shadow effects on neighboring buildings shall be minimized. Residential uses, to the extent practicable, shall have direct access to sunlight (§15-22-143(c)).

4. Pedestrian and Bicycle Circulation

Public or private mid-block pedestrian or bicycle circulation paths, or both, may be required to be created and maintained in conjunction with planned developments. The developer of a planned development may be required to dedicate to the HCDA a perpetual public easement for pedestrianways, the appropriate width and location to be as determined by the HCDA (§15-22-143(d)).