

Hawaii Community Development Authority (HCDA) Public Participation Procedure

Legislative Instructions – These statutes and resolutions summarize the instructions given by the State Legislature to date on public participation procedures for the HCDA to follow for the Makai Area.

HRS §206E-5.5: Community and public notice requirements and posting on the Authority’s website. This section of HRS requires the Authority to “adopt community and public notice procedures pursuant to chapter 91”. The purpose is to effectively engage the public and provide information on proposed development plans within the community development district.

HRS §206E-5.6: “(a) When rendering a decision regarding:

- (1) An amendment to any of the authority’s community development rules established pursuant to chapter 91 and section 206E-7; or
- (2) *The acceptance of a developer’s proposal to develop lands under the authority’s control, the authority shall render its decision at a public hearing separate from the hearing that the proposal under paragraph (1) or (2) was presented.*”

The section also prescribes public notice in accordance with section 1-28.5 and post a notice on its website; provided that the decision-making hearing shall not occur earlier than five business days after the notice is posted; provide notice and report to the Senate President and the Speaker of the House; and prior to rendering a decision, the authority shall provide the general public with the opportunity to testify at its decision-making hearing.

HRS §206E-31.5: The Authority is *prohibited from “(2) Approving any plan or proposal for any residential development* in that portion of the Kakaako community development district makai of Ala Moana boulevard and between Kewalo basin and the foreign trade zone”.

HCR 30, SLH 2006: While advisory, provides that Kakaako Makai is a “learn and play” and that the A&B Properties project should be rescinded. The resolution specified that the HCDA *“immediately convene a working group of interested stakeholders, particularly the groups and individuals that have surfaced in this controversy, to meaningfully participate in the development, acceptance, and implementation of any future plans for the development of Kakaako Makai”*.

Act 144, SLH 2009: “In developing, accepting, and implementing any plans for the development of the Kakaako makai area within the Kakaako community development district, *the authority shall collaborate with and consider the recommendations* of the Kakaako makai community planning advisory council”.

HCR 111, SLH 2005: While advisory, provides that the HCDA is “requested to designate and develop the state-owned land for the state cultural public market” and *“the state cultural public market be located on at least ten acres of state land on the*

east side within the Kakaako makai area of the island of Oahu, Diamond Head of Ahui Street, and include a state-run public parking lot”.

HRS §206E-34: “(a) There shall be established within the Hawaii community development authority a state cultural public market.

(b) The cultural public market shall be located on state land within the Kakaako Makai area and developed pursuant to sections 206E-31, 206E-32, and 206E-33. A public parking lot shall be included.” The statute requires that the proposals for the cultural public market shall contemplate but not be limited to the inclusion of the following types of facilities and services:

- “(1) Retail outlets for ethnically diverse products;
- (2) Venues for businesses with ethnic themes, including restaurants and other service-related businesses;
- (3) Theaters, stages, and arenas designed to showcase cultural performing artists as well as community performing arts;
- (4) Exhibition space or museums that showcase artwork created by international and local artists; and
- (5) Museums or other educational facilities focusing on the history and cultures of the various ethnic groups within Hawaii, including Hawaiian history.”

Public Participation Procedure-General

Act 251 (HRS §§206E-5.5, 5.6) - Ensuring that community concerns are received and considered by the Authority.

HRS §206E-5.5 requires that the authority shall adopt community and public notice procedures pursuant to chapter 91 that shall include at a minimum:

- “(1) A means to effectively engage the community in which the authority is planning a development project to ensure that community concerns are received and considered by the authority;
- (2) The posting of the authority’s proposed plans for development of community development districts, public hearing notices, and minutes of its proceedings on the authority’s website; and
- (3) Any other information that the public may find useful so that it may meaningfully participate in the authority’s decision-making processes.”

HRS §206E-5.6 requires that: “(a) When rendering a decision regarding:

- (1) An amendment to any of the authority’s community development rules established pursuant to chapter 91 and section 206E-7; or
- (2) The acceptance of a developer’s proposal to develop lands under the authority’s control, the authority shall render its decision at a public hearing separate from the hearing that the proposal under paragraph (1) or (2) was presented.

(b) The authority shall issue a public notice in accordance with section 1-28.5 and post the notice on its website; provided that the decision-making hearing shall not occur earlier than five business days after the notice is posted. Prior to rendering a decision, the authority shall provide the general public with the opportunity to testify at its decision-making hearing.”

HRS Chapter 91 provides directions for public notice for rule making and contested case hearing. The legislative intent in HRS §§206E-5.5 & 5.6 clearly appears to be community engagement in HCDA decision making process for approving development plans within the community development district. The public participation procedure described below pertains to approval of development plans only. Public participation for rule making will be in accordance with the requirements of HRS Chapter 91.

Public Participation Process for Kakaako Makai – The Kakaako Makai Community Planning Advisory Council

CPAC Formation: In November 2006, the Authority engaged Townscape, Inc. as the consultant to organize an Advisory Working Group (AWG) to participate in the Kakaako Makai Area planning process. At a workshop meeting held on March 2007, the Authority stressed that the role of the AWG was advisory and that the group should provide recommendations to the Authority on the vision, guiding principles, and actions needed to be taken in future development of Kakaako Makai. On July 25, 2007, the members of the AWG voted unanimously to change its name to the Kakaako Makai Community Planning Advisory Council (CPAC).

The HCDA also provided a budget (\$52,800), meeting facilities, and a meeting facilitator for the CPAC. Upon the completion of the facilitation contract with the Spark M. Matsunaga Institute for Peace at the University of Hawaii, the CPAC organized and carried out its own meetings. The following is the vision and a summary of the guiding principles for future developments in Kakaako Makai developed by the CPAC and presented to the Authority.

Vision: Kakaako Makai is the community’s gathering place. A safe place that welcomes all people, from keiki to kupuna, with enriching cultural, recreational and educational public uses. A special place that continues the shoreline lei of green with scenic beauty, connects panoramic vistas mauka to makai, and encourages ecological integrity of land, air and sea. Kakaako Makai honors, celebrates and preserves the historic sense of place, Hawaiian cultural values and our unique island lifestyle for present families and future generations.

Summary of Guiding Principles:

- **Community Cultural Gathering Place:** *A gathering place where community and culture converge in response to the natural beauty of the green shoreline open space.*

- **Hawaiian Culture and Values of the Ahupua‘a:** *Kakaako Makai Master Plan should be based on Native Hawaiian values and traditional and customary rights and practices protected by the State.*
- **Open View Planes:** *Protect, preserve and perpetuate Kakaako Makai’s open view planes from the mountain to the sea.*
- **Coastal and Marine Resources:** *Preserve, restore and maintain Kakaako Makai’s coastal and marine resources for future generations.*
- **Expanded Park and Green Space:** *Ensure expansion of Kakaako Makai’s shoreline parks as significant landscaped open spaces.*
- **Public Accessibility:** *Provide open and full public access to recreational, cultural and educational activities within Kakaako Makai’s parks and ocean shoreline.*
- **Public Safety, Health and Welfare:** *Ensure that Kakaako Makai is safe and secure for residents and visitors.*
- **Public Use of Public Lands in the Public Interest:** *Ensure and sustain public use of public lands for the greater public good.*
- **Kewalo Basin:** *Ensure that the harbor’s identity is retained with small commercial fishing and excursion boat uses, keiki fishing and marine conservation, marine research and education, accessible green park open space.*
- **Cultural Facilities:** *Offer public enrichment opportunities through fixed and flexible cultural facilities that blend compatibly with shoreline space.*
- **Small Local Business:** *Apportion a limited number of small local businesses to assist in cooperatively sustaining Kaka‘ako Makai’s public use facilities.*
- **Site Design Guidelines-A Hawaiian Sense of Place in Landscape, Setting and Design:** *Ensure that Kaka‘ako Makai’s public use facilities are compatible in placement, architectural form, and functional design within the landscape of the shoreline gathering place.*

Developing a Kakaako Makai Master Plan

Pursuant to Act 144, the HCDA will include the CPAC as a member of its project team to develop a master plan for Kakaako Makai. The master plan will incorporate the vision and guiding principles developed by the CPAC. The objective of the master plan is to develop a long-range plan for Kakaako Makai and identify future development projects in the area. The master plan will also address environmental sustainability as well as economic viability of future development projects.

The CPAC will be afforded the status of a team member working along with the HCDA staff, the HCDA’s consultants and the general community in completing the master plan. Specific steps in the master planning process include the following tasks: information gathering/planning; programming, community workshops and charettes; developing conceptual master plan alternatives and selecting a preferred master plan; and evaluating the preferred master plan for environmental sustainability and economic viability.

The CPAC representatives on the master planning team will be responsible for attending all master planning meetings and keeping their organization informed. The CPAC representatives will be accorded the opportunity as a member of the project team to comment on the planning work being performed by the consultant and the overall project. However, HCDA staff and not CPAC representatives will administer the consultant contract and supervise and direct the consultant or its staff.

Act 144 - Collaborate with and consider the recommendations of CPAC for development projects in Kakaako Makai. The objective of these procedures is to ensure that the CPAC is afforded regular and consistent opportunities to provide advice and comment on HCDA projects and activities in Kakaako Makai in accordance with legislative instructions and directions. However, the participation of the CPAC will not replace the requirement that HCDA also solicit general public comment and input.

Interim, Operational, Repair and Maintenance Projects - Interim projects in the Kakaako Makai include the projects such as the remediation of lots within the Makai area (as directed by the Department of Health) where the permanent highest and best use of the parcel (as proposed by the Makai Area Master Plan) is not being developed. Operational projects or actions include the ratification of lease or other tenancy issues and other day to day operational activities and projects that do not trigger the public notice and hearing requirements of HRS §206E-5.6. Repair and Maintenance Projects include projects such as the ongoing Kakaako Waterfront, Kewalo Basin and Gateway Parks repair projects previously authorized by the Authority which also do not trigger the public notice and hearing requirements of HRS §206E-5.6.

HCDA staff will provide updates to the CPAC at its monthly meetings. The HCDA staff report(s) (compiled before each Authority meeting) providing information or recommending action on Interim, Operational, Repair and Maintenance Projects will be provided to the Authority and the CPAC at the same time. These report(s) will be provided to the Authority and the CPAC on the Wednesday prior to the Authority meeting. The CPAC may then provide its comments at the Authority meeting on the following Wednesday.

Summary of the Interim, Operational, Repair and Maintenance Project Public Process.

1. Staff will provide monthly activity reports to CPAC at its meeting describing projects or activities in the Makai area. CPAC may request clarification of or elaboration on a particular project from HCDA staff.
2. Staff report(s) on projects prepared for Authority action will be shared with the CPAC one week prior to the Authority meeting date.
3. Staff simultaneously posts the report on HCDA web site and solicits public comments.
4. At the Authority meeting, CPAC presents its comments, if any. Staff also reports to the Authority any public comments received on the matter.

Development Projects Proposed for the Kakaako Makai Area. In accordance with HRS §206E-5.6, the HCDA will follow the public notice and hearing procedures specified by the Legislature where the Authority is considering “(2) The acceptance of a developer’s proposal to develop lands under the authority’s control”.

Summary of the Development Project Public Process. In accordance with HRS §§206E-5.5 & 5.6, HCDA staff proposes the following multi-part public participation process in considering development plans within the community development district.

1. An informational presentation of the development plan or proposal is made at a scheduled Authority meeting by the developer or HCDA staff.
2. Any materials submitted by the developer will be distributed to the members of the Authority and the CPAC at the same time.
3. After the informational presentation, a copy of the development plan is made available to the public on the HCDA website as well as at the HCDA office for public review and comment.
4. Once the development plan is made available to the public, public comment will be solicited from the CPAC and the general public by convening a public meeting, mass mail out, telephone comment hot-line, or HCDC website or through a combination of all or some of these means.
5. Once CPAC and public comments are received, HCDA staff will prepare a report on the development proposal, summarize the CPAC and public comment and present it at a scheduled Authority meeting.
6. Notice for the Authority’s Action Meeting on the developer’s proposal will be published according to the requirements of Chapter 91 HRS. The notice will invite public comment on the developer’s proposal and/or the HCDA staff report. Notice of the Authority’s Action Meeting will also be provided to the Senate President and the Speaker of the House.
7. The HCDA staff report will be published on the HCDA web site and distributed to the members of the Authority and the CPAC at the same time.
8. At its action meeting, the Authority will again solicit public comments prior to rendering its decision.
9. A report summarizing the public comments received on the developer’s proposal and the Authority’s action will be compiled after the hearing is completed and submitted to the Senate President and the Speaker of the House with a copy of the report also provided to the CPAC.

Contested Case Proceedings. Where the administrative rules of the HCDA require it, state law specifies it or a petitioner requests a contested case hearing process, the HCDA will convene such a forum and process. In this situation, the public participation and comment process will have to be integrated into the contested case hearing process. Since as of September 2009, the HCDA has not established contested case hearing rules, each contested case hearing request will have to be

considered individually and the Authority will have to adopt specific rules and procedures for each such situation.

The intervention of the CPAC or any individual or organization in the contested case proceeding will not be automatic, but will instead be governed by the procedures established by in the HCDA's administrative rules or by the Authority in each situation.

CPAC participation in Kewalo Basin Harbor issues

While the CPAC sphere of interest includes the Kewalo Basin Harbor, it is important to note that the HCDA has formed its own specific advisory group for Kewalo Basin Harbor that includes various harbor stakeholders. The separate advisory group was formed because the harbor represents a unique environment and stakeholders which is separate and apart from that of the CPAC. However, it is important to note that a CPAC representative is included in the standing membership of the Kewalo Basin Harbor advisory group.

Harbor issues, complaints and operational issues will be discussed and advice sought at the harbor users meeting. Outcomes of these meeting will be shared with the Authority on a regular basis and the Authority may take action, from time to time, on some of the issues presented to the Authority for action. The CPAC will have a separate opportunity (along with the general public) for providing its own comments or advice to the Authority at its regular hearings.

Any development project within the harbor, whether a part of the master plan or independent of it, will follow the public participation process described above for Development Projects in the Kakaako Makai Area.