

HONOLULU R/UDAT 1974

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A MESSAGE FROM THE PRESIDENT

Central Honolulu/Kakaako is ripe for change. With change comes opportunity...the opportunity to create a better place to live. The visit of the Regional/Urban Design Assistance Team (R/UDAT) was requested by the architects of the Hawaii Chapter of the American Institute of Architects and members of the community to provide sensitive, humane and creative urban design leadership...so that the changes that result will produce a place we can grow to love.

We wish to emphasize the need for design to precede development...and the need for concern with sea, sun, shore, breeze, shade, work, space, trees and people. A city responsible to nature does honor to its people.

Sincerely,

A handwritten signature in black ink, appearing to read "Sidney E. Snyder". The signature is fluid and cursive, with the first name "Sidney" written in a larger, more prominent script than the last name "Snyder".

Sidney E. Snyder, AIA
President, Hawaii Chapter, AIA

April 9, 1974

KOOLAU MOUNTAINS

PUNCH BOWL

H-1 FREEWAY

DOWNTOWN

CAPITOL BLDG.

CAPITOL DISTRICT

BERETANIA ST.

KING ST.

KAPIOLANI BLVD.

ART GALLERY

* CONCERT HALL

* ARENA

* MCKINLEY HIGH

* HONOLULU COMMUNITY COLLEGE

WARD AVE.

ALA MOANA

ALA MOANA BLVD.

ALA MOANA PARK

FOOD DISTRIBUTION AREA

WEST KEWALO HARBOR

PACIFIC OCEAN



Although there have been several major planning efforts devoted to the Central Honolulu/Kakaako Area, there is still no definitive public policy for the area's future.

The task for R/UDAT is to suggest appropriate public policy and implementation methods.

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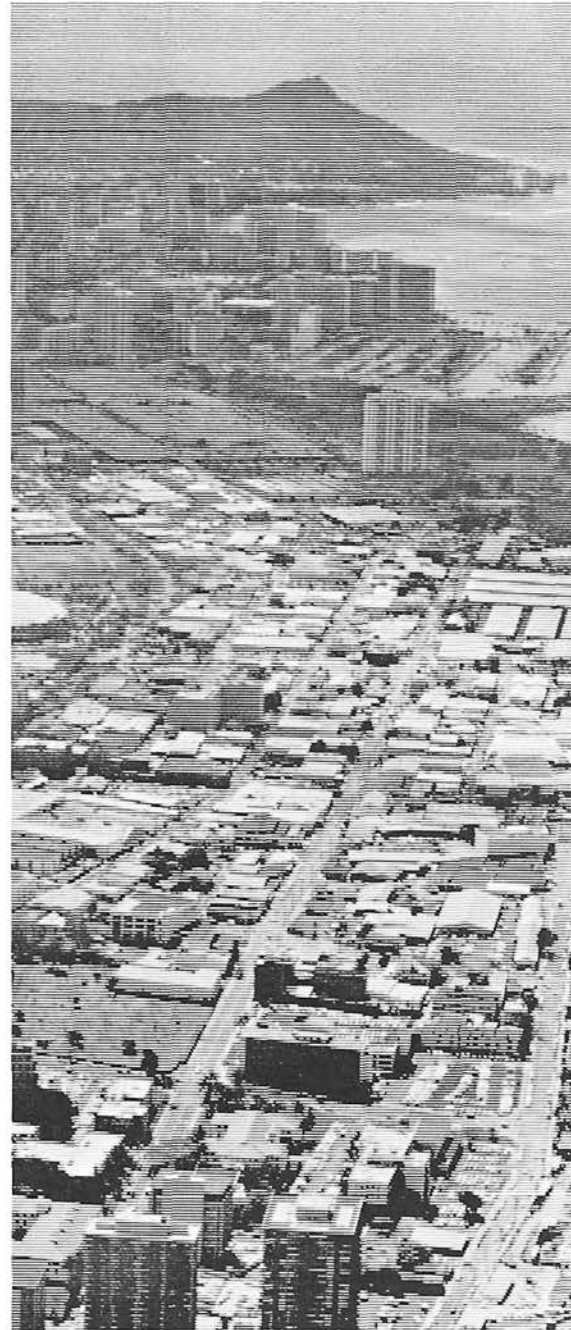
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SUMMARY OF RECOMMENDATIONS

1. The Kakaako/Central Honolulu area should be redeveloped to provide 22,000 new dwelling units on 1200 acres between Punchbowl and the water.
2. Because of adverse effects on the quality of life, Central Honolulu can not be redeveloped at a density which would accommodate all future growth. We recommend that additional growth be provided by the "Stockholm solution", compact new communities towards Barbers' Point, served by a new transit system.
3. Kakaako should provide high density, low rise family housing appropriate for the special lifestyles of Hawaiian families. with highrise, little income housing on the periphery which will offset some of the public cost.
4. Light industrial and commercial uses should remain as sources of employment and opportunities for the creation of new businesses.
5. Innovative housing designs taking advantage of Honolulu's natural features and climate should be developed for family housing.
6. The container ship, warehousing and food distribution uses in West Kewalo should be relocated to provide land for public uses.

7. West Kewalo should become a major new 100-acre waterfront park to serve the increased population of the City.
8. The State should continue its leadership in providing for necessary relocations.
9. The major land owners in Kakaako should be provided with all public assistance necessary to make possible good housing for families of low, moderate and middle incomes.
10. Control of building heights and street layouts in Central Honolulu to maintain mauka-makai views should be the first principle of urban design.
11. The city-county and State planning processes should be the subject of a State sponsored citizen review in order to bring planning into the mainstream.
12. An urban design plan including three-dimensional development guidelines should be a regular part of the city planning process.
13. We believe that the scope of the needed redevelopment of Central Honolulu requires the formation of a Central Honolulu Development Corporation with a bonding authority of \$500 million.
14. A special citizen's committee should be created immediately with private funds of \$250,000 for the purpose of studying this matter in detail and making appropriate recommendations for program and legislation to the 1975 session of the State legislature.



THE R/UDAT PROGRAM

THE R/UDAT PROGRAM

The Urban Planning and Design Committee of the American Institute of Architects has been sending Urban Design Assistance Teams to various American cities since 1967.

The Honolulu Team is the 19th such team to be invited into a specific area to deal with environmental and urban problems which range in scale from a region to a small town, and in type from recreational areas to model cities programs.

The teams respond to the problems as described by the local AIA Chapters and their sponsors from the community leadership.

Each regional/Urban Design Assistance Team is specially selected to include professionals experienced in the particular problems of the area under study. Members are not compensated for their service and agree not to accept commissions for work resulting from their recommendations.

The team acquaints itself with the community and its people...presents its analysis from a fresh perspective...offers its recommendations...perhaps a new approach for planning or for action.

OBJECTIVES

The objectives of the R/UDAT Program are: to improve the physical environment throughout the nation; to illustrate the importance of design in urban planning; to dramatize problems of urban design, stimulating public action; and to give national support to local AIA Chapters in their efforts to improve their own communities; requiring evidence of cooperation with local leadership. The aim is not to offer a complete nor final plan; but, with a new look by experienced outsiders, to give new impetus and perhaps new directions for community action; to make clear and comprehensive recommendations which are professionally responsible as well as politically and economically feasible and publicly understandable.

SPONSORSHIP

The request to the AIA has been accompanied by letters of interest and support from Acting Governor of Hawaii George R. Ariyoshi; Mayor of the City and County of Honolulu Frank F. Fasi; Speaker of the House of Representatives Tadao Beppu; the Dillingham Land Corporation; the Bernice Pauahi Bishop Estate; the Victoria Ward Estate; The Oahu Development Conference; the State Office of Environmental Quality Control; the Downtown Improvement Association; and the Chamber of Commerce of Hawaii.

Financial support for the expenses of the R/UDAT has been enlisted by the Hawaii Chapter AIA from the community.

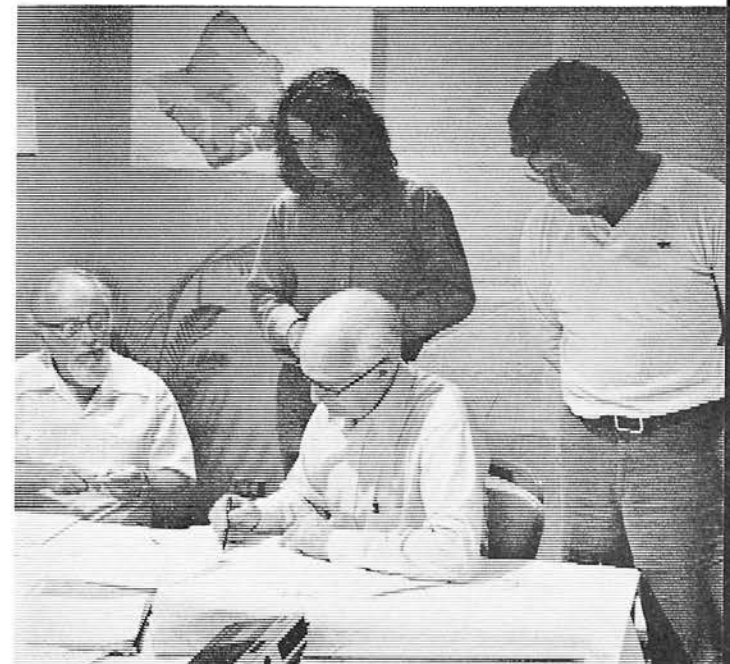
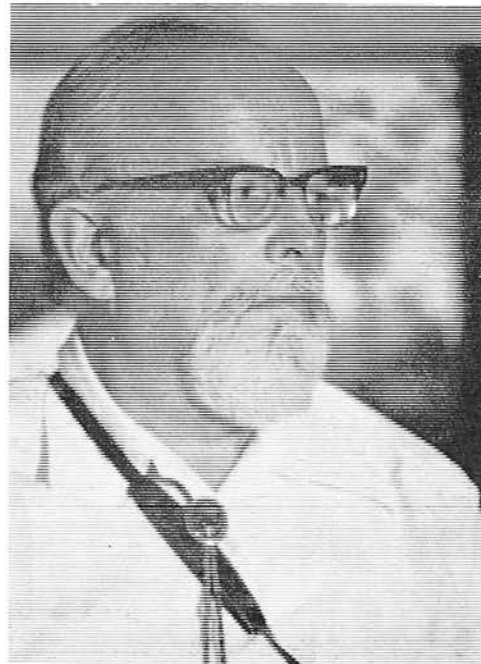
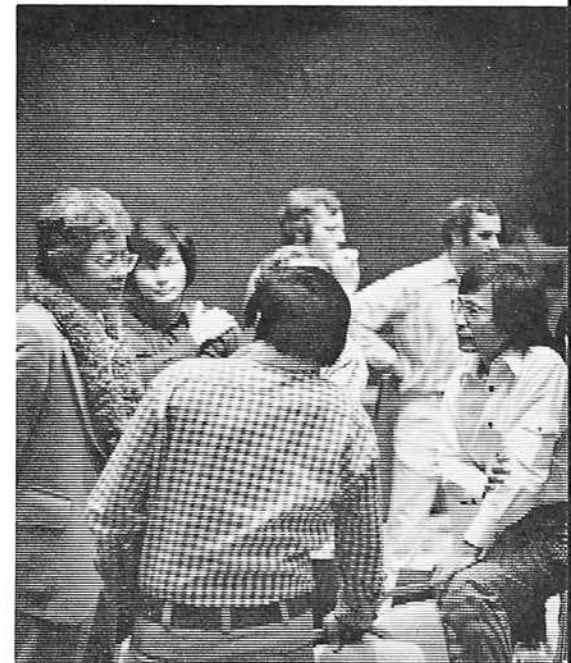
THE VISIT

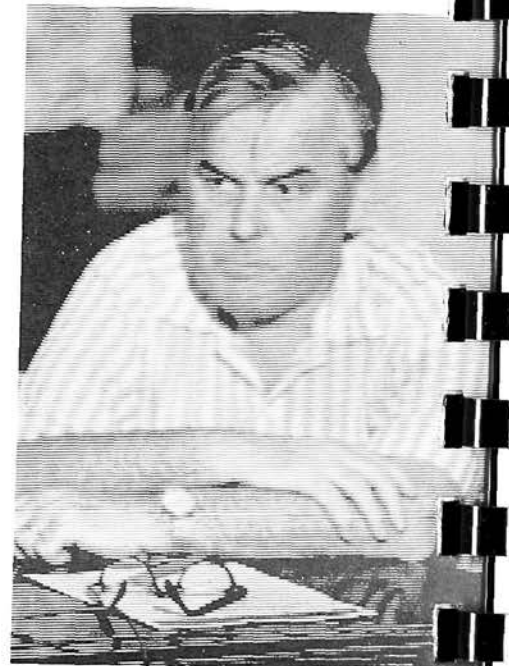
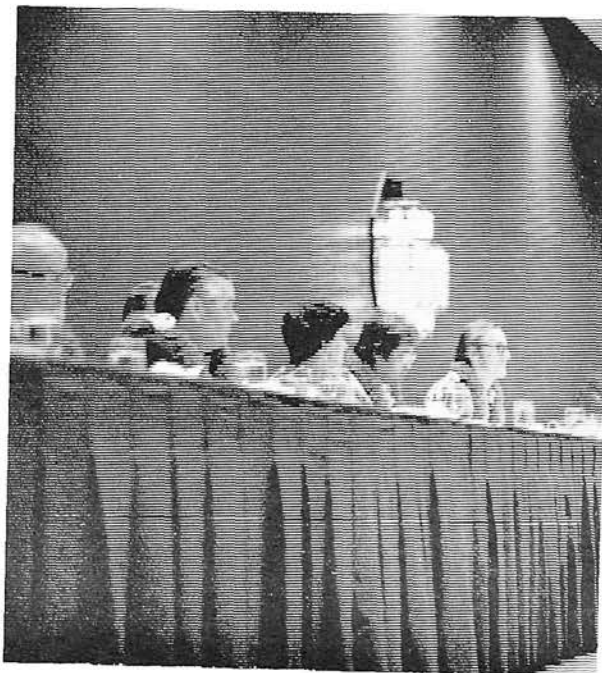
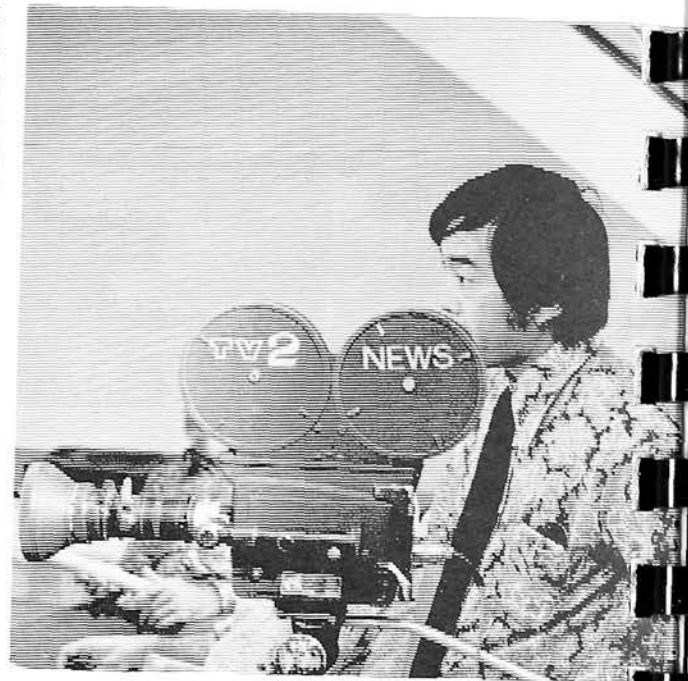
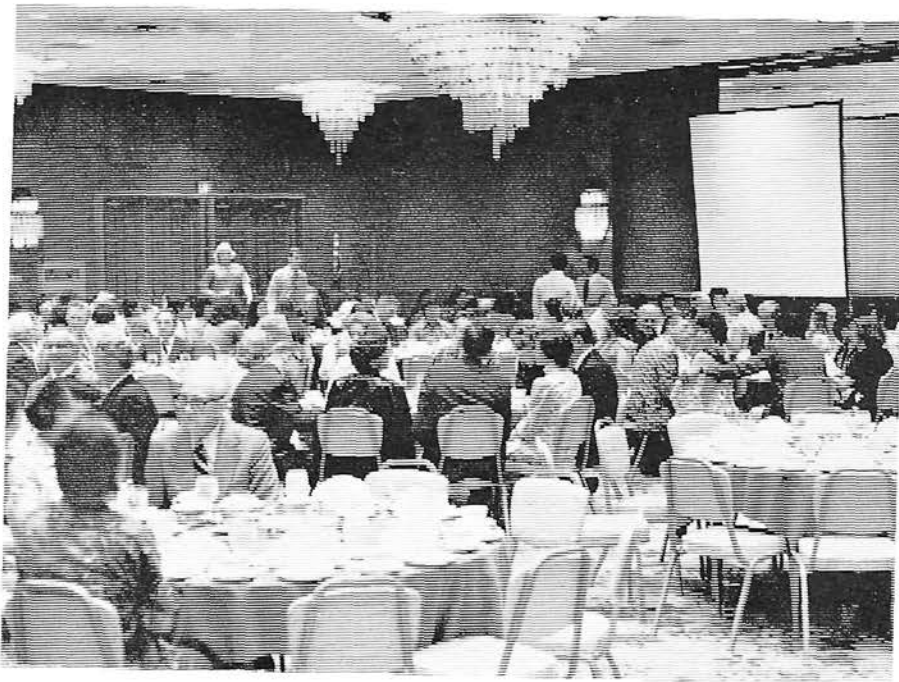
The Hawaii Chapter's request was "fast-tracked" by the AIA, and Robert Sturgis made a reconnaissance visit on 1-5 March.

The team was sent extensive background material on Honolulu for study in advance of the visit. This included material from the three major planning studies done for the area within the past five years.

After an aerial survey of the island and a ground survey of Central Honolulu, the team met with the principal officials and planners for the City, State and major landowners, in addition to other interested community organizations among others. With this information, the team engaged in intensive work sessions which culminated in a press conference and a dinner for a public presentation on 9 April.

This report was presented at that time.





R/UDAT Program Chairman:

Ronald A. Straka, AIA
Denver, Colorado

THE HONOLULU TEAM

CHARLES A. BLESSING FAIA, AIP

Director of Planning - Detroit, Michigan

Philosopher and illustrator of urban form,
ancient and modern; a founder of the AIA
Urban Design Committee

CARL FEISS FAIA, AIP

Director of the Urban and Regional
Development Center, University of
Florida at Gainesville.

Planning consultant, teacher and author
with a special interest in the effect of
human settlements on the total regional
environment; another founder of the AIA
Urban Design Committee.

EDWARD J. LOGUE

President and Chief Executive Officer,
New York State Urban Development
Corporation, New York City.

Sparkplug of redevelopment in New Haven,
Connecticut; Boston, Massachusetts; and
New York State, who has insisted on high
standards of urban design and architecture.
A lawyer by training.

DAVID O. MEEKER, JR. FAIA

Assistant Secretary for Community Planning
and Development, U.S. Department of Housing
and Urban Development, Washington, D.C.

A former practicing architect who became Deputy
Mayor of Indianapolis, Indiana, before taking
on his present position in August 1973.

RAI Y. OKAMOTO, FAIA, AIP

President of The Okamoto Associates, Inc.,
planners and architects, San Francisco, California.

Architect and teacher; urban designs for San
Francisco, Kansas City, New York and Washington;
public transportation planning for Seattle; member
of U. S. Aviation Advisory Commission 1971-72.

DAVID L. PETERSON

Economic, planning and development consultant,
Claremont, California.

Lecturer at the University of Southern California.
Economic studies for St. Paul, Minnesota, and
Washington, D. C. and numerous California
municipalities and private corporations. A lawyer

ROBERT S. STURGIS FAIA (Team Chairman)

Architect and urban designer, Feloney and Sturgis
Architects, Cambridge, Massachusetts.

Practicing architect. Former President of the
Boston Society of Architects and chairman of the
AIA Urban Planning Design Committee. Originator
of the Urban Design Assistance Team Program.

Members of the American Institute of Architects, Regional/Urban Development Assistance Team
Honolulu, Hawaii, April 6 - 9, 1974

Left to right, standing: Sturgis, Okamoto, Feiss, Peterson, Blessing seated: Meeker, Logue



THE ENVIRONMENTAL CONTEXT

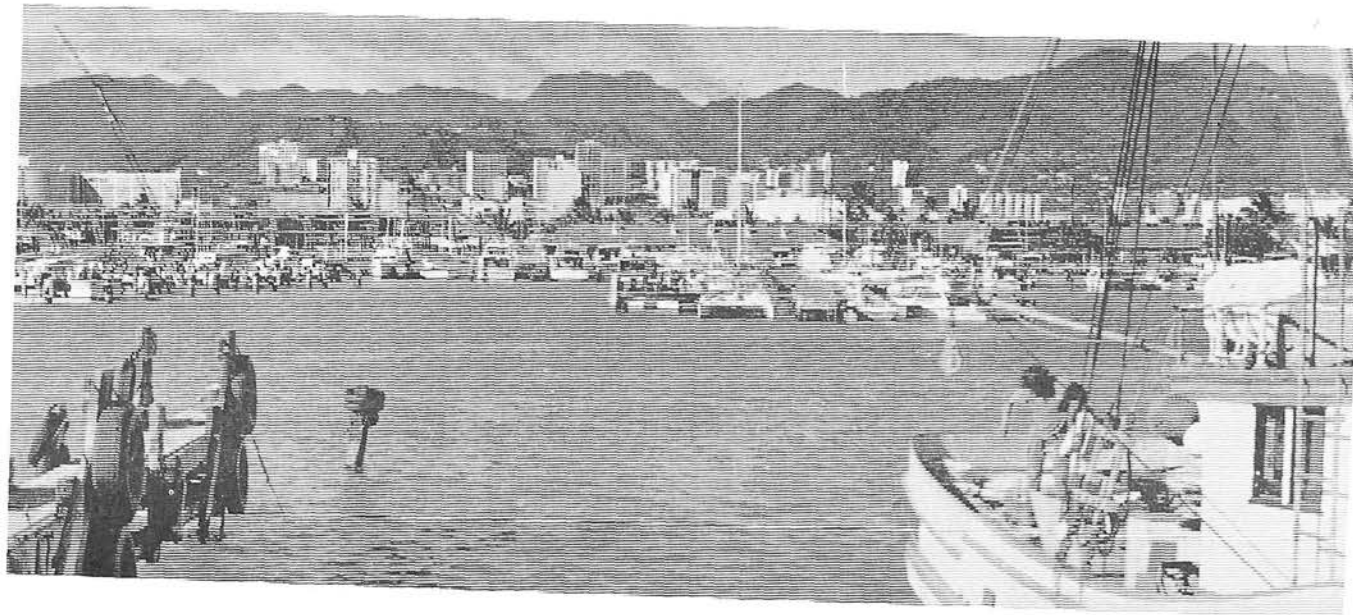
The area to be the focus of the Honolulu R/UDAT '74 is Central Honolulu/Kakaako. Bounded by Downtown and the Hawaii Capital District on one side, Ala Moana Shopping Center and Waikiki on a second, the H-1 Freeway on the third side and the Pacific Ocean on the fourth, the area is characteristic of Hawaii's leeward coastal plains.

The ground elevation runs from 0 at the water to 50 feet at the freeway, in a distance of 1 mile.

Winds blow steadily from the north-east--the tradewinds--at 5 to 15 mph with occasional storm winds from the south.

The tradewinds keep the average daytime temperature in the range of 75-80° inspite of Hawaii's subtropical location.

Rainfall for the area is between 10-20 inches per year mostly falling in a few very heavy rainy periods. Relative humidity stays around 60% most of the time.



The soil structure is a thin layer of fill, over 10 to 20 feet of soft lagoonal soil, with a localized layer of coral under that. For large buildings, piles to a depth of 100 feet or so would be required.

While little plant life is presently growing in the area, much of Hawaii's vegetation will thrive in there, given additional water. Monkey pod, Banyan, Poinciana, Plumeria, Mango, several varieties of palms and many more trees will do well, and are thriving in adjacent Ala Moana Park.

The harbor at West Kewalo Fishing Harbor, Ala Moana Park and Fort Armstrong, both of which were land fill projects, have modified the onshore waters so that there is little fish life of interest there.

Ala Moana Park is a recreation center for a wide assortment and large number of Honolulu's residents. Family (including aunts, uncles, children, grandchildren, etc.) picnics are popular, as is the breakwater protected reef.

The state of municipal improvements is currently very low. Except for the main thoroughfare's few of the streets have good surfaces. Many are only semi-paved. Streetlights are virtually non-existent. The area lacks a storm drainage system. Electricity and water supply to the area, however, are excellent.



THE HUMAN CONTEXT

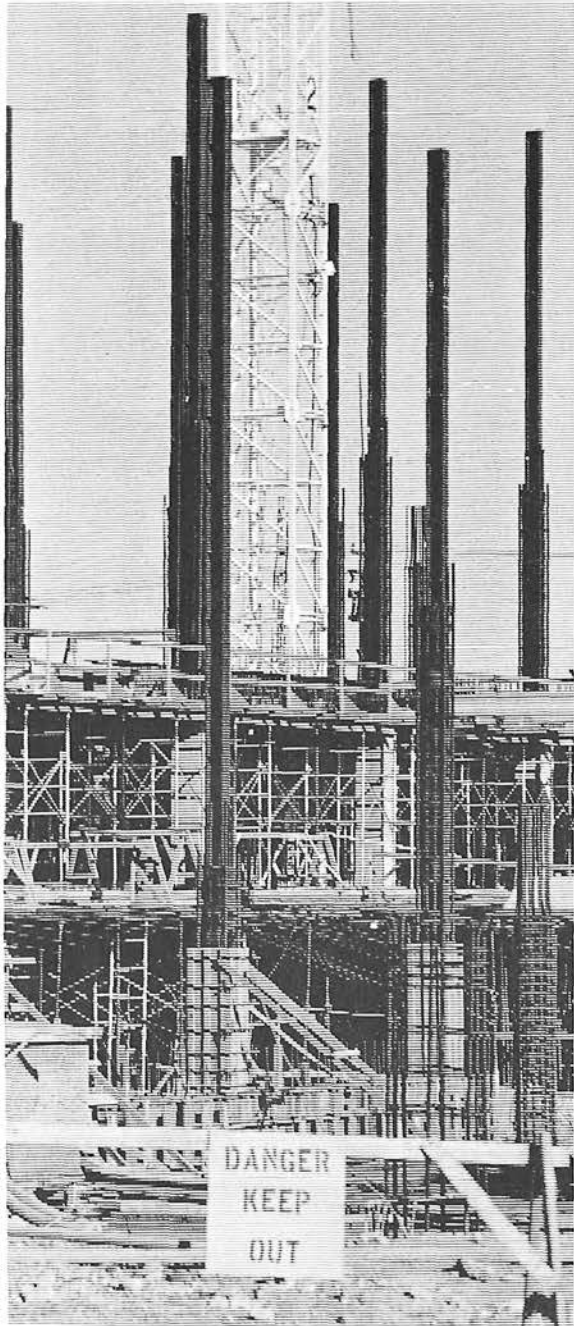
Honolulu, capitol city of the Hawaiian Island chain, is one of the most interesting and exciting cities in the nation. Blessed with the world's finest weather, a unique geographic location in the mid-Pacific and a proud population of diverse origin and culture, Honolulu is experiencing a remarkably rapid rate of growth. Through the formulation of public development policies, this growth must be quickly reconciled with the local environmental values if the natural beauty and traditional qualities of Hawaii are to be retained.

The Island of Oahu is almost synonymous with the State of Hawaii in that it contains 81.9% of the population, 81.2% of the employment, 36.1% of the prime agricultural land and the center of State Government -- all on 9.3% of entire State land. Oahu is where the problem is and where the immediate solutions of increased urbanization must be focused.

Oahu's population consists of approximately 646,000 of which 28% are Caucasian; 29% Japanese; 7% Filipino; 6% Chinese; 19% Hawaiian and part-Hawaiian -- with mixed groups and smaller groups of Korean, Samoan and others constituting 11% of the total Oahu population.

Population projections prepared for Oahu by public and private agencies have varied widely. The City Planning Department forecast, based on future employment opportunities, calls for a doubling or even a tripling of the Island's population between 1970 and the Year 2000. On the other hand, a State Department of Planning and Economic Development projection, developed along the traditional statistical factors of migration, birth and death rates, indicates a modest 50% population increase for the same period.





From that broad range of forecasts, it is reasonable to assume:

that significant population growth will continue to occur;

that the future population will maintain the unique characteristics of ethnic diversity and youthfulness;

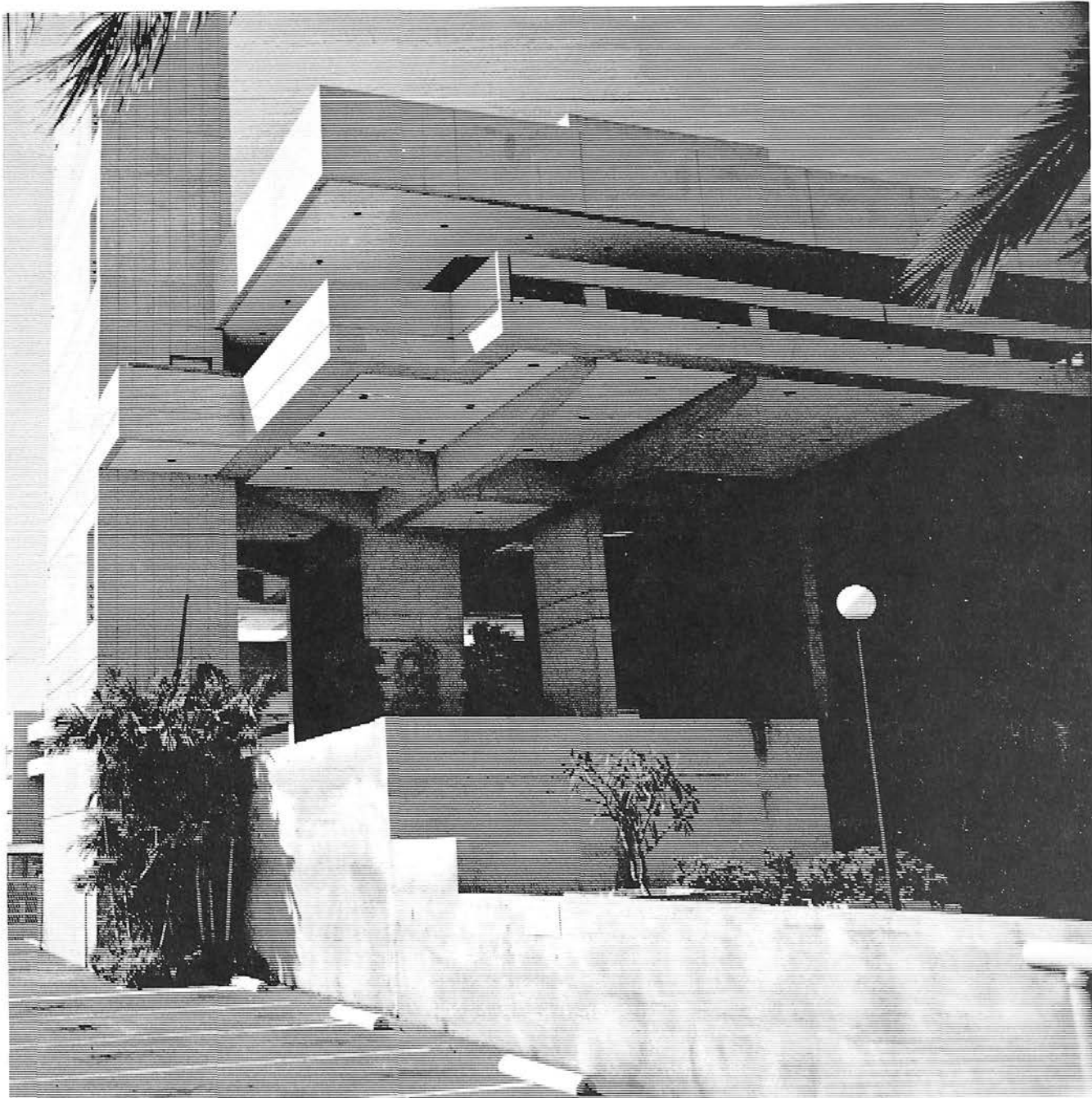
that population will remain concentrated on Oahu for economic reasons; and

if government intervention in population growth does occur eventually, it will have little effect until after the Year 2000.

Therefore, it appears that guiding Oahu's rapid growth will remain a matter of critical concern well into the next century.





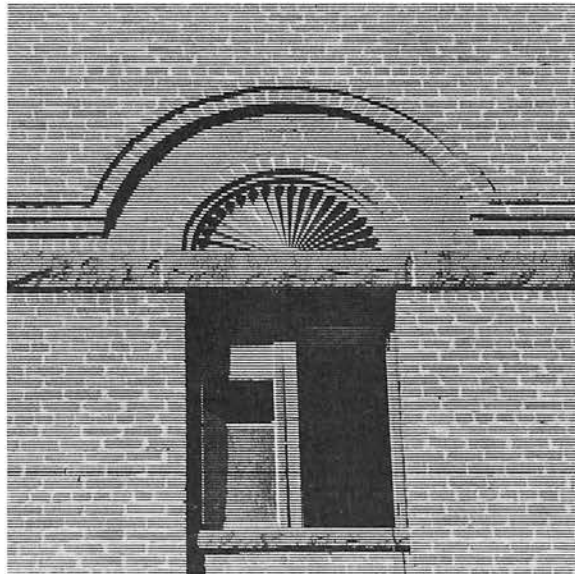


The Economy

Hawaii's "vest-pocket" economy consists of three principal components:

Defense expenditures
Tourism
Agriculture

Together, they comprise almost half of the personal income of all the State's residents according to a survey by First Hawaiian Bank. Tourism and Defense expenditures make the largest financial contribution, with agriculture furnishing significantly less.



The following assumptions are made about the future of the three economic components:

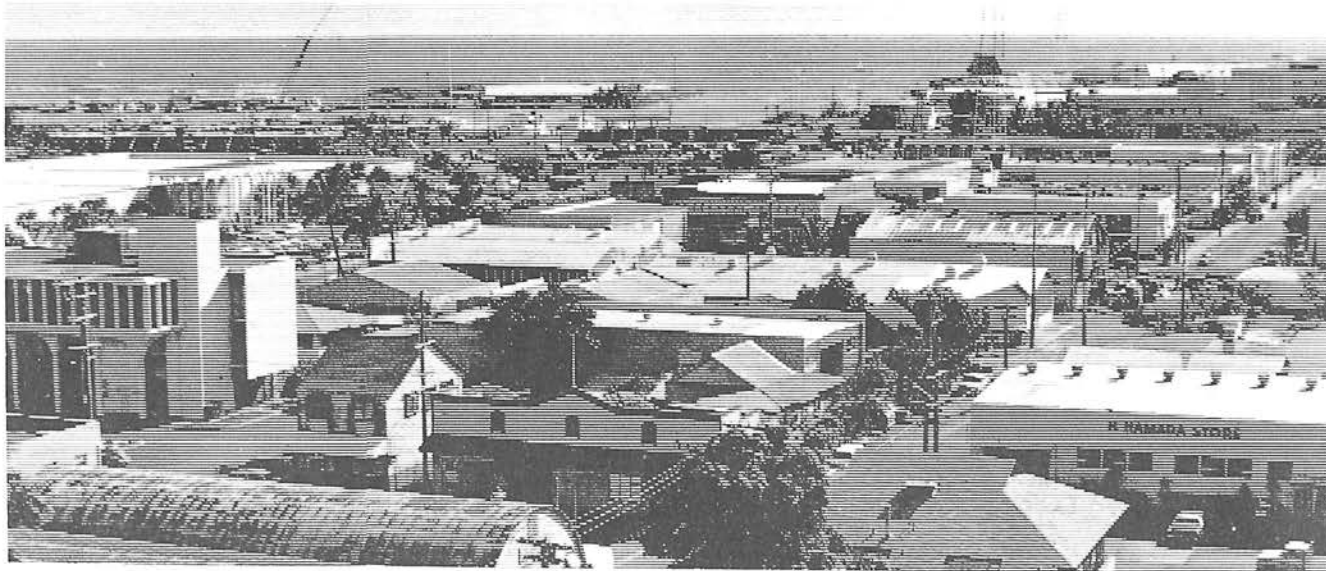
Defense expenditures will maintain their dominant position in the Hawaii economy, even expanding somewhat as other Pacific and Asian military bases are reduced in importance. Land now held in Hawaii by defense agencies appears adequate to accommodate considerable increase in use because of its current under-utilization.

Tourism will continue to grow, particularly on the Neighbor Islands, with increasing attention being devoted to the community and environmental relationships.

Agriculture will experience further problems as the rising costs of production in Hawaii make competition with foreign pineapple more difficult. Although the world markets for sugar assure its continuation in Hawaii, it too will be confronted with problems. Diversified agriculture, now in its early stages, is a worthy goal that should gradually expand and help relieve some of the State's imbalance of imported food products.

Although other economic activities may emerge, it is assumed that for the foreseeable future they are unlikely to rival those three major economic components of the State. Oceanography, air/space science, motion picture/television production, advanced communications and specialized research may grow significantly when compared to their present levels. But it is doubtful that they will soon make a contribution to the economy in the order of magnitude of the three principal components. - defense expenditures, tourism and agriculture.

The ten-mile corridor along leeward Honolulu, from Pearl Harbor to Waikiki, is now the site of about 80% of the Island's jobs. The size and intensity of that highly interrelated employment and market concentration make it unlikely that it can be redistributed to an extent significant enough to carry resident population with it. From a functional point of view, there are distinct advantages to retention of that concentration in close proximity to the airport, the port, their related industrial areas, the Central Business District and Waikiki. It is assumed that governmental attempts to disperse jobs and population from that employment intensive area to the Neighbor Islands will meet with only limited success.



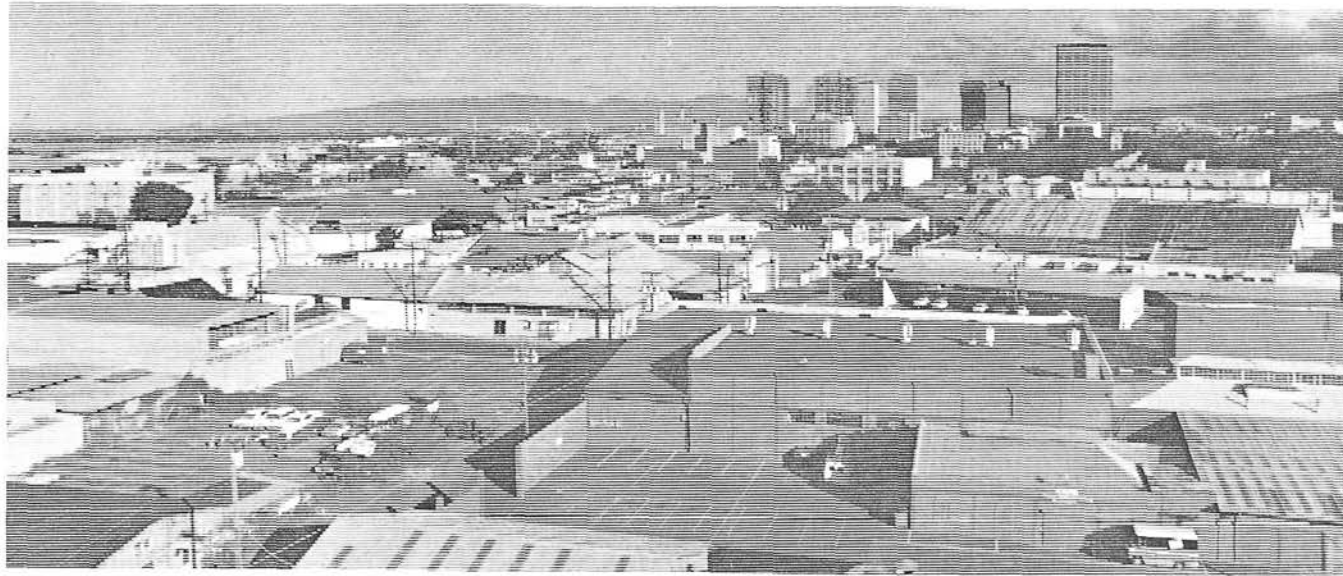
THE PLANNING CONTEXT

The Kakaako-Ala Moana District lies between two clearly defined areas of intensive development - Downtown and Waikiki.

The District is crossed by two major arterial streets. On the makai edge there is Ala Moana Boulevard which becomes Nimitz Highway in the Downtown section. Further inland, Kapiolani Boulevard is the parallel major street. These arterials carry heavy volumes of through traffic. Most of the remaining local street network is inadequate to serve the present and projected demands.

Kakaako, the ewa half of this District, is primarily an industrial, wholesaling and warehousing center related to the Container Terminal and other Harbor facilities. This section is occupied by activities that traditionally seek inexpensive land.

The Waikiki end of the District is more intensively developed. It is growing rapidly with major apartment structures, office buildings and the Ala Moana Shopping Center within it. Considered to be the largest shopping center in the nation, the Ala Moana Center currently attracts almost one million automobiles per month during peak buying periods.

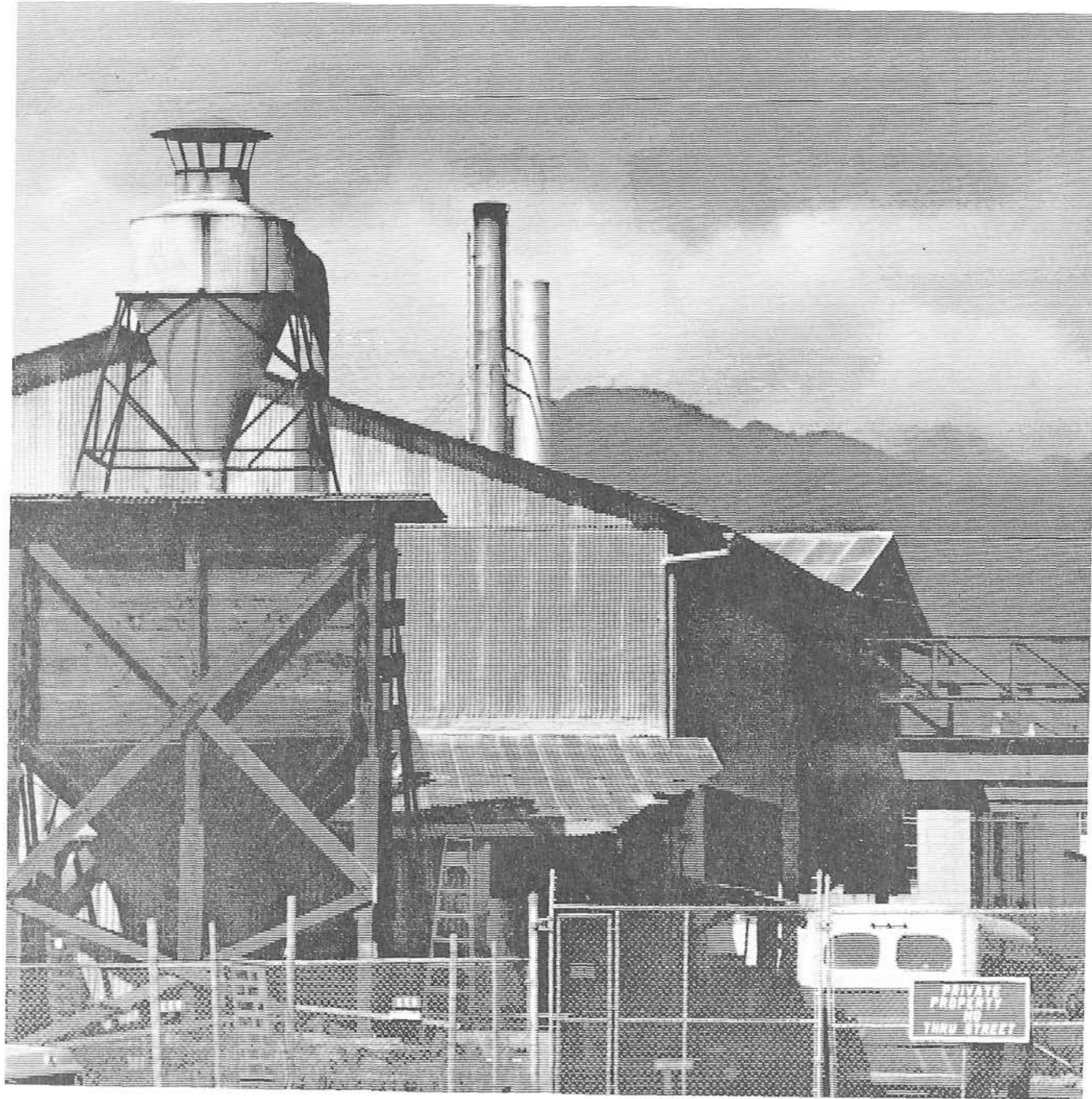


The Honolulu International Center, with its meeting rooms and concert-theatre facilities, is located in the center of the District. Adjacent to it are McKinley High School and a division of the Community College.

Fort Armstrong peninsula was formed by a land-fill program. The peninsula is utilized for the Container Terminal, the U.S. Public Health animal quarantine station, and the City storage yards and incinerator. At Kewalo Basin are located fish-packing facilities and Look Laboratory, the University of Hawaii oceanographic facility. Kewalo Basin is primarily a charter boat center and harbor for small cruise vessels and fishing boats. It has limited marine service facilities.







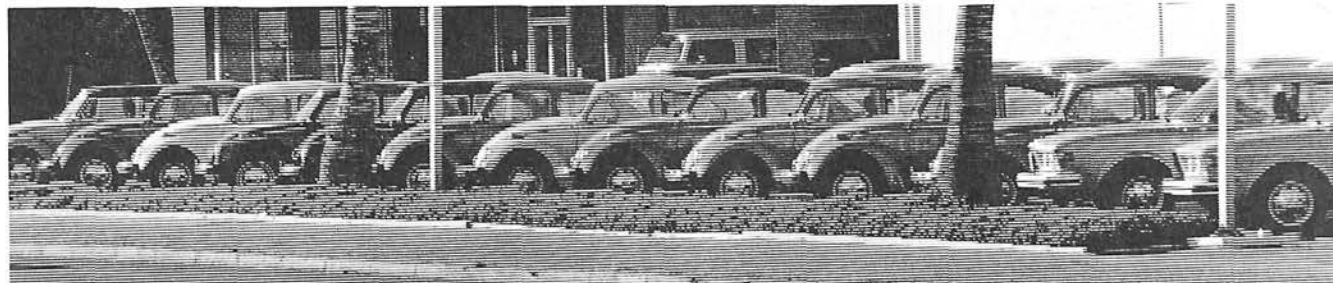
Ala Moana Park was also created by a land-fill program. Attracting local residents from all section of Oahu, it is the most intensively used beach recreation facility in the entire State. Favored by clubs and social groups, the popularity of Ala Moana Park persists despite its overcrowding on weekends and its limited parking facilities. Recently, a peninsula was added at the Waikiki end as the first increment of a "Magic Island" complex.

In the past, the Kakaako District has fulfilled a subsidiary function for Downtown Honolulu by providing sites for warehouse and distribution facilities. Kakaako is centrally located with respect to Oahu's major transportation routes. Ala Moana Boulevard which links the airport and Waikiki and services the port, bisects Kakaako. The freeway is located within approximately five minutes drive. It links the area with the Leeward Side and Central Honolulu and with the Pali Highway and Windward Oahu. Finally, the proposed rapid transit route lies within a 10 minute walk from most of the area; stops will be



conveniently located at Punchbowl Street and Ward Avenue, and a feeder bus line has been proposed to run along Ward Avenue to Ala Moana Boulevard.

Generally the land use patterns in the Central Honolulu area indicate a trend toward increased densities, which is most dramatically illustrated by the change from single family to multi-family housing mauka of Kakaako. Private office space downtown has increased dramatically in the past decade, while government office space is expected to grow near the ewa-mauka boundary of Kakaako in the next few years. Warehousing and distribution activities are also expanding around the port. The growth in retail sales is indicated in the Ala Moana Center area.



Business is the dominant zoning designation in the Central Honolulu Area. The two major exceptions are the industrial use designation of Kakaako and the single family and multi-family residential areas on the Diamond Head side of the Honolulu International Center.

Despite the increase in demand for office space, there continues to be a demand for industrial distribution and service uses within the Central Honolulu Area.

There is also an acute need for housing on Oahu. Already there is extensive multi-family residential development just mauka of Kakaako which does provide inadequate residential amenities such as parks to meet the needs of the large number of families.

Kakaako is ideally situated to take advantage of mountain or ocean views, and to create a dramatic mauka-makai view corridor. It is also favorably located in relation to the trade winds. As a rule the area is not affected by the airlines flight path, however during Kona weather planes do go directly over Kakaako.

Three owners control the majority of the property in Kakaako; they are the Bishop Estate, the Victoria Ward Estate, and the Dillingham Land Corporation. All the properties lie between Punchbowl Street and Ala Moana Center below Queen Street. State and County governments are also major land owners within the region-- which reflects the location of the Civic Center District immediately adjacent to Kakaako. With the exception of a few large parcels owned by Amfac and the Magoon Estate, the remaining land is held by owners who control less than two acres.

In 1970 the land value of the area ranged from \$8 to \$20 a square foot. In light of this high value, the present low rise structures constitute an underutilization of the site.







RECOMMENDATIONS

ISSUES AND FINDINGS

- The continuing growth of Honolulu is threatening to overrun the irreplaceable agricultural lands of Oahu.
- There is no public policy on the manner in which growth will be accommodated.
- Tourism as a proportion of the economic base will soon overtake the military establishment as the leading industry. At the same time, agriculture is declining.
- There is an urgent need for housing which low to moderate families can afford.
- Living styles from a diversity of cultural traditions, high housing costs and limits on available urban land suggest new standards for design.
- An effective entity is needed to carry out a housing policy.
- Industrial uses in West Kewalo, including container loading, warehousing and the food distribution center occupy valuable waterfront land needed for public services.
- Light industrial uses in Kakaako, including services to Waikiki and Downtown, space to "incubate" new business and which provide local employment are a useful part of the city.
- There is inadequate open space available if Kakaako should be redeveloped at the higher residential densities suggested.
- Except for the limited objectives of the 1968 waterfront study, there is no urban design plan for Honolulu.
- Present zoning policy does not provide for a mixture of land uses which can provide local employment, minimize transportation needs and contribute to a more vital and exciting urban life.
- Planning, capital budgeting and the development approval process are not integrated, especially at the city level.
- There is no effective cooperation between the present state and city administrations.
- A lack of communication or understanding between private and public decision makers has stymied efforts toward timely development response to present needs.
- The City and County Planning Department has neither a physical development plan nor a financial plan to accompany its stated public policies for the guidance of private development.
- Private interests have been unable to mobilize public support of their objectives.
- A clearer public understanding is needed of the issues, the possibilities and the development proposals for Honolulu.

GROWTH

The subject of how future growth of urban Honolulu is to be accommodated has been a widely-discussed public issue. The consensus is that the prime agricultural lands of Central Oahu should be saved from further encroachment and that future growth should take one form of higher densities within the present urban zones.

Such a policy strongly implies that the Kakaako - Central Honolulu area should be redeveloped at a high density of residential uses.

However, we believe that social and urban design considerations would be best served by high density, low-rise residential development in conjunction with light industrial and business uses. We believe that quantity must be sacrificed for quality.

Therefore, we recommend that future urban growth take the form of the "Stockholm Solution" -- relatively high density new communities at stations of the proposed public transportation system. The New Town Strategy of the recent study by the Oahu Development Conference makes a convincing case for this alternative. We do not believe that central Honolulu can provide all of the growth projective of Oahu without a serious loss of the human dimension for family housing.

It appears to us that some of the existing uses have only a short-term economic viability. Especially the containership, warehousing and food distribution operations will find themselves strangled if Kakaako is developed to high intensity. Businesses such as the iron works, which have grown successful in Kakaako will move to locations which have more room to expand. However, many small industries and businesses serving Waikiki and downtown are both useful in themselves and valuable as a source of employment for residents of Central Honolulu/Kakaako.

This extension beyond the Honolulu urban limits should not be taken as an invitation for suburban sprawl. The new communities should be designed to be sympathetic with the landscape, economical of land and based on pedestrian movements.

VIABILITY OF EXISTING USES

The existing uses in the Central Honolulu-Kakaako area are survivals from a city of much smaller scale which grew first makai and Diamond Head and now is proceeding ewa.

The uses are of very low density although perform important functions. In the mid and long term, the uses will be phased out by simple economic pressures.

It is important that this displacement process take place on an organized basis so that effective relocation will take place and so that priority public policies will be served by what appears to us to be an inevitable change in use. Some relocation may take place within the new multi-purpose, predominantly residential areas, other in new light industry industrial parks on new land fill areas, as suggested in the Harbor and Waterfront section of this report, and elsewhere west of the city.

It appears to us that the existing uses have only a short term economic viability.

We believe it is important that one of the major new uses be housing for low and moderate income families. In our judgment this can only be assured by public intervention.

NEW LAND USES

The Team has studied the Kakaako Central District and has concluded that the area should be renewed to serve some of the needs which have been identified to us. The basic need is for housing for low and moderate income families. Estimates made by responsible public agencies indicate a need for housing for 50,000 such families.

We propose that one-third of this housing need should be provided for in the study district, close to major existing sources of employment.

We are firmly of the view that this family housing should be of the kind that is called low rise-high density. By that we mean a maximum of four stories in height, rather than elevator-high rise buildings. Low rise is much more likely to provide family housing.

The proposed 17,000 units of housing for the low and moderate income families should allow for special housing preferences for the Island's varied ethnic groups and living styles. In addition, schools, parks, playgrounds, shops and small scale employment opportunities would also be provided for.

The area is in the most important visual corridor remaining in Honolulu and in addition to low rise character should also have ample open space.

Finally in order to help meet the land subsidy unavoidably required for lower income families it will be necessary to provide on the visual edge of the redevelopment area for high values in high rise uses which can provide some of the required subsidy. Such uses will include housing for 5,000 middle income families, office space and other commercial uses.

PEDESTRIANS, TRANSIT AND MOTOR VEHICLES

Within the Kakaako area, the ewa-Diamond Head walking distances is somewhat less than the Kalakaua walk through Waikiki. Thus a resident or worker could easily reach the transit station,

the water edge, or peripheral parking areas as well as the business and shopping destinations near by.

The transit station could be linked to the neighborhood by walkways in the manner of an "access tree".

MOTOR VEHICLES

Access from ewa-Diamond Head arterials should be limited to selected mauka-makai routes.

Vehicle storage should be concentrated at the edges between the CBD and Kakaako and Waikiki (include Ala Moana Shopping Center). Walking distances into the area would be no more than 1/2 to 3/4 of a mile or a 10-15 minute walk.

RELOCATION

Any major program such as that suggested herein would require that attention and significant funding be directed toward assistance to relocation of existing owners and tenants. Hawaii has demonstrated its recognition of the importance of relocation assistance, having been one of the first to adopt procedures similar to those of the Federal Uniform Relocation Assistance Act.

For the numerous industrial and service tenants in the area, relocation assistance will be costly, even to meet the minimum requirements of current legislation. For example, costs of movement and re-installation of machinery and fixtures will be significant in the case of many manufacturing firms. These costs could total \$50,000 - 100,000 per acre or more for firms in the Kakaako area.

Over and above the costs of movement of individual firms, it will be important to insure that the more subtle locational and linkage requirements of firms be adequately met. Some, though not all, firms have need for proximity to the establishments they serve (e.g., in downtown and Waikiki). Removal to distant locations could create inefficiencies that make continued operations at best, more costly--at worst, impossible. Furthermore, many of the smaller firms now in the area operate as part of informally-linked multi-firm complexes. Relocation of some, but not all, firms or their separation from one another could create costly inefficiencies which would affect the viability of all components of the complex.

The problems involved in assisting relocation are further complicated by the fact that many firms in the area are now artificially "subsidized"--through low rental rates established in leases

written 5-10 years or more ago. Rentals for Kakaako space have at least doubled in the past 5-7 years. Thus, firms which must renegotiate their leases, or seek alternate locations in 1974, are often faced with the prospect of significant rental increases, which will affect the viability of their continued operation, irrespective of any contemplated programs of public action leading to land use change in the area.

Thus, public assistance may be required if preservation of this complex of firms is desired either in Kakaako or elsewhere. Subsidies designed to retain these firms in Kakaako should be selective in application, geared to assist those firms requiring central location, but unable to bear the full cost of current rentals.

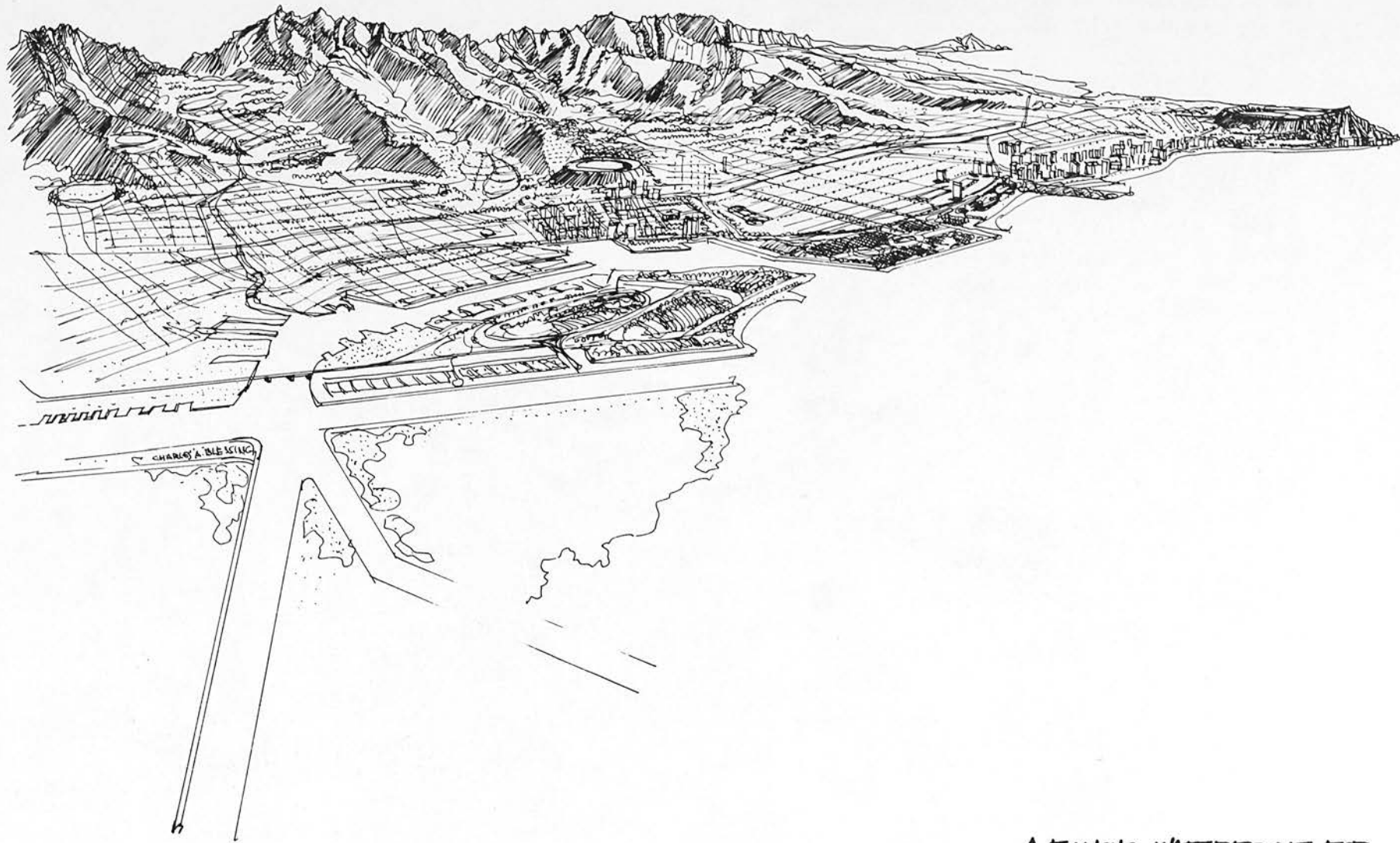
Strategies involving relocation outside the area should include the same subsidy component in accordance with the same principles. They should also be concerned with:

- a. Creation of new industrial/service areas in close proximity to establishments served.
- b. Opportunities for simultaneous relocation of related firms.
- c. Creation (as thru land fill development) of low price land on which lower market rentals might be justified.

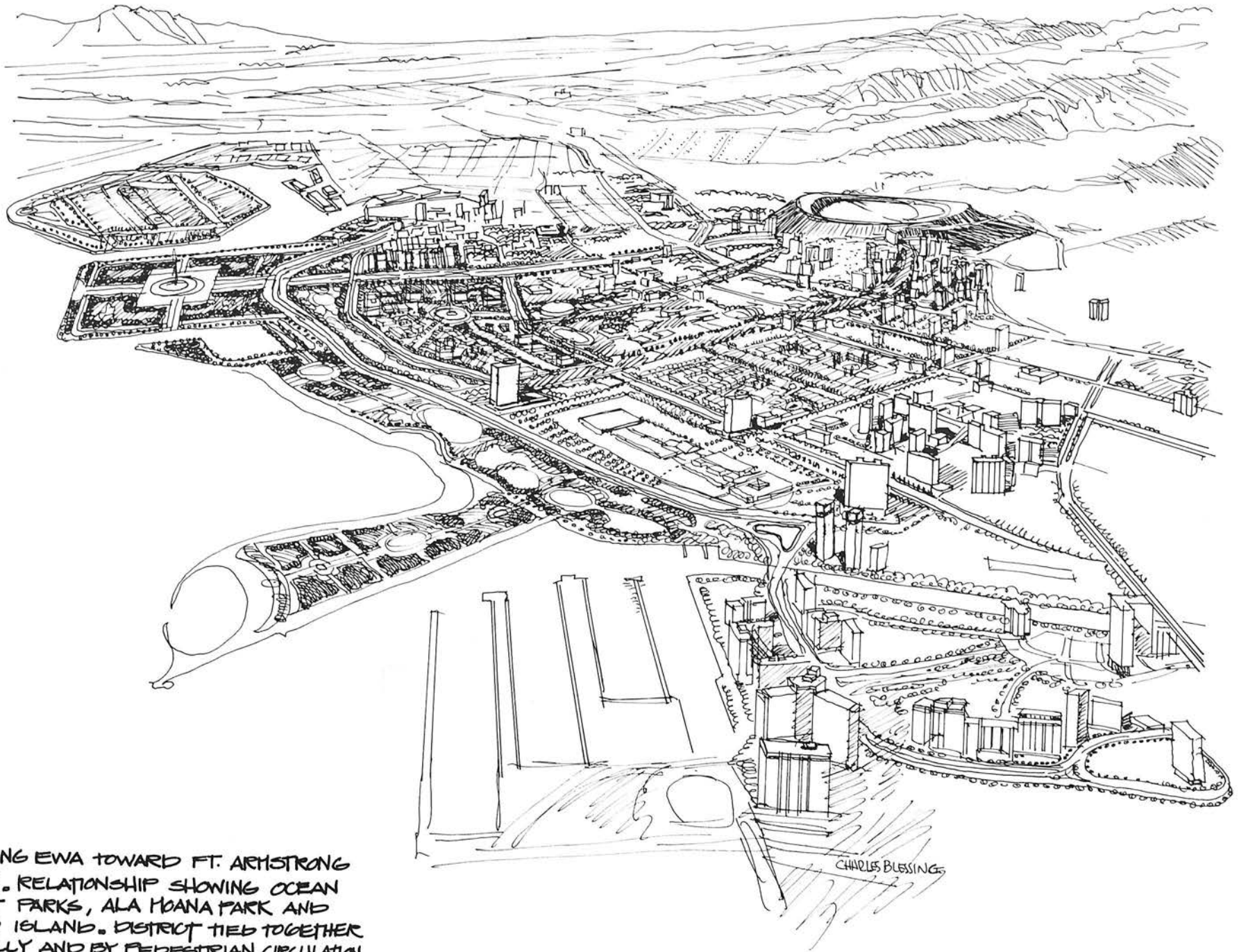
THE NEW COMMUNITY IN TOWN

All evidence relating to the housing shortages in the Honolulu metropolitan area indicate that the most serious issues pertain to lack of residential facilities for low and middle income families at rental and purchase costs within their capacities to pay. Good housing conveniently located in relation to employment centers or providing facilities for home industry is difficult if not impossible to find. Honolulu's urban population derives from many ethnic sources, each with special customs. The lifestyle of these groups is not necessarily well met by typical mainland housing standards. Low incomes often aggravate the situation.

We recommend that new combinations of residential and light industrial uses be conceived to reinforce the strength of the several social groups. We recommend that housing standards and codes be adapted to the special needs and preferences of Hawaiians, so determined by consultants with a demonstrated sensitivity to cultural differences. At the same time the planners and architects who will be designing the new housing should be planning also for a mixture of residential, commercial and home industry uses so that the new residents may live and work not only compatibly with one another but may find creative work in their own homes or within a short distance.



A FANCY WATERFRONT FOR
A FAMOUS CITY. HONOLULU,
HARBOR, ALA MOANA PARK, FT.
ARMSTRONG AND DIAMOND HEAD.
GATEWAY TO HONOLULU AND
VESTIBULE TO KAKA'AKO



LOOKING EWA TOWARD FT. ARMSTRONG
PARK. RELATIONSHIP SHOWING OCEAN
FRONT PARKS, ALA MOANA PARK AND
SAND ISLAND. DISTRICT TIED TOGETHER
VISUALLY AND BY PEDESTRIAN CIRCULATION
TO FLINCHBOWL.

CHARLES BLESSING

The R/UDAT plan therefore suggests that the low rise high densities mixed residential areas be ranged in groups, clusters and courts to provide an intimate scale and an opportunity for producing and displaying the results of the work done in each neighborhood. The traditional Mainland street layout single family or row house kind of development simply does not apply under these circumstances. Better models may be found in the Far East or in Europe. Also by careful orientation to the views, the tradewinds, buildings can be designed which have a much more meaningful relationship to the Hawaiian climate.

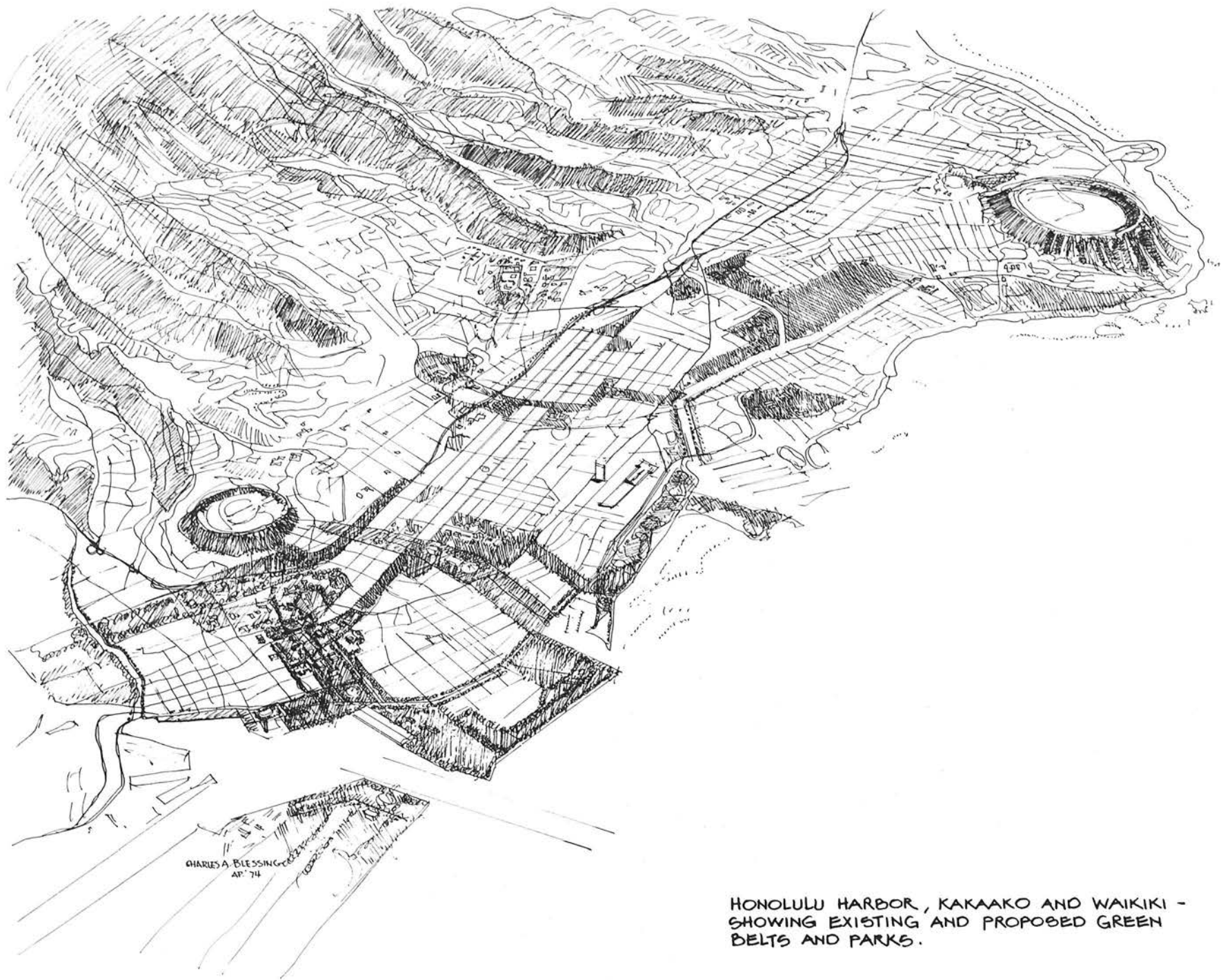
What we visualize is an approach to providing again in an urban area the opportunities for neighboring and for close landscape design, with a fine scale of building design, and with a provision of opportunity for people to add their own personality to the environment - their own gardens and their own color of paint if they wish, we would hope that there can be created here in this new community in town a love of place and sense of stability and satisfaction which will benefit all the people in the area.

HONOLULU HARBOR

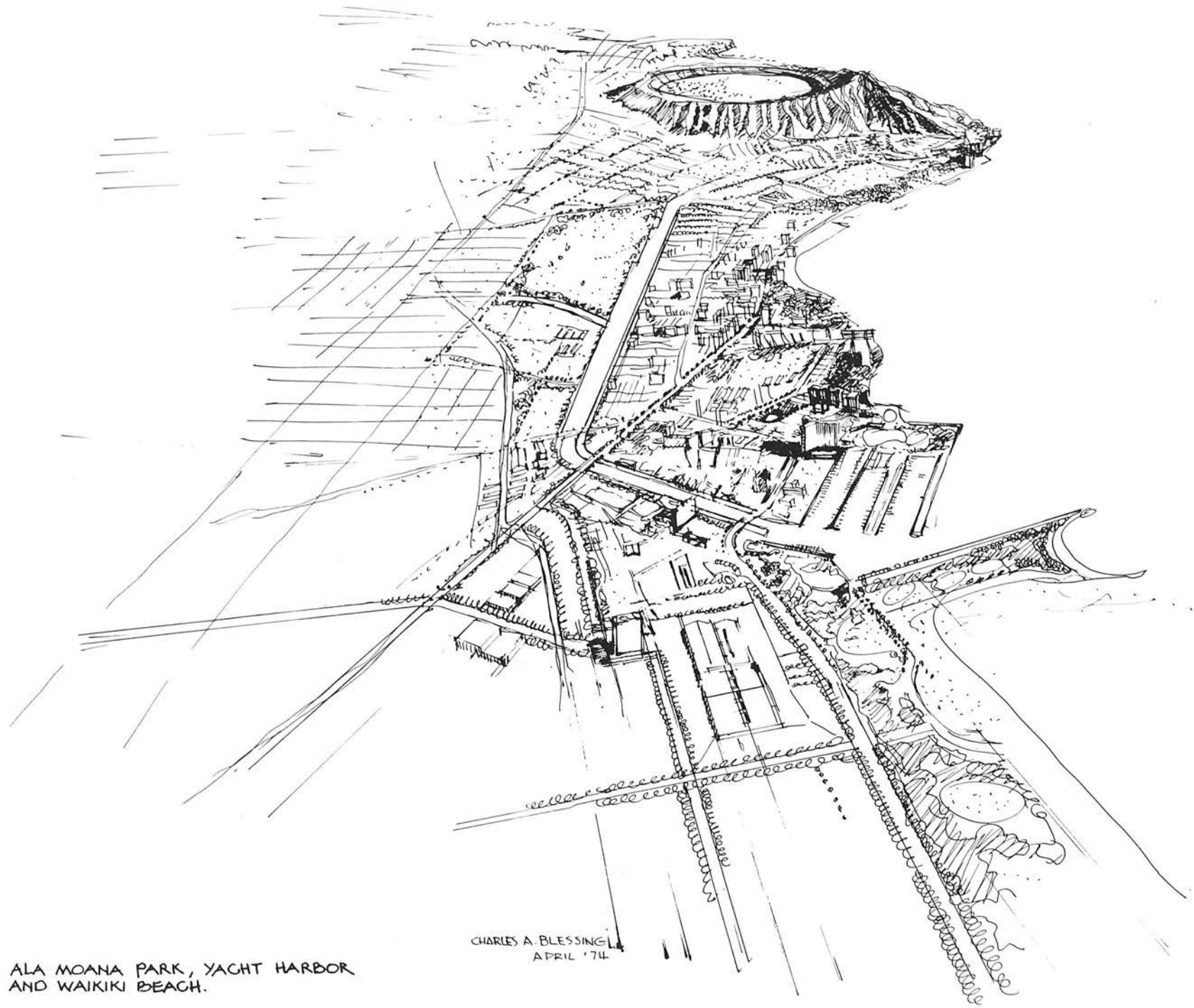
The Honolulu harbor is today an unattractive, underdeveloped series of bodies of water and ragged shoreline incompatible both with the requirements of shipping and with the requirements of an attractive and modern city. The R/UDAT cannot accept as a principle of urban design a double standard of environmental quality. What it sees in the waterfront developments in the vicinity of the mouth of the Ala Wai Canal is totally different than what it sees westward from the Kewalo Basin along the entire waterfront to the airport and beyond to the government properties of Pearl Harbor. It is our understanding that there are shallow areas still remaining in the Keehi Lagoon Areas susceptible to further fill for possible use for light industry relocation purposes. Since the relocation of light industry in the Kakaako Central Area will be an essential part of the conversion of this area to residential uses and since much of this light industry is economically and socially an essential part of the Island's economy, we recommend that the plans for the improvement of the waterfront include not only central plans for recreation and for the relocation of the container terminal and food distribution center, but that they also include new areas for planned light industrial parks which can serve both for relocation purposes as well as provide space for new light industrial development.

The above recommendations may appear to be an unwarranted expansion of the charge given to R/UDAT in the first instance; however, it became obvious from the very beginning of our study that the development solutions for the Kakaako Area could not be contained in their entirety within the area itself. It was also clear that, to date, comprehensive planning for the Kakaako area and the waterfront to which it relates is in the most preliminary form. Since this is the case, we do not hesitate to recommend new alternates to current proposals.

Our recommendations strongly oppose any proposals for the construction of hotels, apartments or any other so called "improvement" on any portion of Ala Moana Park as recently extended. We also strongly oppose any proposals which would include new fill in the Ala Moana Park Bay which would adversely effect surfing sites and otherwise destroy not only an exceptional recreational facility enjoyed daily by hundreds of surfers, but would also destroy one of the beautiful features of the Honolulu waterfront, the sight of the great waves rolling in from the vast reaches of the Pacific.



HONOLULU HARBOR, KAKAAKO AND WAIKIKI -
SHOWING EXISTING AND PROPOSED GREEN
BELTS AND PARKS.



ALA MOANA PARK, YACHT HARBOR
AND WAIKIKI BEACH.

CHARLES A. BLESSING
APRIL '74

PLANNING FOR THE WATERFRONT AND THE HARBOR

A substantive determination has been made relative to the adequacy of both the waterfront recreation facilities and existing port facilities as they relate to the Kakaako Area Central District Plans. The Ala Moana Park is the only public waterfront park available to the citizens of the City of Honolulu in an accessible and attractive location. It is, in fact, a true people's park. It is already over-crowded and as residential development is programmed for the Kakaako Central Area of the City the Ala Moana Park will have no capacity to absorb the waterfront recreation needs of the new residential population.

Fort Armstrong is substantially owned by the State of Hawaii and leased in large part by the Matson Line as a container terminal and storage yard. A substantial area is used as a food distribution center. We recognize that the Island's economy and the City of Honolulu are dependent upon the deep water shipping of both foodstuffs and material essential to the lifestyle and development of the State and its several Island Counties. Therefore, nothing could be more important to the economy of the State than modern, flexible, convenient and efficient series of port facilities, including air facilities, to be used both for shipment to Honolulu and modal trans-shipment and transfer for island-wide distribution and inter-island distribution.

It is understood that consideration is being given to the expansion to Honolulu's port facilities for these purposes, not only on Sand Island in the main harbor, but also in the ewa direction of Barber's Point in Campbell Industrial Park.

While there have been several suggestions for the improvement of the existing harbor, no final plans have been adopted. Therefore it is recommended that a new site be found for the container terminal and food distribution center in order that the State-owned and a major portion of the privately-owned lands on the Fort Armstrong may be converted to waterfront recreational purposes, thereby more than doubling the capacity of waterfront recreation for the citizens of Honolulu. This provides within a convenient distance of the new housing in the Kakaako in the Central Area an amount of recreation space in line with the minimum standards established by the National Recreation Association for urban areas. A redesign of Fort Armstrong should include a continuation of the waterfront area for public recreation purposes westward to the Aloha Tower. It is our understanding that a portion of Sand Island is also to be used for waterfront recreational purposes. It should be designed to tie in with the new recreational facilities of Fort Armstrong and provide for essential further marina facilities and water sports.

PUBLIC ASSISTANCE AND PRIVATE OWNERS

A consensus has been expressed to us that it is important that Kakaako be used in part for family housing for low and moderate income families. This can only be done if there is public financing made available for this purpose - state, local and federal.

We have considered carefully the public expectation that the major landowners undertake development of the lands in question. They certainly cannot do so if they are expected to provide housing for low and moderate income families without assistance. However, we think they are to be commended for their efforts to date and we would think they should be encouraged to participate actively in the redevelopment process as private investors-developers.

The private firms with major land holdings in the area have engaged in major planning efforts for their properties - and adjacent area - for at least the past four years. Their contributions have added significantly to the understanding of, and planning process for, the area. However, each firm has reached, for various reasons, the limits of its ability to implement a solution that meets both corporate requirements and public needs. Short-term internal pressures for profit maximization limit the breadth of solutions

proposed. Lack of understanding of the mechanisms available for implementation of "public need solutions" also limits initiative.

While some cities have used the urban renewal process to achieve urban design objectives and a few, most notably New York, have moved aggressively to provide bonuses of one form or another to developers seeking to meet public interest objectives (inclusion of theater, retail, housing), Honolulu public policies and programs appear to have almost totally overlooked this indirect incentive approach.

Creation of a joint development entity comprising the three major owners remains a theoretical possibility. However, the diversity of objectives - short-term and long-term profit maximization, responsibilities to different shareholders and trustee "audiences" - reduces the likelihood of actual implementation of this approach. The major owners are not likely to create such a joint vehicle on their own initiative. Strong public (city and/or State) encouragement for and framing of such an approach is required, if such private cooperation is to be effectively initiated. The current absence of public guidelines for total development of the area contributes significantly to the present climate of confusion, suboptimizing and inaction.

In the present climate, no one of the three owners wishes to move first, for fear of bearing the full brunt of public concern for incorporation of "public need" development. However, all appear ready to bear an "equitable share" of the needed (though unprofitable) development, in the interest of moving their holdings more rapidly into productive development. Effective implementation of development solutions incorporating low and moderate income housing will require public subsidies over and above those which can be generated internally within the Kakaako area. Little in the way of private commitment can be expected until the larger public commitments are made, and a clear publicly defined framework established for the progression of development.

NATURAL AND MAN-MADE FORMS

The most vital consideration in the design concept plan for Honolulu is the commitment to the idea that the natural setting is, and will always be, the most important design factor in the design of Honolulu and that this setting - beautiful forms mauka and the vastly dynamic Pacific makai. Just how these factors can beneficially influence the design form of the man-made city is the central problem in the design of Honolulu.

The dominant presence of the mountain ridge on the skyline mauka and the very particular importance of the two unique form factors - Diamond Head and the Punchbowl - require for futuristic - a central role in the cities plan.

The sight lines of the Punchbowl from the water's edge should be respected. However, a dynamic setting in nature allows distant forms to appear, disappear below foreground forms and reappear again as one walks or drives or rides through the area. This is true of mountain scenery everywhere, whether it be the Alps of Switzerland or of Mounment Valley in Arizona.

Because of skyscrapers already built at Waikiki Beach, in the downtown area, up the edges of Punchbowl and at the base of Diamond Head, the integrity of the mountain ridges, Diamond Head and Punchbowl has already been impaired.

While respecting a general goal of defined districts of limited height buildings in studied relationship to the major nature features, the concept of the brute form of the city need not exclude all towers, point block and mountain pointing slabs but should rather encourage a few such building masses in uniquely appropriate sites relating to the paths followed in the daily life of the people and to public open space. Neither edges nor paths should be located and designed independently of the other.

As in the case of the dramatic and large scale sanitarium and tourist hotels in the valleys and on the slopes of the mountainsides of the Alps of France and Switzerland, the three thousand foot high ridge of mountains render a 20 to 40 story high tower into a minor element of the large scene. However, every house whose view of the mountain features is obscured by one of these intervening major structures, is penalized permanently.

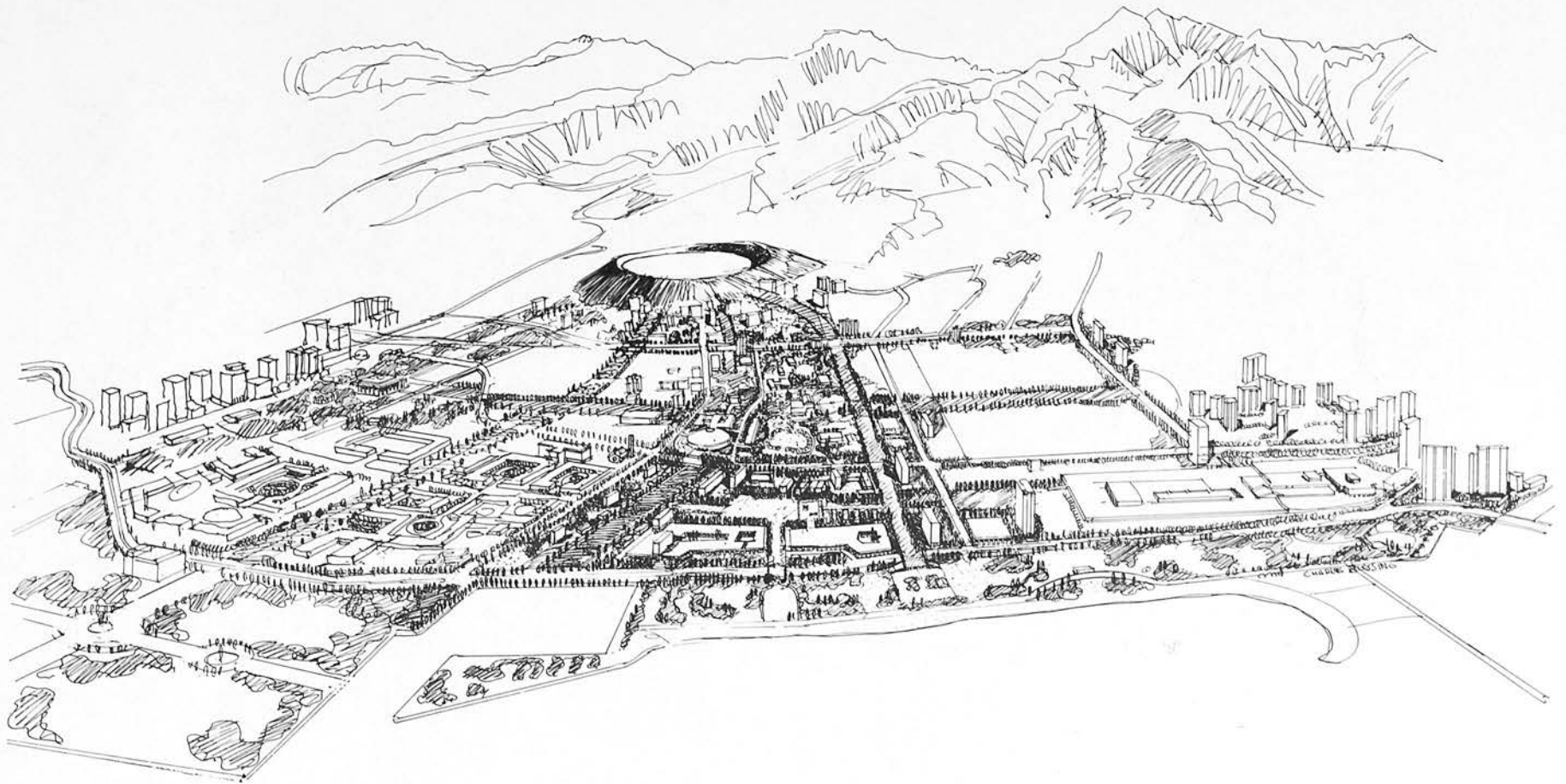
Of even greater concern is the obscuring of seaward views by high buildings. The relationship of parks to built forms is critical for the urban design of Honolulu-Kakaako. Honolulu is among a group of cities of the world where the mountains and the sea come into direct relationship. Rio de Janeiro, Hong Kong, San Francisco, Istanbul, Amalfi. Each of these cities is among the truly beautiful cities of the world, attractive for both the visitor and the permanent resident.

GENERAL URBAN DESIGN CONCEPT

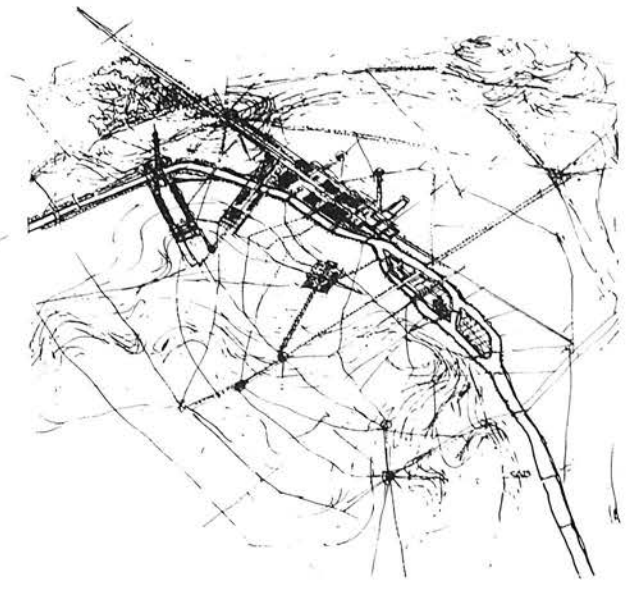
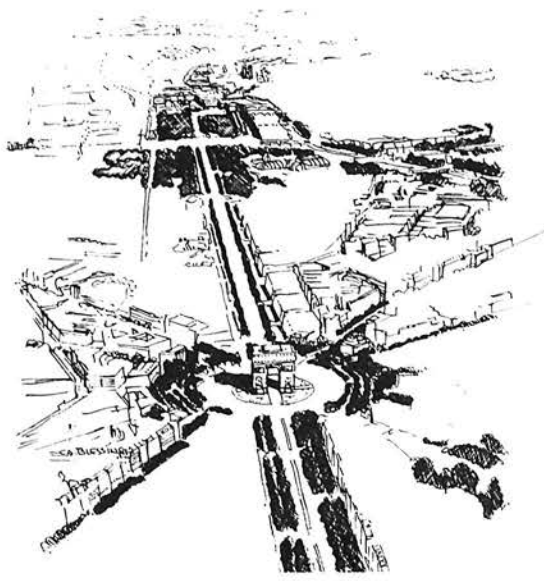
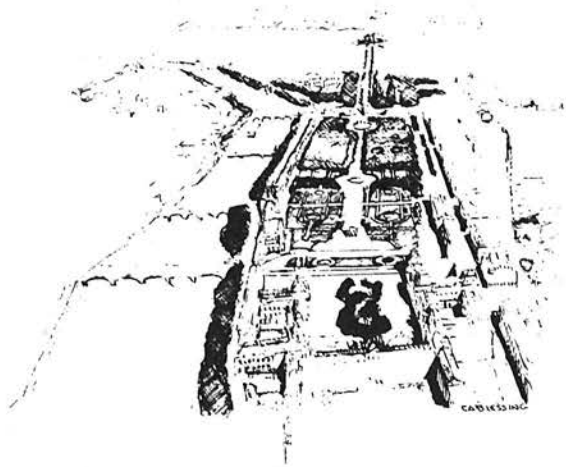
Kakaako would acquire an enhanced window on the sea by extension of Ala Moana Park ewa to the Aloha Tower. Ala Moana Boulevard would be completed along the full length in classic boulevard style much in the manner of the Rue de Rivoli in Paris or Princess Street in Edinburgh, both shopping streets facing major public open spaces.

Arcaded frontage would house a variety of uses primarily serving the residents, employees in the Kakaako area. Convenience shops and stores, eating and drinking establishments and some visitor oriented uses for those who may choose to walk the the two mile length from the government area at the ewa end or the Ala Wai Canal Diamond Head.

Buildings heights in general would be low at the Boulevard edge and increase gradually mauka towards the freeway, staying below a view plane demarked by the vista point on Punchbowl and the water's edge. Exceptions would occur at Kakaako boundaries and the capitol district and the Ala Moana Shopping Center and surrounding the proposed transit station.



MIXED USE CONCEPT / COMMERCIAL
RESIDENTIAL.
DESIGN STRUCTURED BY PARKS
AND BUILDING FORMS.



FORM ELEMENTS - WATERFRONT, PARKS & BOULEVARDS. LESSONS FROM PARIS FOR HONOLULU.

In addition to the new park and water frontage Kakaako would be provided new open spaces along pedestrian walks through one area.

Visual variety would be assured by a mix of land uses, and by the residences and employees themselves whose different life styles would be reflected in the physical character of the area. In addition, buildings of historic significance such as The Brewery at 553 Queen Street are proposed to be retained.

PLANNING PROCESS

Development opportunities exist in the Kakaako area which can not be energized or brought to fruition without significant change in Oahu's current planning process. These opportunities hold the potential for achievement of both private gain and public benefit. Present planning procedures are completely inadequate to bring about a productive blending of these objectives.

City/County Planning is divided into separate departments for long-range planning and for approval of civic development proposal. The State Department for Planning and Economic Development is a coordinating agency. Generalized policy and recommendations do not appear to us to face up to the dilemma of Growth vs. Environment. The Land Use Commission which determines urban boundaries is independent of the DDED.

Zoning changes, the final tests whether or not planning is working, are eventually decided in the City Council or the Board of Zoning Appeals which are not necessarily sympathetic to the thinking behind the original zoning mood.

It is not unusual in the United States to have planning thus detached from reality. Lest the public who believes in planning be misled, however, it should know that real planning is done in the Capitol budget process and in appeals boards.

We recommend a citizens review of the planning process, both City/County and State, to be sponsored by the State, which has the final responsibility for all zoning.

NUMBERS

We propose that the redevelopment area be approximately 1,200 acres, bounded roughly by Kalakaua Avenue, the foot of Punchbowl, Bishop Street and the waterfront.

We propose the acquisition of about 425 acres for low-rise high density housing for low and moderate income families; 100 acres for high rise, high density development for housing for middle income housing and commercial uses and 100 acres for public open space. The remaining acreage would be for preservation or rehabilitation of existing uses and for circulation purposes.

We estimate land acquisition cost of \$625 million and land sale proceeds at \$290 million, requiring a federal urban grant of \$335 million. The State and local share would be provided by site improvement and supporting community facilities.

We assume project execution would begin in 1975 and take 10 years for completion.

IMPLEMENTATION

If a program as ambitious as the one described above is to be implemented, something other than the normal operation of private and public enterprise will be required. We have considered a variety of possible solutions and have concluded that for an enterprise of this magnitude, complexity and importance a special not-for-profit, public corporation should be created by the legislature.

It might be called the Central Honolulu Development Corporation and would operate within the bounds we have described above.

Carefully drafted it would include declarations of public policy and legislative findings of fact that would make clear that it conformed with State planning policy and would not be subject to the delays which have set back so many broader based development activities.

The corporation would have the power of eminent domain; the power to make and carry out plans, either on its own or with the cooperation of the private sector; and State General Legislation bonding authority of \$500 million. An emergency appropriation of \$10 million of start-up funds would be required to carry it through until such time as bonds could be sold.

The corporation would be empowered to prepare and carry out the project similar to a 10-year Federally assisted community development program.

The Corporation would include a board of directors to be appointed by the Governor, the Mayor, or a combination thereof with the chief executive officer appointed in the same fashion.

The Team recommends that a special Citizens Committee be created immediately and funded with \$250,000 of private funds for the purpose of studying this matter in detail and making appropriate recommendations for program and legislation to the 1975 session of the State Legislature.

ACKNOWLEDGEMENTS

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SYLVIA ZARKIN/Sam Chang & Assoc.

The Architectural Secretaries Association
also assisted at the banquet.

Students from the University of Hawaii from
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Pacific Urban Studies and Planning Program
assisted during the four-day visit.

PARTICIPANTS

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Plus many concerned citizens