21st Century Kalihi

TRANSFORMATION INITIATIVE

VISION REPORT

JUNE 2017

Prepared by

PBR HAWAII & ASSOCIATES, INC.

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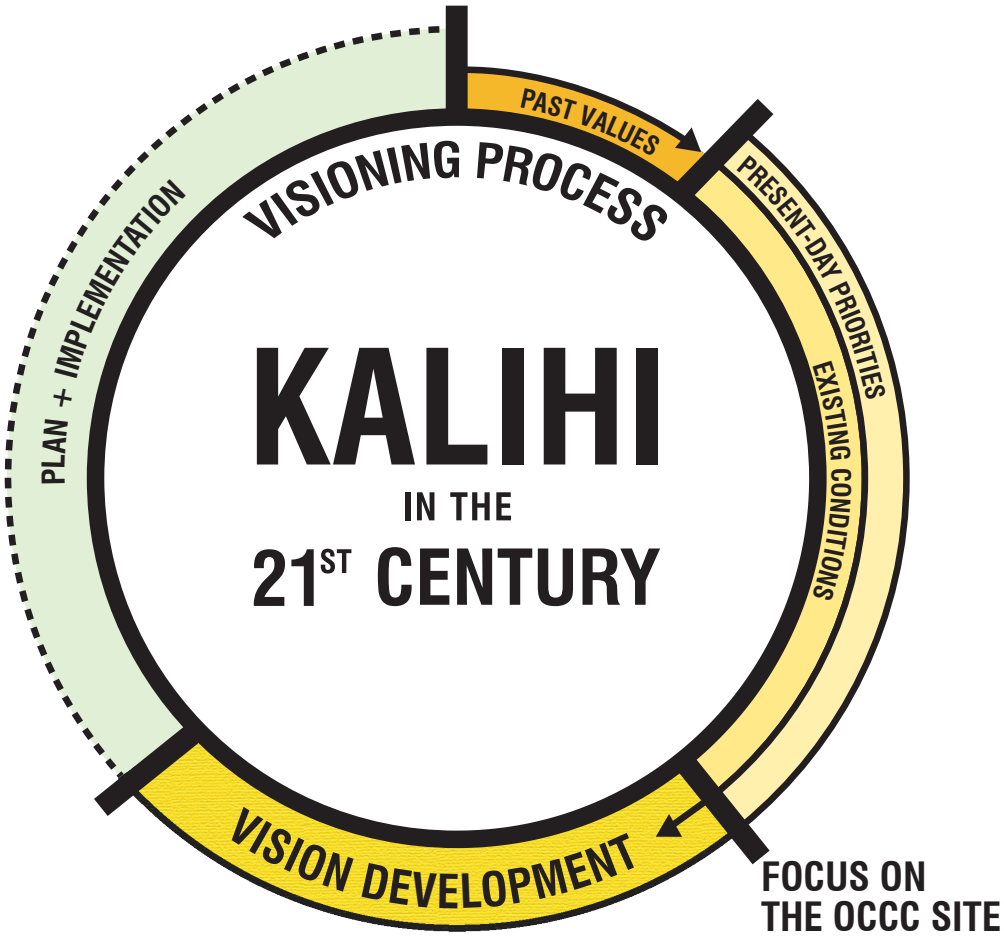

Purpose

The O'ahu Community Correctional Center (OCCC) occupies 16-acres of State land in Kalihi. Exploration into the possible redevelopment of the OCCC by the State Department of Public Safety (PSD) was the impetus for re-imagining the future of Kalihi. The purpose of this effort was to:

(1) Understand community needs, concerns, and desires for the site and surrounding area.

(2) Explore how the site's redevelopment might transform surrounding social, physical, and economic conditions.

(3) Articulate a vision informed and inspired by community aspirations that would serve as a catalyst for a preferred future for Kalihi in the 21st Century and other State-controlled properties in Kalihi.

Vision Statement

The top priorities for the 21st Century Kalihi Transformation Initiative focus on ***economic development*** and ***housing*** for the support and betterment of Kalihi's current and future generations. It supports ***innovation and capacity-building***, and takes a ***balanced approach*** in creating jobs and providing housing so the people who live in the area can continue to live and work in Kalihi and enhance the quality of life for ***future generations***. Mixed-income and mixed-housing types would be provided, including affordable, workforce, low-income, and kupuna housing as well as market-rate and larger 2-3-bedroom units to support ***families and multiple generations***. The ***mixed-use neighborhood*** that is envisioned would provide safe and convenient access to goods and services, including restaurants, child and kupuna care facilities, small grocery stores and pharmacies, and health/medical clinics. ***Mom and pop stores*** would thrive and gentrification would be mitigated.

Additionally, the Vision Committee expressed aspirations for a future Kalihi that is ***iconic and outstanding***, memorializes the ***historic and cultural sense of place***, and honors the ***intergenerational and multicultural working-class*** community that resides, works, and recreates in the region. Equally important, members of the Vision Committee stated a need to ***incentivize investment*** in the area, support and encourage educational and workforce development opportunities, and coordinate strategic improvements to the area's infrastructure and transit systems to support the existing and future generations of Kalihi.

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Introduction

1.1 Purpose

The 21st Century Kalihi Initiative was instituted in August 2016 by Governor David Ige and the State Office of Planning (OP) to produce a vision concept that re-imagines the future of Kalihi in the event the Oʻahu Community Correctional Center (OCCC) is relocated or replaced. The Hawaiʻi Department of Public Safety (PSD) is actively evaluating options for the replacement of the aging facility, which has been in operation since 1975.

The purpose of this effort was to understand community needs, concerns, and desires for the site and surrounding area, and to articulate a vision informed and inspired by community aspirations.

Occupying 16-acres of State land, the existing OCCC site and its anticipated redevelopment* is the impetus for exploring how the site's transformation can serve as a catalyst for large-scale redevelopment in the Kalihi neighborhood. By examining the OCCC site's potential to transform surrounding social, physical, and economic conditions, the vision aims to catalyze a preferred future for Kalihi in the 21st Century.

*City Council Resolution 15-078, CD 1 (OCCC) sets forth the rationale for the relocation of the OCCC and requests the establishment of an OCCC Site Redevelopment Task Force. References to the OCCC site throughout this report refer specifically to the existing site, unless otherwise stated.

Source: Google Street View 2016

1.2 Visioning Process and Outreach

1.2.1 Vision Committee

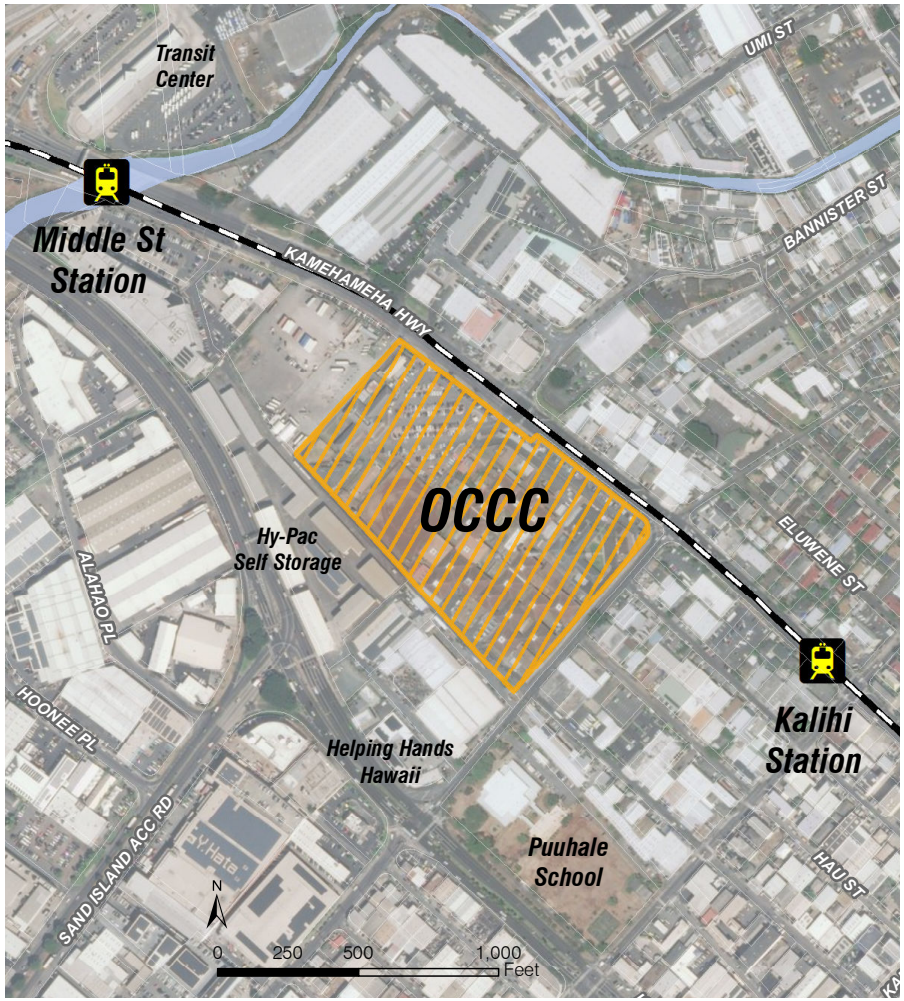
A Vision Committee (VC) comprised of area legislators, neighborhood board members, representatives from the public and private sectors, social service agencies, and community-based organizations was formed by the Governor to provide balanced representation from different community and business interests.

1.2.2 OCCC and Future Planning Area for State-Controlled Lands

The OCCC site is the area of focus for the 21st Century Kalihi vision (see Figure 1-1). Its redevelopment is seen as a catalyst for future planning of State-controlled lands within the planning area outlined in Figure 1-2 by the Governor's office. This planning area is bound by Middle Street, King Street, and Kohou Street. The makai side of the future planning area is roughly bound by the 0.5-mile radius around the future rail stations (see Figure 1-2).

The VC determined in the early stages of the planning process that there would be more value in establishing redevelopment priorities for the OCCC site. This study envisions the transformation of the OCCC site in anticipation of its future replacement, in part or in its entirety.

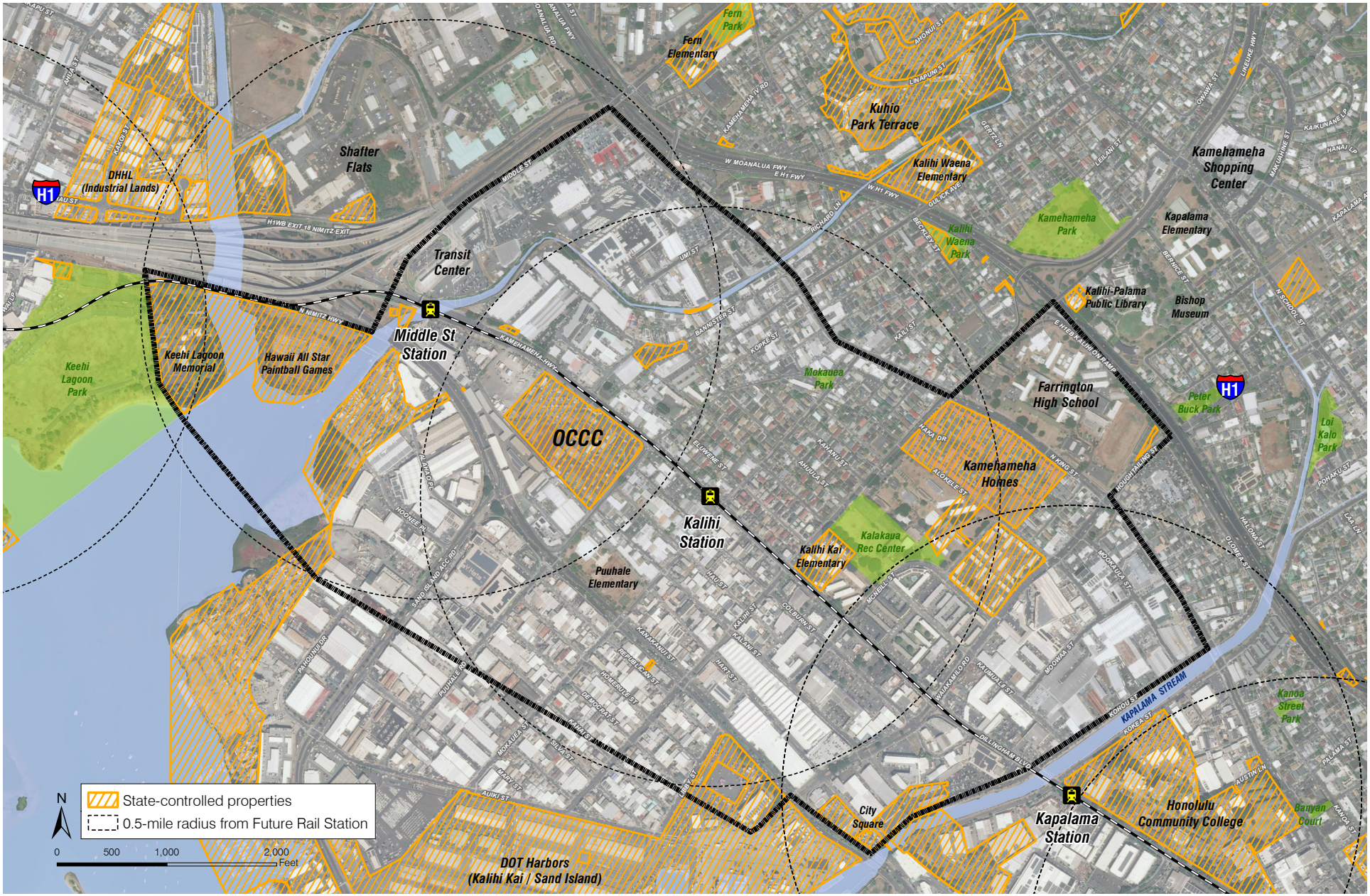
Figure 1-1: The OCCC site



Source: City/County of Honolulu, Department of Planning & Permitting, 2016.

GOAL: To catalyze a preferred future for Kalihi in the 21st Century.

Figure 1-2: Future planning area for State-controlled lands



Source: City/County of Honolulu, Department of Planning & Permitting, 2016.

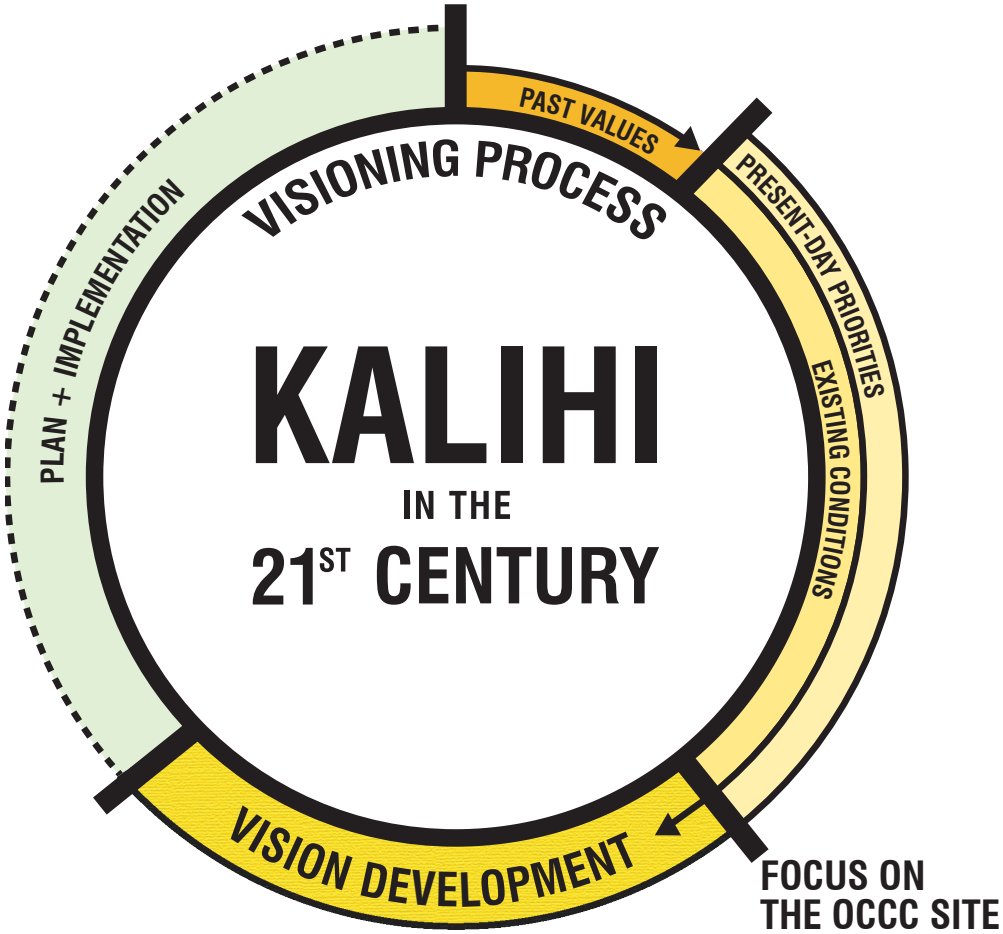
1.2.3 Visioning Process

(1) Revisits the community's values in previous planning studies and outreach efforts in Kalihi
(2) Identifies present-day priorities and opportunities specific to the OCCC site
(3) Puts forth a shared vision that imagines the transformation of the OCCC site as a catalyst for large-scale change

The vision presented here is the result of a process that revisited previous planning efforts, identified priorities and opportunities, and articulates a vision with a focus on the OCCC site. The input received at various stages of vision development is summarized and documented in Appendix A.

In the first phase of the process, meetings were held to establish and gather input from both the VC and the community regarding their concerns and aspirations for Kalihi. During a subsequent half-day visioning workshop, the VC considered the initial input as well as thematic principles, concepts, and priorities produced in prior community visioning exercises, studies, and surveys dating back to 2004 to formulate its own list of priorities and concerns specific to the OCCC site and the areas immediately adjacent to it.

PROCESS

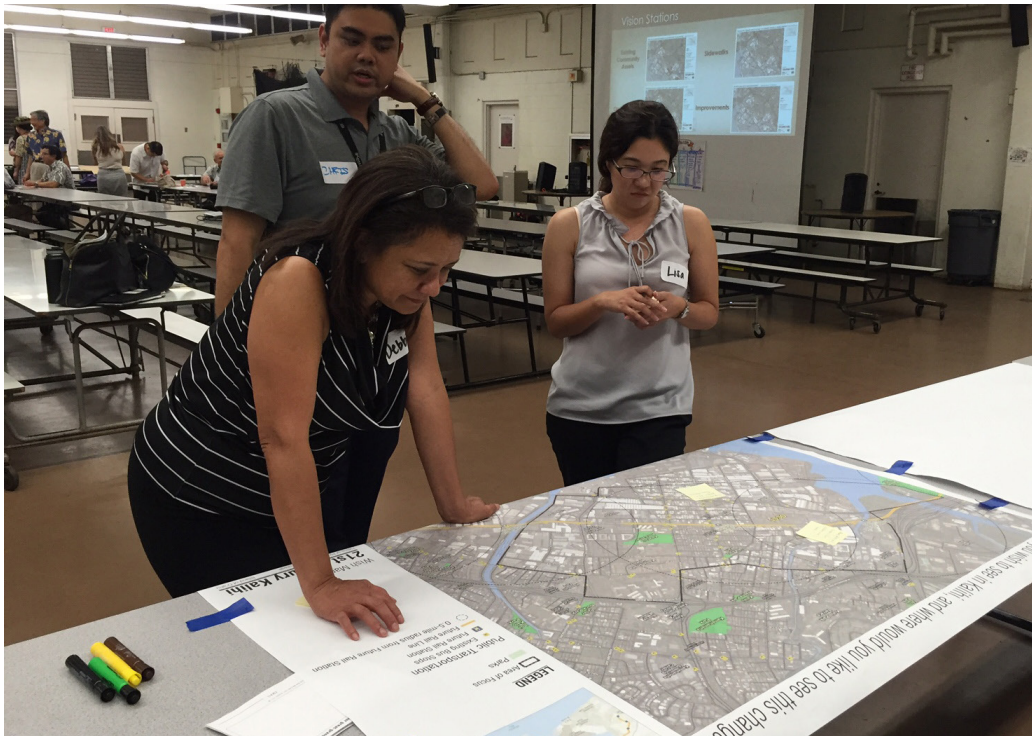


The VC's list of priorities was shared with community members who were given opportunities to review, comment and add their own concerns, priorities, and issues to assist the VC in its efforts to formulate a draft vision concept. The VC's draft vision concept was reviewed and accepted by the community with little amendment.

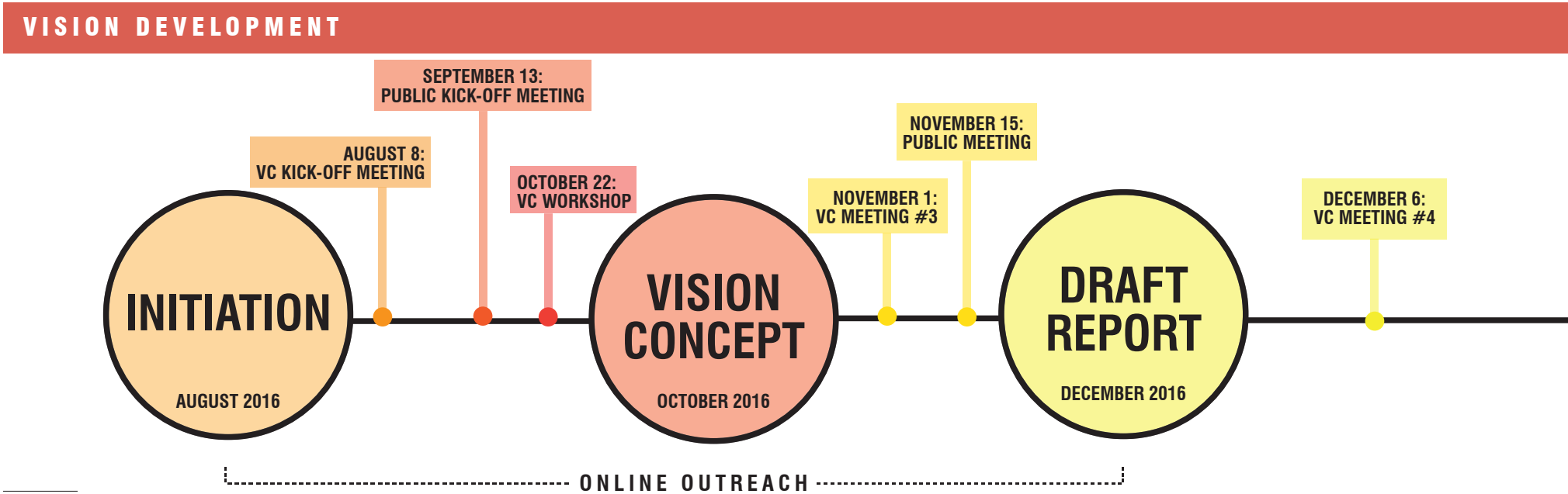
In later phases of the process, the VC convened to integrate comments it received from the OP and Governor and worked to refine the draft vision concept. The VC successfully presented a final draft of its 21st Century vision concept for Kalihi to the Governor for approval in June 2017.

1.2.4 Public Meetings and Outreach

The community was invited to share their input and comments as the vision was being developed and refined by the VC. A public kick-off meeting was held to introduce the goals and objectives of the Governor's initiative. Additional meetings



Participants at the kick-off meeting helped identify the community's needs and assets.

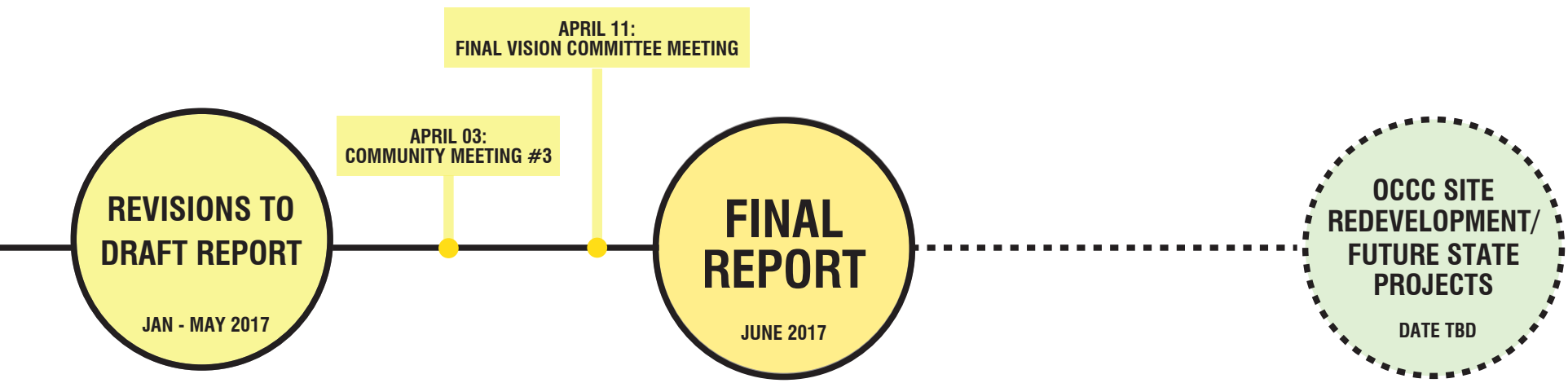


Ramsay Taum initiated every meeting by introducing the ALOHA protocol.

were conducted to allow for community review and input to be integrated throughout various stages of vision development.

Wish cards were distributed at the meetings to solicit input from those who were unable to attend. Wish cards and web-based input forms were also made available on the Office of Planning's project website. The website provides an overview of the vision, links to input forms, and a mailing list sign-up.

All members of the VC were asked to extend public meeting invitations to their networks. Resource teams and social service organizations were encouraged to distribute input forms to their constituents. 75 comments have been received (to date).



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Vision Concept

OUR VISION FOR KALIHI WILL...

- "Be iconic"
- "Be multicultural"
- "Create incentives for investors and property owners"
- "Be intergenerational"
- "Transform infrastructure and transit"
- "Prioritize education"

Vision Statement

The top priorities for the 21st Century Kalihi Transformation Initiative focus on ***economic development*** and ***housing*** for the support and betterment of Kalihi's current and future generations. It supports ***innovation and capacity-building***, and takes a ***balanced approach*** in creating jobs and providing housing so the people who live in the area can continue to live and work in Kalihi and enhance the quality of life for ***future generations***. Mixed-income and mixed-housing types would be provided, including affordable, workforce, low-income, and kupuna housing as well as market-rate and larger 2-3-bedroom units to support ***families and multiple generations***. The ***mixed-use neighborhood*** that is envisioned would provide safe and convenient access to goods and services, including restaurants, child and kupuna care facilities, small grocery stores and pharmacies, and health/medical clinics. ***Mom and pop stores*** would thrive and gentrification would be mitigated.

Additionally, the Vision Committee expressed aspirations for a future Kalihi that is ***iconic and outstanding***, memorializes the ***historic and cultural sense of place***, and honors the ***intergenerational and multicultural working-class community*** that resides, works, and recreates in the region. Equally important, members of the Vision Committee stated a need to ***incentivize investment*** in the area, support and encourage educational and workforce development opportunities, and coordinate strategic improvements to the area's infrastructure and transit systems to support the existing and future generations of Kalihi.

2.1 Vision Statement

This report is focused on developing a vision for Kalihi that would be catalyzed by replacement of the OCCC site, an ongoing effort led by the PSD. Developing a vision specific to the OCCC site was challenging in light of the fact that relocation of the facility remains undetermined. The vision articulated in this section of the report was formed without knowing whether or not the facility is to be fully or partially relocated. Although relocating the facility to another site is the preferred condition, its relocation has not been guaranteed. The vision presented here relies on the assumption that the facility will be relocated in part or in its entirety, creating opportunities for redevelopment on at least some parts of the 16-acre site. This effort also identified the community's development priorities, which guide the proposed concept for the OCCC site.

REDEVELOPMENT PRIORITIES FOR THE OCCC SITE

ECONOMIC DEVELOPMENT

- Use the OCCC site to its highest and best use
  - Bargain with investors and developers to relocate the jail
- Balanced approach
  - Consider economic future of Kalihi; develop jobs/tax base so you can elevate people that live in the area
- Support innovation
  - Housing / co-working / living; draw population in so they can learn skills they can do in place
- Preserve Kalihi's industrial uses
- Establish City facilities
  - Coordinate future transit services with existing transit services to provide convenient access and greater mobility

HOUSING

- Mixed-income, mixed-type/family housing
  - Encourage mixed-income housing and distribute affordable housing throughout the planning area. Mitigate the potential for gentrification and avoid displacing low- and moderate-income residents
  - Include affordable, workforce, low-income, kupuna as well as market housing
  - Include a mix of types, not just lofts and studios, but also 2-3 bedroom units
- Mixed-use, complete neighborhood
  - Include neighborhood-oriented commercial uses such as restaurants, day care, small grocery stores, health center/ medical clinic/pharmacy/mom & pop shops/local stores/kupuna/community center; cluster along Dillingham
- Flexible and realistic
  - Plans need to be flexible and realistic or no one will take the risk to build

OPEN SPACE

- Green space as part of workforce housing concept
  - Shade, pocket parks, walkability built into the housing complex but open to community with security
- Cultural/recreational center
  - Include fields for soccer, softball, rugby; something like Kroc Center to bring people together
  - Better and safer playgrounds

INFRASTRUCTURE & SIDEWALKS

- Improve infrastructure to support and enhance opportunities for small business owners
- Accessibility, safety, and connectivity for everyone

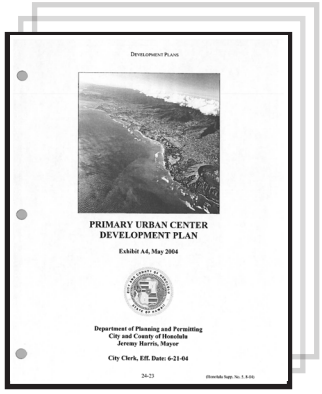
HEALTH & SAFETY

- Need the community to buy-in so they become proactive, as opposed to reactive

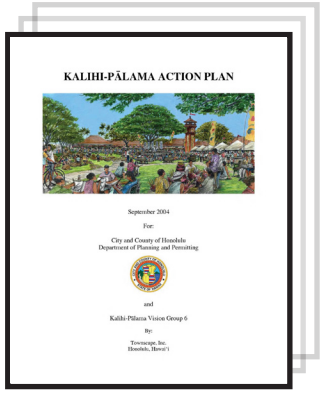
PRIDE & CULTURE

- Polish the image of Kalihi
- Build on ‘I love Kalihi’
- Have ethnic parades and cultural celebrations in and throughout Kalihi
- Enhance existing amenities, such as Bishop Museum; create new Kalihi amenities that have entertainment, cultural, and recreational value

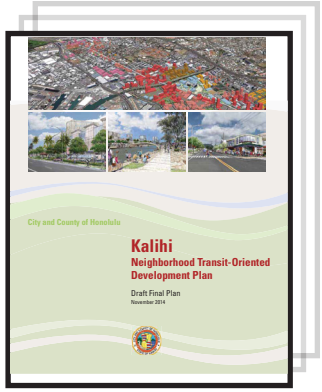
PLANNING CONTEXT



Primary Urban Center Development Plan (2004)
- Policy guide for development decisions required to support expected growth in Oahu's most populous region



Kalihi-Palama Action Plan (2004)
- Vision for the future of Kalihi-Palama neighborhoods
- Shared values



Kalihi Neighborhood TOD Plan (2014)
- Corridor Vision
- Planning Principles
- Goals and Policies (Land Use, Mobility, Urban Design, Public Facilities, Services, and Infrastructure)
- Implementation Strategy

21st Century Kalihi (2017)
- Vision for Kalihi in the 21st Century
- Redevelopment priorities specific to the existing OCCC site and surrounding State-owned parcels

2.2 Related Plans

Through the visioning process, this project affirmed that the values presented in previous planning efforts in Kalihi were still relevant today. Many of the action items identified in the Kalihi Neighborhood Transit-Oriented Development (TOD) Plan and the Kalihi-Palama Action Plan were successfully reinstated by the VC in this vision. This 21st Century Kalihi vision narrowed the focus of these shared goals by exploring how they can be applied to the OCCC site.

Kalihi Neighborhood Transit-Oriented Development (TOD) Plan (2014)*

With the planned introduction of three rail transit stations, the City and County of Honolulu's Kalihi Neighborhood TOD Plan provides a land use and circulation framework to guide future development. The 21st Century Kalihi vision acknowledges the projected growth and extensive outreach efforts of the TOD plan, and re-affirms many of the concepts it puts forth. Another impetus for this visioning effort is that, upon its adoption, the TOD plan will serve as the de facto guide for near-term redevelopment in Kalihi's new transit corridor. The 21st Century Kalihi vision therefore aims to scale the vision of the TOD plan to the OCCC site.

The TOD planning effort encompasses areas within a ½-mile radius of the three future rail stations located in Kalihi (see Appendix B for a map of the TOD plan boundaries.) The plan presents the community's vision for the area, as well as a set of planning principles:

1. Revitalize Kalihi into a More Livable Community
2. Maintain and Enhance Diversity
3. Improve the Quality of Public Spaces
4. Improve Connections to the Waterfront
5. Create a Convenient and Accessible Transportation Network
6. Increase Public Safety

The plan supports a revitalized, mixed-use corridor along Dillingham Boulevard, which will provide residents and transit riders with an array of shopping choices and services that accommodate the needs of Kalihi's diverse, multi-cultural community. The land use framework supports the existing scale and character of uses, with a diversity of industrial and commercial uses makai of the station and primarily residential uses mauka of the station. New higher-density housing and rehabilitation of units in disrepair is envisioned in the residential neighborhood.

In addition to a vision, the plan also describes keys actions for implementation. It addresses specific transportation improvements, urban design recommendations, and infrastructure needs. The vision presented in the Kalihi Neighborhood TOD plan is still relevant today and the implementation plan outlined with this vision will continue to apply to the 21st Century Kalihi project area. The 21st Century Kalihi vision carries forward many elements of the TOD plan, including:

- Creating a safer, more active streetscape for residents and visitors
- Supporting the success of existing industries with better infrastructure
- Expanding the range of uses in the neighborhood
- Promoting a more robust economic mix, with greater opportunity for career work
- Maintaining neighborhood character throughout the development process

Various elements of the TOD plan attempt to capture and leverage the potential value of the OCCC site. Of particular relevance are the land use and mobility goals stated by the plan (see Appendix B).

*As of December 2016, the Kalihi Neighborhood TOD Plan is a draft, currently under review by Council for adoption.

Kalihi Neighborhood TOD Plan (2014)

Existing.

Conceptual illustration of streetscape improvements and land use changes along Dillingham Boulevard. OCCC is consolidated into one portion of the site, creating opportunities for new community uses. Landscaping, bike lanes and sidewalks create a truly multi-modal street.

"Moreover, the possibility of redevelopment or consolidation of Oahu Community Correctional Center and development in the Middle Street area around the transit center could spur a new residential and mixed-use district on the ewa end of the corridor"

(2014 Kalihi Neighborhood TOD Plan, Section 6-11)

The 21st Century Kalihi visioning effort revisits the final stage of the phasing scheme of public improvements proposed by the TOD plan, which preserves the idea that OCCC can serve as an impetus for further growth. The TOD Plan proposes a potential sequencing of public improvements based on development cost, market factors, available financing, and infrastructure improvements. In this phasing scheme, projects currently underway, such as the Honolulu Community College and Kamehameha Schools, would serve as "catalyst" projects, helping to fund and construct critical public facilities that draw new activities, residents, students, and services to the area. The second phase of the phasing scheme anticipates the construction and opening of the three Kalihi rail stations. The potential transformation of OCCC site is considered in the third phase, in which the rail system and infrastructure and public amenities are installed. The redevelopment of the OCCC is expected to spur new residential and mixed-use district on the ewa end of the corridor.

Kalihi-Palama Action Plan (2004)

Kalihi-Pālama Multi-Cultural Market Place at the OCCC Site: Envision this vibrant economic and community space that incorporates adaptive reuse of existing buildings and offers a venue for an open market and valued social services. Other features provide tot lots, pedestrian paths, green spaces, and an open-air stage.

Many of the concepts rendered in the Kalihi-Palama Action Plan still resonate with Kalihi residents today: Redeveloping the OCCC as a community gathering place, such as a multi-cultural marketplace; improving streetscapes with adequate sidewalks, better lighting, street trees, landscaped medians, and setbacks from vehicular traffic; supporting local businesses; and improving existing open space.

(2004 Kalihi-Palama Action Plan)

Kalihi-Palama Action Plan (2004)

The Kalihi-Palama Action Plan presents a vision statement and action plan for the future of neighborhoods in the Kalihi-Palama area, a designated project area that encompasses 8,500 acres between the coastline and the ridge-line. It puts forth a set of value statements that articulate the spirit of the community and to some extent responds to the question: '*Who are we planning for?*'

A rough vision for the OCCC site is described in this former planning effort, in which it is considered a potential catalyst for large-scale redevelopment. The Kalihi-Palama Action Plan specifically recommends redeveloping the OCCC as a community gathering place and has proposed alternative facilities including a multi-cultural marketplace, health and senior services, multi-purpose rooms, office space, and other venues that could directly serve residents.

Primary Urban Center Development Plan (2004)

The Primary Urban Center Development Plan (PUCDP) was prepared to address projected growth within O'ahu's Primary Urban Center, which includes the Kalihi neighborhood. It outlines policies that promote key elements of the vision statement, which include transit-oriented development. The policies presented in the plan promote mixed land uses that support a diversity of lifestyle choices. The plan also calls out the significance of cultivating "neighborhood centers" that provide a sense of community identity and allow people to come together.

The 21st Century Kalihi vision integrates many elements of the PUCDP, as it strives to scale both policy and planning solutions to the OCCC site and surrounding parcels.

2.3 Adjacent Projects

A. Kapālama Canal Catalytic Project

The City and County of Honolulu is working to incorporate more open and recreational space along Kapālama Canal, which will also be located near the future Kapālama rail transit station. Improvements under consideration include new park space, waterfront promenades, sidewalks, bike lanes, pedestrian bridges over the canal, and green infrastructure. For the greater Kalihi neighborhood, these canal improvements are expected to be the catalyst for future infrastructure improvements throughout the entire area as it transitions to an urban mixed-use and transit oriented community.

Status: The first community workshop was held in September of 2016, beginning the conceptual design phase. The next major steps will include environmental studies and more phases of design and construction prior to approved funding and implementation.

B. Mayor Wright Homes Redevelopment

The Hawai‘i Public Housing Authority (HPHA) has partnered with Hunt Companies, Inc. and other members of a Master Developer Team to redevelop Mayor Wright Homes into mixed-income, transit-oriented development housing. The public-private partnership will rehabilitate the current facilities of Mayor Wright Homes, which was first constructed in 1953 as a federal low-income public housing development; it was last renovated in 1984. The redevelopment will integrate new public housing units and mixed-income units, in order to retain affordable housing and provide additional housing opportunities for the people of Kalihi.

Status: Community engagement has begun and is ongoing with the final project timeline to be determined by future financial analysis.

C. Chinatown Community Action Plan

The City and County of Honolulu has worked directly with the community to develop a plan for Chinatown that focuses on improved street utilization, sanitation and safety, economic vitality, and park improvements in the Chinatown area. Chinatown represents an important connection between Kalihi and Downtown Honolulu, which the Action Plan is working to make more accessible to surrounding communities. This plan also provides an important reference point for recent partnerships between the community and the City to attain desired improvements and preserve the culture of the community.

Status: Initial community input began in June of 2015 and the final Action Plan was produced in March of 2016. Implementations are expected to range from late 2016 through 2018, though some improvements are still searching for funding.

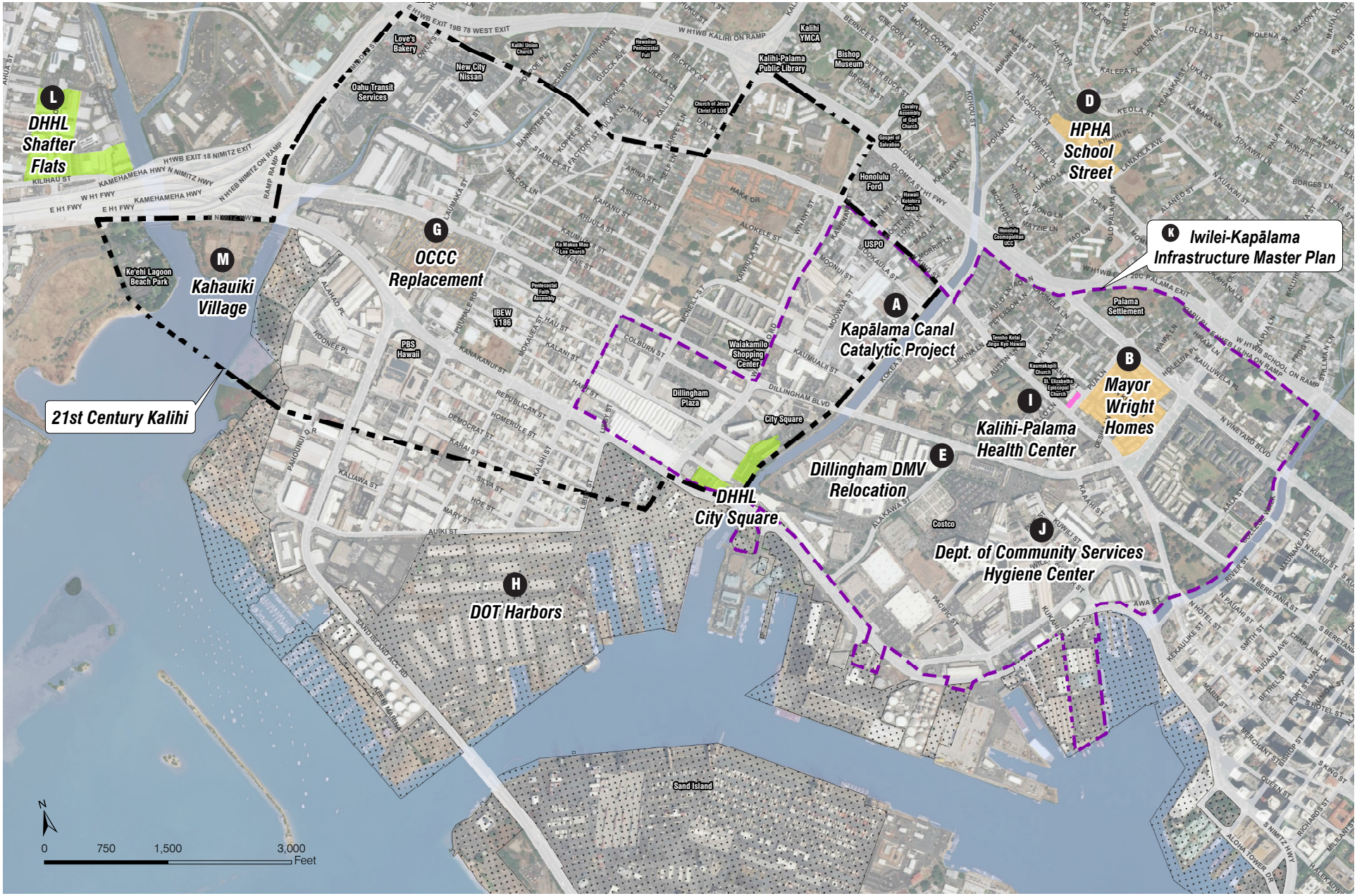
D. HPHA School Street Senior Housing

The HPHA will be redeveloping its existing administrative offices on School Street into a mixed-use development that will directly support the surrounding community within Kalihi. HPHA has partnered with the nonprofit Retirement Housing Foundation for the redevelopment project, which will incorporate a mix of new office space, affordable housing units, and commercial space, implemented through multiple phases.

Status: Phase 1 is expected to be completed in 2020 with the status of other phases still pending.

PLANNING CONTEXT

Figure 1-3: Ongoing planning projects in Kalihi



Source: City/County of Honolulu, Department of Planning & Permitting, 2016.

E. Dillingham DMV Relocation

The Department of Community Services has been the first of various city departments relocating its operations from City Square to Kapālama Hale on Dillingham Boulevard, toward the Diamond Head side of Kalihi. The new Kapālama Hale, previously known as the Sprint building, will also house the Ethics Commission, the Equal Opportunity Office, the Neighborhood Commission Office, the Honolulu Emergency Services Health Services Branch, and a part of the Honolulu Police Department. The consolidated city offices will be able to improve efficiency of services to the community and will remain easily accessible within the Kalihi neighborhood.

Status: Phase 1 was completed in the summer of 2016 in which the Department of Community Services relocated driver's licensing and satellite city hall services to the new location. The remaining phases were anticipated to transition to the new location during the weekend of November 19, 2016.

F. Downtown Neighborhood TOD Plan

Downtown Honolulu is one of the main employment centers in the region. Planning for transit-oriented development is underway to improve public spaces and accessibility within the already dense, urban area via the draft Downtown Neighborhood TOD Plan proposed. The plan incorporates guiding principles for the future rail corridor between the Iwilei, Chinatown, and Downtown rail stations. Downtown will be extended into Iwilei, which borders Kalihi on the Diamond Head side, through additional housing, green space, and mix-use developments.

(A) Kapālama Canal Catalytic Project

(C) Chinatown Community Action Plan & (F) Downtown Neighborhood TOD Plan

(F) Downtown Neighborhood TOD Plan

(F) Downtown Neighborhood TOD Plan

G. OCCC Replacement Project

The State of Hawai'i Department of Public Safety is working to replace the O'ahu Community Correctional Center (OCCC) in Kalihi in order to provide a more modern and functional facility. The focus of the development is to improve the efficiency and security of OCCC operations as well as to improve the availability of inmate services. Although a decision for the final project site has not been decided, the Kalihi area can expect to benefit from investments in infrastructure and improvements to the surrounding area whether the site is redeveloped for OCCC or for different purposes.

Status: An Environmental Impact Statement Preparation Notice (EISPN) was published on September 23, 2016 and the comment deadline ended on November 22, 2016. The site selection process is underway and as of November 21, 2016, eleven sites are being reviewed, including its current location.

H. DOT Harbors

The Department of Transportation is working to upgrade existing harbor facilities and develop newly constructed piers into what will become known as the Kapālama Container Terminal. These improvements are expected to increase the capacity and efficiency of cargo handling as well as consolidate emergency response vessels at Piers 12 and 15, makai of the Kalihi neighborhood. These developments are expected to improve commerce and may provide more opportunities for the surrounding Kalihi community.

I. Kalihi-Palama Health Center

Redevelopment of the Kalihi-Palama Health Center (KPHC) will provide a larger facility to accommodate a growing number of patients and provide space for new services. The new facility will utilize a vacant commercial space to consolidate the services of three of its existing Kalihi facilities. The new facility will benefit the entire Kalihi area and surrounding communities by providing improved facilities and easier access to multiple services within a single location. Providing primary health services to low income Native Hawaiians and New Americans will continue to be the primary function of KPHC as well as other populations that face significant barriers to accessing healthcare.

Status: Phase 1, renovation of the existing building on site has been completed. The timeline of Phase 2, an addition on the makai portion of the property, will be contingent upon the release of HUD funds.

J. Department of Community Services 431 Kuwili St.

The City and County of Honolulu is working to develop a hygiene center in Iwilei to accommodate families and individuals dealing with homelessness. The center will include various disability services and stable housing through reuse of an existing four-story facility on Kuwili Street. The hygiene center will be accessed most directly by homeless individuals and families in the Iwilei and Kalihi areas, providing both short and long term services and solutions for homelessness.

Status: The City and County of Honolulu purchased the building at 431 Kuwili Street for use as a hygiene facility. The timeframe for the next phases will be determined once all project consultants have been selected.

K. Iwilei-Kapālama Infrastructure Master Plan

This master plan provides an integrative strategy for public facilities and infrastructure to accommodate future growth. It includes an assessment of existing and future infrastructure, cost estimates, phasing, and implementation recommendations relating to water, sewer, drainage, and electrical systems, as well as parks, street network, and schools.

L. Department of Hawaiian Home Lands' (DHHL) Master Plan

Once completed, this master plan will serve as a comprehensive guide for transit-oriented development/redevelopment of DHHL's lands. The conceptual plans will encompass 20 parcels comprising approximately 14 acres in the Shafter Flats area and about 5 acres in the Kapālama area. The plans are expected to address existing and future issues such as drainage and flooding due to sea-level rise. Recommendations from the plan will consider the highest and best use of the land and its proximity to the future rail transit station.

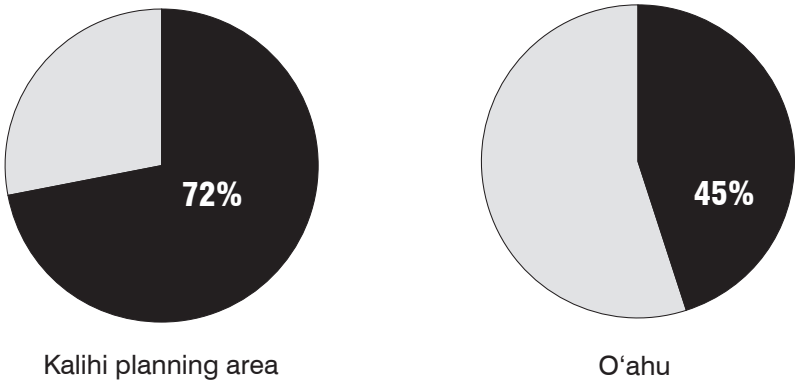
M. Kahauiki Village

200-plus units of plantation-style affordable housing is being planned along 14 acres of undeveloped waterfront between Mapunapuna and Sand Island. The current proposal leverages resources from local businesses, state and city government agencies, and labor unions. The planned development will be built east of Keʻehi Lagoon on land owned by the State Department of Land and Natural Resources.

Existing Conditions & Community Profile

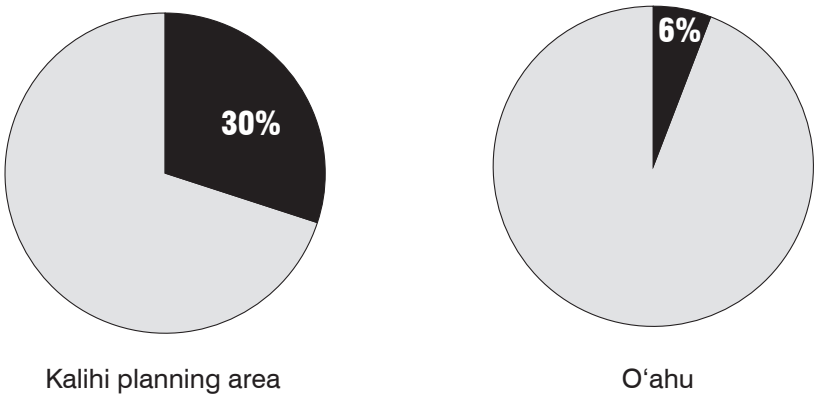
COMMUNITY SNAPSHOT

Higher percentage of renter-occupied housing



Higher percentage of transit-oriented population

% of residents who reported taking public transportation to work



3.1 Socioeconomic Characteristics

Kalihi's population is diverse and growing. The percentage of renter-occupied housing is noticeably higher in the planning area, compared to other parts of O‘ahu. Most households generate less income than households across O‘ahu. It is also a transit-oriented population: 30% of the residents in the planning area reported using public transit to get to work, compared to only 6% of residents throughout the State. See Appendix C for additional statistics.

3.2 Regulatory Context and Existing Land Use

Dillingham Boulevard is the main arterial road. Along Dillingham Boulevard, there is a range of small commercial buildings, including fast food, gas stations, offices, banks and auto uses. Although the area makai of Dillingham is designated as an Industrial-Commercial zone, the existing uses range from "engineering offices/machine shops, food industries, and warehouses to single-family residential homes" (Kalihi Neighborhood TOD Plan). The area mauka of Dillingham is primarily residential, with some stores and auto-related uses interspersed. Within the project site, most of the residents are two-story single-family homes with fenced front yards and carport parking. Street parking is common in the residential areas.

3.3 Land Ownership

Situated on 16-acres of State-owned land, the OCCC site is ripe for a number of long-term development opportunities. Publicly owned lands (i.e. land owned by City, State, and Federal agencies) occupy most of the project area, including the OCCC, the Oʻahu Transit Center, the City Square shopping center, Farrington High School, Kamehameha Homes, Kalakaua Middle School, Kalakaua Recreational Center, Kalihi Kai Elementary, and Puuhale Elementary (see Figure 1-4).

Kamehameha Schools is the largest private owner in the future planning area. The smaller residential and industrial parcels in the area shown are owned by other private individuals and organizations, including Bishop Museum, Castle & Cooke, Hawaiian Electric Company, the Church of Jesus Christ of Latter-day Saints, the Roman Catholic Church, and the Queen Emma Foundation.

3.4 Built Environment

With the exception of OCCC, most of the project area consists of a small-block grid pattern that houses relatively dense mix of retail, employment, and residential uses. Kalihi maintains a distinct industrial character, as a result of Kalihi's transition from a formerly working-class residential neighborhood to an industrial center. Whether its industrial character ought to be preserved will be an important consideration moving forward, as the needs of most industrial spaces (i.e. large parcels of low-rise warehouses, primarily surrounded by other hard surfaces) may be at odds with the proposed mixed-use, transit-oriented development.

3.5 Opportunities and Constraints

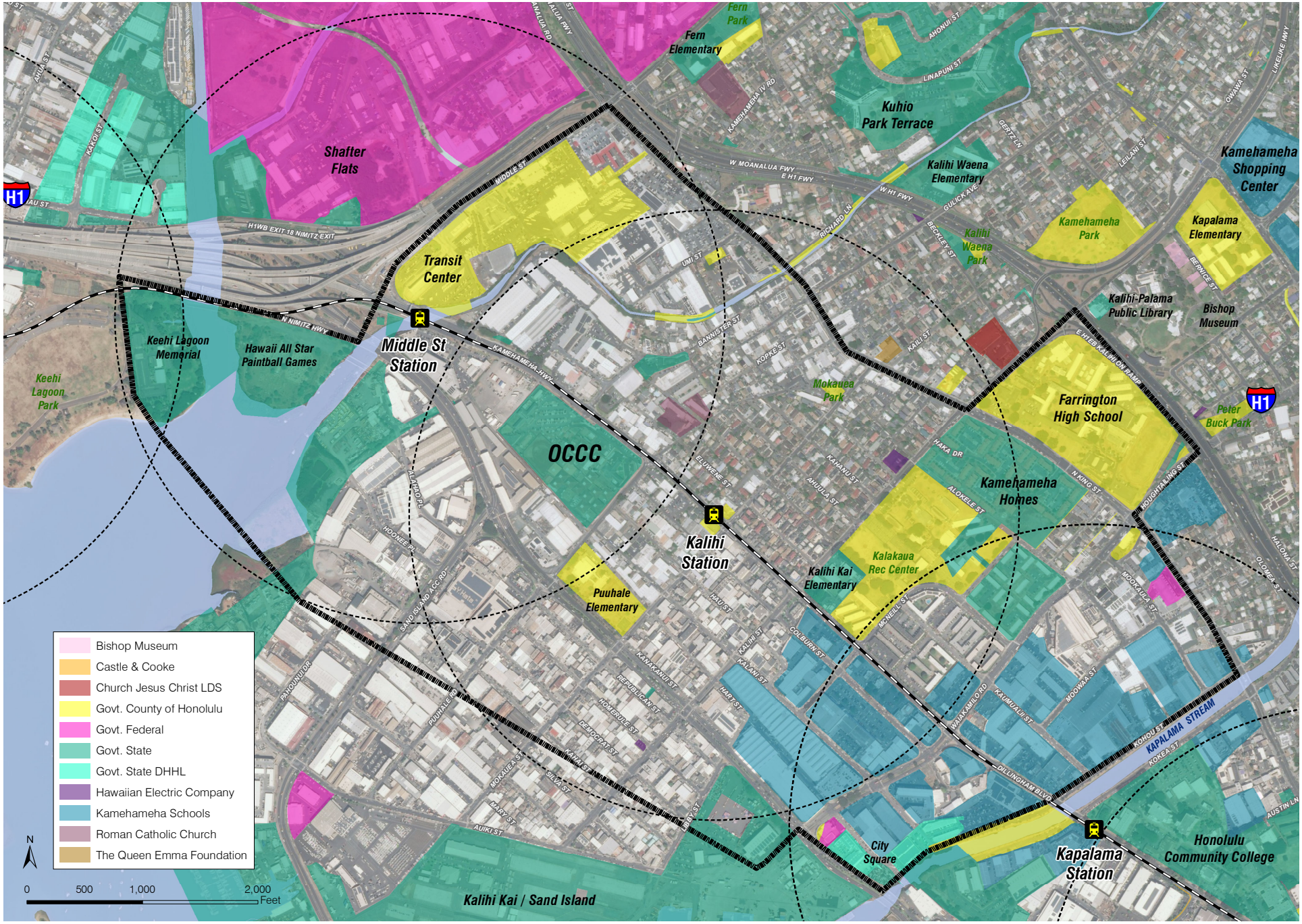
A market study was conducted as part of the Kalihi Neighborhood TOD planning effort. Much of the report re-affirms that the OCCC site and surrounding parcels are in many ways ripe for development. The market study identifies affordable housing as a priority issue for the community, which is consistent with the findings from more recent outreach efforts. This study also projects a high demand for rental housing. Recognizing that Downtown will be just a six-minute train ride from the Kalihi future rail station, this study also anticipates greater demand for housing close to transit.

The community has expressed a preference for low- to mid-rise buildings. The TOD plan acknowledges this as well, and has projected higher-density development to occur in the areas immediately around the Kapālama station, where large-scale redevelopment is expected to take place in and around the Kamehameha Schools properties, Honolulu Community College, and Kapālama Canal.

Many of the retail buildings were built over 30 years ago and are in need of rehabilitation and reinvestment.

> "Based on projected household growth, the market demand study finds that the market could support approximately 465,000 square feet of retail development within the [Kalihi TOD planning area] by 2035."
>
> **(Market Opportunities Study / 2014 Kalihi Neighborhood TOD Plan)**

Figure 1-4: Land ownership in future planning area



Source: City/County of Honolulu, Department of Planning & Permitting, 2016.

Although large-scale reuse of the site may be ideal, the fragmented ownership of smaller parcels surrounding the OCCC site will make lot consolidation challenging. Another potential challenge lies in the poor condition of the area's infrastructure, particularly its sewer and drainage systems. Most of the site is also in need of pedestrian improvements, including repairs related to sidewalks, crosswalks, and street lighting.

There are also several environmental hazards inherently tied to the site. The ewa part of the OCCC site is within the 100-year flood plain (i.e. zones subject to a one percent annual flood). In addition to the inherent development risks of known flooding issues, flood insurance rates may rise substantially in the next few decades.

Due to the industrial nature of the site, the undetermined presence of hazardous materials may pose legitimate health and safety concerns and add time and cost to redevelopment. However, there are Federal and State grants that fund brownfield remediation.

Initial modeling suggests that three feet of sea-level rise could inundate areas makai of Nimitz Highway, including the OCCC site, if no protection measures are put in place (2014 Kalihi Neighborhood TOD Plan). Further site-specific analysis will be required in any event.

3.6 Summary of Infrastructure

The vision presented in this report acknowledges ongoing improvements to the area's infrastructure. A number of infrastructure improvements are expected to take place within the next few years. This section provides a summary of current and future infrastructure projects in the planning area.

Redevelopment of the OCCC site with the necessary prerequisite off-site support improvements can benefit the neighborhood, and may present an opportunity to enhance utility infrastructure and unlock development potential in the surrounding area.

3.6.1 Police and Fire Facilities

There are no police stations located in the planning area. The Kalihi City Police Station is approximately 2 miles from the OCCC site, mauka of the planning area.

There are currently 2 fire stations in the planning area: the Kalihi Fire Station at North King and Kalihi Streets and the Kalihi Kai Fire Station at Waiakamilo Road and Nimitz Highway.

3.6.2 Education and Library Facilities

Schools are an important educational amenity and are also critical nodes of community activity for Kalihi residents. Schools in the area include: Puuhale Elementary, Kalihi-Kai Elementary, Kalakaua Middle, and Farrington High School. Because Farrington has a large catchment area, students travel somewhat long distances to school, whether on foot, by bicycle, by transit, or by car (2014 Kalihi TOD Plan).

As more housing units are developed, the City and State will need to coordinate with the Department of Education (DOE) to ensure that the educational needs of the future population are met.

3.6.3 Sewer Wastewater

Wastewater services in the planning area are provided by the City and County of Honolulu Department of Environmental Services. The limited capacity of the existing wastewater system could create development constraints. The existing sewer infrastructure connects to the Hart Street Pump Station. Additionally, the Kalihi/Nuʻuanu Area Sewer Rehabilitation is currently underway in the area.

An increase in the population will generate greater demand for wastewater treatment in Kalihi. Further study will need to be done for this specific project area.

3.6.4 Water Supply

Water supply is another important consideration in the future buildout of the planning area. According to the 2014 Kalihi Neighborhood TOD plan, the planning area has a "very modest projected increase: the additional source requirement is estimated to be 0.37 MGD."

The Board of Water Supply is currently undergoing Part III of the Kalihi Water System Improvements project, which is being undertaken to replace approximately 9,600 feet of 8-inch water main along Puuhale Road, Bannister Street, Gulick Avenue, Kopke Street, Stanley Street, and Waterhouse Street. The replacement will minimize potential breaks in the existing piping, which was installed in the 1930s. The project is expected to be complete in the summer of 2017 (Honolulu Board of Water Supply, 2016).

3.6.5 Drainage

Many residents mentioned "flooding" and reported drainage issues on Kalihi's streets. Poor road and sidewalk conditions are a long-standing problem in Kalihi, where many privately-owned roads have received little to no maintenance and may not have functioning drainage.

To date, the City and County of Honolulu has no plans to modify drainage systems in the Kalihi area. However, in 2013, the City and County implemented rule changes that encourage "Low-Impact Development" (LID)-based stormwater drainage regulations and standards, which integrate post-construction Best Management Practices into the initial design process.

According to the TOD plan, the planning area will not be significantly impacted with respect to its hydraulic capacity. The plan suggests that TOD redevelopment will be an near-term opportunity to soften the vast amount of hardscape on the site.

Landscaping elements such as bioswales could potentially help reduce stormwater overflow and provide aesthetic improvements to the streetscape.

> "Streetscapes were a top priority for development."
>
> **(2011 Community Survey / Kalihi Neighborhood TOD Plan)**

Future Considerations

Excerpt from the 2004 Kalihi-Palama Action Plan:

Kalihi-Pālama Multi-Cultural Market Place at the OCCC Site: Envision this vibrant economic and community space that incorporates adaptive reuse of existing buildings and offers a venue for an open market and valued social services. Other features provide tot lots, pedestrian paths, green spaces, and an open-air stage.

Past visions to keep existing structures in place were imagined as new spaces that would serve Kalihi's economic and community needs.

This effort re-affirmed the consensus and preferred condition to move the OCCC from its current location in Kalihi. The PSD is the agency ultimately responsible for the ongoing siting process. Currently, the PSD is proposing "to replace OCCC with a modern facility that broadens its custody and treatment scope and capability with county/community-based correctional services." 11 alternative sites were identified for initial assessment and consideration in November 2016. The most recent progress report to date addresses the preliminary design of the replacement OCCC, projected cost of the replacement OCCC, a financing plan for the development of the facility, and a request for proposals for the development of the facility.*

Examining best practices was instrumental in developing recommendations for the future facility. The following sections identify best practices with regard to industrial and mixed-use development, and equitable and inclusive development.

4.1 Adaptive Reuse of Jails and Prison Sites

Located in a future planned TOD zone, the OCCC site is well-positioned to serve as a catalyst for large-scale revitalization in Kalihi. The State-owned parcels surrounding the OCCC site will also offer opportunities to seed revitalization efforts in Kalihi. Higher-density, mixed-use spaces on and/or surrounding the OCCC site could spur much-needed improvements to local infrastructure. Mixed-use patterns promote more efficient use of underutilized

*The February 2017 OCCC Progress Report summarizes the progress to date on planning for the future of the OCCC. To learn more, visit: http://dps.hawaii.gov/occc-future-plans.

areas by introducing more compact, physically and functionally integrated spaces. The greater variety and density of building types reduces distances between homes, workplaces, schools, retail, parks, and other civic functions. Mixed-use development in Kalihi would generate opportunities to enhance pedestrian and bike connections between residential and commercial areas, which are currently segregated due to zoning regulations.

Consolidation of OCCC operations in Kalihi, either by partial or complete relocation of the jail, will likely leave the site and existing facilities available for redevelopment. Recent examples of adaptive reuse—the process of adapting an old site to a new and different function—demonstrate the potential to rebrand debilitating facilities and sites, including former jails. Jail and prison structures are often good candidates for reuse because they are typically able to uphold their structural integrity over time. In many cases, they can be adapted to a range of industrial, commercial, and residential functions. One successful example of a transformed prison site is the Charles Street Jail in Boston, Massachusetts, which was converted into a 300-room luxury hotel in the 1990s; today, it is known as the Liberty Hotel. The hotel was designed to uphold the historic character of the of the old jail, while modernizing its function. Other adaptive reuse efforts, like the redevelopment of the Lorton Reformatory in Fairfax, Virginia, have upgraded to space-efficient, mixed-use spaces that bring together art centers, educational facilities, parks, and housing.

The adaptive reuse of former prison sites has demonstrated how partitioning space to a new mix of uses can function harmoniously with existing uses and increase access to new amenities and resources. Job training centers, for example, are a viable alternative to traditional replacements like retail. Training centers could support the establishment and growth of surrounding businesses. Adaptive reuse may also help reduce costs associated with redevelopment, which often requires demolition and new construction.

Charles Street Jail (built 1851)

Liberty Hotel (today)

Metropolitan Correctional Center in Chicago, IL

FDC Honolulu is a local example of how two distinct uses can co-exist. The 12-story federal prison facility opened in 2001 adjacent to the Honolulu International Airport.

Another option being weighed by the PSD is the vertical consolidation and modernization of the existing OCCC facility. There may be an opportunity to retain and redesign parts of the site, which could potentially serve a wider range of uses, if upgraded and transformed into a vertical structure. A successful example of vertical consolidation is the Metropolitan Correctional Center (MCC) located in downtown Chicago. As a high-rise structure with a relatively small building footprint, the MCC maintains a similar visual impact to the surrounding high-rises in the dense downtown community. The facility operates with a modern façade of narrow windows, circumventing the traditional use of bars. The practical layout of the facility also supports the jail's daily functions, including specialized programs for inmates and regular surveillance. It ensures convenient access and generates local demand for resources and services, such as medical centers, judicial courts, and job training centers. The Federal Detention Center, Honolulu (FDC Honolulu), located near the Honolulu International Airport, is a local example of a vertical correctional facility.

Whether OCCC is fully relocated or remains a part of the Kalihi neighborhood, the parcel will need to be redesigned to adapt to a mixed-use community, without averting the needs of existing residents. Integrative strategies can be drawn from recent adaptations of jails and prisons in other cities. Recommendations from the 2014 Kalihi Neighborhood TOD Plan can help inform redevelopment strategies that uphold Kalihi's culture, while also providing needed improvements to the rest of the neighborhood.

4.2 'Who are we building for?'

One of the biggest concerns articulated in public meetings in the 21st Century Kalihi visioning effort has begged the question, 'Who are we building for?' Shared concerns over increased housing costs, disappearance of 'sense of place', and displacement of long-time residents and businesses, have emerged in light of future redevelopment plans for the OCCC site. Moving forward, it will be critical to anticipate the potential impacts of this revitalization effort, and to envision how new spaces and programs can be integrated to support the needs of the residents, neighborhood businesses, and social services of Kalihi.

A change in demographic conditions often accompanies a rise in property values. A recent and familiar example of this is the redevelopment of Kakaʻako, where new construction of upscale condominiums has increased the demand for affordable housing. Governor Ige addressed the experience of gentrification in Kakaʻako in his 2016 State of the State speech, in which he called for a return to community focus in Kalihi (Ige, 2016):

> "When we govern in the right way, we conduct the people's business WITH the community, not against it or around it or without it. I've long had strong concerns about the way the redevelopment in Kakaʻako proceeded. So do a lot of people who felt left out. We have a great opportunity to learn from past experience and do things differently going forward. We have an immediate opportunity to get it right in Kalihi."

Source: Honolulu Magazine (Olivier Koning)

As development priorities shift to the construction of market-rate homes, the fear of being uprooted becomes increasingly relevant. Although a shift from lower-income to higher-income households may indicate that the attractiveness of the neighborhood is growing, current residents and businesses face potential displacement as more investments are made, and as property values rise. For many, getting 'priced out of the neighborhood' is a result of not being able to keep up with rapidly increasing rents or property taxes; and consequently, seeking a more affordable lifestyle elsewhere.

Several initiatives by Hawai'i Community Development Authority (HCDA) were put forward to accommodate the growing demand for housing for low- to moderate- income families in Kaka'ako. Such redevelopment strategies can precipitate unique benefits for a community—affordable housing for local artists, for example, has enabled Kaka'ako to become a mecca for art, creativity, and innovative business. Yet, despite efforts to accommodate the demand for affordable housing, the disparity between low-income households and affordable housing continues to grow (Grandinetti, 2015). By requiring only 20% of new residential development to be affordable to those making less than 140% of area median income (AMI), current policies and investment strategies in Kaka'ako are limited in their ability to be truly inclusive. The impacts of gentrification are not isolated to residents and businesses. Rising property values are causing organizations like the Kaka'ako Food Pantry and Nā Mea Hawai'i bookstore to relocate as well (Cerball, 2016).

The fears associated with rapid redevelopment are not unique to Kaka'ako. The effects of gentrification are often divisive and difficult to mitigate. How can gentrification be managed in a 21st Century Kalihi? In light of the Governor's commitment to equitable development, future planning efforts will require Kalihi's leaders to consider how to engage and serve people with a range of needs. Planning for an equitable and inclusive 21st Century Kalihi will challenge its leaders to move forward in ways that increase the spectrum of opportunities and benefits for Kalihi's residents.

4.3 Comments, Questions, and Concerns for Future Consideration

The public was invited to comment on drafts of this report throughout the visioning process. Many of the comments received constitute important considerations for the future; these are summarized below. See Appendix A for original comments.

- Ensure meaningful participation by including a diversity of culture, languages, and communication styles when seeking community input.
- Prepare for impacts during construction; prepare financial support or compensation for impacted households and businesses should any damage occur.
- Coordinate with the DOE on school requirements.
- Prepare for impacts associated with a new mix of rental rate units.
- Provide balanced perspectives from residents, business owners, land owners, and government entities, who may have different opinions about what the future of Kalihi should look like.
- Conduct a site analysis to determine the presence of hazardous materials.

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