BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition )  DOCKET NO. A80-474
)  DEPARTMENT OF PLANNING
)  AND ECONOMIC DEVELOPMENT,
)  STATE OF HAWAI'I
)  
To Amend the Agricultural and )
Conservation Land Use District )
Boundary to ReclassifyApproximately 810.81 acres at Lihue, )
County of Kauai, into the Urban )
Land Use District )

DECISION AND ORDER
BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition

DOCKET NO. A80-474

DEPARTMENT OF PLANNING & ECONOMIC DEVELOPMENT
STATE OF HAWAII

FINDINGS OF FACT, CONCLUSIONS OF LAW, DECISION AND ORDER

To Amend the Agricultural and Conservation Land Use District Boundary to Re-classify Approximately 810.81 Acres at Lihue, County of Kauai, into the Urban Land Use District

FINDINGS OF FACT, CONCLUSIONS OF LAW, DECISION AND ORDER

The above-captioned land use boundary amendment proceeding was initiated by the petition of the Department of Planning and Economic Development, pursuant to Chapter 205, Hawaii Revised Statutes, and the Rules of Practice and Procedure of the Land Use Commission, State of Hawaii, to amend the Land Use District Boundary of certain lands (hereinafter referred to as the "subject property") situated at Lihue, County of Kauai from the Agricultural and Conservation Land Use District to the Urban Land Use District, and the Commission, having heard and examined the testimony and evidence presented during the hearing held on June 3, 1980, in Lihue, Island of Kauai, hereby makes the following findings of fact and conclusions of law.

FINDINGS OF FACT

PROCEDURAL MATTERS

1. The petition was filed on January 7, 1980 by the Department of Planning and Economic Development, State
of Hawaii, to amend the Agricultural District at Lihue, Kauai to reclassify approximately 810.81 acres into the Urban District.

2. On January 25, 1980 the petition was amended to reflect the fact that 26.16 acres of the 810.81 acre petitioned area were in the Conservation District. The remaining 784.65 acres were in the Agricultural District. Therefore, the petition for reclassification included lands in the Agricultural District as well as the Conservation District. A detailed breakdown of the Agricultural and Conservation District by Tax Map Key was also included in the amendment. The petitioned area remained the same as originally submitted.

3. On April 1, 1980, the petition was further amended to include TMK: 3-5-01: 25 consisting of approximately .166 acre which was within the 784.65 Agricultural District mentioned above. The petition area, which remains the same as originally submitted, is more particularly described in Exhibit A attached hereto and incorporated by reference herein.


5. No petitions for intervention were received.

6. There were two untimely requests to appear as public witnesses. The request from Elizabeth Ann Stone was received by the Land Use Commission on June 2, 1980.

7. The second request to appear as a public witness was received on the morning of June 3, 1980 from Mr. Charles Trembath.
8. It was moved and seconded that the request by Elizabeth Ann Stone to appear as a public witness be denied and that her written communication not be made part of the record. The motion was carried. She was not present at the hearing.

9. It was moved and seconded that Mr. Charles Trembath, who was present at the hearing be allowed to appear as a public witness. The motion was carried.

10. Approvals already granted for the proposed airport expansion include the following permits approved by the County of Kauai Planning Commission at its meeting of August 9, 1978:
   
   a. Special Management Area Use Permit SMA (U)-78-16.
   
   b. Use Permit U-33-78
   
   c. Class IV Zoning Permit Z-IV-78-48
   
   d. Special Permit SP-78-8

11. The above permits were granted subject to the following conditions:
   
   a. As listed in its phasing program to the State Department of Transportation, provide the necessary drainage and sewer facilities.
   
   b. The 40 feet vehicular access to the shoreline for recreational purposes be provided and so delineated and recorded on the final subdivision maps and documents.
   
   c. The applicant initiate a District Boundary petition to the Land Use Commission to amend the boundary (containing the terminal and backup facility areas) from Agricultural to Urban District and if approved by the Land Use Commission, to subsequently seek a change in the County's zoning.
   
   d. Prior to and during construction and use, all applicable State and County laws, codes, ordinances, rules and regulations be complied with.
12. On January 11, 1979, the Land Use Commission approved a special permit request by the Department of Transportation (SP78-316) to allow the development of a new airport runway, terminal and other improvements on approximately 554 acres of land situated within the state Land Use Agricultural District at Lihue Airport, Kauai, TMK: 3-5-01: portions of 3, 5, 6 and 85.

13. Approval of the Special Permit was subject to the conditions imposed by the Kauai County Planning Commission and as amended by the Land Use Commission. Amendment was made by the Land Use Commission to Condition No. 3 and included the following underlined area:

Condition No. 3: The applicant initiate a District Boundary petition to the Land Use Commission to amend the boundary (containing the terminal and backup facility areas) from Agricultural to Urban District within one year after approval of the Special Permit by the Use Commission, and if approved by the Land Use Commission, to subsequently seek a change in the County's zoning.

DESCRIPTION OF THE SUBJECT PROPERTY

14. The subject properties are located on the southeast coast of the Island of Kauai, approximately 1-1/2 miles east of the town of Lihue.

15. The State, by and through its Airports Division, Department of Transportation, holds either fee title interest, or is in the process of acquiring fee title interest through condemnation of the subject 810.81 acres of land described in Petitioner's Exhibit B as amended. Areas under TMK: 3-05-01:8, being portions of Lihue Airport presently serving the public as the active air terminal contain an area of 184.826 acres, more or less, and are owned in fee simple by the State. The remaining areas being acquired through
condemnation will be used to construct a new north-south runway, associated taxiways and new terminal facilities and contain approximately 625.9814 acres which are primarily being used for cultivation of sugar cane by Lihue Plantation Company at the present time.

16. The land varies from 160' to 20' above mean sea level elevation. The existing runway elevation is 149.0' at the south west end and 80.13' at the north east end. The proposed new north-south runway will be at elevation 91.85' at the north end and 92.00' at the south end.

17. The properties generally slope northwest to southeast, toward the ocean. The largest percentage of lands are 5% slope or less.

18. Precipitation averages about 45 inches a year.

19. The lands surrounding the existing airport, being acquired by the State through condemnation, are presently in sugar cane and are being irrigated by mill cane wash water and the County's sewer effluent.

20. The properties under petition may be considered safe from tsunami inundation due to its sufficiently high elevation.

21. The Land Study Bureau has classified the soils of the subject property as part of the Low Humic Latosols which are among the more productive soils. They are generally deep, well-drained and conducive to the production of irrigated sugar cane. The overall productivity rating is "B" and the selected productivity rating is "b" for sugar cane.
22. The U. S. Department of Agriculture Soil Conservation Service classifies most of the subject property as Lihue Silty Clay with 0 to 8 percent slopes (LhB) and Lihue gravelly silty clay, 0 to 8 percent slopes (LIB). The Lihue Series soils are used for irrigated sugar cane, pineapple, pasture, truck crops, orchards, wildlife habitat, woodland and homesites. Permeability is moderately rapid, runoff is slow, and the erosion hazard is no more than slight.

23. According to the Hawaii State Department of Agriculture's maps showing Agricultural Lands of Importance to the State of Hawaii, most of the subject 810.81 acres are classified as Prime Agricultural land.

PROPOSAL FOR RECLASSIFICATION

24. The Petitioner requests an amendment to the State Land Use District Boundary of 810.8074 acres of airport lands in the County of Kauai, Island of Kauai, from its present classification in the Agricultural District and Conservation District to the Urban District, to be compatible with the present and future use of these lands for airport operations.

25. The STATE has the obligation to provide an airport for public use with safe aircraft approaches and departures and adequate public terminal area facilities. The proposed improvements, in three phases, implement this obligation as follows:

Phase I (1975-80):
   b. Installation of an instrument landing system (ILS) for Runway 35.
c. Installation of a medium intensity lighting system with runway alignment indicator lights (MALSR).

d. New airport drainage system.

e. New auxiliary electrical power system.

f. Airport security and perimeter fencing.

Phase II (1981—85):

a. Extension and widening of Runway 3-21 with associated taxiways.

b. New Apron for 10 aircraft parking positions.

c. New apron for 20 general aviation aircraft parking positions.

d. New passenger terminal building for inter-island flights.

e. New air cargo facility.

f. New terminal access and curbside roadways.

g. Parking for 800 cars, tour bus and trucks.

h. Ground Transportation Building.

i. Ground Transportation Subdivision.

j. Relocation of National Weather Service office.

k. New sewer line connected to County system.

l. New water system.

m. Expansion of the drainage system.

n. Relocation of Irrigation Ditches and Cane Haul Roads.

Phase III (1986—95):

a. Expansion of the passenger terminal building.

b. Two additional aircraft parking positions.

c. Two air cargo aircraft parking positions.

d. Air cargo terminal expansion.

e. General aviation facilities expansion.

f. New air taxi terminal.

g. New helipad.

h. New maintenance baseyard.
26. As of June 3, 1980 the State is ready to conclude its negotiations with Lihue Planation to acquire approximately 625 acres of land for the expansion of Lihue Airport.

27. The price of the acquisition is approximately $9.4 million of which over $4 million is earmarked to take care of the wastewater problem at the site.

28. The State will be advertising for the first phase of the new runway in the summer of 1980 and construction is expected to begin in November 1980.

29. The second phase of the new runway will probably begin in 1982, and the entire runway should be in operation by 1983.

30. The State has also undertaken the hiring of a consultant to begin a new terminal complex. Although there is no definite time schedule for the new terminal, construction could begin in 1982.

31. The State has a commitment from the Federal Aviation Administration for $8 million for the first phase of the new runway and has made another application for $8 million for the second phase.

32. The estimated construction costs are as follows:
   a. New Runway Phase I $10 million
   b. New Runway Phase II $10 million
   c. New Terminal Complex $25-30 million

33. The Airports Division obtained a Special Permit from the Land Use Commission in 1979 and a permit for construction in 1979.

34. Construction was anticipated to begin in March 1979, but due to the lack of funding and the non-settlement of the wastewater problem construction was delayed.
COUNTY GENERAL PLAN AND ZONING DESIGNATIONS

35. Presently both the existing 184.8 acre Lihue Airport and the additional 625.9 acres for the new runway and passenger terminal are designated "Public" on the amended Kauai County General Plan.

36. Lands in the vicinity of Lihue Airport have County General Plan designations for agricultural use and the shoreline from Nawiliwili Harbor to north of Hanamaulu Bay is classified as open space, with Nawiliwili Harbor and Hanamaulu Bay designated as scenic sites.

37. An amendment to the County General Plan will not be required if the Urban Boundary change is approved for the subject property.

38. The County zoning for the existing airport and proposed new runway is "Agriculture" and "Open".

39. The County of Kauai Planning Department has no objections to the proposed boundary amendment. They support it for the improved safety of airport operations. Most of their concerns have been addressed during the approval of the Special Permit by the Land Use Commission and the approval of the SMA Permit by the County Planning Commission.

NEED FOR GROWTH AND DEVELOPMENT

40. The Airports Division, Department of Transportation has undertaken a series of studies since 1969 to determine the long range needs of air transportation to Kauai.

41. When the airport was built at Lihue in 1950, it accommodated approximately 105,000 passengers per year.

42. In 1979 there were approximately 2 million passengers processing through the Lihue Airport.
43. In 1969 the State investigated approximately potential sites for ultimate development of airport facilities on Kauai.

44. Due to physical and environmental constraints, 3 sites were chosen as feasible alternatives. These sites were the existing Lihue Airport Site, a site at Port Allen and a site at Kilauea.

45. The Port Allen and Kilauea sites were discounted and the existing Lihue Airport was chosen because of the major facilities already in place.

46. The existing Lihue Airport site was also chosen because it was felt that the conversion of agricultural lands to urban uses would have more of an adverse impact to the economy of Kauai at the Port Allen and Kilauea sites.

47. The primary function of the proposed runway will be its orientation to permit instrument landing as opposed to visual approach landing procedures. Presently, passenger jet aircraft must execute tight circling approaches to Runway 3 to avoid the Haupu Mountain Ridge southwest of the airport.

48. It is a policy that all FAA Airports be equipped with instrument landing systems.

IMPACTS UPON RESOURCES OF THE AREA

Agricultural Impact

49. The majority of land to be acquired is planted in sugarcane, of which an estimated 570 acres will be lost over the 20-year planning period to permit construction of proposed airport improvements.

50. The loss of 570 acres of sugarcane represents approximately 3% to 4% of the Lihue Plantation Company's cane land acreage on Kauai.
51. However, approximately 116 acres of sugarcane lands could be leased back to Lihue Plantation for the cultivation of sugarcane, so the total net removal out of cultivation could be roughly 454 acres.

52. As previously mentioned, the conversion of agricultural lands at the Lihue Airport Site is estimated to have less of an impact upon agriculture than the other sites considered.

53. The Department of Transportation believes that the safety and environmental concerns and the comfort, safety, and health of the people utilizing the airport outweighs the agricultural impacts resulting from airport development. The construction of a new north-south runway will eliminate adverse noise impacts presently experienced at Kauai High School and adjacent residential areas under normal trade wind operations and will increase safety by permitting instrument landing procedures.

Wildlife

54. There are no endangered species in the area to be developed, although two species, the Hawaiian Stilt and the Hawaiian Coot frequent the Lihue Mill settling basin which is outside the area proposed on the Lihue Airport Master Plan for acquisition and development.

55. The settling basin is at a higher elevation than the airport so there is no possibility of water pollution from airport runoff.

56. The construction of the new north-south runway will move some aircraft flight paths approximately one mile further to the west, away from the settling basin, thus reducing the potential for bird-strikes and other adverse effects on these species.
Air Quality

57. The air quality analysis for Lihue Airport indicates that by 1995, short-term federal standards for all pollutants should be met under peak hour traffic and worst case meteorological diffusion conditions. State standards might be exceeded at the passenger terminal under an unlikely combination of peak hour operations and adverse meteorology.

Water Resources

58. The implementation of improvements recommended in the Lihue Airport Master Plan will not adversely affect sources of domestic water for the Lihue area. The airport is neither located in an aquifer recharge area nor in an aquifer area used for domestic water supply.

Archaeological and Historic Sites

59. One archaeological site has been identified within the proposed new airport boundary. This site contained a heiau which has since been destroyed.

60. There are no known archaeological or historical values remaining within the proposed airport boundary because of the long history of agricultural use of the area.

Shoreline Access

61. One of the four conditions which were stipulated when the State Land Use Commission approved Special Permit Number 78-316 was that "the 40 feet vehicular access to the shoreline for recreational purposes be provided and so delineated and recorded on the final subdivision maps and documents."

ADEQUACY OF PUBLIC SERVICES AND FACILITIES

Sewage Disposal

62. Sewage disposal for the new terminal complex will be accomplished by tapping into the Kauai County sewer
system. The County's treatment plant capacity is being increased from 500,000 gallons per day to 1,500,000 and planned for completion by June 1980.

63. Construction of a new airport sewer system connected to the Kauai County Sewage Treatment Plant is recommended by the Airport Master Plan. The planned long-term expansion of the County plant to a capacity of 4.5 million gallons per day will be able to accommodate the long-range requirements of the airport.

Water

64. Water for the airport is provided by the Kauai County via a six-inch water main. The water main is large enough to provide the forecasted water requirements at the expanded airport of 180,000 gallons per day for 1995 and will maintain sufficient flows for fire protection.

Electrical Power

65. Electric power will be supplied by the Kauai Electric Company which will increase capacity by buying additional power from the Lihue Plantation Company's new generator under construction at a cost of $25 million and scheduled for completion in 1980.

Drainage

66. The mosquito breeding in the area is generated primarily as a result of Lihue Plantation's mill waste water disposal problem.

67. The mill waste water is used to irrigate the sugarcane fields in the airport area, but the amount for disposal is in excess of irrigation requirements and creates pond-like conditions ideal for mosquito breeding. Removal of the large land area for the new runway and terminal facilities will add to the problem by overtaxing the remaining cane lands to dispose of the water.
68. The waste water problem resulted in the State's hiring of consultants to determine the cost for Lihue Plantation to solve the problem.

69. Lihue Plantation also hired a consultant to determine the extent of needed improvements to mitigate the waste water problem and the compensation that was required from the State.

70. An agreement has been reached between the State and Lihue Plantation regarding compensation or "severance damages" for the waste water problem.

71. The engineering solution for the waste water problem developed by the consultants for Lihue Plantation was to reduce the intake to the mill from 23 million gallons per day to approximately 13.5 million gallons per day. New pumps will also be installed in the mill complex to divert all water from the present disposal ditch to another disposal system to the lower Lihue fields.

72. Drainage for the entire airport site will be accomplished by designing the system so that it does not interfere with the site's natural drainage courses.

73. The irrigation system for the adjacent sugar lands will not be co-mingled with the airport drainage system.

74. In general, the runoff from the proposed airport complex will not create any water quality problems due to extensive turfing of the site.

Traffic

75. The average daily two-way traffic on Ahukini Road has been forecasted to increase from 4,700 vehicles in 1975 to approximately 10,500 vehicles in 1995. The existing two-laned Ahukini Road in the immediate vicinity of Lihue Airport has sufficient capacity to accommodate projected traffic volumes.
76. At present, the major problem (bottleneck) for traffic to and from the airport is the T-intersection of Ahukini Road and Kuhio Highway.

77. The construction of State Route 51 from Rice Street in Lihue to Kuhio Highway north of Hanamaulu will relieve the congestion at the Ahukini Road-Kuhio Highway intersection.

SCATTERIZATION AND CONTINGUITY OF DEVELOPMENT

78. The subject property consists of approximately 184.82 acres presently being used to serve the public as the existing Lihue Airport and 625.98 adjoining acres which will be used to construct a new north-south runway, associated taxiways and new terminal facilities.

79. Maximum use will be made of existing services and facilities since the proposed project will be an expansion of an existing airport.

80. Scattered urban development will be avoided since the proposed reclassification is in close proximity to the Lihue Urban District.

CONFORMANCE WITH INTERIM STATEWIDE LAND USE GUIDANCE POLICIES AND STATE LAND USE DISTRICT REGULATIONS

81. The proposed project is reasonably necessary to accommodate growth and development in that the proposed three phases over a period of 20 years will provide for the development of airport facilities commensurate with the projected levels of traffic demand and safety requirements.

82. The proposed project will not have significant adverse effects upon natural, environmental, recreational, scenic, historic or other resources of the area if the conditions as stipulated by the County of Kauai are implemented.
83. The lands to be reclassified will have adequate public services and facilities provided at reasonable costs to the State of Hawaii.

84. Maximum use will be made of existing services and facilities of the present airport.

85. The proposed reclassification will be in close proximity to the Lihue Urban District.

86. The proposed project will provide permanent employment in the Lihue area and will accommodate the future economic development of Kauai County.

87. The proposed project is in conformance with the Kauai County General Plan.

88. The proposed reclassification already includes lands characterized by "city like" concentrations of people, structures, streets, urban level of services and other related land uses due to the existing Lihue Airport.

89. Sufficient reserve areas for urban growth are provided since the three phases of the project will span 20 years.

90. Although some agricultural land will be removed, the impact of this removal is outweighed by the need for the airport and meeting the concerns for the environment and for the safety, comfort and health of the people utilizing the airport. The use of the subject property for the expansion of the Lihue Airport will have less of an impact on agriculture than alternative sites. Such an impact is somewhat mitigated because some of the petitioned land can be leased back to Lihue Plantation for agricultural purposes.

91. The subject property will be provided with adequate drainage, and is reasonably free from the danger of floods, tsunami and unstable soil conditions.
92. The Conservation District (26.158 acres) described in Petitioner's Exhibit B, as amended, will remain in its present state and will not be physically altered by the proposed expansion of Lihue Airport.

CONCLUSIONS OF LAW

Pursuant to Chapter 205, Hawaii Revised Statutes, and the Rules of Practice and Procedure of the State Land Use Commission, the Commission concludes that the reclassification of the subject property for the proposed airport expansion at Lihue, Kauai as defined in Petitioner's Exhibit B, as amended, containing approximately 784.649 acres in the Agricultural District and approximately 26.158 acres in the Conservation District, to the Urban Land Use District and amendment of the Land Use District Boundaries accordingly, to permit the proposed airport development is reasonable, nonviolative of Section 205-2, HRS, and is consistent with the Interim Statewide Land Use Guidance Policies, and with the State Land Use District Regulation 6-1.

ORDER

It is Hereby Ordered that the property which is the subject of the Petition by the Department of Planning and Economic Development in Docket No. A80-474, including approximately 810.81 acres for airport use, and also being identified as Tax Map Keys 3-5-01: 3, 5, 8, 25 and 29; 3-5-01: portions of 6, 10, 96 and three roadway areas; and 3-7-02: portion of 1, situated at Lihue, Kauai, as more particularly described in Exhibit A attached hereto and incorporated by reference herein be reclassified from the Agricultural and Conservation Districts to the Urban District, and Special Permit (SP78-316) be cancelled.
Done at Honolulu, Hawaii, this 20th day of April, 1981 per Motion on September 17, 1981.

LAND USE COMMISSION
STATE OF HAWAII

By C. W. DUKE, Chairman and Commissioner

By SHINSEI MIYASATO, Commissioner

By RICHARD B. F. CHOY, Commissioner

By GEORGE R. PASCUA, Commissioner

By CAROL B. WHITESELL, Commissioner

By WILLIAM W. L. YUEN, Commissioner
BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition

DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT, STATE OF HAWAII

DOCKET NO. A80-474

To Amend the Agricultural and Conservation Land Use District Boundary to Reclassify Approximately 810.81 acres at Lihue, County of Kauai, into the Urban Land Use District

CERTIFICATE OF SERVICE

I hereby certify that a copy of the Land Use Commission Decision and Order was served upon the following by either hand delivery or depositing the same in the U.S. Postal Service by certified mail:

HIDETO KONO, Director
Department of Planning & Economic Development
State of Hawaii
250 South King Street
Honolulu, Hawaii 96813

ANNETTE CHOCK, Deputy Attorney General
Department of Attorney General
Capitol Investment Building
Penthouse, 850 Richards Street
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BRIAN NISHIMOTO, Planning Director
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MORRIS SHINSATO, County Attorney
Office of County Attorney
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RYOKICHI HIGASHIONNA, Director
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Honolulu, Hawaii 96813

SUSUMU ONO, Director
Department of Land and Natural Resources
State of Hawaii
1151 Punchbowl Street
Honolulu, Hawaii 96813

DATED: Honolulu, Hawaii, this 24th day of April, 1981.

N Y. FURUTANI
Executive Officer
BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition
DEPARTMENT OF PLANNING
AND ECONOMIC DEVELOPMENT,
STATE OF HAWAII

DOCKET NO. A80-474

ERRATA TO DECISION
AND ORDER

To Amend the Agricultural and
Conservation Land Use District
Boundary to Reclassify Approxima-
mately 810.81 acres at Lihue,
County of Kauai, into the Urban
Land Use District

ERRATA TO DECISION AND ORDER

The following typographical changes are made to the
Decision and Order rendered by the Land Use Commission in this
matter on April 20, 1981:

Page 17, third complete paragraph, line 6 of ORDER:
"6, 10, 96 and three roadway areas;..." should read
"6, 10, 85, 92 and three roadway areas;...".

LAND USE COMMISSION
STATE OF HAWAII

DATED: May 29, 1981
Honolulu, Hawaii

C. W. DUKE
Chairman and Commissioner
BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition
DEPARTMENT OF PLANNING AND ECONOMIC DEVELOPMENT,
STATE OF HAWAII

To Amend the Agricultural and Conservation Land Use District Boundary to Reclassify Approximately 810.81 acres at Lihue, County of Kauai, into the Urban Land Use District

DOCKET NO. A80-474

CERTIFICATE OF SERVICE

I hereby certify that a copy of the Errata To Decision And Order was served upon the following by either hand delivery or depositing the same in the U. S. Postal Service by certified mail:

HIDETO KONO, Director
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DATED: Honolulu, Hawaii, this 1st day of June, 1981.

GORDON Y. FURUTANI
Executive Officer