

## 8. Improving Housing, Parks and Schools

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This chapter addresses housing, parks (primarily County parks), and schools, all of which relate to the quality of life experienced by Kaua‘i’s citizens. The first section reviews housing supply, affordability, and the County’s housing program. The second section focuses on County parks. (Chapter 4 has a substantial discussion of State parks, in relation to the visitor industry.) The final section outlines school needs, recognizing that public education is primarily a State responsibility.

### 8.1 HOUSING

#### 8.1.1 Overview

During the plantation era, many Kaua‘i residents lived in plantation-owned houses. As people moved off the plantations, the Territorial Government sold off land for agricultural homesteading and house-lots. The belt highway built in the early part of the 20<sup>th</sup> century opened up new lands for housing. The latter part of the century saw intensive residential development in the homestead areas and the conversion of former plantation lands to residential subdivisions.

Other long-term changes and housing market cycles have been strongly influenced by the visitor industry. From 1970 to Hurricane Iniki, the daily visitor population on Kaua‘i increased at an average annual rates of 8.7 percent. With the proportion of the visitor population increasing relative to the resident population, visitors exerted increasing pressure on real estate and building construction. Over time, more people traveled as “FITs” (free and independent travelers), rather than in tour groups. This led to increasing demand for apartment rentals, followed by a new market for timeshare interval ownership. People who first saw Kaua‘i as tourists began in the 1970s to purchase condominiums and single-family houses not only in resort areas, but also in nearby local communities.

##### 8.1.1.1 Off-Island Market

Data on in-migration and the proportion of residential units purchased by people migrating to Hawai‘i or non-residents are not readily available. Some off-island buyers are retirees, some are part-time residents or vacation homeowners, and an increasing number are independent businesspeople enabled by the Internet to move their home-office to a remote location. More of these buyers are seeking single-family homes than in the past. In the late 1990s, a large influx of mainland buyers stimulated a boom in high-end residential real estate – much of it single-family. This affluent market is focused in and around resort communities such as Princeville and Po‘ipū, though some buyers are seeking out local communities like Kīlauea and Lāwa‘i.

In reviewing the supply of units and land for resident housing, it is important to consider the price profile of each location. Communities with lots and homes in the upper price categories will serve a relatively limited segment of the local market and have a proportionately larger share of off-island buyers. Conversely, overall demand is increased by in-migrants, part-time residents, and vacation homeowners.

### 8.1.1.2 Housing Market Cycles

The housing market reacts to general economic conditions, which are strongly influenced by the visitor industry. A downturn in visitors affects the housing market in several ways. First, as in any economy, housing demand drops when the number of jobs decline. Residents who cannot find jobs either move away or “double-up” with family in order to reduce expenses. The share of occupied housing units with overcrowded conditions (more than one person per room) was approximately 17 percent in 1992 (post-Iniki) and nine percent in 1997. Despite a decline in the number of persons living in overcrowded conditions, the number of multiple-family households has not appreciably declined during the five years. As shown in Table 8-1, multiple-family households accounted for about one-fourth of total occupied housing units on Kaua‘i in 1997.

<b>Household Type <sup>1</sup></b>	<b>Percent of Kaua‘i Households</b>	
	<b>1992 <sup>2</sup></b>	<b>1997</b>
Total Occupied Housing Units	16,980	18,820
Single Member Household	12.7%	13.2%
Married, no Children	26.1%	27.1%
Parent(s) and Children	31.0%	30.0%
Unrelated Roommates	0.5%	1.7%
Multiple Families	26.3%	25.4%
Undetermined	3.5%	2.5%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>

<sup>1</sup> Household type was measured differently in 1992 and 1997.

<sup>2</sup> Pre-Hurricane Iniki.

State Housing Finance and Development Corporation; City and County of Honolulu; Counties of Hawaii, Maui and Kauai (Prepared by Prudential Locations, Inc. and SMS Research). *Hawai‘i Housing Policy Study, 1997 Update*. February 1998.

The second way in which a downturn in the visitor industry affects Kaua‘i’s housing market is the shifting of condominium units from the visitor pool to long-term rentals, thus increasing the supply of housing. These factors lead to a soft rental market and low rent prices – as was the case with the post-hurricane depression of the 1990s.

When the visitor industry and the overall economy improve, the opposite circumstances prevail. More employment stimulates in-migration (and reduces out-migration). With increased earnings, people doubling up with relatives are able to move into their own unit. With increasing numbers of visitors, units are shifted back into the visitor pool, in effect reducing the supply of long-term rentals. With reduced supply and increased demand, rent and sales prices trend upward.

The inter-relationship between transient and long-term rentals tends to exaggerate the fluctuations in Kaua‘i’s housing market, affecting landlords as well as renters. It suggests that government participation in the development of affordable housing should be targeted to increase rental units during economic upturns and should avoid over-supplying the market during downturns.

Cycles in the housing market are felt most intensely on the North Shore, where a relatively large portion of units available for rent – particularly condominium units in Princeville – shift to the visitor market during economic upturns. Conversely, it is risky for the government/non-profit sector to develop affordable rentals in a small market like the North Shore, because such housing may experience a high vacancy rate during downturns.

### **8.1.2 Affordability**

The cost of housing, including both owner-occupied and rental units, continues to be one of the biggest economic obstacles facing most Kaua‘i residents.

The proportion of homeowners occupying housing units on Kaua‘i was 50 percent in 1995, the most recent year for which statistics are available. This compares to a statewide homeownership rate of 52.8 percent in 1998, and a national rate of 66.3 percent for the same year. According to the vision statement (Chapter 2), Kaua‘i will meet or exceed the national average for homeownership by 2020.

In 1997, Kaua‘i had the third highest median household income of Hawai‘i’s four counties. Kaua‘i’s 1997 median household income of \$34,890 was approximately 14 percent below the statewide median figure of \$39,883.<sup>1</sup> Between 1992 (pre-Hurricane Iniki) and 1997, Kaua‘i’s median household income decreased by about \$2,000 or nearly six percent.

As shown in Table 8-2 on the following page, in 1997 approximately 35 percent of Kaua‘i’s households earned 80 percent or less of the County’s median household income. Made up primarily of renters and including most of the unemployed, this group is essentially “stuck.” Wage gains in a strong economy tend to be eaten up by higher rents and other costs, and opportunities for homeownership are few.

A common indicator of housing cost burden is the monthly shelter-to-income ratio. The optimum shelter-to-income ratio should not exceed 30 percent. The share of Kaua‘i households with a housing cost burden in excess of this optimum ratio increased from about 31 percent in 1992 to 43 percent in 1997, as shown in Table 8-3.

Furthermore, a greater proportion of rental households have a monthly shelter-to-income ratio in excess of 30 percent than do owner-occupied households. In 1997, more than one-half of rental households paid more than 30 percent of their monthly income on housing, compared to about 46 percent for owner-occupied households. Because housing is such a large expense for many of the rental households on Kaua‘i, it is often difficult for them to save for a downpayment and make the transition to homeownership.

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<sup>1</sup> Based on survey data, excluding refusals. Survey was conducted by SMS Research & Marketing Services, Inc. as part of the *Hawai‘i Housing Policy Study, 1997 Update* (February 1998).

**Table 8-2**  
**Kaua'i Income Distribution, 1997**

Percent of Median Income	Number of Households	Percent of Total Households
Less than 30%	1,290	6.8%
30% to 50%	2,000	10.6%
Over 50% to 80%	3,290	17.4%
Over 80% to 100%	1,990	10.6%
Over 100% to 120%	1,640	8.7%
Over 120% to 140%	1,600	8.5%
Over 140% to 180%	3,220	17.0%
Over 180%	3,850	20.4%
<b>TOTAL</b>	<b>18,870</b>	<b>100.0%</b>
<b>Median Income</b>	<b>\$34,890</b>	

Source: State Housing Finance and Development Corporation; City and County of Honolulu; Counties of Hawaii, Maui and Kauai (Prepared by Prudential Locations, Inc. and SMS Research). *Hawai'i Housing Policy Study, 1997 Update*. February 1998.

**Table 8-3**  
**Shelter-to-Income Ratios, 1992 and 1997**

	Percent of Kaua'i Households	
	1992 <sup>1</sup>	1997
Monthly Shelter Payment as a Percentage of Income:		
Under 30%	60.3%	44.9%
30 to 40%	17.7%	18.7%
Over 40%	13.7%	24.7%
Not enough information	8.1%	11.7%
Shelter-to-Income Ratio of 30 Percent or More, by Tenancy:		
Rented or no cash	36.9%	53.4%
Owner occupied	28.1%	46.1%

<sup>1</sup> Pre-Hurricane Iniki.

Source: State Housing Finance and Development Corporation; City and County of Honolulu; Counties of Hawaii, Maui and Kauai (Prepared by Prudential Locations, Inc. and SMS Research). *Hawai'i Housing Policy Study, 1997 Update*. February 1998.

The 1992 to 1997 increase in share of rental households paying more than 30 percent of their monthly income on housing is due mostly to a decline in household income, as discussed earlier. The average annual monthly rent for both single family homes (three- and four-bedroom) and apartments (one- and two-bedroom) was lower in 1997 compared to 1992.<sup>2</sup> For single-family homes, the average monthly rent increased from approximately \$1,050 in 1992 to an all time high of about \$1,370 in 1994. The monthly rent dropped sharply in 1995, and then leveled off to about \$1,000 in 1997. For apartments, the average monthly rent was about \$925 in 1992. Rents increased slightly in 1993 and then started a steady downward decline. In 1997, the average monthly apartment rent was approximately \$675.

With the economic recovery of 1998-'99, rent prices again started rising, and vacancies became fewer. Housing officials reported that recipients of Section 8 vouchers were having difficulty finding a unit that fell within the "fair market rent." County rental housing projects achieved 100 percent occupancy for the first time in 1999.

### **8.1.3 Elderly Housing Needs**

The future composition of Kaua'i's population could have an impact on the island's housing market. Kaua'i has a significant and growing proportion of elderly residents. In 1990, 17.3 percent of the island's population was 60 years of age or older, an increase from 15.7 percent in 1980. Statewide, 15.7 percent of the 1990 resident population was 60 years of age or older.

Some areas of Kaua'i have exceptionally high proportions of older adults (see Figure 8-1). In 1990, about one in five residents was 60 years and older in the districts of Līhu'e, Kōloa-Po'ipū-Kalāheo, and the West Side.

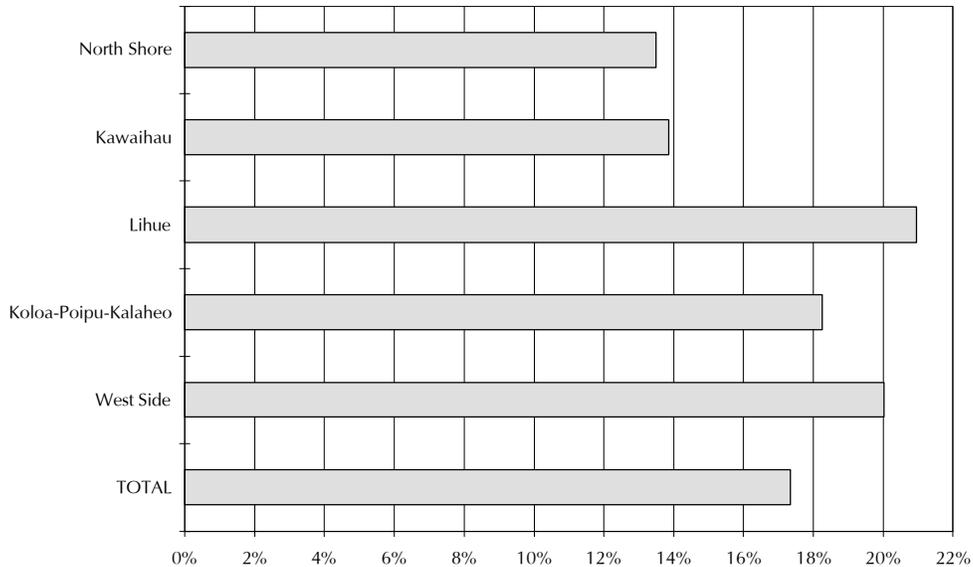
Kaua'i's elderly residents are increasing at a pace faster than the island's total population. Between 1980 and 1990, Kaua'i residents 60 years of age and older increased at an annual growth rate of 3.8 percent, compared to 2.7 percent for the total population. Furthermore, a sizeable segment of Kaua'i's elderly population, nearly 13 percent, is categorized as low-income.

The aging of Kaua'i's population is expected to continue over the next several decades. This indicates an increasing need for geriatric services, including long-term and home care services. It also indicates a need for alternative living accommodations, such as retirement communities and group homes. The special needs of the elderly, such as access to health care, social services, transportation and other supportive services, compounds the difficulty experienced in securing adequate housing at affordable rates.

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<sup>2</sup> State Housing Finance and Development Corporation; City and County of Honolulu; Counties of Hawaii, Maui and Kauai (Prepared by Prudential Locations, Inc. and SMS Research). *Hawaii Housing Policy Study, 1997 Update*. February 1998.

**Figure 8-1**  
**Residents 60 Years of Age and Older as a Percent of Total Population**  
**Kaua'i County, 1990**



Source: Executive Office on Aging, State of Hawai'i, February 1993. Compiled from U.S. Department of Commerce, Bureau of the Census.

### 8.1.4 Projected Housing Demand to 2020

According to the Planning Department's Economic and Population Projections, Kaua'i is projected to have a resident population of between 65,300 and 74,300 in 2020. In order to support the 2020 resident population, Kaua'i is projected to need a total of 20,400 to 23,300 additional housing units (see Table 8-4). The projection of housing units is based on the following assumptions: (1) the ratio of single family units to multi-family units will remain the same over the next 20 years; and (2) the average household size will be 3.30 persons for single-family units and 2.10 persons for multi-family units.

**Table 8-4**  
**2020 Projections, Resident Population and Housing Units**

	Actual 1997	Range of 2020 Projection	Range of Increase 1997-2020
Resident Population	56,420	65,300 – 74,300	8,900 – 17,900
Single Family Units	16,310	18,600 – 21,200	2,300 – 4,900
Multi-Family Units <sup>1</sup>	1,600	1,800 – 2,100	200 – 500
<b>Total Housing Units</b>	<b>17,910</b>	<b>20,400 – 23,300</b>	<b>2,500 – 5,400</b>

<sup>1</sup> Excludes multi-family units that are used primarily as transient vacation rentals.

## 8.1.5 Supply of Housing Units

### 8.1.5.1 Existing Housing Inventory

According to the Kaua'i County Planning Department, Kaua'i had a total of approximately 17,900 housing units in 1997 (excludes resort multi-family units that are used primarily as transient vacation rentals), as shown in Table 8-5.<sup>3</sup> Approximately one-half of these units are located in the Kawaihau and Līhu'e Planning Districts. The majority, or about 84 percent, of housing units on Kaua'i are single family homes located in areas designated Urban Center and Residential Community on the General Plan Land Use Map.

**Table 8-5**  
**Existing Housing Inventory, by Type of Unit and Planning District, 1997**

Planning District	Multi-Family Residential <sup>1</sup>		Single Family Residential (Urban & Rural)		Single Family Residential (Agricultural)		Total Housing Units <sup>1</sup>	
	Units	Percent of Total	Units	Percent of Total	Units	Percent of Total	Units	Percent of Total
North Shore	410	25.9%	1,820	12.1%	270	22.1%	2,500	14.0%
Kawaihau	150	9.3%	5,060	33.6%	360	29.9%	5,580	31.1%
Līhu'e	860	53.4%	2,660	17.6%	70	5.6%	3,590	20.0%
Kōloa-Po'ipū-Kalaheo	90	5.8%	2,600	17.3%	470	38.8%	3,170	17.7%
West Side	90	5.6%	2,940	19.5%	50	3.7%	3,070	17.2%
<b>Total</b>	<b>1,600</b>	<b>100.0%</b>	<b>15,090</b>	<b>100.0%</b>	<b>1,220</b>	<b>100.0%</b>	<b>17,900</b>	<b>100.0%</b>
<b>Percent of Total Housing Units</b>		<b>8.9%</b>		<b>84.3%</b>		<b>6.8%</b>		<b>100.0%</b>

<sup>1</sup> Excludes resort multi-family units that are used primarily for transient users.

Source: Kaua'i County Planning Department.

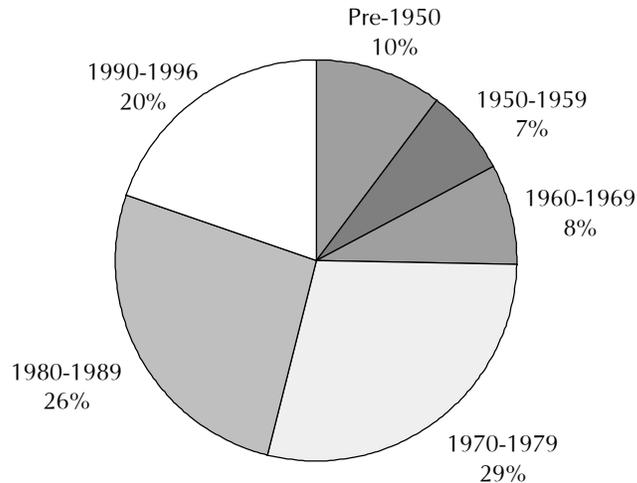
As shown in Figure 8-2, Kaua'i has a relatively new housing inventory with about three-fourths of the housing units built after 1970. The West Side has the oldest housing stock with nearly 30 percent of housing units built pre-1950. More than one-half of housing units were built during the 1970s and 1980s in Kōloa-Po'ipū-Kalāheo, Kawaihau, and the North Shore. About 53 percent of Līhu'e's housing inventory was constructed during the 1980s and first half of the 1990s.

<sup>3</sup> Note that housing inventory data from the Kaua'i Planning Department differs slightly from the data used in the *Hawaii Housing Policy Study, 1997 Update* (February 1998).

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**Figure 8-2**  
**Distribution of Housing Units by Year Built <sup>1</sup>**  
**Kaua'i County**

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<sup>1</sup> Does not account for 74 military units on the West Side.

Source: State Housing Finance and Development Corporation; City and County of Honolulu; Counties of Hawaii, Maui and Kauai (Prepared by Prudential Locations, Inc. and SMS Research). *Hawai'i Housing Policy Study, 1997 Update*. February 1998.

### **8.1.5.2 Major Planned Housing Projects**

An inventory of major planned housing projects is shown in Appendix Table D and summarized below in Table 8-6. A project is considered “planned” if it is designated for residential use on the General Plan Land Use Map. The table shows projects planned previous to the General Plan Update and projects re-designated for future residential use through the Update. Residential uses, excluding agricultural houselots, are allowed in areas with a General Plan designation of Urban Center, Residential Community, or Resort. Planned residential projects that have a strong likelihood of being used as transient vacation units have been omitted. These projects are included in the visitor unit inventory (see Table 4-3 and Appendix Table C).

The total of planned single family units and multi-family units is approximately 10,210 and 4,310, respectively. This is significantly more than the projected number of housing units needed between 1997 and 2020. Not all of these units, however, are expected to be resident-occupied. In Princeville, Kawaihau, and Kōloa-Po‘ipū-Kalāheo, several of the multi-family projects may have a combination of resident-occupied units and transient vacation rentals. For these projects, it was assumed that 35 percent of units would be used by residents (65

percent by visitors).<sup>4</sup> Based on this assumption, an estimated 2,720 multi-family units in the major planned housing projects are expected to be resident-occupied, as shown at the bottom of Table 8-6. It was assumed that all of the single family units will be resident occupied.

**Table 8-6**  
**Summary of Major Planned Housing Projects, by Status and Area <sup>1</sup>**

<b>Status and Geographic Area</b>	<b>Estimated Additional SF Units <sup>2</sup></b>	<b>Estimated Additional MF Units <sup>2</sup></b>
<b>Designated on Previous GP Land Use Map</b>	<b>8,600</b>	<b>3,830</b>
North Shore	950	940
Kawaihau	1,730	150
Līhu'e	1,430	1,050
Kōloa-Po'ipū-Kalāheo	2,820	1,500
West Side	1,670	180
<b>Designated Through 1998-1999 GP Update</b>	<b>1,600</b>	<b>490</b>
North Shore	210	490
Kawaihau	0	0
Līhu'e	900	0
Kōloa-Po'ipū-Kalāheo	220	0
West Side	270	0
<b>ISLANDWIDE TOTAL</b>	<b>10,210</b>	<b>4,310</b>
<b>ISLANDWIDE TOTAL – ADJUSTED FOR POTENTIAL VISITOR USE <sup>3</sup></b>	<b>10,210</b>	<b>2,720</b>

<sup>1</sup> See Appendix Table D for details.

<sup>2</sup> "Estimated Additional Units" based on current or past proposals.

<sup>3</sup> For several of the planned multi-family housing projects in Princeville, Kawaihau, and Kōloa-Po'ipū-Kalāheo, it was assumed that 35 percent of the units will be used as permanent residences and 65 percent will be used as transient vacation rentals.

Source: Kaua'i County Planning Department; and landowners and developers.

Note that not all of the units in these major projects will be built during the 20-year planning period. For market reasons, some may not start until late in the planning period. Others will build out gradually. Master-planned projects such as Princeville and Kukui'ula typically take 30 years or more to build out.

<sup>4</sup> Based on 1997 housing data from the Kaua'i County Planning Department, 1997 visitor unit data from the Hawai'i Visitors and Convention Bureau, and existing multi-family development data from Princeville Development Corporation.

## **8.1.6 County Housing Programs**

The Kaua'i County Housing Agency (KCHA) is one of three agencies under the Offices of Community Assistance (OCA). The KCHA was created by ordinance in 1976 to administer the County's federal Department of Housing and Urban Development's (HUD) Section 8 Existing Rental Assistance Payments Program and to formulate the County's housing policy. The goal of the KCHA is to provide affordable housing for residents and to meet the special needs of the homeless and persons with disabilities.

The County's strategy for meeting the island's housing needs is to increase the supply of affordable rentals and to expand housing opportunities for first-time homebuyers. The KCHA plays a major role in the actual development and acquisition or rehabilitation of housing units, with support from private for-profit and non-profit developers. Non-profit organizations, and State and County health and social service agencies provide necessary support services.

### **8.1.6.1 Funding Sources**

The KCHA uses a number of resources to provide housing assistance and community development in the County of Kaua'i. The KCHA receives annual funding, approximately \$1.8 million, from the federal Community Development Block Grant (CDBG) program and HOME program. The KCHA receives other federal funding, as well as funding from state, local, and private sources.

The KCHA established the Housing and Community Development Revolving Fund in the early 1980s as a vehicle for reinvesting program income from federal grant programs. Revenues increased in the late 1990s because of funds returning to the County from projects of the Paku'i Housing Program, funded with \$41.2 million in federal Iniki disaster grants. Substantial amounts of these funds were invested in housing projects and first-time homebuyer mortgages. These capital investments will be repaid to the Revolving Fund, providing long-term support for County housing programs. Net program income in FY98 and FY99 was \$1.8 and \$2.1 million, respectively. Projected program income for FY00 is about \$3.2 million.

### **8.1.6.2 Section 8 Rental Assistance Program**

The KCHA administers a federally-funded Section 8 Rental Assistance Program to subsidize rentals for income-eligible tenants. Recipients use the vouchers to locate and rent housing on the open market. Most vouchers are used to rent privately-owned units. As of December 1999, KCHA was providing 906 households with Section 8 rental assistance, and 630 households were wait-listed for the program. The average tenant rent contribution and average HUD subsidy were \$205 and \$470, respectively.

### **8.1.6.3 County-Owned Housing Projects**

The KCHA's role in delivering affordable housing also includes the County owned Paanau Village and Kalepa Village affordable multi-family rental projects. The County owns and administers the two projects that have a total of 120 units. Both projects are operated with private on-site management and are maintained in excellent physical condition.

Located in Kōloa, Paanau was completed in 1994 and has 60 two-bedroom units. As of March 2000, the project was 100 percent occupied. Rents range from \$325 to \$750 per

month, and many tenants receive rent subsidies through Section 8 or through the State Rental Assistance Program. Kalepa Village was completed in 1997 and has a mix of one-, two-, and three-bedroom units. Rents range from \$550 to \$750 per month, with some tenants receiving Section 8 subsidies. Kalepa Village achieved full occupancy in 1999. A description of the projects is provided in Table 8-7 below.

	<b>Paanau Village</b>	<b>Kalepa Village</b>
Completion Date	February 1994	February 1997
Number of Units	60	60
Type of Units	2-bedroom	1-, 2-, and 3-bedroom
Vacant Units <sup>1</sup>	None	None
Range of Monthly Rent <sup>1</sup>	\$325 - \$625	\$550 - \$750
Subsidy	State and HOME (HUD)	Section 8 vouchers (HUD)
Expansion Potential	60 units	120 units

<sup>1</sup> As of March 2000.

Source: County of Kaua'i, Offices of Community Assistance, Kaua'i County Housing Agency.

#### **8.1.6.4 Paku'i Housing Program**

In 1992 and 1993, a Supplemental Appropriations Act approved by Congress provided jurisdictions severely impacted by natural disasters with HOME and CDBG disaster relief funds. Grant agreements between HUD and the County of Kaua'i were executed to provide the County of Kaua'i with \$41.2 million in grant funds to help meet Kaua'i's recovery needs from the devastating effects of Hurricane Iniki.

The Paku'i Housing Program was established in 1994 and is funded by this special appropriation. The program consists of a variety of projects initiated by the County and by both nonprofit and for-profit organizations. The primary objective of the Paku'i Housing Program is to increase housing opportunities for very low- and low-income families with emphasis on developing rental and home ownership housing projects. Other program objectives include the support of at least one County owned rental property with no debt service, the development of adequate water and sewer infrastructure facilities in areas that lack adequate service, and leveraging federal disaster funds with other private and public funding sources.

Since inception of the Paku'i Housing Program, a significant number of housing units have been added to the inventory of low-income rental and for-sale housing units on Kaua'i. Most of the original Paku'i projects have been completed, and the remaining projects are in various stages of completion. Table 8-8 summarizes Paku'i Housing Program projects funded with disaster HOME and CDBG funds.

Paku'i funds were also used to support community development. About \$4.4 million was granted to the Department of Water to develop wells in Hanamā'ulu and Waimea-Kekaha. The projects will provide additional water supply to support new development in these communities.

**Table 8-8  
Paku'i Housing Projects, as of March 2000**

<b>Project Name</b>	<b>Rental Units</b>	<b>For-Sale Units</b>
Iniki Rebuild Loans		10
Hale Kupuna Elderly Rental	28	
Lihu'e Court Elderly Rental	21	
Lihu'e Court Townhomes Refinance	179	
Plantation Traditional Living	14	
Kalepa Village (pads avail. for 120 add'l units)	60	
Hale Holopono (Special Needs)	2	
Hokulei Self-Help		17
Hanapēpē Self-Help		23
Kīlauea Estates		49
'Ele'ele l'Luna (site acquired, not built-out)		95
Habitat Owner Builder (not built-out)		20
Habitat "Building Kaua'i with Aloha"		51
Ohana Loan Program		1
<b>TOTAL UNITS</b>	<b>304</b>	<b>266</b>

Source: County of Kaua'i, Offices of Community Assistance, Kaua'i County Housing Agency, March 2000.

### **8.1.6.5 Other County Programs**

The KCHA's role in delivering affordable housing also includes the Home-Buyer Loan Program and homeownership counseling. These programs are designed to assist renters to become first-time homeowners. In addition to partnering with private housing developers to construct new affordable housing units for moderate-income households, the KCHA has also assisted non-profits such as Habitat for Humanity and Hawai'i Self-Help Housing Corporation to develop homeowner projects for low-income families.

The KCHA operates a Rehabilitation Loan Program that provides assistance to low-moderate-income homeowners for the purpose of rehabilitating their homes. To meet the needs of special groups and the homeless, the County continues to financially support the Kaua'i Housing Development Corporation and other non-profit organizations to develop projects and services to these groups.

### **8.1.7 State Housing Programs**

The State also plays a significant role in expanding affordable housing opportunities for Kaua'i residents. The Kaua'i office of the State Housing and Community Development Corporation of Hawaii (HCDCH) administers federal low-rent public housing projects, a State rent supplement program, and Section 8 rental vouchers.

As of December 1999, HCDCH had ten low-rent public housing projects on Kaua'i with a total of 347 units. All of the units were reported to be in good condition, and there was no wait-list for handicap accessible units. The wait-list for non-handicap accessible rental units was 19 elderly and 72 families. The State HCDCH's project-based rent supplement program

had 46 people waitlisted, as of December 1999. As of March 2000, HCDCH administered 14 tenant-based Section 8 vouchers on Kaua'i.

### **8.1.8 Affordable Housing Requirements Related to New Development**

As documented in the *Hawai'i Housing Policy Study* and discussed in Section 8.1.2 above, Kaua'i – like the rest of the State – has very high housing costs. Many households are priced out of the market. Along with the other counties and the State Land Use Commission, Kaua'i County has adopted the practice of requiring developers of large projects to provide a certain amount of affordable housing. Typically, the County imposes affordable housing requirements as a condition of granting zoning for new urban development. Administered by the KCHA, affordable housing requirements have varied relative to individual projects and economic conditions.

In the case of resort and other job-producing projects, the intent is to provide affordable housing for employees. One suggested approach is to project the future number of employee households, their household income levels, and their housing needs. That analysis would serve to guide the County and the developer in determining employee housing needs and the number of units and sales or rental prices that should be provided by the new business.

In the case of housing developments, the intent is to ensure that housing opportunities are afforded to all income groups. In the 1990s, Princeville fulfilled part of its employee housing requirement by supporting the development of Kīlauea Estates; and Grove Farm developed the Hokulei Estates project to meet its affordable housing requirements for the Līhu'e-Puhi Project District (Puakea).

In general, affordable housing requirements have been successful in providing affordable units. Developers, however, have criticized such requirements as increasing the costs of development and forcing them to raise prices on market units in order to subsidize affordable housing.

The KCHA has identified a need to standardize affordable housing requirements, in order to assure fairness and to make the requirements predictable for developers. The KCHA is seeking to establish a formal program with standards and rules, with the intent of streamlining administration of the requirements and reducing the number of ad hoc decisions. After consulting with developers and housing advocates, the KCHA prepared a proposal for the County of Kaua'i Affordable Housing Program and recommended that it be adopted by the County Council. The KCHA subsequently submitted a revised second draft dated February 7, 1996.

The proposed program would establish an affordable housing requirement for projects seeking Residential zoning for 15 units or more, and projects seeking resort, commercial and industrial zoning that will employ more than 100 people. To apply affordable housing requirements equally, the KCHA should consider ways of applying the program to residential developments on Agriculture land as well. Many agricultural subdivisions exceed 15 units in size, and most are priced beyond the affordable range.

### **8.1.9 Status of Long-Range Plan**

To receive federal CDBG grants, HOME program funds and other federal funding, the County is required to prepare and update a Five-Year Consolidated Plan. Prepared by the KCHA and adopted by the County Council, the Plan addresses housing and community development needs and establishes strategies and priorities for funding and program development. The KCHA also prepares one-year Action Plans for Council adoption. The County will adopt a new Five-Year Consolidated Plan in mid-2000. In preparing the Consolidated Plan, the KCHA enlists the participation of non-profit housing developers, service agencies, and organizations advocating on behalf of disadvantaged populations.

The County is fortunate to have a substantial revolving fund, an experienced housing agency, and lands available for developing additional rental housing (Kalepa and Paanau). The County needs to adopt a flexible policy that responds to current economic trends. When the housing market tightens due to strong economic conditions, the KCHA should be able to shift its strategy and devote more resources to increasing the supply of affordable housing, especially affordable rentals.

The County should consider using additional federal housing and community development funds to leverage County, State, private, and possibly improvement district funding in meeting the deferred infrastructure needs of older communities. Rehabilitation and improvement of water systems and roadway networks are particularly needed in the Wailua-Kapa‘a and Kalāheo homestead communities.

### **8.1.10 Policy**

Following are policies to guide housing and community development programs on Kaua‘i.

- (a) Increase the supply of affordable rental housing, as indicated by market conditions.
- (b) Increase opportunities for moderate- and low-income households to become homeowners. Work from the bottom up, serving the 35 percent of residents whose income is 80 percent of the median or less. The intent is to move families out of expensive rental subsidy programs into homeownership, developing housing at a very low cost through self-help programs and reduced-rate mortgage financing.
- (c) Acquire and bank land and infrastructure improvements for future housing development.
- (d) Support the development of housing and support services for elderly and special needs groups, including persons with disabilities, the homeless, and other at-risk populations needing shelter and rehabilitation programs.
- (e) Reserve the program income from the HOME and CDBG disaster grants to fund housing and community development projects. Use the Housing and Community Development Revolving Fund to finance projects and maintain capital.
- (f) Continue to prepare and adopt a five-year Consolidated Plan and one-year Action Plans, with community participation.

- (g) Continue to partner with for-profit and nonprofit organizations in order to provide the highest level of housing and community development assistance possible.
- (h) Develop a flexible planning process for housing programs that monitors current real estate and socio-economic conditions and allows the County to make timely changes in strategy and resource allocation.
- (i) Develop an Affordable Housing Program to standardize the application and administration of affordable housing requirements within the County of Kauaʻi.

### 8.1.11 Implementing Actions

- (a) Build capacity to monitor real estate and socio-economic trends and to formulate responsive strategies. (OCA/KCHA).
- (b) Adopt an Affordable Housing Program that provides standards and procedures for establishing and administering affordable housing requirements applied to private developments. (OCA/KCHA, County Council).
- (c) Review and revise the Comprehensive Zoning Ordinance as necessary to facilitate the development of assisted living units and continuing care communities serving the elderly.

## 8.2 PARKS AND RECREATION

Both the State and the County operate parks on Kauaʻi. The State parks are typically based larger and based on natural resources, in much the same fashion as national parks. State parks and natural areas are addressed in Chapters 3 and 4. This section focuses on parks that are managed and maintained and by the County Department of Public Works (DPW), Division of Parks.

### 8.2.1 Description of Existing Facilities

Kauaʻi has a total of approximately 400 acres of County parks, of which the largest is the 49-acre Lydgate Park in Wailua. Altogether, there are 64 parks under county jurisdiction.

Table 8-9 summarizes county parks by district and type. Descriptions of the different park types are provided below. In general, park areas that serve more localized populations are classified as district, community, and neighborhood parks.

- **Regional Parks** – Large areas that may serve the entire island or a region of the island and may include a variety of recreation park types and facilities, natural and cultural sites.
- **Beach Parks** – Areas and sites along the shoreline that may include facilities and support services for water activities, sunbathing, picnicking, and other passive activities.
- **Passive Parks** – Maintained primarily to preserve or conserve unique natural features.

- **District** – May have playfields, playcourts, passive areas, gym/recreation complex, and swimming pool.
- **Community** – May have playfields, playcourts, passive areas, and recreation building.
- **Neighborhood** – May have playfields, playcourts, passive areas, and comfort station.

Some regional and beach parks have overnight camping.

<b>District/Park Type</b>	<b>Acres</b>	<b>District/Park Type</b>	<b>Acres</b>
<b>North Shore</b>	<b>38.7</b>	<b>Kōloa-Po‘ipū-Kalāheo</b>	<b>61.3</b>
Beach Parks	28.3	Beach Parks	6.4
Community Parks	10.4	Passive Park	4.4
		District Parks	32.3
<b>Kawaihau</b>	<b>134.3</b>	Community Parks	9.1
Regional Park	48.9	Neighborhood Park	9.0
Beach Parks	22.0		
District Park	18.1	<b>West Side</b>	<b>80.0</b>
Community Parks	45.4	Beach Parks	20.9
		District Parks	34.9
<b>Līhu‘e</b>	<b>86.8</b>	Community Parks	24.2
District Park	34.0		
Beach Parks	16.1	<b>ISLANDWIDE TOTAL</b>	<b>401.0</b>
Community Parks	36.6		

Source: County of Kaua‘i, Department of Public Works, Parks Division.

County parks are typically smaller, more urban and designed for active use by larger numbers of people. They are “active use” rather than “resource-based” parks. In general, County parks have not experienced the stresses found at State facilities. Residents coexist with visitors in popular parks such as Salt Pond, Anahola, and Po‘ipū. However, there has been conflict over County boat ramps (notably, Black Pot and ‘Anini), which have been heavily used by both independent visitors and commercial tours.

The DPW classifies parks into five categories of varying levels of use. Class I and Class II are considered “extremely high use” and “high use”, respectively. These parks are used most heavily by both residents and visitors (see Table 8-10).

**Table 8-10  
County Parks with High Levels of Use**

Use Category/Park	Park Type	Acres	Use Category/Park	Park Type	Acres
<b>EXTREMELY HIGH USE</b>			<b>HIGH USE:</b>		
<b>North Shore</b>			<b>North Shore</b>		
‘Anini Beach Park	Beach	12.5	Hanalei Black Pot	Beach	2.5
<b>Kauai</b>			<b>Kauai</b>		
Lydgate Park	Regional	48.9	Hanalei Pavilion	Beach	1.3
Kapa‘a New Park	District	18.1	Hā‘ena Park	Beach	5.5
<b>Molokai</b>			<b>Molokai</b>		
Kīlauea Park	Community		Kīlauea Park	Community	4.9
<b>Oahu</b>			<b>Oahu</b>		
<b>Līhu‘e</b>			<b>Kauai</b>		
Vidinha Stadium	District	34.0	Anahola Beach Park	Beach	1.5
Isenberg Park	Community	9.2	Kapahi Park	Community	4.0
<b>Kōloa Po‘ipū-Kalāheo</b>			<b>Molokai</b>		
Po‘ipū Beach Park	Beach	5.4	Wailua Houselots Park	Community	10.1
Spouting Horn Park	Passive	4.4	<b>Līhu‘e</b>		
Kalawai Park	District	21.0	Hanamā‘ulu Beach	Beach	6.5
Kōloa Park	District	11.3	Nāwiliwili Park	Beach	6.3
<b>West Side</b>			<b>Oahu</b>		
Hanapēpē Pavilion	Beach	0.8	Līhu‘e County Park	Community	3.3
Salt Pond Park	Beach	5.9	<b>Kōloa-Po‘ipū-Kalāheo</b>		
Hanapēpē Stadium	District	14.7	Kalāheo Little League	Community	1.4
Kekaha Faye Park	District	8.5			
Waimea Athletic Field	District	11.7			

Source: County of Kaua‘i, Department of Public Works, Parks Division.

County parks also actively support and enhance ecotourism activities offered by State parks. More and more visitors are seeking ecotourism, defined as “nature-based travel.” Typically, it involves hiking, bicycling, kayaking, or boating to a scenic and/or wilderness land destination. It may also include camping, and ocean-based tours and recreational activities, such as windsurfing and snorkeling. Many small commercial businesses are renting equipment or providing tours to this market. Among visitors to the State, visitors to Kaua‘i tend to be the most interested in ecotourism and outdoor recreation.

County parks, specifically those offering camping, play an active role in supporting ecotourism activity. Lucy Wright Park, Hanapēpē Pavilion, Hanamā‘ulu Beach Park, Anahola Beach Park, ‘Anini Beach Park, and Hā‘ena Beach Park are often visited in succession by visitors and organized tour groups as they camp their way around the island. County parks often serve as staging areas with overnight camping before and after excursions into the State parks (e.g., Nā Pali Coast trail trips). ‘Anini Beach Park and Hā‘ena Beach Park are especially popular since they are located at the gateway to the Nā Pali coast.

## 8.2.2 New Facilities Needed by 2020

In order to adequately accommodate the projected growth in residents and visitors, improvements are needed at County parks. The DPW's priorities for development are as follows:

- Land acquisition to expand Po'ipū Beach towards the Waiohai (acquireouselots), additional parking and restrooms.
- Land acquisition to expand Salt Pond Park, relocation of camping to a mauka site.
- Development of a comfort station at Kekaha Beach Park.
- Implementation of the master plan for Nāwiliwili Beach Park.
- Implementation of the master plan for the expansion of Lydgate Park, including camping sites, restrooms and parking.
- Improvement of the Keālia cane haul road as an increment of the planned regional shoreline bikeway extending from Ninini to Anahola.
- 'Anini Beach Park – additional parking and restrooms.
- Hanalei Black Pot Park – acquire, subject to funding, additional park land for separate camping and picnicking areas, and additional parking and restrooms.
- Addition of comfort station, parking and staff person at Hā'ena Beach Park.

This is not intended to be a complete listing – improvements are also needed at other County parks. Identifying, costing and prioritizing parks improvements should be undertaken through a comprehensive revision of the County Parks Plan.

## 8.2.3 Policy

- (a) Develop and maintain Kaua'i's parks to meet the needs of the island's various communities and of both residents and visitors.
- (b) Provide convenient access to all of Kaua'i's beaches and inland recreation areas.
- (c) Provide for the safe and secure use of public parks and recreation facilities.
- (d) Give high priority to improving maintenance of grounds and comfort stations.
- (e) Give high priority to acquiring and developing additional beach parks and community or neighborhood parks in communities that are under-served or experiencing growth. Consider community concerns in all planning efforts.
- (f) Provide for flexibility in administering the park dedication requirements, so that developer land dedication or fee payments result in a usable park complete with facilities. Create new parks through County-developer partnerships.

## **8.2.4 Implementing Actions**

### **8.2.4.1 County Park System**

- (a) Review, evaluate, and update, where needed, the *Kaua'i Parks & Recreation Master Plan* (April 1978) so that it reflects current needs and capabilities, as well as the policies of the General Plan. Identify and prioritize park acquisition needs.
- (b) Manage County parks according to the following policies, in order of priority:
  - (1) Conserve resources.
  - (2) Provide for use by the general public – i.e., individuals, families, ohanas.
  - (3) Allow for group use (including commercial tours and equipment rentals) within conservation limits.
- (c) Review and, as needed, revise the park dedication regulations so that it is a more effective tool for developing needed parks.

### **8.2.4.2 Operations**

- (a) Develop physical objectives and standards for maintenance for the various types of County parks.
- (b) Commit the necessary staffing and funding for maintenance of existing facilities, capital improvements, expansion of recreational offerings, and enforcement.
- (c) Evaluate, on a regular and as-need basis, State and County park facilities and operations in order to streamline and achieve a better division of responsibility.
- (d) The County DPW shall develop a comprehensive park permit system for regulating organized group activities in County parks. Activities to be regulated shall include entry into a beach park or other park property by a business or other organization collecting a fee for service. The system shall provide for permit fees, as appropriate. Enforcement measures will be taken to ensure compliance with the system.
- (e) Permit commercial activities, such as windsurfing and kayaking at certain parks and under specified conditions.

### **8.2.4.3 New Sites and Facilities**

- (a) Develop new sites, facilities, and recreational opportunities in areas that are deficient in outdoor recreational opportunities or overburdened by the number of park users.
- (b) To the extent possible, utilize land area in existing County parks that has not been fully developed for recreation uses.
- (c) Construct park facilities in a manner which avoids adverse impacts on natural resources or processes in the coastal zone or any other environmentally sensitive area. In the design of recreation areas, incorporate natural features of the site and use landscape materials that are indigenous to the area where feasible in order to retain a sense of place.

- (d) Link recreational attractions, that may be designed to have distinct identities and entries, with surrounding areas through the use of connecting roadways, bikeways, walkways, landscape features and/or architectural design.
- (e) Emphasize developing large regional recreation parks rather than many small parks.
- (f) Supplement recreational and ecotourism activities in State and County parks with bikeways, particularly along scenic coastlines, as planned for in the State’s master plan, *Bike Plan Hawai‘i* (1994). This includes a bikeway along the windward coast from Ninini to Anahola.
- (g) The State and County shall explore lease agreements to open up the old cane haul road to the approximately six beaches that extend beyond Donkey Beach to Anahola.

#### **8.2.4.4 Active Parks**

- (a) Carefully site active playfields and supporting facilities intended for intensive use, and use generous landscape screening to reduce the potential impacts on surrounding areas.
- (b) Develop criteria for park land donations to ensure that parcels received are usable for active recreational purposes.
- (c) Review and evaluate the utilization of fields and scheduled sporting events at County parks that offer such activities.

### **8.3 EDUCATION**

Public schools on Kaua‘i are part of the State of Hawai‘i Department of Education’s (DOE) Kaua‘i District. As of 1999, there were 10,700 students enrolled in Kaua‘i’s 14 public schools (see Table 8-11). In addition, Kauai has a number of small but active private schools. Some of these schools are based on religious belief; others provide alternative educational experiences.

A strong public education system is crucial in preparing students for higher education and employment. As in the rest of the State, there is room for improvement in Kaua‘i’s schools. While there are many excellent students, others never become engaged in school and some leave school lacking basic skills. The DOE is engaged in a statewide effort to revitalize the school system and increase students’ level of success. While much work is needed within the DOE itself, many people believe that local efforts can contribute significantly to school renewal. School Community-Based Management is one of several avenues for hands-on community “ownership” and participation in school affairs.

Since public education is a State responsibility, the County’s role is to support excellence in schools through youth programs and other efforts. The availability of adequate school facilities is a concern that the County must address with the DOE in considering the location of new development.

**Table 8-11  
Public School Enrollment and Capacity, 1999**

<b>Planning District/School</b>	<b>Grades</b>	<b>Enrollment</b>	<b>Student Capacity</b>	<b>Surplus (Deficit) in Student Capacity</b>
<b>North Shore</b>		<b>605</b>	<b>666</b>	<b>61</b>
Hanalei Elementary	K-6	298	268	(30)
Kīlauea Elementary	K-6	307	398	91
<b>Kawaihau</b>		<b>3,197</b>	<b>3,760</b>	<b>563</b>
Kapa‘a Elementary	K-5	1,110	1,447	337
Kapa‘a High/Intermediate	9-12	1,216	1,283	67
Kapa‘a Middle	6-8	871	1,030	159
<b>Līhu‘e</b>		<b>3,655</b>	<b>3,661</b>	<b>6</b>
Kaua‘i High/Intermediate	7-12	1,797	1,804	7
Kaumuali‘i Elementary	K-6	840	793	(47)
Wilcox Elementary	K-6	1,018	1,064	46
<b>Kōloa-Po‘ipū-Kalāheo</b>		<b>926</b>	<b>1,035</b>	<b>109</b>
Kalāheo Elementary	K-6	616	586	(30)
Kōloa Elementary	K-6	310	449	139
<b>West Side</b>		<b>2,388</b>	<b>2,721</b>	<b>333</b>
‘Ele‘ele Elementary	K-6	545	536	(9)
Kekaha Elementary	K-6	310	426	116
Waimea Canyon	K-8	655	725	70
Waimea High	9-12	878	1,034	156
<b>ISLANDWIDE TOTAL</b>		<b>10,771</b>	<b>11,843</b>	<b>1,072</b>

Source: State of Hawai‘i, Department of Education.

Recent enrollment figures for Kaua‘i’s public schools show that on an islandwide basis there is existing capacity to accommodate approximately 1,100 more students. However, while most schools are operating under capacity, several exceeded their 1999 capacity level. Hanalei Elementary, Kaumuali‘i Elementary, Kalāheo Elementary, and ‘Ele‘ele Elementary, were operating over capacity in 1999.

Based on the Planning Department’s 2020 Projection, enrollment is projected to increase from 10,770 in 1999 to 12,570 in 2020, or by about 17 percent.<sup>5</sup> In order to accommodate

<sup>5</sup> Based on DOE assumption of 54 students per 100 housing units. The Planning Department projects about 23,300 housing units on Kaua‘i in 2020.

future demand, DOE plans to increase capacity through a combination of additional classrooms and facilities at existing schools and the building of new schools.

Islandwide, existing schools are projected to have a net increase of only seven classrooms (see Table 8-12). Existing schools in Kawaihau and Līhu‘e will have a surplus of classrooms, due to enrollment shifts and new school openings. Schools on the North Shore, Kōloa-Po‘ipū-Kalāheo, and the West Side are projected to need a total of approximately 50 additional classrooms over the next two decades. Most of the new classrooms will be needed in Kōloa-Po‘ipū-Kalāheo and the West Side.

<b>Planning District</b>	<b>Actual 1999</b>	<b>Projected 2020</b>	<b>1999-2020 Change</b>
North Shore	34	38	4
Kawaihau	188	174	(14)
Līhu‘e	191	161	(30)
Kōloa-Po‘ipū-Kalāheo	53	73	20
West Side	136	163	27
<b>ISLANDWIDE TOTAL</b>	<b>602</b>	<b>609</b>	<b>7</b>

Source: State of Hawai‘i, Department of Education.

There are three high schools, located in Waimea, Līhu‘e and Kapa‘a. North Shore residents are pressing to have a Middle/High School built on the North Shore. In addition to new classrooms and facilities at existing schools, DOE currently has plans for four new schools within the planning period (see Table 8-13). As of 1999, the DOE was not planning to develop a middle school on the North Shore.

<b>School</b>	<b>Projected Opening</b>	<b>Location</b>	<b>Comments</b>
Kaua‘i Middle	2000	Puakea, near Kaumuali‘i Highway, between Kukui Grove Center and Puhi.	Will have grades 6 to 8. Feeder schools include Kōloa, Kalāheo, Kaumuali‘i, and Wilcox Elem. (grade 6); and Kaua‘i High/Int. (grades 7 and 8).
Kapa‘a II Elementary	2005	Near Wailua Houselots (tentative)	
Līhu‘e/Puhi Elementary	2006-2020	Not yet determined	
Kukui‘ula Elementary	2006-2020	Not yet determined	A 12-acre site for a new elem. school is planned as part of A&B’s overall Kukui‘ula project.

Source: State of Hawai‘i, Department of Education.

Private schools seek large, low-cost sites, and many of them attempt to locate in the Agriculture and Open zones (State Agricultural District). While agricultural lots may be the appropriate size, strict zoning and fire-flow standards for water supply hamper the establishment of new private schools. Most water supply systems in rural areas do not have adequate fire-flow to meet the standard for a school.

### **8.3.1 Policy**

- (a) Strive for a strong education system which provides Kaua‘i’s children, teens, college students, and adults with the knowledge and skills needed to obtain a well-paying job on Kaua‘i.
- (b) Approve new residential developments only after the State DOE certifies that adequate school facilities, either at existing schools or at new school sites, will be available when the development is completed.
- (c) Have developers pay their fair share of all costs needed to ensure provision of adequate school facilities for the children living in their developments.
- (d) Consider schools as community resources for learning about specialized environmental, cultural, and historic subjects related to Kaua‘i and each of its communities. Schools should also assume important community functions such as recreational centers, meeting facilities, and emergency shelters.

### **8.3.2 Implementing Actions**

- (a) The County should support the State DOE’s requests for fair share contributions from developers to ensure that adequate school facilities are in place.
- (b) The State DOE should design school facilities to facilitate community use during non-school hours and weekends.
- (c) The State DOE should design and construct school buildings so that these facilities also serve as public hurricane shelters.