

9. Implementation

Implementation of the General Plan will be a challenge for the County’s planners, engineers, and other technical and policy level personnel, as well as for elected officials who determine the allocation of County resources. In contrast to its predecessor, which had very broad goals and policy statements, this General Plan provides more detailed policy direction and more detail in terms of implementation. This General Plan seeks to implement a vision for the future by providing wider guidance for decisions and actions related to plans for communities and public facilities; zoning and land use regulation; and capital programs for public facilities and services. The provisions of the General Plan reflect consultations with implementing agencies and community input that occurred throughout the planning process.

Many counties and other local jurisdictions on the U.S. mainland have instituted planning programs that emphasize proactive, community-based planning and implementation processes. These local governments have sought to establish a strong link between planning policies and guidelines, and the specific organization, funding and actions needed to implement a variety of public and private projects and programs. The following sections are intended to strengthen the linkage to implementation to realize the vision for the future articulated in this Plan.

Implementation of the General Plan will be accomplished by a variety of means. Major efforts include the following:

- initiating zoning map and development code amendments to conform to the policies of the General Plan;
- undertaking planning for infrastructure systems and facilities, parks and housing in order to guide public investment in support of the vision and policies of the General Plan;
- recommending approval, approval with modifications or denial of developments seeking zoning or other land use permits, based on their conformance to GP policies and how well they support the vision for Kaua‘i’s development;
- preparing development plans for Kaua‘i’s various communities in collaboration with community coalitions;
- developing indicators and reporting progress on achieving General Plan vision and policies; and
- conducting a comprehensive review of the General Plan every 10 years and recommending revisions as necessary.

9.1 PUBLIC FACILITY PLANS AND FINANCING

Public facility planning is the process through which various County agencies determine needs, assign priorities, phase projects, and propose project financing to implement the vision and policies stated in the General Plan. Carrying out public facility plans is dependent

on funding availability and financing options; and a long-range financing strategy that takes into consideration the priority of various improvements.

As provided in Chapter 1 and discussed further in Chapter 7, some County facilities and programs, such as County roads, drainage, and wastewater systems are better treated with individual facility plans focussed on specific problems in specific geographic areas. Compiling an islandwide “master plan” for such facilities would be misspent effort.

Systemwide, comprehensive plans are required for islandwide County services such as Water Supply, Housing, Parks & Recreation, Solid Waste Management, and Regional Land Transportation (major roads and highways). Typical elements of system plans include the following:

- Service and facility design standards, including level of service standards for determining adequacy.
- A resource-constrained long-range capital improvement program. A "resource-constrained" program is one that identifies the fiscal resources that can be reasonably expected to be available to finance the improvements.
- A long-range financing plan, with identification of necessary new revenue measures or opportunities.
- A development schedule based on stated priorities.

The Long-Range Land Transportation Plan (primarily State-operated regional roadways) and the Integrated Solid Waste Management Plan are mandated by Federal and/or State law. The State DOT directly funds and manages the Long-Range Land Transportation Plan. The federal Department of Housing and Urban Development requires the County to prepare a Consolidated Plan for housing and community development activities. Due to funding and environmental sanctions, the County routinely prepares and updates these plans.

Other public facility plans are prepared at the County’s initiative, primarily using County funds. Priorities for the funding and preparation of public facility plans shall be decided by the County Council, based on the recommendations of the Planning Department and the agency charged with responsibility for the particular public facility or service.

System and facility plans will set forth costs and priorities. Even without completing these plans, it is clear that the County will be hard-pressed to fund all the needed projects and improvements. For this reason, the County should develop an overall strategy for setting priorities and financing capital improvements. Such a strategy would become the basis for the Capital Improvement Program, County-private partnerships, and development of alternative financing capabilities.

In addition to general obligation financing, the County relies heavily on developer contributions to support the development of public facilities. With the exception of standardized water and sewer facility charges, the contributions required of developers tend to be adopted ad hoc in association with specific zone change applications. These need to be standardized, made more predictable, and perhaps applied differently. In addition, the County should consider using finance options such as improvement districts and community

facility districts. Improvement districts could be used to generate financing for needed road and drainage improvements in existing communities, such as the Wailua, Kapa‘a, and Kalāheo homestead areas. Community facility districts could be used in conjunction with new developments that entail significant infrastructure improvements, such as improvement or construction of a wastewater treatment system. Useful references include the Infrastructure Financing Report and related studies prepared for the County in 1991.

9.2 DEVELOPMENT PLANS FOR COMMUNITIES

Chapter 1 sets forth the purpose and range of future Development Plans, which will be oriented to specific communities rather than to whole regions (Section 1.4, Planning System). The form and content of the plans is flexible, depending on the issues and opportunities facing the particular geographic area. Chapter 1 also sets forth the procedure for organizing a Development Plan effort and carrying out the planning project (Section 1.5, Citizen Participation). Initiating a DP project from the community level involves (1) organizing a steering committee that is broadly representative of residents and businesses in the planning area; and (2) setting objectives for the planning effort. A DP project may also be initiated by the Planning Department in response to particular issues or opportunities facing County government, particularly those that relate to important County zoning decisions and/or County facilities.

Priorities for the funding and preparation of Development Plans shall be decided by the County Council, based on the recommendations of the Planning Department and the Planning Commission. Many communities could benefit from a Development Plan, but the County’s capacity to prepare such plans will be limited by Planning Department staff resources and funding for assistance from outside professionals. A preliminary outline of potential community planning projects can be developed from the issues and opportunities affecting various communities presented in Chapter 6 (organized by planning district).

Review of the previous Development Plan should be a first step in preparing a new Development Plan. Although the previous plans are generally more than 20 years old, each has elements that are relevant to the communities’ present condition and future development.

9.3 PLANNING DEPARTMENT IMPLEMENTATION ACTIONS

Implementing the General Plan will require changes to the Comprehensive Zoning Ordinance and to the zoning maps. Following is a list of key implementing actions to be undertaken by the Planning Department.

- (a) Preparation of revised zoning maps to conform to the General Plan Land Use Map and narrative policies.
 - (1) Most of the zoning map changes will relate to the redefinition of the Open land use designation and zoning. This includes the redesignation of some Agriculture lands and a small amount of urban lands to Open and redesignation of some former Open lands to Agriculture.

- (2) Redesignations to Resort, Residential Community, and other urban uses shown on the new GP Land Use Map will not cause a change in the zoning. Application for any “upzoning” will be the responsibility of the landowner.
 - (3) Lands designated Park, Transportation and Military are generally under public ownership. Redesignations will have no effect on the user, except in specific cases such as the expansion of Kukuilono and the redesignation of Puolo Point. The Planning Department should adopt a standard policy about the appropriate underlying zoning for these uses.
 - (4) Public facility uses indicated by symbol on the Land Use Map should retain existing zoning.
- (b) Preparation of amendments to the CZO to conform to General Plan policy. Listed in general order of priority, amendments to be prepared include but are not limited to the following:
- (1) Regulation for alternative visitor activities and accommodations, including B&B vacation rental units.
 - (2) Transfer of zoning regulations from Chapter 10 into Chapter 8, R.C.O.
 - (3) Review and revision of the Open zoning district and the Constraint Districts.
 - (4) Review and revision of zoning requirements for residential use in Agriculture zoning districts.
 - (5) Development of Scenic Roadway Corridor regulations, based on preparation of a study assessing scenic qualities of Kaua‘i’s major roadway corridors.
 - (6) General review and revision of zoning regulations for Resort, Industrial and Commercial districts. Regulations should incorporate revised standards that reflect ongoing practice, with reference to the typical conditions placed by the Planning Department on zoning and use permits. Wherever possible, discretionary zoning permits should be eliminated or reduced in favor of clear standards that are included in the CZO. This is intended to reduce uncertainty for landowners and developers, and to eliminate unnecessary permit actions to save time for applicants and County staff.

Apart from the CZO and zoning map amendments, other important implementation tasks for the Planning Department include the following:

- (a) Establishment and operation of the Community Input and Information System (high priority).
- (b) Advocating with the Legislature for a statute amendment to allow retreat centers, inns and other alternative visitor activities and accommodations in the State Agriculture District.
- (c) Assisting DLNR in developing Archaeological Resource Potential Maps.

9.4 REVIEW OF ZONE CHANGES

In addition to guiding revisions to the Comprehensive Zoning Ordinance and other land use regulations, the General Plan policies on land use are intended to guide County actions on zone change applications. As discussed in Chapter 1, zone changes represent major policy decisions on specific parcels of land.

9.4.1 Adequate Facilities Requirement

All projects requesting zone changes shall be reviewed to determine if adequate public facilities and infrastructure will be available to meet the needs created as a result of the development. Each agency shall establish level of service standards to define adequate public facilities.

In order to guide development and growth in an orderly manner as required by the General Plan, zone changes and other land development permits should be approved only if the responsible County and State agencies indicate that adequate public facilities and utilities will be available at the time of occupancy, or if the developer commits to conditions to provide adequate facilities.

The Planning Department, as part of its report on the consistency of the project with the General Plan, will review and summarize any individual agency's findings regarding public facilities and utilities adequacy that are raised as part of the review process. The Department will address these findings and any additional agency comments submitted as part of the agency review of the zone change application and recommend conditions that should be included in the zoning amendment ordinance.

9.5 GENERAL PLAN MONITORING AND REVIEW

As stated in the General Plan Ordinance, the Planning Department will conduct a comprehensive review of the General Plan every ten years. This plan review should involve community organizations and the general public in a meaningful citizen participation process. The Planning Department will report its findings and recommended revisions to the Planning Commission and the County Council.

To monitor progress toward the 2020 Vision and conformance with General Plan policies, the Department should define indicators (measures) of progress and report on them at least every two years to the Planning Commission, the County Council, and the public. As stated in Chapter 1, the Planning Department should collaborate with a coalition of community organizations to develop an overall set of economic, environmental, and quality of life indicators for Kaua'i. While the County should not lead such an effort, its participation would be essential. It would be desirable to incorporate County progress indicators in a broader array of community indicators and benchmarks.