

# 4.0 IMPLEMENTATION & MONITORING

## 4.1 IMPLEMENTING THE PLAN

**The General Plan is the foundation for planning in Kaua'i County and functions within a system established by State and County law. While the Plan sets policy, actual implementation is a complex and lengthy process that occurs through a broad range of actions and decisions. For example, all future development and planning approvals must be consistent with the General Plan. Other planning instruments include ordinances, community plans, and capital programs.**

Throughout the public process, many raised comments concerning the island's current state compared to the visions and goals set forth in the 2000 General Plan. Further, those intimately familiar with the last General Plan commented on its inability to allow for robust monitoring and feedback as a means of implementing recommendations. Many shortcomings raised by community members arose largely in the context of questioning why good elements laid out in the previous general plan were never fulfilled.

In an attempt to compensate for the need to see progress, many suggested the adoption of specific numerical benchmarks to gauge whether an objective was attained. For example, in the area of agriculture, some raised whether the plan should require a fixed percentage of food be grown and consumed on-island.

The difficulty with creating and adopting guideposts such as these is three-fold: (a) each statistical benchmark may not reflect the reality in its ability to be implemented given the twenty-year planning horizon in this plan, (b) agencies may neither have the resources nor the method to easily glean the information necessary to accurately monitor a prescribed benchmark, and (c) the benchmarks may distract from the overall big picture on what future state the community wishes to attain and instead create points of fixation lending to myopic and disjointed decision making.

Beyond the difficulties of monitoring brightline benchmarks, attaining goals remains a function of political and economic realities locally and globally. For example, Kaua'i, like other counties in Hawai'i, faces mounting fiscal constraints resulting from worldwide economic changes and the continued reduction in Federal funding for infrastructure and

other programs like earmarks.

Kaua'i's small tax base compared to its land mass and long distances between communities make providing public services and infrastructure expensive. However, the expectations for quality public facilities and infrastructure remain high. Although suggested actions for implementation spanned all sectors, their aggregate costs well exceed the community's ability to either directly pay for such implementation or receive external funds as adequate support.

**E kaupē aku no I ka hoe a kō mai**

*Put forward the paddle and draw it back (Go on with the task that is started and finish it).*

Rather than lock in a rigid means of monitoring whether success remains apparent, a more dynamic means of building a sound set of results-based activities for the General Plan is necessary. A common model for evaluating future acts by the public and private sector would more easily allow for an overall turn in the directions the community desires through these incremental changes in our society.

Given the stated vision and goals, policies, and actions by sector, this Plan's ideal future state for the island achieves many of the community's objectives by directing growth to existing centers. For example, implementation would gauge whether strong linkages are apparent between the General Plan and capital improvement investments either by project, or as a program.

The evaluation model would allow decision-makers the ability to prioritize actions and direct resources toward those most integral in furthering the plan's vision. Finally, shared responsibility and accountability for implementation are imperative to staying focused and to making measurable progress.

This Chapter discusses approaches and methods available for monitoring and evaluating implementation of the Plan's objectives while providing a framework for keeping all community members abreast of how their community is changing in real time.

## 4.1.1 TOOLS FOR IMPLEMENTATION

There are several major vehicles through which the plan will be implemented, following the General Plan's adoption:

1. Code Changes
2. Permit Review and Approval Process
3. Community Plans
4. Functional Plans
5. Capital Improvements Program
6. Departmental Structure and Programs
7. Partner and Developer Contributions

### **Comprehensive Zoning Ordinance, Zoning Maps, and Development Codes**

The County regulatory system is the most direct method toward attaining many objectives laid out in the plan. The Comprehensive Zoning Ordinance (CZO), Zoning Maps, and other development codes will require updating following this plan's adoption for consistency and adjustment with the new vision for the island. Active development of these amendments is a necessary step toward goal attainment, and should be evaluated in the broader context of the ideal future state, while keeping in mind the details necessary to avoid conflicting regulations and loopholes.

### **Permit Review and Approval Process**

The other direct approach toward attaining the Plan's goals is the approval of permits. The General Plan policies and policy maps provide a basis for evaluating a development proposal for its conformance with the County's vision and desired direction. Deference should be given to remaining consistent with the big picture envisioned by this document rather than making expedient or convenient decisions based on gray areas or conflicting action statements that will inevitably arise over time.

### **Community Plans**

The Community Planning process for each planning district must be carried out in collaboration with community groups and committees on a regular basis. Home rule empowerment is necessary to galvanize community buy-in on this Plan and build upon each district's role in the overall islandwide vision.

## **Functional Plans**

Functional Plans for infrastructure systems and facilities, parks, and housing need updating to guide public investment in support of the General Plan vision and policies.

## **Capital Improvements Program and Appropriations**

The County's charter-mandated Six-Year Capital Improvements Program is a powerful tool for implementing the General Plan because infrastructure and projects have a substantial impact on patterns of growth and development. The Program should be conducted and evaluated on an annual basis. The projects listed in the Program should reflect priorities, such as those projects necessary to facilitate critical needs like housing. Regional priorities for capital projects can be determined through community planning. The "Projects and Programs" actions in Chapter 3 provide broad guidance for project selection and development. The annual report should not be considered a "wish list" for departments but reflect realistic constraints given budgetary availability.

## **Departmental Structure and Programs**

Implementation and monitoring of the Plan must be supported by the structure and programs of County agencies. Parties responsible for implementing actions, as well as monitoring, reporting, and updating the plan are clearly identified.

## **Partnerships & Developer Contributions**

Public-private partnerships and developer contributions contribute significantly to funding County facilities and infrastructure improvements. 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. The 2000 General Plan called for the County to standardize these transactions, make them more predictable, and explore other applications for public-private partnerships. That recommendation is carried forward in this General Plan. Vehicles for such partnerships could also include Transfer of Development Rights (TDR), improvement districts, community facility districts, and impact fees.

## **4.1.2 KEY IMPLEMENTATION AGENCIES**

Adoption of the General Plan is the first step in an implementation process involving multiple partners at both the government and community levels. Although the Planning Department facilitates implementation among agencies and departments, administrative decisions are vested with the Office of the Mayor and legislative authority lies with the County Council. The roles of key officials and government agencies in General Plan implementation are summarized below, while responsibility for specific actions are shown in the Action Matrix (Appendix G).

### **Mayor**

The Mayor is the chief executive officer of the County and exercises direct supervision over all departments. The Mayor appoints the County's managing director to oversee administrative functioning of the County.

### **County Council**

The County Council is the legislative body of the County and is therefore responsible for adoption of the General Plan, including all plan amendments. The Council also adopts the zoning, subdivision, and development plan ordinances that comprise the County's development code. The Council approves the annual Capital Improvement Program budget for each fiscal year.

### **Planning Commission**

The Planning Commission reviews and makes recommendations to the County Council on amendments or updates to the General Plan. The Commission also provides recommendations on development and land use approvals, including amendments to the zoning and subdivision ordinances.

### **Planning Department**

Specific duties related to Plan implementation include preparing zoning and subdivision ordinance amendments for Planning Commission and County Council approval, reviewing development applications, and making reports and studies on planning issues. The Department also prepares Community Plans to provide detailed direction and standards on land use, urban design, transportation, and other physical planning concerns. The Department will have primary responsibility for monitoring and reporting on General Plan progress.

The Department provides administrative support to the Planning Commission, Historic Preservation Commission, and Open Space Commission.

### **State Land Use Commission**

The Land Use Commission administers the State Land Use Law<sup>60</sup> in which all lands in Hawai'i are classified into one of four land use districts: Rural, Agriculture, Urban, and Conservation. The Commission has the authority to establish district boundaries and ensures that areas of State concern are addressed and considered in the land use decision-making process.

Other important County agencies whose work will be guided by the General Plan Update include:

- Department of Public Works
- Department of Parks and Recreation
- Housing Agency
- Transportation Agency
- Office of Economic Development
- Emergency Management Agency

Key utility service providers include:

- Department of Water
- Kaua'i Island Utility Cooperative (KIUC)

Key partners on the State level include:

- Department of Business, Economic Development and Tourism
- Office of Planning
- Department of Land and Natural Resources
- Department of Health
- Department of Education
- Department of Transportation
- Department of Hawaiian Home Lands

## **4.2 MONITORING PROGRESS**

A comprehensive and transparent effort to monitor the implementation and effectiveness of the General Plan will occur every two years and will include (a) performance measure reporting, for both the vision and the 19 policies, and (b) tracking of action implementation (see Action Matrix, Appendix G and Figure 4-1). A "Kākou Committee" will be established to guide this process. More frequent reporting on performance measures and action implementation will be facilitated through an online dashboard that provides updated information as it becomes available. In order to administer an ongoing General Plan implementation and monitoring program, the capacity of the Planning Department will need to be increased.

### **4.2.1 PERFORMANCE MEASURES**

**Performance measures can be used to track the progress toward achieving the 2035 Vision for Kaua'i.**

The General Plan introduces performance measurement into the planning system. During the public process, participants desired greater accountability for the actions identified in the General Plan. Attempts to audit the 2000 General Plan were frustrated by the lack of regular reporting and evaluation in the past. To correct this situation, a reporting and evaluation framework is established based on performance measures and a biennial committee-based evaluation process.

The performance measures, introduced in Table 4-1, are tied to the sector objectives. An important next step will be an effort to refine the performance measures and establish benchmarks. Strategic goals and targets set through partner initiatives, such as Aloha+ Challenge, can be integrated into the reporting system. Under the framework, formal reports will occur on an annual basis to the Planning Commission and County Council. The report may include recommendations for improvement in the framework, alternative measures, and/or new actions.



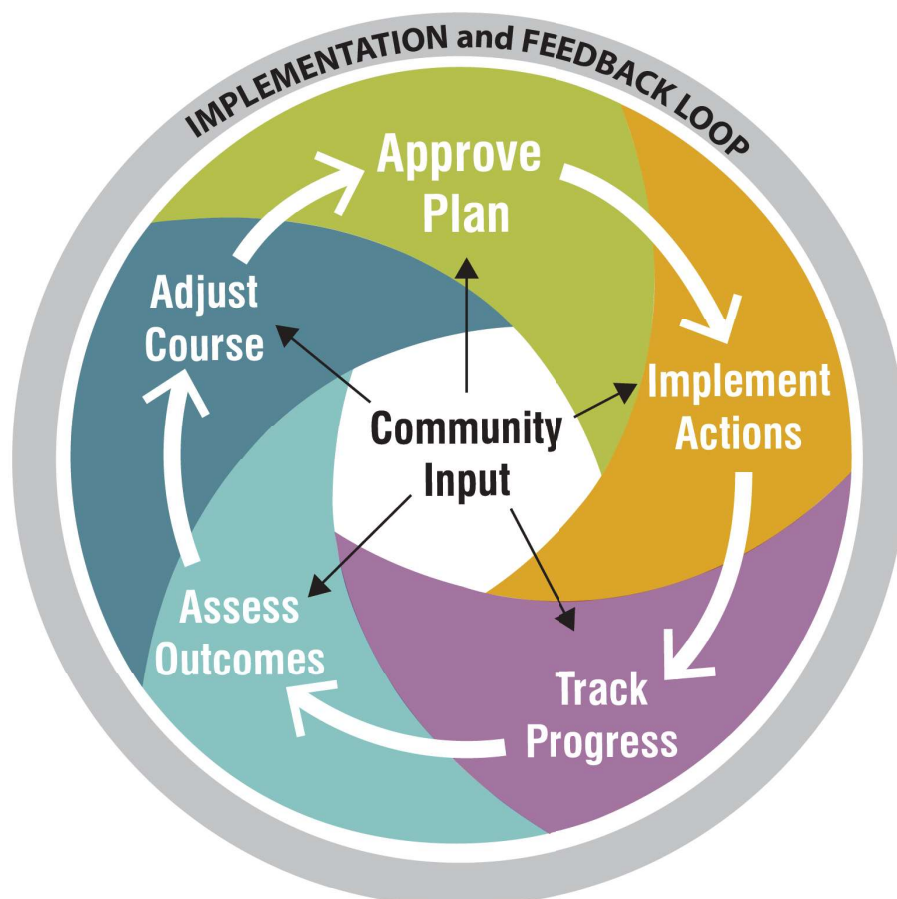
## 4.2.2 COMMUNITY EDUCATION & CAPACITY BUILDING

Monitoring of action implementation is facilitated through the Action Matrix (Appendix G), which identifies lead agencies and partners. To ensure transparency and stakeholder participation, a Kākou Committee will be established to conduct a bi-annual review of the progress made. The Kākou Committee will include public and private partners with a stake in plan implementation, and will be appointed by the Mayor. In addition to implementation evaluation, the Committee will also review the performance measures. The final report will be presented to the Planning Commission and forwarded to the County Council. The release of the report will be accompanied by public outreach and open house events to keep the community informed and engaged in the General Plan.

## 4.2.3 UPDATING THE GENERAL PLAN

The Kaua'i County Code requires the County Planning Department to conduct a comprehensive review and update of the General Plan Update every ten years. In practice, that does not always happen, and even if it did, ten years is a long time when information and conditions are constantly changing. This plan aspires to be adaptable and responsive by building in a bi-annual review and reporting process that allows the County to take stock and keep a record of its progress, evaluate what is working and what is not, and consider how to change course or incorporate the best available information. The policies, actions, and Land Use Map may be updated in response to unexpected trends or new information. In this way, the General Plan can be a "living document."

**Figure 4-1 Implementation and Feedback Loop**



**Table 4-1 General Plan Objectives and Draft Performance Measures**

<b>Objective</b>	<b>Draft Measures</b> (* indicates the measure aligns with the Aloha+ Challenge Measures)
1. To accommodate and support Kaua'i's projected population growth and housing needs.	Conformance with population allocations
2. To meet future housing needs through "missing middle" housing types that are affordable by design.	Building type of new residential units
3. To protect rural character by ensuring new growth designed to be compact and focused around existing town cores.	Consistency with the Future Land Use Map
4. To manage land use and development in a manner that respects the unique character of a place.	Development under Special Planning Areas
5. To locate residential growth in and near jobs centers.	Housing units within 1/2 mile of major jobs centers Reduction in average commute time
6. To increase overall community health through design that supports safe and accessible parks, streets, and other shared spaces.	Non-commute mode share
7. To encourage the development of Lihue as Kaua'i's primary urban center within an urban edge boundary.	Development within Urban Edge Boundary
8. To increase resiliency by limiting new development in areas impacted by future sea level rise.	Development in flood zone/sea level rise impacted areas
9. To conserve the upper watershed and restore native habitat and forested areas.	Acres of Native Watershed under high level protection*
10. To protect, restore, and enhance freshwater resources to support aquatic, environmental, and cultural resources.	Increase in fresh water capacity by 100 mgd*
11. To preserve and protect sandy beaches and public access to the shoreline.	Health of reefs
12. To protect the flora and fauna unique to Kaua'i and Hawai'i and to mitigate the impact of invasive species.	Manage Federally listed threatened and endangered species*
13. To increase housing opportunities for low- to moderate-income households.	New affordable housing units
14. To support mixed use, higher density, and walkable development in existing towns.	New Housing Units in Neighborhood General and Neighborhood Center
15. To develop compact, walkable communities consistent with the Future Land Use Map.	Entitled projects consistent with Future Land Use Map
16. To expand housing opportunities for workers on farms.	New farm worker housing units
17. To support the Department of Hawaiian Home Lands in their mission to provide housing to their beneficiaries.	New lots awarded in DHHL communities

Objective	Draft Measures (* indicates the measure aligns with the Aloha+ Challenge Measures)
18. To accommodate the needs of an aging population through age-friendly community design and assisted living facilities.	New elderly housing units or assisted living facilities
19. To reduce Kauaʻi's population of those who are houseless and at risk for houselessness.	Houseless population
20. To reduce the impact of resort uses on communities outside the Visitor Destination Area.	Attrition of nonconforming use
21. To safely and efficiently move people and goods with a choice of transportation options.	Mode shift in overall trips
22. To provide a safe and accessible County road network that supports the Future Land Use Map.	New roads or retrofits designed to be context sensitive Crashes with fatalities
23. To enhance the viability of transit as a transportation choice for residents and visitors.	Transit ridership
24. To create connected and safe bicycle networks that accommodate all riders.	Miles of bicycle facilities Bicycle crashes
25. To provide connected and safe pedestrian facilities in communities.	Miles of pedestrian facilities Crashes involving pedestrians
26. To implement efficient parking strategies that support community needs.	Parking audits or strategies implemented
27. To ensure water infrastructure is planned to accommodate domestic needs and protect the public trust.	Water improvements in Urban Center, Neighborhood General, and Neighborhood Center designations
28. To mitigate the impact to Kauaʻi's fresh and ocean waters from wastewater.	Number of cesspools
29. To provide environmentally-sound waste disposal and collection services.	Tons recycled*
30. To support the modernization and user-friendliness of Kauaʻi's airports and harbors.	Capital expenditures for Kauaʻi's airports and harbors
31. To develop town centers as attractive places to work, live, and play.	Zoning and use permit applications in the Neighborhood Center designation
32. To provide a variety of quality and accessible parks and recreational facilities.	Percentage of households within walking distance of park with facilities
33. To expand and improve access to Kauaʻi's shared-use paths and trails.	Miles of shared use paths and trails

Objective	Draft Measures (* indicates the measure aligns with the Aloha+ Challenge Measures)
34. To improve the resident and visitor experience at Kaua'i's State Parks.	Capital expenditures for State Parks
35. To focus new resort development in areas designated for visitor use.	Visitor Unit Inventory
36. To ensure the long-term viability and productivity of agricultural lands.	Agricultural employment
37. To promote opportunities for small business and emerging economic sectors to thrive.	Number of small businesses CEDS programs implemented
38. To preserve and enhance historic buildings, structures, and places.	Places recognized on Federal or national registry
39. To recognize and protect the resources and places important to Kaua'i's history and people.	Stewardship agreements
40. To preserve important landmarks and protect scenic resources.	Number of scenic resources identified through community plans
41. To increase energy self-sufficiency and maintain a reliable, resilient, and cost-efficient energy system.	Increase in renewable energy*
42. To acknowledge the human contribution to global warming and reduce Kaua'i's greenhouse gas emissions.	Decrease in emissions*
43. To ensure adequate coverage of public safety and emergency services as Kaua'i grows.	Deaths due to drowning and other hazards
44. To ensure that Kaua'i is prepared for natural disasters and other emergencies.	Number of residents trained under the Community Emergency Response Team Program
45. To prepare for the impacts of climate change on the natural and built environments.	Percentage of areas impacted by sea level rise that is undeveloped
46. To recognize and address inequities in health and well-being among Kaua'i's diverse ethnic, racial, and income groups.	Decrease in inequity between racial groups
47. To support educational programs that foster cultural knowledge, employability, and civic participation of local residents.	Kaua'i Community College enrollment
48. To encourage healthy lifestyles and accessible health care.	Obesity rate
49. To actively protect and increase access to the places where recreational and subsistence activity occurs.	Identified and signed accessways





Ke Ala Hele Makalae shared use path, East Kaua'i District

**Shared responsibility and accountability for implementation are imperative to staying focused and making measurable progress.**