

BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition of the)
DEPARTMENT OF PLANNING AND ECONOMIC)
DEVELOPMENT, STATE OF HAWAII)
To Amend the Conservation Land Use)
District Boundary to Reclassify)
Approximately 887.5 Acres, Tax Map)
Key 1-1-01: Portions of 3, 4, and)
7; and Tax Map Key 1-1-03: Portion)
of 1, at the Honolulu International)
Airport, Moanalua, Honolulu, Island)
of Oahu, State of Hawaii, into the)
Urban District)

DOCKET NO. A82-529

DECISION AND ORDER

BEFORE THE LAND USE COMMISSION
OF THE STATE OF HAWAII

In the Matter of the Petition of the))
DEPARTMENT OF PLANNING AND ECONOMIC)	DOCKET NO. A82-529
DEVELOPMENT, STATE OF HAWAII))
To Amend the Conservation Land Use)	FINDINGS OF FACT,
District Boundary to Reclassify)	CONCLUSIONS OF LAW,
Approximately 887.5 Acres, Tax Map)	DECISION AND ORDER
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of Oahu, State of Hawaii, into the))
Urban District))
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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 called "subject properties"), described as Area "A" (845 acres) and Area "B" (42.5 acres) on Exhibit A attached hereto and incorporated by reference herein, situated at the Honolulu International Airport, Moanalua, Island of Oahu, State of Hawaii, from the Conservation District to the Urban District. The Land Use Commission, having heard and examined the testimony and the evidence presented on the matter during the hearing held on May 5, 1982 in Honolulu, Hawaii, and having considered the full record in this Docket, hereby makes the following findings of fact and conclusions of law.

FINDINGS OF FACT

PROCEDURAL MATTERS

1. The State Department of Planning and Economic Development (hereinafter "Petitioner") filed the petition on February 11, 1982 on behalf of the Department of Transportation (hereinafter "DOT"), which proposes to include the subject properties as a part of the Urban District at the Honolulu International Airport.

2. The Land Use Commission (hereinafter the "Commission") held the hearing on the petition on May 5, 1982 in Honolulu, Hawaii, pursuant to notice published in the Honolulu Star-Bulletin on April 5, 1982.

3. The Commission admitted into the record a letter dated May 4, 1982 from Elizabeth Ann Stone, stating her opposition to the proposed reclassification.

DESCRIPTION OF THE SUBJECT PROPERTIES

4. The subject properties are located at the Honolulu International Airport (HIA) along the southern coast of the Island of Oahu and consist of two separate areas totaling approximately 887.5 acres, described as follows:

Area "A" (Reef Runway), approximately 845 acres, identified by Tax Map Key 1-1-1: Portions of 3, 4, and 7; and

Area "B" (South Ramp Refill), approximately 42.5 acres, identified by Tax Map Key 1-1-3: Portion of 1.

The two subject areas are illustrated in Exhibit A, attached hereto and incorporated by reference herein.

5. Area "A," the Reef Runway, is located offshore in Mamala Bay, seaward of Keehi Lagoon. It consists of a coral-filled landing strip approximately 2,100 feet wide and 14,000 feet long, elevated approximately nine feet above mean sea level. Construction of this runway and associated taxiways began in

1973 under a Conservation District Use Application (CDUA) permit granted by the State Board of Land and Natural Resources (BLNR) on December 10, 1971. It has been utilized for aircraft operations since its completion in 1977. Facilities presently within this area are:

- An asphalt runway (12,000' by 200') and associated taxiways
- Electronic instrument landing facilities
- Crash/fire rescue building
- Security fencing.

6. Area "B," the 42.5-acre refill area, is located makai of the existing Lagoon Drive at the east end of the airport complex in what is known as South Ramp. During the 1940's, Area "B" was dredged and used as a seaplane docking area. In 1977, the State BLNR granted DOT (Airports Division) a CDUA permit to refill Area "B" to accommodate the expansion and development of aviation-related support activities. The BLNR's approval included a condition requiring that the Airports Division "...petition the Land Use Commission for land use classification appropriate to the surrounding airport area before initiating further improvement in conformance with the 1968 Airport Development Plan."

7. The State of Hawaii holds fee simple title to the subject properties, having acquired title under Section 5(b) of the Admission Act of March 18, 1959; Public Law 86-3, 73 Stat. 4. These lands were set aside for Honolulu International Airport to be under the control and management of the Department of Transportation (Airports Division) by Governor's Executive Order No. 1016, dated April 12, 1943.

8. Honolulu International Airport is a joint-use civil/military airport. The larger portion of the Honolulu International Airport complex is currently classified within the State Land Use Urban District, and is shown as Area "C"

on attached Exhibit A. This area totals more than 3,600 acres and is developed with runways, taxiways, terminals, and various aviation support facilities and related improvements.

9. The U.S. Soil Conservation Service classifies the soils on the subject properties as fill land (FL), which consists of dredged material from the ocean and nearby areas, and general and refuse material from other sources. Area "A" consists of fill land compacted on a coral reef upon which has been constructed the runway surface (8R-26L) and associated taxiways. Area "B" consists of dredged coral fill intermixed with piles of soil, rock, and miscellaneous material deposits. At the present time, approximately 32,400 square feet of Area "B" is underwater and remains to be filled; the surface topography of the remaining land portion is irregular with elevations ranging from zero to 18 feet above mean sea level.

10. The U. S. Federal Emergency Management Agency, Federal Insurance Administration (FIA), does not classify the subject properties within any known flood hazard areas on its Flood Insurance Rate Map and designates the subject properties Zone D or area of undetermined, but possible flood hazard.

PROPOSAL FOR DEVELOPMENT

11. The Reef Runway was constructed at a cost of \$81 million. It was built to increase airfield capacity and minimize aircraft delay at HIA, and to reduce the effects of aircraft noise in the Kalihi-Palama, downtown and Waikiki Urban areas. The Reef Runway has been in use for aircraft operations since 1977. The Petitioner is seeking reclassification of its 845 acres from the Conservation District to the Urban District to conform its land use designation to the physical improvements and activities that currently occur on the land. DOT proposes to construct only two minor improvements (arresting cables and a structure to house electronic glide path instruments) on the Reef Runway area at this time.

12. The total South Ramp Development Project involves approximately 110 acres, and is comprised of seven component phases expected to cost approximately \$21 million phased over a construction period of three to four years.

Of the total South Ramp Development Project, the following developments are proposed in the subject South Ramp Refill (Area "B") of 42.5 acres:

a. Lagoon Drive will be realigned as a four-lane facility with curbs and gutters from the Diamond Head end of the project site up to the vicinity of the FAA Hangar Building. From that point up to the Reef Runway Fire Station Access Road, DOT proposes a two-lane facility. DOT will relocate water and drainage and electrical/communication lines from the existing alignment to the new roadway. Prior to beginning work on the new roadway, DOT will clear the site makai of the existing roadway of debris and will grade the site. DOT proposes to fill an area of 32,400 square feet at the shoreline towards the Diamond Head end of South Ramp. DOT plans a shoreline park for the strip along the makai edge of the realigned Lagoon Drive to the water's edge. The proposed park will accommodate such activities as picnicking, observation, jogging, fishing, and bicycling.

b. DOT will subdivide lots from the area mauka of the realigned Lagoon Drive, and will lease lots to aeronautically-related businesses requiring direct access to the airport. DOT proposes to create approximately 15 lots ranging from about 45,000 to 100,000 square feet. (Currently, there are 14 existing lots ranging from 16,000 to 149,000 square feet.) DOT has not yet determined the price range for the lots. The development of the leased lots will involve extending access roadways for automobiles and constructing

security fencing and major utility systems, (e.g., water, drainage, sewer, power/communication) to service the subdivision. DOT will locate all utility systems in the lease lot subdivision in taxiways or access driveway right-of-ways. DOT expects that lessees will develop their lots (i.e., construct, erect and install buildings, structures and other necessary on-site lot improvements) at their own expense.

c. DOT will extend existing access taxiways and aprons from near the existing Lagoon Drive to the proposed realigned Lagoon Drive to provide for aircraft access to the proposed new lease lot subdivision.

PETITIONER'S FINANCIAL CAPABILITY TO UNDERTAKE THE PROPOSED DEVELOPMENT

13. Funding of \$8.5 million is currently available from the State of Hawaii Capital Improvement Program (CIP) to undertake the South Ramp Development Project. DOT will request additional funding from the State Legislature as the project proceeds. The Petitioner estimates that construction will be completed by December, 1985.

STATE AND COUNTY PLANS AND PROGRAMS

14. The subject properties are situated within the State Land Use Conservation District as shown on Land Use District Map 0-10 (Puuloa). The Board of Land and Natural Resources designates the subject properties within its Resource (R) Subzone.

15. Development projects and activities proposed or existing on the subject properties are in accord with the DOT Airport Development Plan (June 1981) and the DOT Keehi Lagoon Recreation Plan (October 1977). These plans recommend that facilities for aircraft maintenance, inter-island cargo and fixed-based operations be developed in the South Ramp area; and

that multiple recreation and conservation uses compatible with airport activities also be provided.

16. The State Department of Agriculture has not classified the subject properties for agricultural purposes under its Agricultural Lands of Importance to the State of Hawaii (ALISH) classification system.

17. The subject properties are located within the City and County (C&C) coastal zone and a Special Management Area (SMA) permit will be required to implement the developments proposed. While proposed improvements will contribute to the recreational and economic resources of the area, no significant adverse impacts upon the coastal zone are anticipated.

18. The proposed reclassification is consistent with the City and County of Honolulu General Plan in that:

a. It will facilitate the full development of the Primary Urban Center, in which the subject properties are located;

b. It will provide support facilities to better accommodate growth in the visitor industry;

c. It will take full advantage of available Federal aid programs; and

d. It will locate public facilities and utilities in areas where adverse impacts upon the Natural Environment will be minimal or nonexistent.

19. The C&C's current Primary Urban Center Development Plan designates the subject properties for "Preservation" use. The C&C Department of General Planning indicates that it would be appropriate to redesignate the subject properties for "Public Facility" use, and will initiate the amendment as part of the Development Plan Annual Review.

20. The C&C zoning designation for the subject properties is P-1, Preservation. The DOT will seek either a change to appropriate zoning or request a waiver to permit the proposed improvements.

NEED FOR THE PROPOSED RECLASSIFICATION AND DEVELOPMENT

21. The existing and proposed aviation-related development on the subject properties are intended to provide HIA with additional service areas and facilities essential for the efficient, safe, and convenient movement of people and goods to their various destinations.

22. DOT expects air traffic at HIA to increase from the 375,000 aircraft operations in 1981 to 487,000 in 1985; to 522,000 in 1990; and to 592,000 in 2000. The Reef Runway has not only increased the capacity of the HIA; it also increases the safety of aircraft arrivals and departures by shifting the takeoff and landing axis further seaward of the heavily populated Kalihi-Palama, Downtown Honolulu, and Waikiki Resort areas. Noise levels and the incidence of over-flights of metropolitan areas have been reduced. To conform to its current state of development and use, the Land Use District classification of the Reef Runway should be changed to Urban.

23. During the period 1965 to 1980, the number of passengers passing through the HIA increased five-fold from 3 million a year to 15 million a year. This growth has been accompanied by increased demands for other aviation services and facilities such as charter and taxi services, corporate air services, air carrier support, and aircraft maintenance and servicing areas. Development of the subject 42.5 acre Refill area is needed to provide space and facilities for aircraft maintenance and service, air cargo and fixed-based operators.

IMPACTS UPON RESOURCES OF THE AREA

REEF RUNWAY (AREA "A")

24. Reclassification of the Reef Runway will have no significant adverse impacts upon agricultural, natural, environmental, recreational, scenic, historic, or other resources of the area. An Environmental Impact Statement was prepared and

accepted for the project before construction began. Parsons Hawaii prepared a Reef Runway Post-Construction Environmental Impact Report for the DOT Airports Division in 1979. The report, which evaluates the overall environmental effects of construction of the Reef Runway project, concluded that

"the overall environmental impact of the Reef Runway project appears at this time to have been positive. The positive results have been the direct result of the pre-planning and environmental design measures incorporated into the overall design of the Reef Runway. These measures, acting in concert with the relocation of the Sand Island STP outfall and the concurrent improvement of Honolulu Harbor waters tend to indicate that additional long-term positive factors will be experienced."

SOUTH RAMP REFILL (Area "B")

Conservation

25. Although Area "B" is presently unused, it is developed from fill material and is no longer suited for the conservation designation. No archaeological or historical resources have been or will be identified within the subject Area "B".

Air Quality

26. The air quality in the vicinity of Area "B" will be degraded during the construction period by dust and emissions from vehicles and construction activities, but the impacts will be localized and temporary. Ambient concentrations of air pollutants are not expected to exceed the stringent State of Hawaii standards.

Coastal Resources

27. The proposed development is not expected to have

any significant effect on the waters of Keehi Lagoon because mitigative measures will be taken to keep pollutants out of any runoff, and the volume of such runoff is not expected to be great. It has already been altered from its natural state by development of the Seaplane runway in the 1940's. The proposed shoreline park will afford expanded recreational opportunities and will improve the scenic quality of the area.

Noise

28. DOT anticipates that the aviation-related activities that will occupy the lease lots will generate noise at the proposed development. Some offices in the subject area may require sound-proofing to attenuate exterior noises. There are no residential or commercial areas in the vicinity to be affected by noise from construction and aviation-related operations.

Flora and Fauna

29. No rare, threatened, or endangered species of flora or fauna survive in the subject area. Weeds, grasses, and some haole-koa are growing on portions of the Refill area; and the only animals observed are common land rodents.

ADEQUACY OF PUBLIC SERVICES AND FACILITIES

REEF RUNWAY (Area "A")

30. The Reef Runway presently requires and has available to it adequate services and facilities (drainage, crash/fire/rescue and electrical).

SOUTH RAMP REFILL (Area "B")

Roadways

31. Access to the proposed South Ramp improvements will be via Lagoon Drive. Presently, Lagoon Drive narrows from a four-lane divided roadway to a two-lane undivided roadway (without median) at a point approximately 3,000 feet south of

the Lagoon Drive/Aolele Street Intersection. Lagoon Drive will be realigned and improved closer to the shoreline as a part of the proposed development. DOT expects that the traffic impact from the proposed South Ramp improvements will not be significant.

Police and Fire Protection

32. City and County of Honolulu provides police protection through an Airport Police Detail comprised of police officers on contract to and located at the Airport. In addition, the State of Hawaii has contracted with a security company for statewide Airport Security Services. The officers of the security unit have been vested with the police power of arrest by the Director of Transportation pursuant to Section 261-17, HRS. At the Honolulu International Airport, they serve in an Armed Law Enforcement Officer capacity at pre-board screening points, at vehicle access points, and as walking security patrols in both public and operational area.

33. The Hickam Air Force Base Fire Department and the State Crash/Fire Unit jointly provide the fire fighting capability at the Airport complex under the terms of the Joint Use and Airport Emergency Service Agreements. These Agreements also provide for mutual aid between the Hickam Fire Department, the C&C of Honolulu, the U. S. Army and the U. S. Navy.

Electricity and Telephone

34. The existing power system in the South Ramp was installed by the U. S. Navy during World War II and was later turned over to the Hawaiian Electric Company. Portions of the duct line are located under buildings and many of the manholes are located within the buildings. The existing duct size is inadequate for the additional load anticipated. A new major duct line is proposed to be installed along the realigned Lagoon Drive. Lateral duct lines will connect to the major duct line and will serve the new lots. The nearest source for the new

power requirement is located at the intersection of Lagoon Drive and Kalewa Street. The Hawaiian Electric Company will require space for a switching station and transformer station along Lagoon Drive. The specific requirements for these stations will be determined at a later date.

35. The U. S. Navy also installed the telephone system in this area during World War II. The Hawaiian Telephone Company later assumed responsibility of the system. The telephone lines are mingled with the power lines in the same manholes and are old and inadequate to meet anticipated requirements. DOT proposes to lay a new telephone duct line alongside the power duct line to serve the proposed and existing facilities. The point of connection for the telephone system is also at the intersection of Lagoon Drive and Kalewa Street.

Water

36. Two waterlines presently serve the South Ramp area. A 12" line serves the area from the west, running from Elliott Street and under the main runways. A second 12" line comes in from the east end. A network of 8" and 6" lines branch off from the 12" lines. The existing waterline network is undersized to handle the design demand flow including fire flow requirements.

37. The Board of Water Supply (BWS) proposes major improvements to the water system, including the installation of a new water main along the realigned Lagoon Drive, and upgrading of existing waterlines or the installation of new waterlines within access driveway and taxiway corridors. The BWS anticipates no adverse effects to potable ground water resources from the project and has no objections to the proposed improvements. However, the BWS is not able to make an advance water commitment, so availability of water for the proposed improvements will be determined when the building permits are submitted for review and approval.

Sewer

38. The existing sewer system consists of gravity lines, force mains and three lift stations (A, B, and C). Sewage from lift stations A and B are transported through a 12" force main to lift station C. In addition, a 15" gravity line servicing the existing lease lot area feeds into lift station C. Sewage from lift station C is then pumped through a 14" line out of the South Ramp area to an existing sewerline.

39. The major improvement proposed by DOT for the sewer system involves abandoning lift stations A and B at the western end of South Ramp as well as the force mains extending from these stations. DOT will replace the force main system with new gravity lines intended to decrease operation and maintenance costs. The gravity lines will conduct sewage from the west end of South Ramp to lift station C. The Department of Public Works of the C&C of Honolulu has determined that the public sewers are adequate to accommodate the anticipated flows from the proposed project.

Drainage

40. The existing drainage system will be inadequate to handle the storm runoff that is anticipated after completion of proposed developments. Additional drainlines and outlets will be installed to meet the requirements necessitated by the new and renovated facilities.

COMPLIANCE WITH STANDARDS FOR DETERMINING DISTRICT BOUNDARIES

41. The proposed land use district boundary amendments conform to the standards for the Urban Land Use District.

a. The subject properties are contiguous to the existing Urban District at the Honolulu International Airport. The Reef Runway is already a part of the operational airport, while the South Ramp Refill area will be developed as an integral part. Reclassification

of the subject properties to urban will not lead to scattered or spot urbanization.

b. The existing and proposed developments on the subject properties are necessary for the safe and efficient operation of the aviation and support activities at the Honolulu International Airport. The need for growth and development is substantiated by increases in the number of air operations and passengers, and the volume of cargo handled in past years and projected for future years.

c. The subject properties possess adequate supportive services and facilities; or such services can be provided at reasonable cost.

d. The subject properties are physically suitable for the uses proposed, and are reasonably free from the dangers of flood, tsunami, or unstable soil conditions.

e. The proposed land use reclassifications will have no significant adverse effects upon agricultural, natural, environmental, recreational, scenic, historic, or other resources of the area.

42. Reclassification of the subject properties to Urban will be in accord with policies of the C&C General Plan that encourages environmentally sound and economically beneficial growth, with preference for directing urban development into the Primary Urban Center. To properly recognize the existing Reef Runway facility and the expansion of airport facilities into the South Ramp Refill area, the use designations of the subject properties must be changed from "Preservation" to "Public Facility" on the Primary Urban Center Development Plan.

43. It is impracticable to maintain the subject properties within the State Land Use Conservation District; it is practicable and proper to reclassify the subject properties into the State Land Use Urban District.

a. The need for the Reef Runway was established a decade ago. Its reclassification to Urban at this time will formally recognize its development and active use for aircraft operations as an urban area.

b. The need for expanding airport facilities into the South Ramp Refill area is also established. Reclassification of this Area "B" to Urban will allow its development as part of the improvements planned for the total South Ramp area.

RULINGS ON PROPOSED FINDINGS

Any of the proposed findings of fact submitted by the Petitioner or other party to this proceeding not already ruled upon by the Land Use Commission by adoption herein, or rejected by clearly contrary findings of fact herein, are hereby denied and rejected.

CONCLUSIONS OF LAW

Pursuant to Chapter 205, Hawaii Revised Statutes, and Rules of Practice and Procedure and District Regulations of the State Land Use Commission, the Commission finds upon the clear preponderance of the evidence that the proposed boundary amendment does conform to the standards established for the Urban District by the State Land Use District Regulations, is reasonable, and is not violative of Section 205-2 Hawaii Revised Statutes, as amended; and is consistent with the Hawaii State Plan, as set forth in Chapter 226, Hawaii Revised Statutes as amended.

DECISION AND ORDER

IT IS HEREBY ORDERED that the lands which are the subject of the petition of the Department of Planning and

Economic Development, State of Hawaii, in Docket No. A82-529, totaling approximately 887.5 acres and consisting of:

(1) the Reef Runway of approximately 845 acres, identified as Tax Map Key 1-1-1: Portions of 3, 4, and 7, and illustrated as Area "A" in Exhibit A attached hereto; and

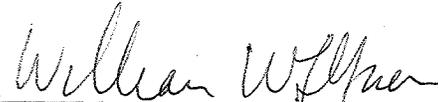
(2) the South Ramp Refill of approximately 42.5 acres, identified by Tax Map Key 1-1-3: Portion of 1, and illustrated as Area "B" in Exhibit A attached hereto,

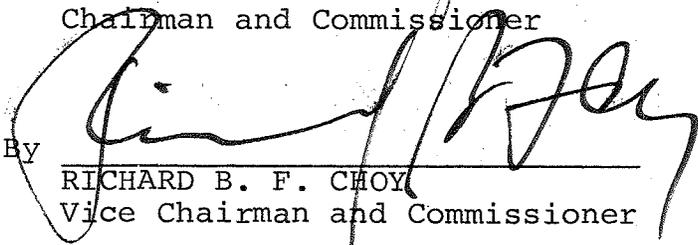
located at the Honolulu International Airport, Moanalua, Island of Oahu, C&C of Honolulu, State of Hawaii, shall and hereby is reclassified from the Conservation District to the Urban District, and the Land Use District Boundaries are hereby amended accordingly.

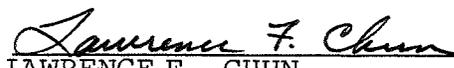
DOCKET NO. A82-529 - DEPARTMENT OF PLANNING AND ECONOMIC
DEVELOPMENT

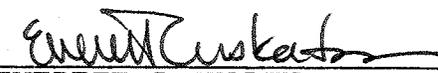
Done at Honolulu, Hawaii, this 29th day of October,
1982 per motions on July 8 and September 24, 1982.

LAND USE COMMISSION
STATE OF HAWAII

By 
WILLIAM W. L. YUEN
Chairman and Commissioner

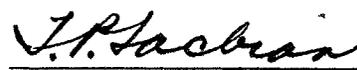
By 
RICHARD B. F. CHOY
Vice Chairman and Commissioner

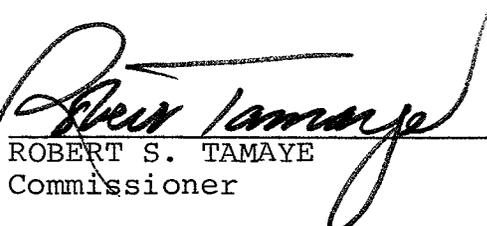
By 
LAWRENCE F. CHUN
Commissioner

By 
EVERETT CUSKADEN
Commissioner

By 
SHINSEI MIYASATO
Commissioner

By 
WINONA E. RUBIN
Commissioner

By 
TEOFILO PHIL TACBIAN
Commissioner

By 
ROBERT S. TAMAYE
Commissioner

By 
FREDERICK WHITTEMORE
Commissioner

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State of Hawaii, into the Urban District)
_____)

CERTIFICATE OF SERVICE

I hereby certify that a copy of the Land Use Commission's 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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Honolulu, Hawaii 96813

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Department of Attorney General
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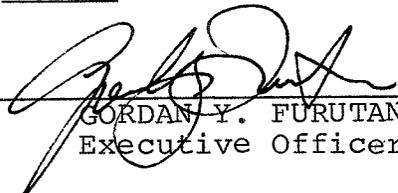
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Honolulu, Hawaii 96813

DATED: Honolulu, Hawaii, this 29th day of October, 1982.



JORDAN Y. FURUTANI
Executive Officer