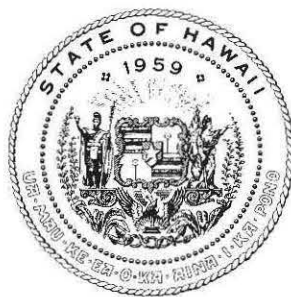
The image is a full-page background photograph. It depicts a sunset or sunrise over a body of water. The sky is filled with horizontal bands of color, ranging from deep purple and blue at the top to bright orange and yellow near the horizon. The water in the foreground is dark and calm, reflecting the colors of the sky. The overall mood is serene and majestic.

The Hawaii State Plan
REVISED

The Hawaii State Plan REVISED



Prepared in accordance with
Chapter 226, Hawaii Revised Statutes, as amended

A Publication of the
Hawaii State Plan Policy Council
Department of Planning and Economic Development
State of Hawaii

1986

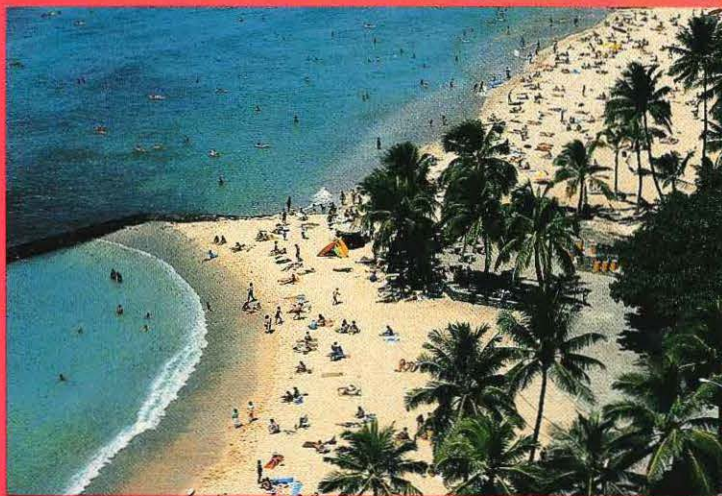
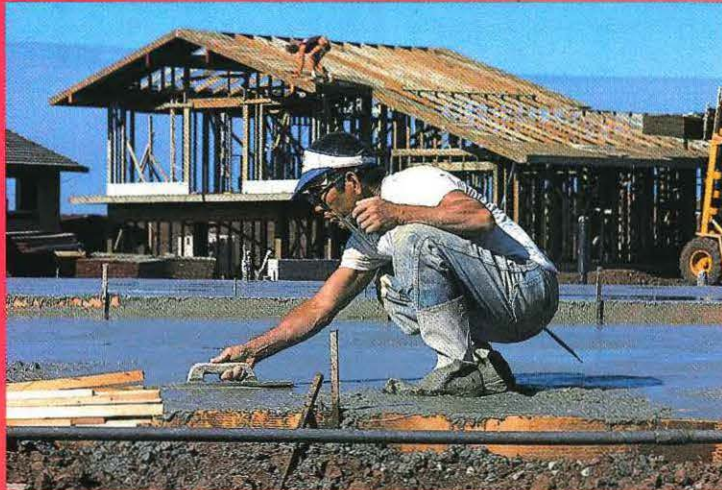
Sec. 3 Overall Theme.

"Hawaii's people, as both individuals and groups, generally accept and live by a number of principles or values . . .

(1) Individual and family self-sufficiency . . .

(2) Social and economic mobility . . .

(3) Community or social well-being . . . the aloha spirit—attitudes of tolerance, respect, cooperation and unselfish giving, within which Hawaii's society can progress."



This report has been cataloged
as follows:

Hawaii, Dept. of Planning and
Economic Development.
Hawaii State Plan: Revised.
Honolulu: 1986

1. Regional Planning—Hawaii.
 2. Hawaii—Economic Policy.
 3. Hawaii—Social Policy.
- HC107.H3H38 1986

Table of Contents

| | |
|-------------------------------|----|
| Introduction | 5 |
| Culmination and Turning Point | 6 |
| Public Opinion | 11 |
| Strategic Information | 13 |
| The Economy | 14 |
| Population | 18 |
| The Environment | 21 |
| Facility Systems | 23 |
| Socio-Cultural Advancement | 24 |
| Revisions | 26 |
| Implementation | 28 |
| The Future | 30 |
| Afterword | 32 |

The State Plan Policy Council acknowledges, with great appreciation, the technical assistance provided by Tom Coffman Multimedia Inc.; Tom Coffman, writer/photographer; Steve Shrader, Steve Shrader Graphic Design, designer; Randy Fujimori, photographer; and Nelson Ho, photographer.

This publication is part of an ongoing communication program to involve Hawaii's people in the workings of the Hawaii State Plan.



Hawaii State Plan Goals

(1) A strong, viable economy, characterized by stability, diversity, and growth, that enables the fulfillment of the needs and expectations of Hawaii's present and future generations.

(2) A desired physical environment, characterized by beauty, cleanliness, quiet, stable natural systems, and uniqueness, that enhances the mental and physical well-being of the people.

(3) Physical, social, and economic well-being, for individuals and families in Hawaii, that nourishes a sense of community responsibility, of caring and of participation in community life.

Introduction

As an idea, the Hawaii State Plan is now well over 10 years old.

The idea was conceived in 1975 when the Hawaii State Legislature called for a comprehensive statewide plan.

The State Policy Planning Act of 1975 set in motion a combination of public discussions, workshops, public opinion surveys and technical studies.

These led in turn to drafting and passage of the Hawaii State Plan in 1978.

The publicity was extensive, and expectations high.

Hundreds of citizens and government officials became involved in digesting the plan and then in drafting more detailed State Functional Plans in 12 subject areas.

Initially the Legislature declined—for varying reasons—to pass the State Functional Plans, but 10 passed in 1984, the final two in 1985.

In 1986, as the result of a two-year comprehensive review process prescribed by law, the Legislature revised the Hawaii State Plan. The changes reflected the changes in public priorities over nearly a decade. The process of the Plan's revision—and the revisions themselves—demonstrated an important point: The Plan is flexible. The Plan is a tool for dealing positively with change.

This publication looks back at the past decade and forward to the next.

Part of the story is told here in the voices of people who have worked with the plan, or offered opinions and criticisms of the plan.

Part of it pulls together the major trends pinpointed by the *process*—the ongoing homework—of the plan.

Part of it describes revisions. The final section prints in total the law as revised by the 1986 Legislature.



Culmination and Turning Point

"The legislature finds that there is a need to improve the planning process in this State, to increase the effectiveness of public and private actions, and to improve coordination among different agencies and levels of government, to provide for wise use of Hawaii's resources and to guide the future development of the State."

*—Findings and Purposes
Hawaii State Plan
Act 100
1978 Legislature*

As we look back, the Hawaii State Plan seems to have combined two historic trends. One is land use planning and environmental planning. The second might be called social/economic planning. The State Plan interrelated these two trends.

Land-use Planning. The State Land Use Law was perhaps the most significant antecedent to the State Plan. The Land Use Law was enacted in 1961. It was the first statewide land-zoning law in the U.S. Thereafter in the early and mid-1970's, legislation such as the Shoreline Setback law and the Coastal Zone Management program set a priority on areas meriting special attention. The Environmental Impact law, passed in 1974, further expanded the planning idea from a narrower "use" concept to one of measuring "impact" of human actions on natural systems.

Social/Economic Planning. The social consciousness of the 1960's gave rise to debate on the "social impact" of ideas as a parallel to the environmental impact of ideas. Through community action and citizen participation, people began looking at how a particular development, or some new government program, affected the lives of people and communities.

The 1960's also brought a new emphasis on master plans in human services. There was a greater emphasis on government being more rational—on the right hand knowing what the left hand was doing.

Hawaii State Plan. Of the two trends which shaped the State Planning Act, the land use and environmental trend was more well defined than the social/economic parallel. Initially, the State Plan was often perceived as a way of preserving and protecting Hawaii's "fragile environment." Yet a reading of the law reveals clearly that lawmakers had gone much further. The Hawaii State Plan speaks to all areas of public policy, including the economy, education, housing, health and so on. Clearly it is a social and economic plan as well as an approach to the physical world.

So, in 1978, 17 years after the passage of the Land Use Law, the Hawaii State Plan became law.

The Hawaii State Plan was a culmination of thinking and planning.

It was like the convergence of streams of water.

By its encompassing nature, the Hawaii State Plan set a new direction. The streambed took a distinct new turn, and the water is still churning.



Milestones in Planning Since Statehood

| | |
|------|-----------------------------|
| 1959 | |
| 1960 | |
| 1961 | Land Use Law |
| 1962 | |
| 1963 | |
| 1964 | |
| 1965 | |
| 1966 | |
| 1967 | |
| 1968 | |
| 1969 | |
| 1970 | Shoreline Setback Law |
| 1971 | |
| 1972 | |
| 1973 | |
| 1974 | |
| 1975 | Coastal Zone Management Law |
| 1976 | |
| 1977 | |
| 1978 | Hawaii State Plan |
| 1979 | |
| 1980 | |
| 1981 | |
| 1982 | |
| 1983 | |
| 1984 | |
| 1985 | |
| 1986 | State Plan Revision |

"I believe the key purpose of the plan is to declare this State's aspirations and public policies in regard to its future.

"The plan announces officially the direction and character this State wants to achieve in the near term and long range future.

"The plan furnishes a basis for predictability of public policy. It declares that public policy to both the private sector and to governmental agencies. That is important to everyone.

"The fragile environment of Hawaii and the limited land area of each island are too precious to leave to chance. We do not have the luxury of making mistakes and moving on to other more distant regions of the State."

Aaron Levine
President
Oahu Development
Conference



"Change will come. All we can do is manage how change will happen. If we can preserve our values, I think that is essentially what is at the heart of the Hawaii State Plan."

—R. B. Tsujimura



*"You have to plan
because otherwise you
leave everything to
chance—everything will
depend on the exigencies
of the moment."*

—Kellett Min



... So surveys have been
both a product of the Plan
and a process which shaped the Plan.

Public Opinion

The body of public opinion which originally shaped the Hawaii State Plan has shifted substantially over the life of the Plan.

In fact, the State Plan had barely been conceived of when a discernible shift began.

The original perception of the Plan was, broadly stated, environmental. In the mid-1970's public opinion was most actively concerned with clean air and clean water, open space, good land use planning and the preservation of agriculture.

By 1978, change was underway. More intense concern for jobs, job development, economic development, and support for tourism came to the fore. The quality of education became an active issue.

This trend, emphasizing jobs and education, has become progressively more pronounced and resulted in revisions to the State Plan in 1986.

Along the way, people stated a persistent frustration with too much crime and too little housing. As a trend of public opinion, this has been constant over the life of the Plan.

So surveys have been both a product of the Plan and a process which *shaped* the Plan.

State Plan surveys of public opinion were taken in these years:

- ☐ 1976
- ☐ 1978
- ☐ 1981
- ☐ 1984

The first two surveys were concerned with writing the State Plan Act, the second two with revising it.

Some surveys have been wider in scope, some had greater depth. So the data of the surveys are not directly comparable, yet they nonetheless yield a fascinating picture of change over time.

In the first survey (1976), 81% of the public rated "clean air and water" as "very important." Clean air and water topped the priority list of 1976, well above housing (69%), traffic, crime and discipline in the schools (which then was a more pressing concern than the *quality* of education).

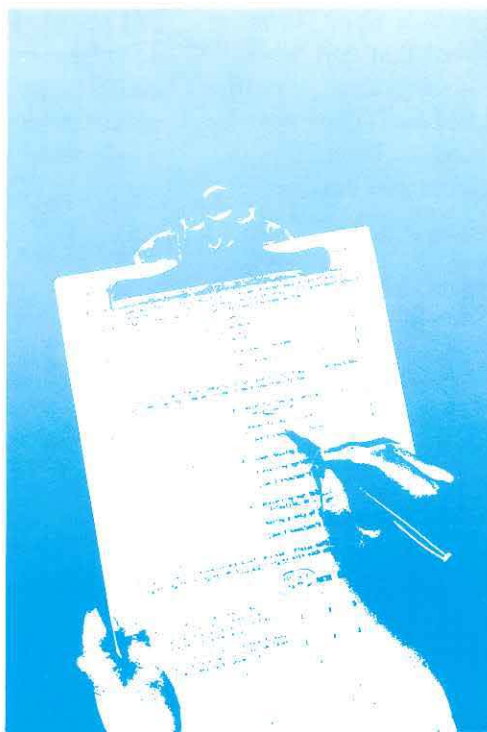
Only two years later, in 1978, "pollution" was far down the list of priorities (at 35%). At the top were crime and housing. The quality of education was the third-highest concern and unemployment was fourth.

By 1981 the clearly dominant concerns were for crime, housing, education and jobs, with "scenic beauty and natural resources" and "clean air and water" near the bottom of the list.

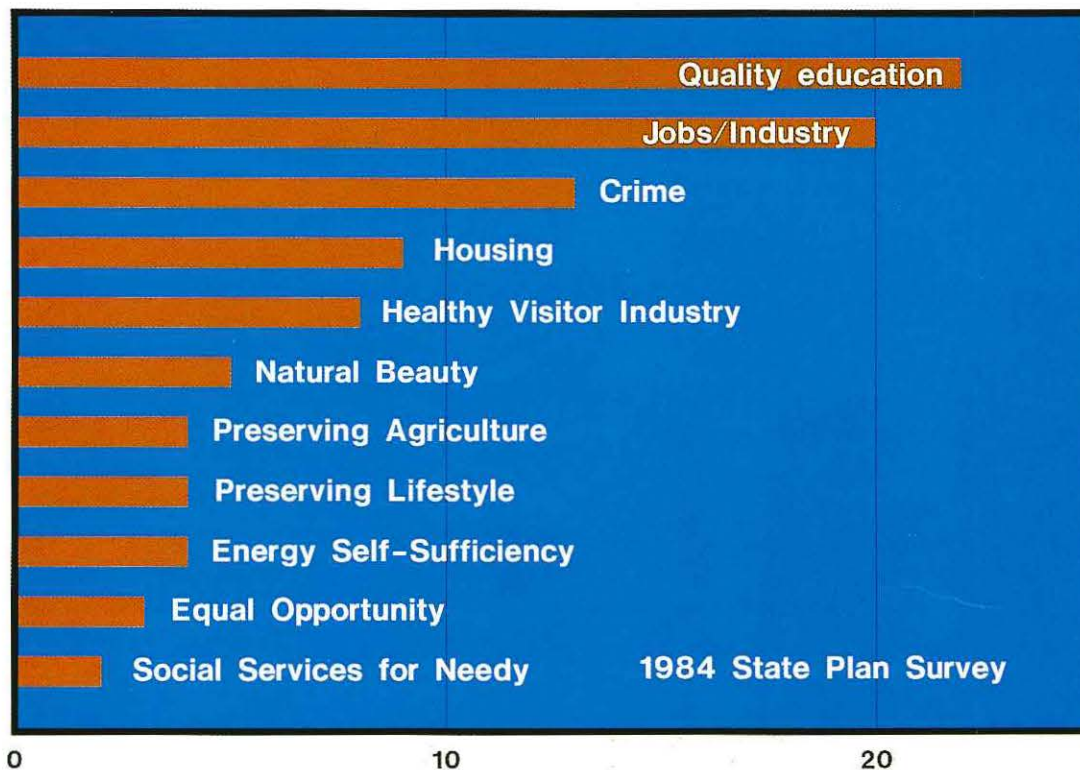
And so it has gone.

By 1984 the trend was even more explicit: Jobs and education had become the code-words for sharply changed priorities. This massive shift in opinion occurred in only eight years.

The Plan was designed as a flexible tool, and the shift in public opinion has put that idea to a strenuous test.



What Areas Need the Most Government Attention



In 1976, the public was surveyed about actions
“that might be taken to limit population growth in Hawaii.”

Did people favor “limiting the land that can be used for development, even if this means higher cost for housing and some products and services?”

In favor—49%

Not in favor—46%

Did people favor “keeping down the number of jobs available, even if this makes it harder for residents to get jobs?”

In favor—10%

Not in favor—46%

Did people favor “keeping down the number of houses and homes available, even if this makes housing more expensive for residents?”

In favor—25%

Not in favor—71%

Strategic Information

From its inception, the Hawaii State Plan has attempted to link public opinion to accurate, in-depth information.

Public opinion surveys define what people would *like to do*.

Strategic information studies tell us what we *are doing*. Studies pinpoint trends and tradeoffs. Studies shed light on the feasibility and cost of our hopes and desires.

Studies have provided a foundation for formulation, review and revision of the Plan.

This is an ongoing process which attempts to keep basic, vital information about Hawaii in focus.

This process has led to special studies on emerging problems or areas of rapid change likely to have an impact on the community.

The first round of issue papers preceded adoption of the Plan.

Thereafter special studies were conducted in such special-concern areas as the future of sugar, affordable housing, public safety and the impact of resort condominiums.

Studies were conducted in each of the 12 State Functional Plan areas.

Major technical studies for the Plan revision (referred to in the coming pages) were organized in the five major policy areas of the Plan.

These are:

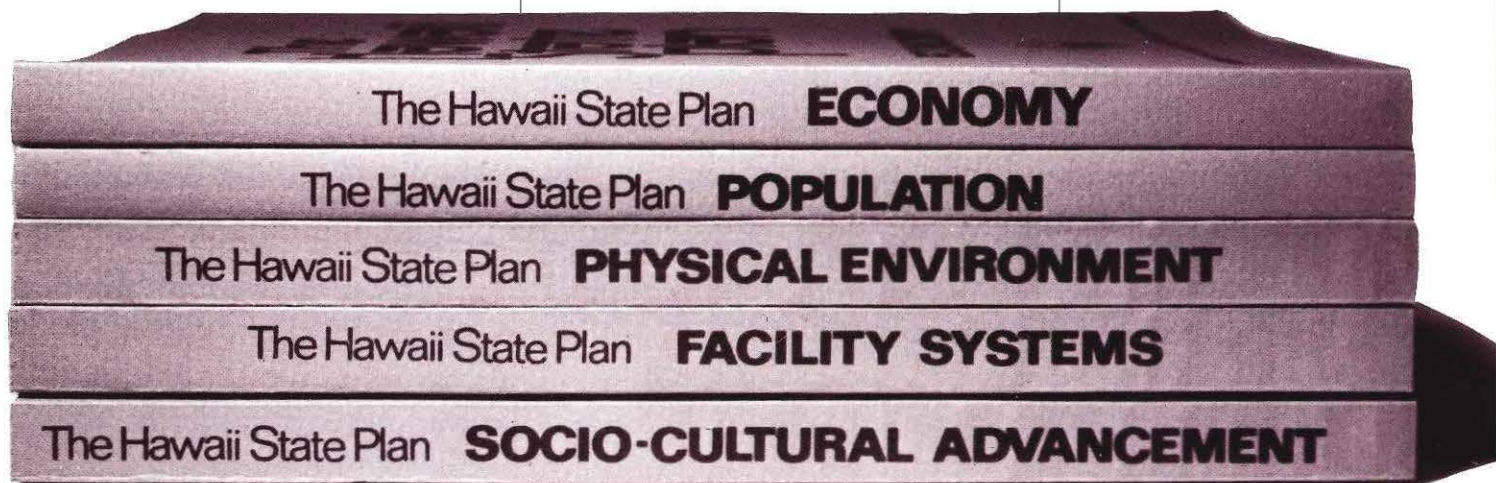
- ☐ The Physical Environment
- ☐ The Economy
- ☐ Population
- ☐ Socio-Cultural Advancement
- ☐ Facility Systems

As we more clearly see we have entered an age of *limited* resources, the need for planning has *increased*. Yet financial support for planning studies, perhaps inevitably, has *decreased*.

So the development of strategic information in a timely, efficient and carefully-defined way becomes, today, more urgently important than ever.

"The department (of planning and economic development) shall: . . . Conduct special studies and prepare reports that address major policy issues relating to statewide growth and development."

Sec. 226-56(6)
Hawaii State Planning Act
Hawaii Revised Statutes



The Economy



The Hawaii State Plan has closely mirrored the economic goals of Hawaii's people. But the results of economic planning—at best—have been mixed over the life of the Plan.

One of the major goals of the Plan is “a strong, viable economy.”

A major priority is stimulating “the economy to provide needed jobs . . .”

Yet, following a strong national trend, there has been a discomfiting slowdown in the rate at which employment has grown.

After Statehood, the annual growth rate of employment averaged 3.5 per cent, compared to 2.1% nationally. Between 1980 and 1985, the annual growth rate of employment in Hawaii fell to 1.8% a year, which was the same as the national average. The projected rate for the next 20 years is 1.3%, compared to a projected national rate of under 1% a year.

Tourism has produced the most new jobs by far. It is projected to do so in the future. But public sentiment regarding tourism is mixed.

Surveys have indicated a strong public desire for government to support tourism while actively seeking ways to diversify the economy.

In 1976, 80% of the public agreed that tourism should be “strongly promoted” as the fastest way to provide jobs. However, 76% also took the view that, “We should not become too dependent on the tourist industry, so we should concentrate on promoting different kinds of industry even if they may not provide a large number of jobs as fast.”

When people were asked in 1981 to choose between continuing to promote tourism or trying “to develop other major industries instead and not rely on tourism so much,” the response was:

- ☐ Continue to support tourism—41%
- ☐ Develop other industries instead—56%

In fact, there have been many State-aided attempts at greater economic diversification, consistent with the economic objectives of the State Plan. But nonetheless the major economic trend has been toward our ever greater reliance on the visitor industry.

In 1963, tourism accounted for 9% of the gross state product. In 1973 this figure was 18%. By 1983 it was 24%. Today the visitor industry accounts for over one-third of all civilian jobs in Hawaii and a third of total personal income.

The State Plan places a high priority on “adequate agricultural lands to ensure the economic viability of the sugar and pineapple industries.”

Implicitly this objective acknowledges the ability of the State to support these industries by protecting agricultural land through zoning. But control of the national Farm Bill and the international sugar and pineapple markets are beyond us.

Sugar and pineapple *have survived* over the life of the State Plan, but they have declined considerably in the process.

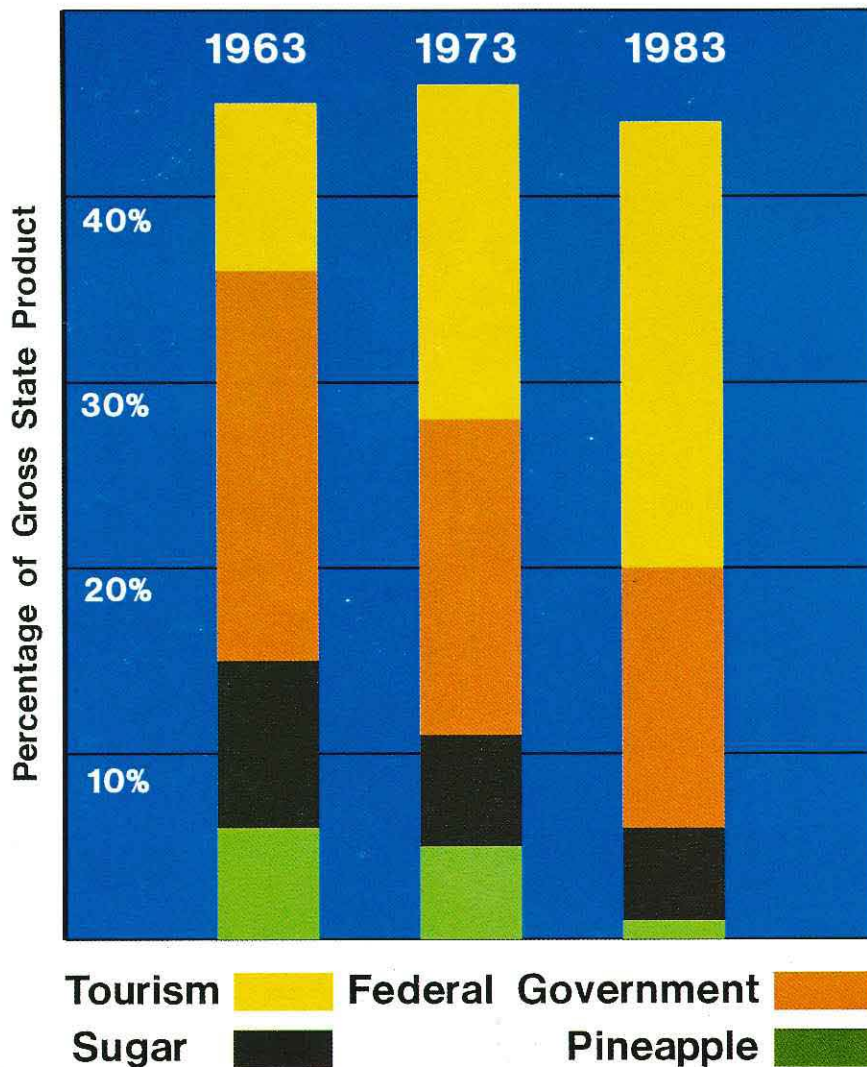
Together sugar and pineapple now account for only six per cent of the gross state product.

Employment in sugar has declined substantially; employment in pineapple has declined drastically.



In 1963, tourism accounted for 9% of the gross state product. In 1973 this figure was 18%. By 1983 it was 24%.

Tourism's Share in Hawaii's Economy



While jobs and total acreage in sugar and pineapple have declined, jobs and acreage in diversified agriculture have both increased—but *not* rapidly enough to offset plantation losses.

Nonetheless there are bright spots.

Macadamia nuts have grown from a \$1 million crop to a \$24 million crop since Statehood. The land planted in macadamia nuts has increased from 2,200 acres to over 15,000 acres.

The size and value of papaya, flower and foliage crops have multiplied many times over.

Vegetable, melon and fruit crops are growing.

Recently, major initiatives have been undertaken in cocoa.

Overall, the outlook projected by the State Plan economic study is for continued strong growth in diversified agriculture.

The State Plan's priority on Neighbor Island development faithfully reflects strong and consistent public support for this idea.

The 1976 opinion survey asked if "additional businesses and economic developments should be located on the Neighbor Islands rather than on Oahu?"

☐ Yes—75%

☐ No—21%

By 1984 the number answering "yes" had declined but was still 62%.

During this 10-year period there has been a strong economic resurgence on the Neighbor Islands, resulting in a reversal of the long-term decline of the Neighbor Island populations.

Revisions/The Economy

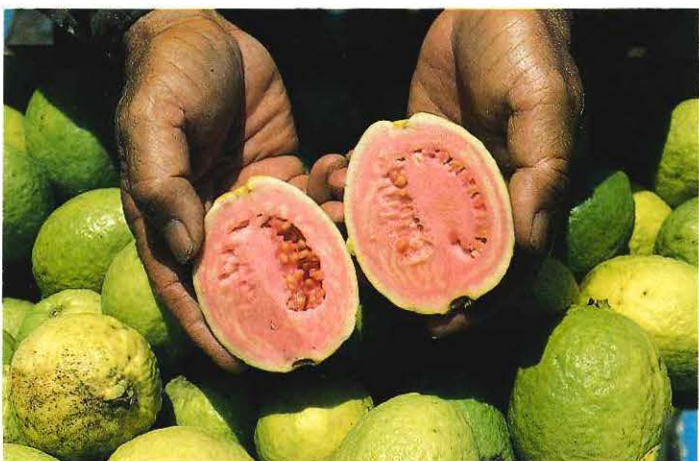


The economy was a major concern of the original law. In the 1986 Revisions to the State Plan, economic development came to play an even more prominent role in the Plan.

The revisions relating to the economy centered on new objectives and policies aimed at creating an improved business climate.

One calls for facilitating the transfer of agricultural lands from nonviable to "economically viable agricultural uses." A second calls for assisting the entry of displaced agricultural workers into "alternative agricultural or other employment."

There were numerous additions to the existing priority guidelines on economic development.



The most explicit said:

"Foster a business climate in Hawaii . . . conducive to the expansion of existing enterprises and the creation and attraction of new business and industry."

A second calls for research, education and training programs "to attract and develop economic activities of benefit to Hawaii."

One calls for ensuring that "state business tax and labor laws and administrative policies are equitable, rational and predictable."

One calls for streamlining permit processes.

A series of new guidelines revolves around developing the skills of the labor force through education and training.



A third seeks to foster understanding of the benefits of "new, growth-oriented industry in Hawaii."

In the area of agriculture, new policies acknowledge the decline of sugar and pineapple.

Population



Between 1960 and 1980, Hawaii's population grew from two thirds of a million people to almost a million people. This rapid growth led to many community strains which related to Hawaii's unique circumstance as America's only Pacific and Island state.

These strains fed into national and international concerns about the effect of too many people. Population growth came to be widely perceived as a "population bomb," destroying the physical ecosystem which sustains us.

In this climate, population emerged as a major theme of the Hawaii State Plan. Entire sections of the Plan are devoted to goals and objectives aimed at the rapid growth of Hawaii's population.

These objectives were in tune with what Hawaii's public wanted at the time—and what the public still wants.

In all four State Plan surveys, people were asked:

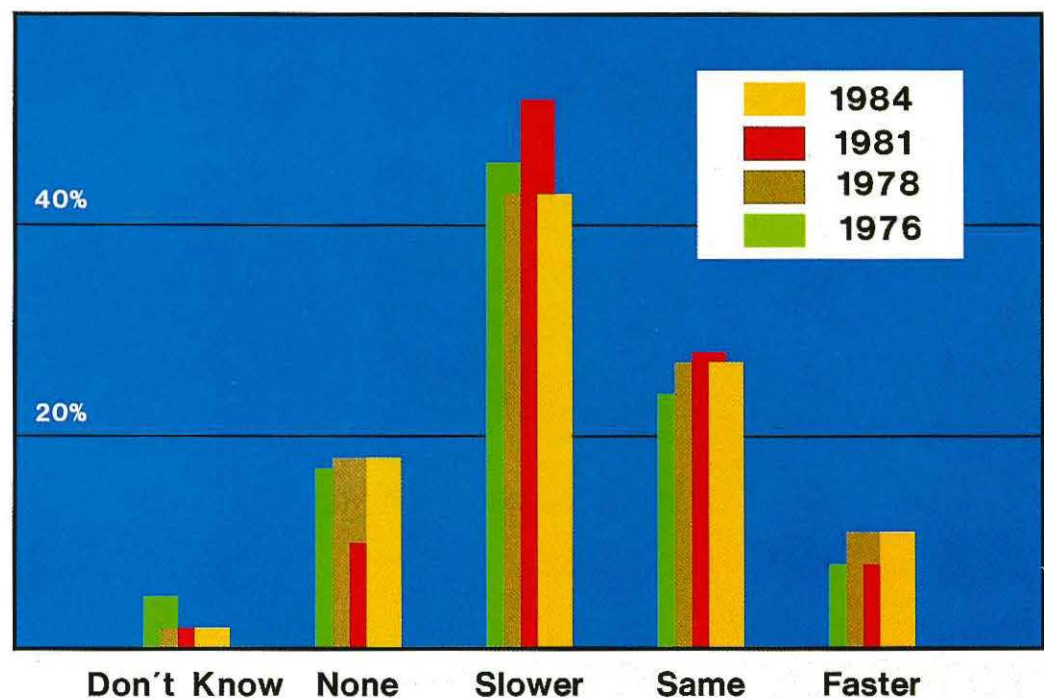
"How fast do you think the population of the State of Hawaii should increase over the next ten years, faster, about the same rate as now, slower, or no increase at all?"

In 1976, a combined total of 52% favored slower growth or no growth at all. Thereafter this total rose to 62% in 1978 and 72% in 1981. In the most recent survey the figure was 66%.

In fact, just such a slowdown of population growth has been occurring. An even slower rate of growth is projected for the future.

The slowing of the rate of population growth is probably one of the most important developments of the 1980's. Yet by its nature, this slowdown does not make news. It is not a headline. It is not much discussed. It is one of those large facts which lies in the category of "less-worrisome-than-it-was."

Desired Levels of Population Growth



The rate of growth in the 1970's which led to such intense feelings was an average 2.3% a year—*compounded*.

Between 1980 and 1985, that rate of growth fell to 1.8%.

Between now and the Year 2000, the average annual rate is projected to be 1.2%.

A second major finding of the surveys is a distinct preference for economic growth on the Neighbor Islands over Oahu.

In the 1976 survey three-fourths of the public favored Neighbor Island economic growth over growth on Oahu. This overwhelming sentiment has declined somewhat, but was still at 62% in 1984.

During this time, there has been a resurgence of the Neighbor Island economies and an attendant growth in Neighbor Island population. This trend is expected to continue.

During the 1970's the Neighbor Island counties grew as follows:

Hawaii—from 63,000 to 92,000

Maui—from 46,000 to 72,000

Kauai—from 30,000 to 39,000

In 1970 the Neighbor Islands had 18% of the total population. By the year 2000, the Neighbor Islands are projected to have about one-fourth of the total population.

Although Neighbor Islands have been growing faster, and will continue to do so, Oahu growth has been greater—and will be greater—in absolute numbers.

The resident populations projected for the year 2000 are as follows:

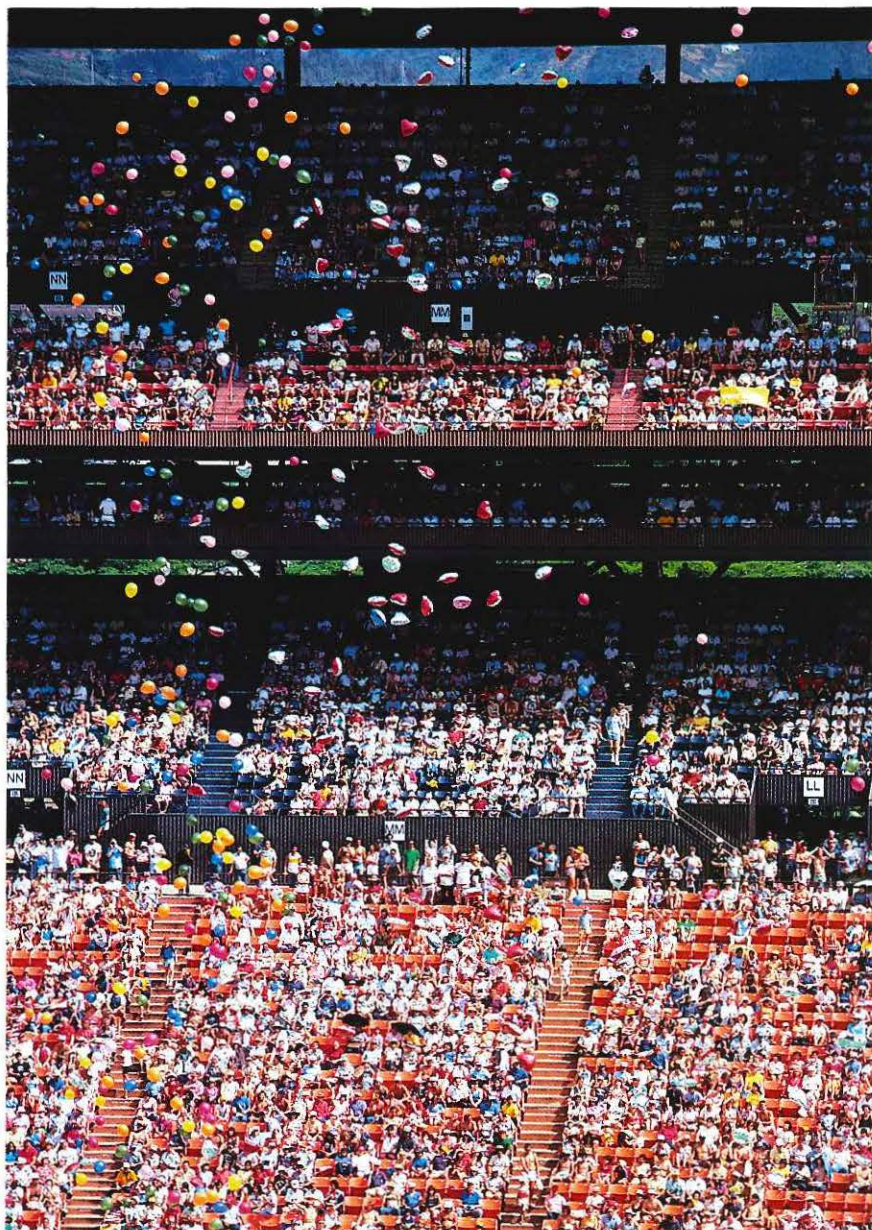
Oahu—925,700

Hawaii—143,200

Maui—129,900

Kauai—69,100

That would make a total of over one and a quarter million people, compared to today's total of just over one million.





Revisions/Land Use

In the revised priority guidelines of the State Plan, policies covering the related questions of population and land use were organized into a unified section—thereby acknowledging the close interrelationship between the two subjects.

Guidelines on land use became more detailed and explicit.

For the first time the Plan spoke of making “marginal or non-essential agricultural lands” available for “appropriate urban uses.” This occurred in context of a net decline in agricultural activity and increased pressure to make more land available for housing and other forms of development.

But as between agriculture and urbanization, the Plan continues to call for discouraging urbanization “in areas where water is insufficient from any source for both agricultural and domestic use.” A new guideline calls for restricting development if it would result in “significantly diminishing the recharge capacity” of an area or exceed the sustainable yield of an area.

Environment

By the time the Hawaii State Plan was enacted in 1978, a sophisticated system of environmental and land-use planning mechanisms was already in place.

The goals, objectives and policies of the State Plan overlays this system.

By law, the State Plan either guides or coordinates the parts of the system.

Prominently this Statewide Planning System includes:

- **The State Land Use Commission**, which classifies all land in the State into urban, rural, agricultural and conservation districts.
- **The State Board of Land and Natural Resources**, which administers all conservation district lands and manages all State-owned lands.
- **The General Plans** and Development Plans of the four Counties, which guide and direct specific growth and development in each county.

"A desired physical environment" is the second of the State Plan's three basic goals.

Extensive statements on environmental objectives and policies prominently include:

- Protection of the shoreline
- Protection of Hawaii's scenic beauty, natural history and historic sites
- Protection of land, air and water quality

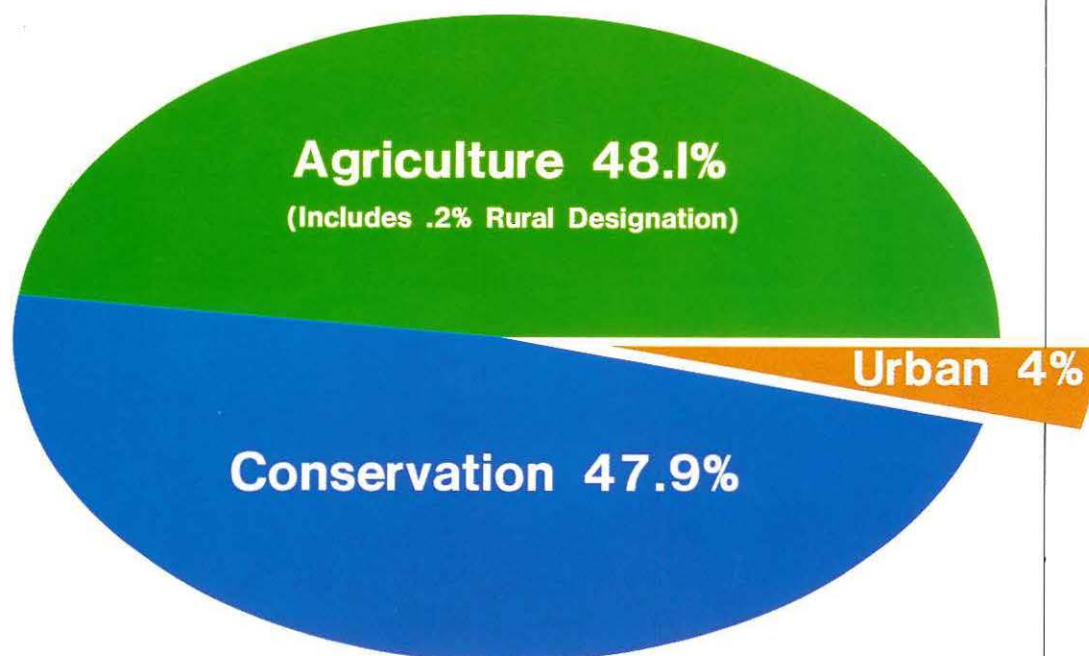
The surveys of the State Plan have found the public is in tune with the environmental approaches of the plan.

In the 1981 survey, 73% agreed or strongly agreed that population growth should be directed to existing urban areas or next to urban areas.

Seventy-nine per cent agreed or strongly agreed that "every effort should be made to keep agricultural and conservation lands from changing to urban use."



Classifications of Hawaii's Land





As already noted, over the life of the State Plan the public sense of intense concern for the environment has been displaced by jobs, education, crime and housing.

When people were asked in 1976 to designate issues as "very important" or "important," clean air and water led the list with 81%.

The 1981 survey asked people to rate progress toward State objectives ("a lot of progress, some progress," etc.)

Clean air and water, scenic beauty and natural resources all had high positive ratings. Conservation of water and the diversification and protection of agriculture likewise had positive ratings, although somewhat lower.

In 1984, people were asked to designate areas "needing most attention." Jobs led the list at 18%. Beauty and natural resources were far down the list (6%), followed by land use and diversified agriculture (4%) and clean air and water (3%).



Facility Systems

Facility systems—or infrastructure—are quickly taken for granted unless they're not working to our satisfaction.

Energy is a problem if it's in short supply, at which point it's a crisis.

We don't think much about airports or highways unless they are somehow inadequate.

The broad area of facility systems includes:

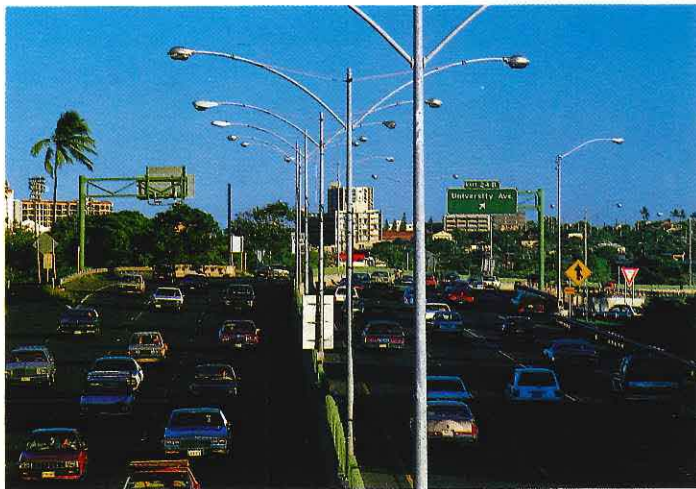
- ☐ Solid and liquid waste
- ☐ Water
- ☐ Transportation
- ☐ Energy and telecommunications

In the 1960's and 1970's there was extensive Federal financial support for planning and developing costly infrastructure. Highway and waste-disposal systems are prominent examples.

Today such funds are much less readily available—this at a time when systems are becoming aged or antiquated.

While changes in this area were slight in the revised State Plan, it is likely that infrastructure maintenance and development will be a more active concern in the coming years.

We don't think much
about airports or
highways unless they are
somehow inadequate.



Socio-Cultural Advancement



The term Socio-Cultural Advancement, as used in The State Plan, refers to many vital and engaging human concerns.

These include education, crime, housing, health and social services.

When the State Plan was first formulated, people were more satisfied with the quality of public education than they are today.

But crime and housing always have rated high on the varying scales of public concern.

Along with increased emphasis on economic development, probably the most important revision of the State Plan in 1986 was the addition of three new areas designated as priority guidelines:

- ☐ Quality Education
- ☐ Crime and Criminal Justice
- ☐ Affordable Housing

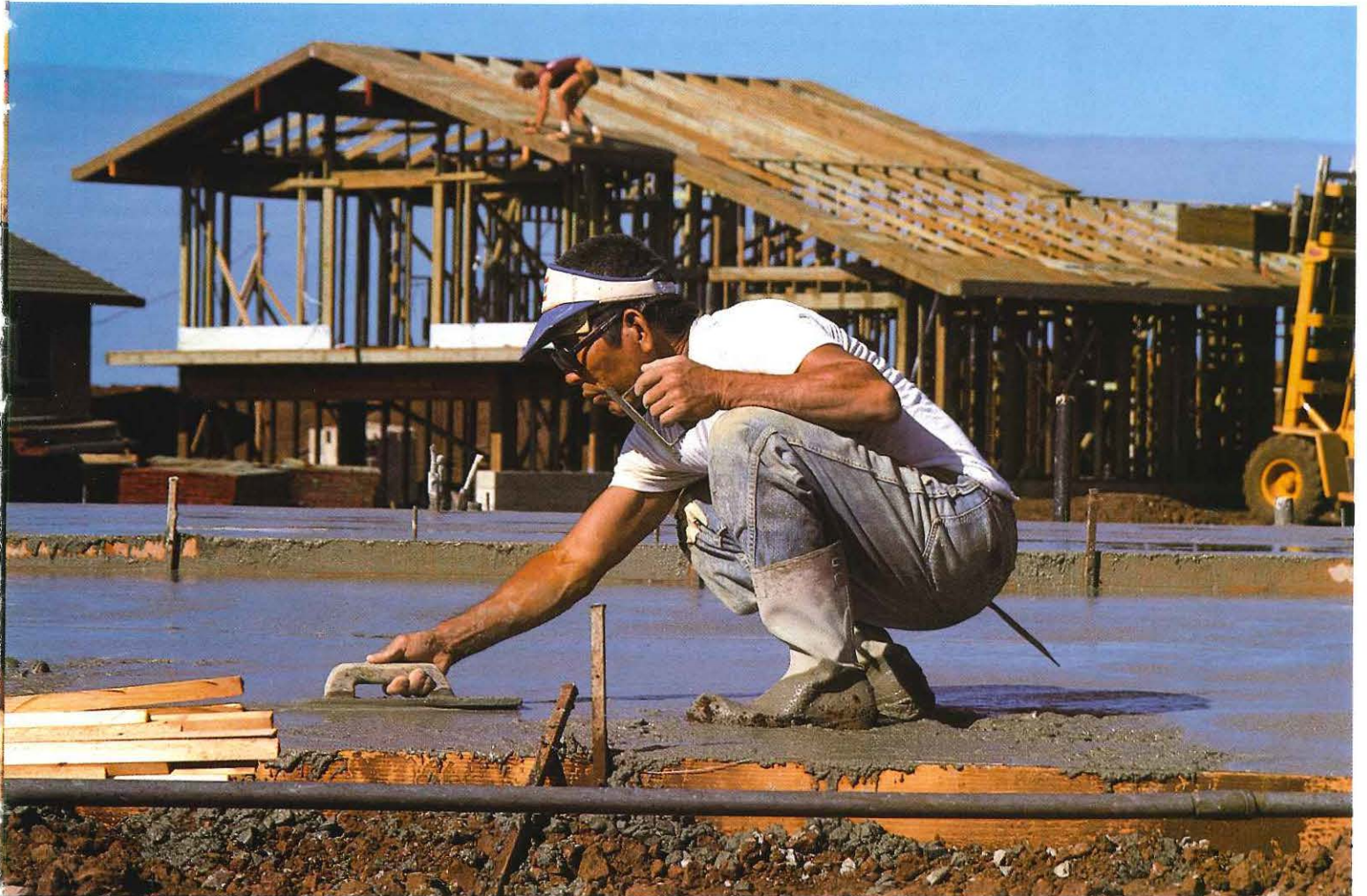
The priority guidelines on education stress a diversity of approaches for improving academic achievement and educational quality. They call for increased autonomy, flexibility and diversity of educational institutions, including institutions for the provision of early childhood education.

Guidelines on crime focus on crime-reduction, correctional facilities and victim-assistance programs.

The housing guidelines emphasize making more land available, promoting methods to reduce production costs and expanding cooperative efforts between the public and private sectors.



Along with increased emphasis on economic development, probably the most important revision of the State Plan in 1986 was the addition of three new areas designated as priority guidelines: Quality Education, Crime and Criminal Justice, Affordable Housing.



Revisions

The State Plan is a dynamic document. It is meant to be reviewed and revised over time.

The first major revision occurred in 1986.

As part of the revision process, public opinion surveys were again conducted. Technical studies were prepared on the five major areas of the plan.

Public informational meetings and conferences were held, then formal public hearings, followed by recommendations from the State Plan Policy Council to the Legislature. The Legislature, in turn, held its own hearings, made its own changes, and formally amended the State Planning Act during its 1986 session.

The most extensive revisions were in the areas of priority public concern:

- ☐ Jobs and the economy
- ☐ Education
- ☐ Crime
- ☐ Housing

(These changes, already briefly described in subject areas in this publication, are reflected in their entirety in the last section, which reprints the law as amended.)

There were various changes to Part I of the law covering objectives and policies. These prominently included statements supporting economic development and a positive business climate.

However, the most extensive changes were in Part III of the law on priorities. The title of this part was changed from Priority Directions to Priority Guidelines, reflecting the nonbinding nature of the statements.

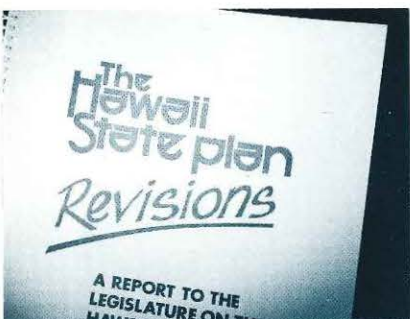
Education, crime and affordable housing were added as priority guidelines.

In a fourth section, population growth was combined with land resource guidelines, reflecting the close relationship between the two.

Perhaps the most pointed new guidelines are on affordable housing. The first says: "Seek to use marginal or non-essential agricultural land and public land to meet housing needs of low and moderate-income and gap-group households."

In this guideline agricultural land *per se* is not necessarily treated as deserving protection from development, but rather the quality of agricultural land is to be weighed. This is a distinct shift.

A second gives existing agriculture priority over new urban uses where the two compete for water: "Encourage restriction of new urban development in areas where water is insufficient from any source for both agricultural and domestic use."



Community Comments

"A precise step-by-step definitive guideline would show which goals are practical and attainable. These guidelines must be in the plan to show that the plan is real and not just some dream of what we would like to have happen. If the goal cannot stand this test it cannot be part of a realistic plan. Anything based on dreams alone cannot realistically be called a plan."

—Resident
Kapaa, Kauai

"I note that the proposed revisions indicate a change in plan direction from maintaining the economic status quo to providing economic stimulation. This is a welcome change."

—C. Dudley Pratt
President
Hawaiian Electric
Industries

"I would be untruthful if I said we were strong supporters of the State Plan from its inception. Initially, we had grave reservations. We did not testify in favor of it. As a matter of fact, we were silent."

"In retrospect, I think the revisions have proven our reservations wrong. This is a flexible program that's looking at very real problems and it has provided for an updating of the Plan to address prospective areas that need immediate attention. And I'm speaking of specifically two areas, business climate in the economy and affordable housing."

—Pete L'Orange
Hawaii (Big Island)
Leeward Planning
Conference



"Future work on the State Plan should be expended on implementation—this transition between the expression of desires and taking positive action to achieve the expressed desires is what is needed to make the State Plan an effective, continuing planning process."

—Land Use Research
Foundation

"The Hawaii State Plan is on the right track."

"I hope this State Plan will provide the answers, solutions, hopes and salvations for the people of Hawaii in its future."

—Retired Worker

"We have been impressed with the scope and high idealism of the Plan."

"What a Plan!"

—Kona Outdoor Circle

Implementation

Areas of the law prescribing implementation of the State Plan were unchanged in the 1986 revision.

However, the mechanisms of implementation nonetheless have been part of an evolutionary process which is vital to an understanding of the status of statewide planning.

These mechanisms for implementation prominently include:

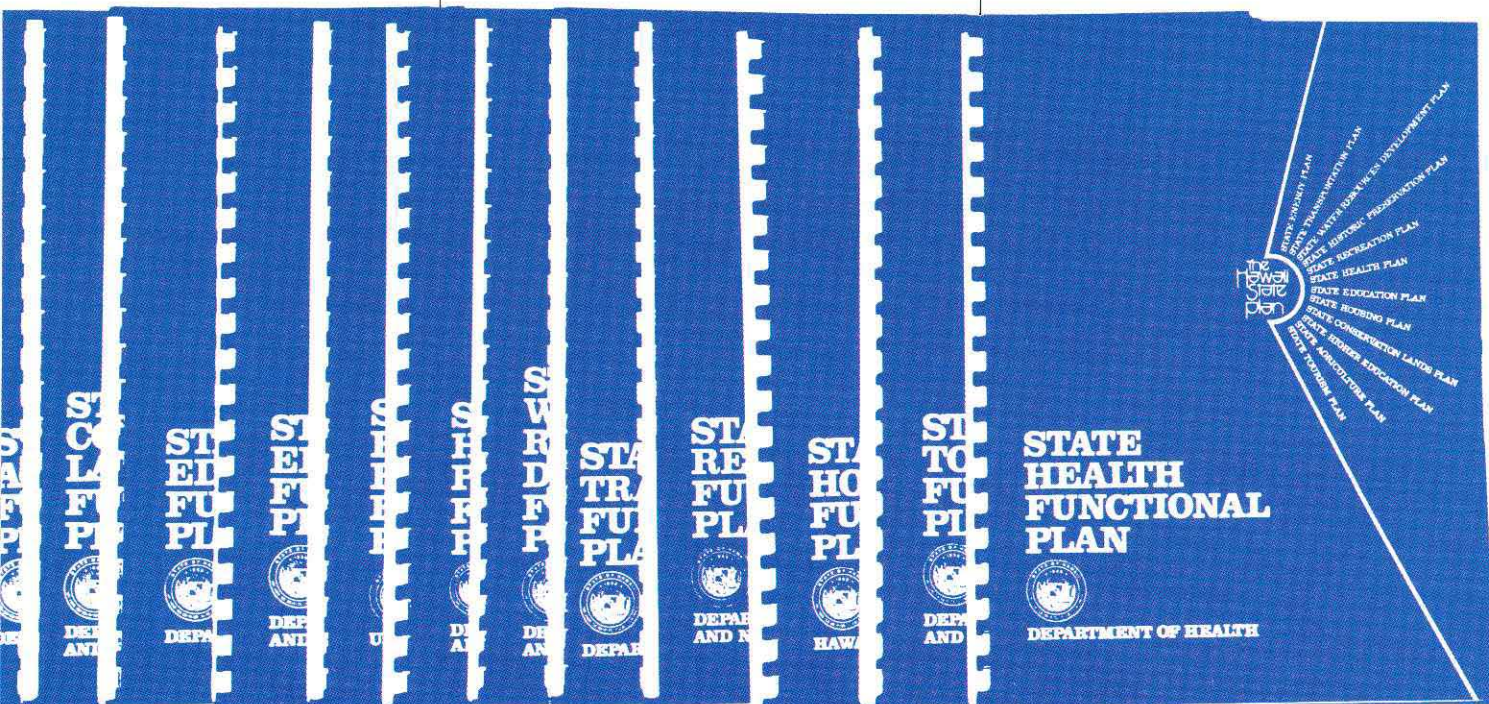
- ☐ State Plan Policy Council
- ☐ State Department of Planning and Economic Development
- ☐ State Functional Plans
- ☐ State programs (including the Land Use Commission, Board of Land and Natural Resources and the State Budget)
- ☐ County General Plans

State Plan Policy Council brings key State officials, the four county planning directors and public representatives together in a unique forum. The Council links administrative government, the public and the State legislature. It is responsible for administration of the Hawaii State Plan.

The State Department of Planning and Economic Development assists the Policy Council, and provides study, analysis, review and recommendation on all State Plan matters.

State Functional Plans provide detailed linkage of programs to policy. By law, the functional plans "implement the goals, objectives, policies and priority guidelines" of the State Plan.

Twelve functional plans were drafted by State functional plan agencies, with extensive input from other agencies and the public. The drafts were coordinated by the Policy Council, then adopted in the 1984 and 1985 sessions of the Legislature after extensive review and debate.





The plans existing to date cover the following:

- ☐ Agriculture
- ☐ Conservation lands
- ☐ Education
- ☐ Energy
- ☐ Health
- ☐ Higher Education
- ☐ Historic Preservation
- ☐ Housing
- ☐ Recreation
- ☐ Tourism
- ☐ Transportation
- ☐ Water Resources

State Programs dealing with both allocation of State resources and regulation in key areas also fall under the policy direction of the Plan. The State Budget, including both the operating and capital budgets, is required to be in conformance and is systematically reviewed for consistency.

The land-classification decisions of the **Land Use Commission** must conform to the Plan. Applicants for reclassification are required to address the policies of the Plan. The Land Use Division of DPED analyzes each application and testifies on applications at public hearings.

Board of Land and Natural Resources decisions on conservation land uses, and uses of State land, likewise are required to be in conformance with the State Plan.

These and other State programs do not fall under any single State Functional Plan but are nonetheless vital to implementation of the Plan.

County General Plans address the unique problems and needs of each County and indicate desired population and physical development patterns for each County. The County General Plans are to further define the goals, objectives, policies and priority guidelines in the Plan.

State Plan Policy Council

One of the most crucial roles of the Hawaii State Plan is to guide the Land Use Commission, which classifies all lands in Hawaii as either urban, rural, agricultural or conservation.

Esther Ueda, as executive officer of the Land Use Commission, has worked closely with the State Plan:

"A lot of people were not (initially) that familiar with the State Plan, so there was an informational process we had to go through. We had to inform people, 'There are these State policies and you have to address them in your petition (for land classification), because the commission is going to be looking at them.'

"Now we've gotten over that first hurdle. We're approaching the second, which is refining how we can better or more effectively address these policies . . . a second stage of more effective implementation.

"We're headed in the right direction but we still have to keep working."





"In the field of energy if you go with the market, you plan on an 18-month to 36-month horizon, but a plan ceases to be a plan if you're only looking 36 months into the future.

"You don't have a big constituency now for that point of view because the price of fuel is down so low that everyone is breathing a sigh of relief and saying, 'Well, we've gotten through that crisis and now we can go on to something that's a big problem.'

"But it's transitory like all things, and if you have a good plan which says, 'We got caught like this in '74, we got caught like this in '79 and so reasonably again in the next 10 years we're going to hit a bind like this, what position do we want to be in when we hit the next bind?'

"We really want to be proactive rather than reactive."

—E. Chip Higgins
Chairman
Energy Advisory
Committee

"If we were to say the goal is to educate all children and teach them the basic skills, everybody would agree with that broad and general statement. But if we said we will emphasize basics to the exclusion of other things, then you don't have agreement. Someone will say, 'We're killing too many people on the road. We need drivers training.' Or someone else will say, 'We're having too many children out of wedlock. We need sex education.' So as soon as you start focusing and being specific, you have disagreement.

"But increasingly we're going to have to focus in order to make progress.

That's what the consensus-building process (of the plan) is all about. Of the hundred goals you can pursue in a year, how do you go about selecting 10 of them that you have the means to work on?"

—Dr. Kellett Min
Institutional Analyst
Department of Education

The Future

In just over 10 years, the Hawaii State Plan idea has been devised, debated, adopted as law, adapted in many new administrative ways, detailed by functional plans—and then revised.

This is an evolutionary process which is ongoing.

One set of pressures would define the plan as a comfortable set of generalizations. A second set of pressures would compel the planning process toward greater specificity.

So in its simplest form, the question of the future is (1) being general versus (2) being specific.

Quite often the comments of people who have worked with the plan (see adjacent columns) turn on this issue.

Robert Cushing, an active participant in higher education, reflects this in his descriptions of the Functional Plan debates. He concludes a plan should be a "roadmap," not a blueprint.

Dr. Kellett Min, Institutional Analyst of the Department of Education, reminds us of how readily we agree on generalizations about education, and how quickly we disagree about specifics. Yet, he concludes that increasingly we must "focus in order to make progress."

E. Chipman Higgins, wary of a future energy crisis, insists on a "proactive" posture rather than a reactive posture for the energy advisory committee which he chairs.

R. Brian Tsujimura of AMFAC Properties sees the plan not "as a static piece of paper" but, rather, as "a method for approaching the future."

In the original formulation of functional plans, ideas on many specific actions retreated into broader generalization. But in the revision of objectives and priorities, the law became more specific in key areas.

So there is a push and pull which seems to be implicit in the very idea of attempting to plan.

The question of specificity occurs constantly in the State Functional Plans and the County General Plans.

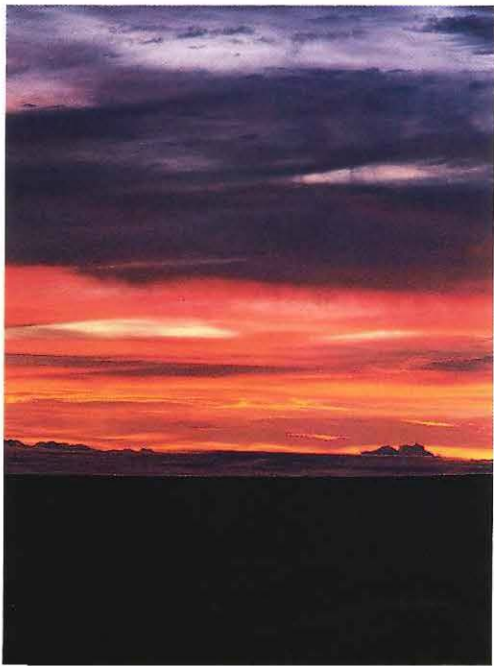
Functional plans are scrutinized both from within and without government for effective linkage to State programs; for the setting of priorities; and for the proper reach of a plan's boundaries.

The relationship of the State Plan to County General Plans puts the issue of general vs. specific in yet another context.

County General Plans are required to further define the policies and priorities of the Hawaii State Plan. Here, there is a continuum of viewpoints. One is that the State Plan's guidance should be very general. A second is that the County General Plans should be completely independent of the State Plan.

It would appear that major strides in planning are digested slowly.

The Statewide Planning System will probably continue to be as specific as it *can be* to set a course for the future; as general as it *has to be* to gain acceptance in a community as diverse as Hawaii.



"In 1977 and 1978 I worked on what was called the Master Plan for post-secondary education in Hawaii. That was a very satisfactory process. So when they put together an advisory committee for the Functional Plan for Higher Education, I was on it.

"The first plan we submitted to the legislature, people said, 'This isn't detailed enough. Give us more details.'

"Okay, we'll give you detail."

"Then the legislature said, 'Too much! Too much.'"

"(By 1984) I was fed up, as were a lot of other people. It was time to adopt it and get on with the work.

"Many people think of a plan as a blueprint. You don't want a blueprint. The minute you get your blueprint made it's out of date. Your plan should be more like a road map. 'Here's where we are and there's where we want to go. And here are alternative routes for getting there.'"

—Robert Cushing
Past Chairman
State Higher Education
Functional Plan
Advisory Committee
University of Hawaii



"Not everyone has the same vision for the document. Some see it as a static piece of paper which freezes, in time immemorial, Hawaii as it is now.

"Or people see it as a snapshot of the future—the 'preferred future' idea. I don't subscribe to that. It is a method for approaching the future.

"What was important back in the 60's was trying to preserve prime 'ag' land as the economic base for the State. What came out of the 70's was a need to see that 'ag' and open spaces were not haphazardly dealt with. In the 80's, we have a swing back to the middle. Yes, we have to preserve the environment and open space and 'ag' lands, but at the same time we have to realize that people need jobs, and the land does not exist by and in and of itself. There are PEOPLE on the land, and it's people who have to be taken care of. So it's a melding of interests for the future."

—R. Brian Tsujimura
President
AMFAC Properties
Development Corp.

Afterword



"What is the alternative to the State Plan? One alternative is to allow this State's future to be subject to individual pressures—pressures which can change from month to month or week to week . . .

"A plan can become reality. It has been demonstrated repeatedly

that the existence of a plan proposing certain things makes it easier to accomplish those aims. People can see the plan, discuss it, debate it and refine it year by year. It enters the thought process of the body politic and the interested public."

—Aaron Levine

Chapter 226
Hawaii Revised Statutes
as amended

CHAPTER 226

HAWAII REVISED STATUTES

An Act Relating to the Hawaii State Plan.

Be It Enacted by the Legislature of the State of Hawaii:

PART I

SEC. 226-1 Findings and purpose. The legislature finds that there is a need to improve the planning process in this State, to increase the effectiveness of public and private actions, to improve coordination among different agencies and levels of government, to provide for wise use of Hawaii's resources and to guide the future development of the State.

The purpose of this chapter is to set forth the Hawaii state plan that shall serve as a guide for the future long-range development of the State; identify the goals, objectives, policies, and priorities for the State; provide a basis for determining priorities and allocating limited resources, such as public funds, services, human resources, land, energy, water, and other resources; improve coordination of state and county plans, policies, programs, projects, and regulatory activities; and to establish a system for plan formulation and program coordination to provide for an integration of all major state and county activities.

SEC. 226-2 Definitions. As used in this chapter, unless the context otherwise requires:

- (1) "Department" means the department of planning and economic development.
- (2) "Policy council" means the council established in section 226-53.
- (3) "Advisory committee" means the committee established in section 226-57 to advise and assist in the formulation of the state functional plans.
- (4) "State agency" means any department, office, board, or commission of the State, or the University of Hawaii.
- (5) "County agency" means any department, office, board or commission of the county.
- (6) "Hawaii state plan" means a long-range comprehensive plan, including the overall theme, goals, objectives, policies, priority guidelines, and implementation mechanisms established in this chapter.
- (7) "Priority guidelines" means those guidelines which shall take precedence when addressing areas of statewide concern.
- (8) "County general plan" means the comprehensive long-range plan or development plan, if any, which has been adopted by ordinance or resolution by a county council.
- (9) "County development plan" means a relatively detailed plan for an area or region within a county to implement the objectives and policies of a county general plan.
- (10) "Functional plan" means a plan setting forth the policies, statewide guidelines, and priorities within a specific field of activity, when such activity or program is proposed, administered, or funded by any agency of the State.
- (11) "State programs" means a combination of actions and activities undertaken by any state agency that are designed, coordinated, and executed to achieve an objective or set of objectives

and policies within defined areas of concern.

- (12) "A-95 Clearinghouse" means the agency or agencies designated to carry out the procedures established pursuant to federal directive A-95 whereby certain applications for federal funds are reviewed and affected agencies are notified of the proposed applications.
- (13) "Socio-cultural advancement" means those collective efforts, through governmental or private organizations or both, to improve the community or social well-being by carrying out the objectives and policies as related to: housing, health, education, social services, leisure, individual rights, culture, and public safety.
- (14) For the purposes of sections 226-52, 226-57, and 226-62, "conform," "in conformance with this chapter" or "be in conformance with the overall theme, goals, objectives and policies" means the weighing of the overall theme, goals, objectives and policies of this chapter and a determination that an action, decision, rule or state program is consistent with the overall theme, and fulfills one or more of the goals, objectives or policies of this chapter.
- (15) For the purposes of this chapter, "guidelines" means a stated course of action which is desirable and should be followed unless a determination is made that it is not the most desirable in a particular case; thus, a guideline may be deviated from without penalty or sanction.

SEC. 226-3 Overall theme. Hawaii's people, as both individuals and groups, generally accept and live by a number of principles or values which are an integral part of society. This concept is the unifying theme of the state plan. The following principles or values are established as the overall theme of the Hawaii state plan:

- (1) *Individual and family self-sufficiency* refers to the rights of people to maintain as much self-reliance as possible. It is an expression of the value of independence, in other words, being able to freely pursue personal interests and goals. Self-sufficiency means that individuals and families can express and maintain their own self-interest so long as that self-interest does not adversely affect the general welfare. Individual freedom and individual achievement are possible only by reason of other people in society, the institutions, arrangements and customs that they maintain, and the rights and responsibilities that they sanction.
- (2) *Social and economic mobility* refers to the right of individuals to choose and to have the opportunities for choice available to them. It is a corollary to self-sufficiency. Social and economic mobility means that opportunities and incentives are available for people to seek out their own levels of social and economic fulfillment.
- (3) *Community or social well-being* is a value that encompasses many things. In essence, it refers to healthy social, economic, and physical environments that benefit the community as a whole. A sense of social responsibility, of caring for others and for the well-being of our community and of participating in social and political life, are important aspects of this concept. It further implies the aloha spirit—attitudes of tolerance, respect, coop-

eration and unselfish giving, within which Hawaii's society can progress.

One of the basic functions of our society is to enhance the ability of individuals and groups to pursue their goals freely, to satisfy basic needs and to secure desired socio-economic levels. The elements of choice and mobility within society's legal framework are fundamental rights. Society's role is to encourage conditions within which individuals and groups can approach their desired levels of self-reliance and self-determination. This enables people to gain confidence and self-esteem; citizens contribute more when they possess such qualities in a free and open society.

Government promotes citizen freedom, self-reliance, self-determination, social and civic responsibility and goal achievement by keeping order, by increasing cooperation among many diverse individuals and groups, and by fostering social and civic responsibilities that affect the general welfare. The greater the number and activities of individuals and groups, the more complex government's role becomes. The function of government, however, is to assist citizens in attaining their goals. Government provides for meaningful participation by the people in decision-making and for effective access to authority as well as an equitable sharing of benefits. Citizens have a responsibility to work with their government to contribute to society's improvement. They must also conduct their activities within an agreed-upon legal system that protects human rights.

SEC. 226-4 State goals. In order to guarantee, for present and future generations, those elements of choice and mobility that insure that individuals and groups may approach their desired levels of self-reliance and self-determination, it shall be the goals of the State to achieve:

- (1) A strong, viable economy, characterized by stability, diversity, and growth, that enables the fulfillment of the needs and expectations of Hawaii's present and future generations.
- (2) A desired physical environment, characterized by beauty, cleanliness, quiet, stable natural systems, and uniqueness, that enhances the mental and physical well-being of the people.
- (3) Physical, social, and economic well-being, for individuals and families in Hawaii, that nourishes a sense of community responsibility, of caring, and of participation in community life.

SEC. 226-5 Objective and policies for population.

(a) It shall be the objective in planning for the State's population to guide population growth to be consistent with the achievement of physical, economic, and social objectives contained in this chapter.

(b) To achieve the population objective, it shall be the policy of this State to:

- (1) Manage population growth statewide in a manner that provides increased opportunities for Hawaii's people to pursue their physical, social, and economic aspirations while recognizing the unique needs of each county.
- (2) Encourage an increase in economic activities and employment opportunities on the Neighbor Islands consistent with community needs and desires.
- (3) Promote increased opportunities for Hawaii's people to pursue their socio-economic aspirations throughout the islands.

- (4) Encourage research activities and public awareness programs to foster an understanding of Hawaii's limited capacity to accommodate population needs and to address concerns resulting from an increase in Hawaii's population.
- (5) Encourage federal actions that will promote a more balanced distribution of immigrants among the states, provided that such actions do not prevent the reunion of immediate family members.
- (6) Pursue an increase in federal assistance for states with a greater proportion of foreign immigrants relative to their state's population.
- (7) Plan the development and availability of land and water resources in a coordinated manner so as to provide for the desired levels of growth in each geographic area.

SEC. 226-6 Objectives and policies for the economy—in general. (a) Planning for the State's economy in general shall be directed toward achievement of the following objectives:

- (1) Increased and diversified employment opportunities to achieve full employment, increased income and job choice, and improved living standards for Hawaii's people.
 - (2) A steadily growing and diversified economic base that is not overly dependent on a few industries.
- (b) To achieve the general economic objectives, it shall be the policy of this State to:
- (1) Expand Hawaii's national and international marketing, communication, and organizational ties, to increase the State's capacity to adjust to and capitalize upon economic changes and opportunities occurring outside the State.
 - (2) Promote Hawaii as an attractive market for environmentally and socially sound investment activities that benefit Hawaii's people.
 - (3) Seek broader outlets for new or expanded Hawaii business investments.
 - (4) Expand existing markets and penetrate new markets for Hawaii's products and services.
 - (5) Assure that the basic economic needs of Hawaii's people are maintained in the event of disruptions in overseas transportation.
 - (6) Strive to achieve a level of construction activity responsive to, and consistent with, state growth objectives.
 - (7) Encourage the formation of cooperatives and other favorable marketing arrangements at the local or regional level to assist Hawaii's small scale producers, manufacturers, and distributors.
 - (8) Encourage labor-intensive activities that are economically satisfying and which offer opportunities for upward mobility.
 - (9) Foster greater cooperation and coordination between the public and private sectors in developing Hawaii's employment and economic growth opportunities.
 - (10) Stimulate the development and expansion of economic activities which will benefit areas with substantial or expected employment problems.
 - (11) Maintain acceptable working conditions and standards for Hawaii's workers.

- (12) Provide equal employment opportunities for all segments of Hawaii's population through affirmative action and non-discrimination measures.
- (13) Encourage businesses that have favorable financial multiplier effects within Hawaii's economy.
- (14) Promote and protect intangible resources in Hawaii, such as scenic beauty and the aloha spirit, which are vital to a healthy economy.
- (15) Increase effective communication between the educational community and the private sector to develop relevant curricula and training programs to meet future employment needs in general, and requirements of new, potential growth industries in particular.
- (16) Foster a business climate in Hawaii—including attitudes, tax and regulatory policies, and financial and technical assistance programs—that is conducive to the expansion of existing enterprises and the creation and attraction of new business and industry.

SEC. 226-7 Objective and policies for the economy—agriculture. (a) Planning for the State's economy with regard to agriculture shall be directed towards achievement of the following objectives:

- (1) Continued viability in Hawaii's sugar and pineapple industries.
 - (2) Continued growth and development of diversified agriculture throughout the State.
- (b) To achieve the agriculture objectives, it shall be the policy of this State to:
- (1) Foster increased public awareness and understanding of the contributions and benefits of agriculture as a major sector of Hawaii's economy.
 - (2) Seek the enactment and retention of federal and state legislation that benefits Hawaii's agricultural industries.
 - (3) Strengthen diversified agriculture by developing an effective promotion, marketing, and distribution system between Hawaii's producers and consumer markets locally, on the continental United States, and internationally.
 - (4) Support research and development activities that provide greater efficiency and economic productivity in agriculture.
 - (5) Enhance agricultural growth by providing public incentives and encouraging private initiatives.
 - (6) Assure the availability of agriculturally suitable lands with adequate water to accommodate present and future needs.
 - (7) Increase the attractiveness and opportunities for an agricultural education and livelihood.
 - (8) Expand Hawaii's agricultural base by promoting growth and development of flowers, tropical fruits and plants, livestock, feed grains, forestry, food crops, aquaculture, and other potential enterprises.
 - (9) Promote economically competitive activities that increase Hawaii's agricultural self-sufficiency.
 - (10) Promote and assist in the establishment of sound financial programs for diversified agriculture.
 - (11) Institute and support programs and activities to assist the entry of displaced agricultural workers

into alternative agricultural or other employment.

- (12) Facilitate the transition of agricultural lands in economically non-feasible agricultural production to economically viable agricultural uses.

SEC. 226-8 Objective and policies for the economy—visitor industry. (a) Planning for the State's economy with regard to the visitor industry shall be directed towards the achievement of the objective of a visitor industry that constitutes a major component of steady growth for Hawaii's economy.

(b) To achieve the visitor industry objective, it shall be the policy of this State to:

- (1) Support and assist in the promotion of Hawaii's visitor attractions and facilities.
- (2) Ensure that visitor industry activities are in keeping with the social, economic, and physical needs and aspirations of Hawaii's people.
- (3) Improve the quality of existing visitor destination areas.
- (4) Encourage cooperation between the public and private sectors in developing and maintaining well-designed, adequately serviced visitor industry and related developments which are sensitive to neighboring communities and activities.
- (5) Develop the industry in a manner that will continue to provide new job opportunities and steady employment for Hawaii's people.
- (6) Provide opportunities for Hawaii's people to obtain job training and education that will allow for upward mobility within the visitor industry.
- (7) Foster a recognition of the contribution of the visitor industry to Hawaii's economy and the need to perpetuate the aloha spirit.
- (8) Foster an understanding by visitors of the aloha spirit and of the unique and sensitive character of Hawaii's cultures and values.

SEC. 226-9 Objective and policies of the economy—federal expenditures. (a) Planning for the State's economy with regard to federal expenditures shall be directed towards achievement of the objective of a stable federal investment base as an integral component of Hawaii's economy.

(b) To achieve the federal expenditures objective, it shall be the policy of this State to:

- (1) Encourage the sustained flow of federal expenditures in Hawaii that generates long-term government civilian employment.
- (2) Promote Hawaii's supportive role in national defense.
- (3) Promote the development of federally supported activities in Hawaii that respect state-wide economic concerns, are sensitive to community needs, and minimize adverse impacts on Hawaii's environment.
- (4) Increase opportunities for entry and advancement of Hawaii's people into federal government service.
- (5) Promote federal use of local commodities, services, and facilities available in Hawaii.
- (6) Strengthen federal-state-county communication and coordination in all federal activities that affect Hawaii.

- (7) Pursue the return of federally controlled lands in Hawaii that are not required for either the defense of the nation or for other purposes of national importance, and promote the mutually beneficial exchanges of land between federal agencies, the State, and the counties.

SEC. 226-10 Objective and policies for the economy—potential growth activities. (a) Planning for the State's economy with regard to potential growth activities shall be directed towards achievement of the objective of development and expansion of potential growth activities that serve to increase and diversify Hawaii's economic base.

(b) To achieve the potential growth activity objective, it shall be the policy of this State to:

- (1) Facilitate investment and employment in economic activities that have the potential for growth such as diversified agriculture, aquaculture, apparel and textile manufacturing, film and television production, and energy and marine-related industries.
- (2) Expand Hawaii's capacity to attract and service international programs and activities that generate employment for Hawaii's people.
- (3) Enhance and promote Hawaii's role as a center for international relations, trade, finance, services, technology, education, culture, and the arts.
- (4) Accelerate research and development of new energy-related industries based on wind, solar, ocean, and underground resources and solid waste.
- (5) Promote Hawaii's geographic, environmental, social, and technological advantages to attract new economic activities into the State.
- (6) Provide public incentives and encourage private initiative to attract new industries that best support Hawaii's social, economic, physical, and environmental objectives.
- (7) Increase research and the development of ocean-related economic activities such as mining, food production, and scientific research.
- (8) Develop, promote, and support research and educational and training programs that will enhance Hawaii's ability to attract and develop economic activities of benefit to Hawaii.
- (9) Foster a broader public recognition and understanding of the potential benefits of new, growth-oriented industry in Hawaii.

SEC. 226-11 Objectives and policies for the physical environment—land-based, shoreline, and marine resources. (a) Planning for the State's physical environment with regard to land-based, shoreline, and marine resources shall be directed towards achievement of the following objectives:

- (1) Prudent use of Hawaii's land-based, shoreline, and marine resources.
- (2) Effective protection of Hawaii's unique and fragile environmental resources.

(b) To achieve the land-based, shoreline, and marine resources objectives, it shall be the policy of this State to:

- (1) Exercise an overall conservation ethic in the use of Hawaii's natural resources.
- (2) Ensure compatibility between land-based and

water-based activities and natural resources and ecological systems.

- (3) Take into account the physical attributes of areas when planning and designing activities and facilities.
- (4) Manage natural resources and environs to encourage their beneficial and multiple use without generating costly or irreparable environmental damage.
- (5) Consider multiple uses in watershed areas, provided such uses do not detrimentally affect water quality and recharge functions.
- (6) Encourage the protection of rare or endangered plant and animal species and habitats native to Hawaii.
- (7) Provide public incentives that encourage private actions to protect significant natural resources from degradation or unnecessary depletion.
- (8) Pursue compatible relationships among activities, facilities, and natural resources.
- (9) Promote increased accessibility and prudent use of inland and shoreline areas for public recreational, educational, and scientific purposes.

SEC. 226-12 Objective and policies for the physical environment—scenic, natural beauty, and historic resources. (a) Planning for the State's physical environment shall be directed towards achievement of the objective of enhancement of Hawaii's scenic assets, natural beauty, and multicultural/historical resources.

(b) To achieve the scenic, natural beauty, and historic resources objective, it shall be the policy of this State to:

- (1) Promote the preservation and restoration of significant natural and historic resources.
- (2) Provide incentives to maintain and enhance historic, cultural, and scenic amenities.
- (3) Promote the preservation of views and vistas to enhance the visual and aesthetic enjoyment of mountains, ocean, scenic landscapes, and other natural features.
- (4) Protect those special areas, structures, and elements that are an integral and functional part of Hawaii's ethnic and cultural heritage.
- (5) Encourage the design of developments and activities that complement the natural beauty of the islands.

SEC. 226-13 Objectives and policies for the physical environment—land, air, and water quality. (a) Planning for the State's physical environment with regard to land, air, and water quality shall be directed towards achievement of the following objectives:

- (1) Maintenance and pursuit of improved quality in Hawaii's land, air, and water resources.
- (2) Greater public awareness and appreciation of Hawaii's environmental resources.

(b) To achieve the land, air, and water quality objectives, it shall be the policy of this State to:

- (1) Foster educational activities that promote a better understanding of Hawaii's limited environmental resources.
- (2) Promote the proper management of Hawaii's land and water resources.

- (3) Promote effective measures to achieve desired quality in Hawaii's surface, ground, and coastal waters.
- (4) Encourage actions to maintain or improve aural and air quality levels to enhance the health and well-being of Hawaii's people.
- (5) Reduce the threat to life and property from erosion, flooding, tsunamis, hurricanes, earthquakes, volcanic eruptions, and other natural or man-induced hazards and disasters.
- (6) Encourage design and construction practices that enhance the physical qualities of Hawaii's communities.
- (7) Encourage urban developments in close proximity to existing services and facilities.
- (8) Foster recognition of the importance and value of the land, air, and water resources to Hawaii's people, their cultures and visitors.

SEC. 226-14 Objective and policies for facility systems—in general. (a) Planning for the State's facility systems in general shall be directed towards achievement of the objective of water, transportation, waste disposal, and energy and telecommunication systems that support statewide social, economic, and physical objectives.

(b) To achieve the general facility systems objective, it shall be the policy of this State to:

- (1) Accommodate the needs of Hawaii's people through coordination of facility systems and capital improvement priorities in consonance with state and county plans.
- (2) Encourage flexibility in the design and development of facility systems to promote prudent use of resources and accommodate changing public demands and priorities.
- (3) Ensure that required facility systems can be supported within resource capacities and at reasonable cost to the user.
- (4) Pursue alternative methods of financing programs and projects and cost-saving techniques in the planning, construction, and maintenance of facility systems.

SEC. 226-15 Objectives and policies for facility systems—solid and liquid wastes. (a) Planning for the State's facility systems with regard to solid and liquid wastes shall be directed towards the achievement of the following objectives:

- (1) Maintenance of basic public health and sanitation standards relating to treatment and disposal of solid and liquid wastes.
- (2) Provision of adequate sewerage facilities for physical and economic activities that alleviate problems in housing, employment, mobility, and other areas.

(b) To achieve solid and liquid waste objectives, it shall be the policy of this State to:

- (1) Encourage the adequate development of sewerage facilities that complement planned growth.
- (2) Promote re-use and recycling to reduce solid and liquid wastes and employ a conservation ethic.
- (3) Promote research to develop more efficient and economical treatment and disposals of solid and liquid wastes.

SEC. 226-16 Objective and policies for facility systems—water. (a) Planning for the State's facility systems with regard to water shall be directed towards achievement of the objective of the provision of water to adequately accommodate domestic, agricultural, commercial, industrial, recreational, and other needs within resource capacities.

(b) To achieve the facility systems water objective, it shall be the policy of this State to:

- (1) Coordinate development of land use activities with existing and potential water supply.
- (2) Support research and development of alternative methods to meet future water requirements well in advance of anticipated needs.
- (3) Reclaim and encourage the productive use of runoff water and waste water discharges.
- (4) Assist in improving the quality, efficiency, service, and storage capabilities of water systems for domestic and agricultural use.
- (5) Support water supply services to areas experiencing critical water problems.
- (6) Promote water conservation programs and practices in government, private industry, and the general public to help ensure adequate water to meet long-term needs.

SEC. 226-17 Objectives and policies for facility systems—transportation. (a) Planning for the State's facility systems with regard to transportation shall be directed towards the achievement of the following objectives:

- (1) An integrated multi-modal transportation system that services statewide needs and promotes the efficient, economical, safe, and convenient movement of people and goods.
- (2) A statewide transportation system consistent with planned growth objectives throughout the State.

(b) To achieve the transportation objectives, it shall be the policy of this State to:

- (1) Design, program, and develop a multi-modal system in conformance with desired growth and physical development as stated in this chapter.
- (2) Coordinate state, county, federal, and private transportation activities and programs toward the achievement of statewide objectives.
- (3) Encourage a reasonable distribution of financial responsibilities for transportation among participating governmental and private parties.
- (4) Provide for improved accessibility to shipping, docking, and storage facilities.
- (5) Promote a reasonable level and variety of mass transportation services that adequately meet statewide and community needs.
- (6) Encourage transportation systems that serve to accommodate present and future development needs of communities.
- (7) Encourage a variety of carriers to offer increased opportunities and advantages to inter-island movement of people and goods.
- (8) Increase the capacities of airport and harbor systems and support facilities to effectively accommodate transshipment and storage needs.
- (9) Encourage the development of transportation

systems and programs which would assist statewide economic growth and diversification.

- (10) Encourage the design and development of transportation systems sensitive to the needs of affected communities and the quality of Hawaii's natural environment.
- (11) Encourage safe and convenient uses of low-cost, energy-efficient, non-polluting means of transportation.

SEC. 226-18 Objectives and policies for facility systems—energy/telecommunications. (a) Planning for the State's facility systems with regard to energy/telecommunication shall be directed towards the achievement of the following objectives:

- (1) Dependable, efficient, and economical statewide energy and telecommunication systems capable of supporting the needs of the people.
- (2) Increased energy self-sufficiency.

(b) To achieve the energy/telecommunication objectives, it shall be the policy of this State to ensure the provision of adequate, reasonably priced, and dependable power and telecommunication services to accommodate demand.

(c) To further achieve the energy objectives, it shall be the policy of this State to:

- (1) Support research and development as well as promote the use of renewable energy sources.
- (2) Ensure a sufficient supply of energy to enable power systems to support the demands of growth.
- (3) Promote prudent use of power and fuel supplies through conservation measures including education and energy-efficient practices and technologies.
- (4) Ensure that the development or expansion of power systems and sources adequately consider environmental, public health, and safety concerns, and resource limitations.

(d) To further achieve the telecommunication objective, it shall be the policy of this State to:

- (1) Facilitate research and development of telecommunication systems and resources.
- (2) Encourage public and private sector efforts to develop means for adequate, ongoing telecommunication planning.
- (3) Promote efficient management and use of existing telecommunication systems and services.
- (4) Facilitate the development of education and training of telecommunication personnel.

SEC. 226-19 Objectives and policies for socio-cultural advancement—housing. (a) Planning for the State's socio-cultural advancement with regard to housing shall be directed towards achievement of the following objectives:

- (1) Greater opportunities for Hawaii's people to secure reasonably priced, safe, sanitary, livable homes located in suitable environments that satisfactorily accommodate the needs and desires of families and individuals.
- (2) The orderly development of residential areas sensitive to community needs and other land uses.

(b) To achieve the housing objectives, it shall be the policy of this State to:

- (1) Effectively accommodate the housing needs of Hawaii's people.
- (2) Stimulate and promote feasible approaches that increase housing choices for low-income, moderate-income, and gap-group households.
- (3) Increase homeownership and rental opportunities and choices in terms of quality, location, cost, densities, style, and size of housing.
- (4) Promote appropriate improvement, rehabilitation, and maintenance of existing housing units and residential areas.
- (5) Promote design and location of housing developments taking into account the physical setting, accessibility to public facilities and services, and other concerns of existing communities and surrounding areas.
- (6) Facilitate the use of available vacant, developable, and underutilized urban lands for housing.
- (7) Foster a variety of lifestyles traditional to Hawaii through the design and maintenance of neighborhoods that reflect the cultures and values of the community.
- (8) Promote research and development of methods to reduce the cost of housing construction in Hawaii.

SEC. 226-20 Objectives and policies for socio-cultural advancement—health. (a) Planning for the State's socio-cultural advancement with regard to health shall be directed towards achievement of the following objectives:

- (1) Fulfillment of basic individual health needs of the general public.
- (2) Maintenance of sanitary and environmentally healthful conditions in Hawaii's communities.

(b) To achieve the health objectives, it shall be the policy of this State to:

- (1) Provide adequate and accessible services and facilities for prevention and treatment of physical and mental health problems, including substance abuse.
- (2) Encourage improved cooperation among public and private sectors in the provision of health care to accommodate the total health needs of individuals throughout the State.
- (3) Encourage public and private efforts to develop and promote statewide and local strategies to reduce health care and related insurance costs.
- (4) Foster an awareness of the need for personal health maintenance and preventive health care through education and other measures.
- (5) Provide programs, services, and activities that ensure environmentally healthful and sanitary conditions.
- (6) Improve the State's capabilities in preventing contamination by pesticides and other potentially hazardous substances through increased coordination, education, monitoring, and enforcement.

SEC. 226-21 Objective and policies for socio-cultural advancement—education. (a) Planning for the State's socio-cultural advancement with regard to education shall be directed towards achievement of the objective of the provision of a variety of educational oppor-

tunities to enable individuals to fulfill their needs, responsibilities, and aspirations.

(b) To achieve the education objective, it shall be the policy of this State to:

- (1) Support educational programs and activities that enhance personal development, physical fitness, recreation, and cultural pursuits of all groups.
- (2) Ensure the provision of adequate and accessible educational services and facilities that are designed to meet individual and community needs.
- (3) Provide appropriate educational opportunities for groups with special needs.
- (4) Promote educational programs which enhance understanding of Hawaii's cultural heritage.
- (5) Provide higher educational opportunities that enable Hawaii's people to adapt to changing employment demands.
- (6) Assist individuals, especially those experiencing critical employment problems or barriers, or undergoing employment transitions, by providing appropriate employment training programs and other related educational opportunities.
- (7) Promote programs and activities that facilitate the acquisition of basic skills, such as reading, writing, computing, listening, speaking, and reasoning.
- (8) Emphasize quality educational programs in Hawaii's institutions to promote academic excellence.
- (9) Support research programs and activities that enhance the education programs of the State.

SEC. 226-22 Objective and policies for socio-cultural advancement—social services. (a) Planning for the State's socio-cultural advancement with regard to social services shall be directed towards the achievement of the objective of improved public and private social services and activities that enable individuals, families, and groups to become more self-reliant and confident to improve their well-being.

(b) To achieve the social service objective, it shall be the policy of the State to:

- (1) Assist individuals, especially those in need of attaining a minimally adequate standard of living and those confronted by social and economic hardship conditions, through social services and activities within the State's fiscal capacities.
- (2) Promote coordination and integrative approaches among public and private agencies and programs to jointly address social problems that will enable individuals, families, and groups to deal effectively with social problems and to enhance their participation in society.
- (3) Facilitate the adjustment of new residents, especially recently arrived immigrants, into Hawaii's communities.
- (4) Promote alternatives to institutional care in the provision of long-term care for the elderly and disabled populations.
- (5) Support public and private efforts to prevent domestic abuse and child molestation, and assist victims of abuse and neglect.
- (6) Promote programs which assist people in need of family planning services to enable them to meet their needs.

SEC. 226-23 Objective and policies for socio-cultural advancement—leisure. (a) Planning for the State's socio-cultural advancement with regard to leisure shall be directed towards the achievement of the objective of the adequate provision of resources to accommodate diverse cultural, artistic, and recreational needs for present and future generations.

(b) To achieve the leisure objective, it shall be the policy of this State to:

- (1) Foster and preserve Hawaii's multi-cultural heritage through supportive cultural, artistic, recreational, and humanities-oriented programs and activities.
- (2) Provide a wide range of activities and facilities to fulfill the cultural, artistic, and recreational needs of all diverse and special groups effectively and efficiently.
- (3) Enhance the enjoyment of recreational experiences through safety and security measures, educational opportunities, and improved facility design and maintenance.
- (4) Promote the recreational and educational potential of natural resources having scenic, open space, cultural, historical, geological, or biological values while ensuring that their inherent values are preserved.
- (5) Ensure opportunities for everyone to use and enjoy Hawaii's recreational resources.
- (6) Assure the availability of sufficient resources to provide for future cultural, artistic, and recreational needs.
- (7) Provide adequate and accessible physical fitness programs to promote the physical and mental well-being of Hawaii's people.
- (8) Increase opportunities for appreciation and participation in the creative arts, including the literary, theatrical, visual, musical, folk, and traditional art forms.
- (9) Encourage the development of creative expression in the artistic disciplines to enable all segments of Hawaii's population to participate in the creative arts.
- (10) Assure adequate access to significant natural and cultural resources in public ownership.

SEC. 226-24 Objective and policies for socio-cultural advancement—individual rights and personal well-being. (a) Planning for the State's socio-cultural advancement with regard to individual rights and personal well-being shall be directed towards achievement of the objective of increased opportunities and protection of individual rights to enable individuals to fulfill their socioeconomic needs and aspirations.

(b) To achieve the individual rights and personal well-being objective, it shall be the policy of this State to:

- (1) Provide effective services and activities that protect individuals from criminal acts and unfair practices and that alleviate the consequences of criminal acts in order to foster a safe and secure environment.
- (2) Uphold and protect the national and state constitutional rights of every individual.
- (3) Assure access to, and availability of, legal assistance, consumer protection, and other public services which strive to attain social justice.

- (4) Ensure equal opportunities for individual participation in society.

SEC. 226-25 Objective and policies for socio-cultural advancement—culture. (a) Planning for the State's socio-cultural advancement with regard to culture shall be directed toward the achievement of the objective of enhancement of cultural identities, traditions, values, customs, and arts of Hawaii's people.

(b) To achieve the culture objective, it shall be the policy of this State to:

- (1) Foster increased knowledge and understanding of Hawaii's ethnic and cultural heritages and the history of Hawaii.
- (2) Support activities and conditions that promote cultural values, customs, and arts that enrich the life styles of Hawaii's people and which are sensitive and responsive to family and community needs.
- (3) Encourage increased awareness of the effects of proposed public and private actions on the integrity and quality of cultural and community life styles in Hawaii.
- (4) Encourage the essence of the aloha spirit in people's daily activities to promote harmonious relationships among Hawaii's people and visitors.

SEC. 226-26 Objectives and policies for socio-cultural advancement—public safety. (a) Planning for the State's socio-cultural advancement with regard to public safety shall be directed towards the achievement of the following objectives:

- (1) Assurance of public safety and adequate protection of life and property for all people.
- (2) Optimum organizational readiness and capability in all phases of emergency management to maintain the strength, resources, and social and economic well-being of the community in the event of civil disruptions, wars, natural disasters, and other major disturbances.
- (3) Promotion of a sense of community responsibility for the welfare and safety of Hawaii's people.

(b) To achieve the public safety objectives, it shall be the policy of this State to:

- (1) Ensure that public safety programs are effective and responsive to community needs.
 - (2) Encourage increased community awareness and participation in public safety programs.
- (c) To further achieve public safety objectives related to criminal justice, it shall be the policy of this State to:
- (1) Support criminal justice programs aimed at preventing and curtailing criminal activities.
 - (2) Develop a coordinated, systematic approach to criminal justice administration among all criminal justice agencies.
 - (3) Provide a range of correctional resources which may include facilities and alternatives to traditional incarceration in order to address the varied security needs of the community and successfully reintegrate offenders into the community.
- (d) To further achieve public safety objectives related to emergency management, it shall be the policy of this State to:

- (1) Ensure that responsible organizations are in a

proper state of readiness to respond to major war-related, natural, or technological disasters and civil disturbances at all times.

- (2) Enhance the coordination between emergency management programs throughout the State.

SEC. 226-27 Objectives and policies for socio-cultural advancement—government. (a) Planning the State's socio-cultural advancement with regard to government shall be directed towards the achievement of the following objectives:

- (1) Efficient, effective, and responsive government services at all levels in the State.
- (2) Fiscal integrity, responsibility, and efficiency in the state government and county governments.

(b) To achieve the government objectives, it shall be the policy of this State to:

- (1) Provide for necessary public goods and services not assumed by the private sector.
- (2) Pursue an openness and responsiveness in government that permits the flow of public information, interaction, and response.
- (3) Minimize the size of government to that necessary to be effective.
- (4) Stimulate the responsibility in citizens to productively participate in government for a better Hawaii.
- (5) Assure that government attitudes, actions, and services are sensitive to community needs and concerns.
- (6) Provide for a balanced fiscal budget.
- (7) Improve the fiscal budgeting and management system of the State.
- (8) Promote the consolidation of state and county governmental functions to increase the effective and efficient delivery of government programs and services and to eliminate duplicative services wherever feasible.

PART II. PLANNING COORDINATION AND IMPLEMENTATION

SEC. 226-51 Purpose. The purpose of this part is to establish a statewide planning system to coordinate and guide all major state and county activities and to implement the overall theme, goals, objectives, policies, and priority guidelines.

SEC. 226-52 Statewide planning system. (a) The statewide planning system shall consist of the following policies, plans, and programs:

- (1) The overall theme, goals, objectives, and policies established in this chapter shall provide the broad guidelines for the State.
- (2) The priority guidelines established in this chapter shall provide guidelines for decision-making by the State and the counties for the immediate future and set priorities for the allocation of resources. The formulation and amendment of state functional plans shall be in conformance with the priority guidelines.
- (3) State functional plans shall be prepared for, but not limited to, the areas of agriculture, conservation lands, education, energy, higher education,

health, historic preservation, housing, recreation, tourism, transportation, and water resources development. State functional plans shall define, implement, and be in conformance with the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter. County general plans and development plans shall be taken into consideration in the formulation and amendment of state functional plans.

✓

- (4) County general plans shall indicate desired population and physical development patterns for each county and regions within each county. In addition, county general plans or development plans shall address the unique problems and needs of each county and regions within each county. County general plans or development plans shall further define the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter. State functional plans which have been adopted by concurrent resolution by the legislature shall be taken into consideration in amending the county general plans.

✓

- (5) State programs shall include, but not be limited to, those programs involving coordination and review; research and support; design, construction, and maintenance; services; and regulatory powers. State programs that exercise coordination and review functions shall include, but not be limited to, the state clearinghouse process, capital improvements program, and coastal zone management program. State programs that exercise regulatory powers in resource allocation shall include, but not be limited to, the land use and management programs administered by the land use commission and the board of land and natural resources. State programs shall further define, implement, and be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter.

(b) The statewide planning system shall also consist of several implementation mechanisms:

- (1) The overall review, coordination, and evaluation process. The overall review, coordination, and evaluation shall be conducted by the policy council, with the assistance of the department.
- (2) The state budgetary, land use, and other decision-making processes. The state budgetary, land use, and other decision-making processes shall consist of:
- (A) Program appropriations process. The appropriation of funds for major programs under the biennial and supplemental budgets, shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter.
- (B) Capital improvement project appropriations process. The appropriation of funds for major plans and projects under the capital improvements program shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this

chapter, and the state functional plans adopted pursuant to this chapter.

- (C) Budgetary review process of the department of budget and finance. The budgetary review and allocation process of the department of budget and finance shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter.
- (D) Land use decision-making processes of state agencies. Land use decisions made by state agencies shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter. The rules adopted by appropriate state agencies to govern land use decision-making shall be in conformance with the overall theme, goals, objectives, and policies contained within this chapter.
- (E) All other regulatory and administrative decision-making processes of state agencies shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter. Rules adopted by state agencies to govern decision-making shall be in conformance with the overall theme, goals, objectives, and policies contained within this chapter.
- (3) Other coordination processes which include the use of the state clearinghouse process. The state clearinghouse shall coordinate the review of all federally-assisted and direct federal development projects which are covered under the state clearinghouse process and shall notify the policy council of all proposed federally-assisted or direct federal development projects which conflict with this chapter, or any functional plan adopted under this chapter.

SEC. 226-53 Policy council; composition; voting rights. (a) There is established a policy council whose membership shall include the following:

- (1) The planning director from each county.
- (2) Nine public members, being four from the city and county of Honolulu, one from the county of Kauai, and two from each of the counties of Maui and Hawaii, provided that in the case of the county of Maui, one such public member shall be from Molokai or Lanai and, in the case of the county of Hawaii, one public member shall be from west Hawaii and one from east Hawaii, appointed by the governor from a list of public persons from each county which shall through its mayor or council, submit no less than three names for each appointive public member to which the county is entitled. The governor shall request lists of public persons from the respective mayors for appointment to the policy council. Within thirty days following the date of the governor's request, the mayor of the respective county shall submit the

list to the council of the respective county for advice and consent. Within sixty days of the date of the governor's request, the mayor shall submit the list of public persons, with the advice and consent of the council of the respective county, to the governor for appointment to the policy council. If the mayor fails to submit a list to the council within thirty days of the date of the governor's request, the council shall submit a list to the governor within sixty days of the governor's request. If a list of public persons is not submitted by either the mayor or the council to the governor within sixty days following the date of the request for such a list, the governor shall appoint the public members from that county in accordance with the applicable geographic representation set forth above without nominations from that mayor.

- (3) The directors or chairmen from the departments of agriculture, budget and finance, planning and economic development, land and natural resources, health, social services and housing, transportation, and labor and industrial relations; from the office of environmental quality control; the superintendent of education; the president of the University of Hawaii; the executive director of the Hawaii housing authority; and the executive officer of the land use commission.

The director of the department of planning and economic development shall serve as chairman of the council.

The terms of the nine members from the public shall be for four years; provided that the governor may reduce the terms of those initially appointed so as to provide, as nearly as can be, for the expiration of an equal number of terms at intervals of one year. Each such term shall commence on January 1 and expire on December 31; provided that the governor may establish the commencing and expiration dates of the terms of those initially appointed. No member from the public shall be appointed consecutively to more than two terms; provided that membership shall not exceed eight consecutive years. No member from the public shall serve on any other public board or commission. The governor may remove or suspend for cause any member of the council after due notice and public hearing.

Expenses incurred by a state governmental member participating in policy council deliberations shall be borne by the member's respective governmental agency. Travel expenses incurred by planning directors participating in policy council deliberations shall be reimbursed by the department of planning and economic development. A public member shall receive no compensation for the member's services, but each shall be reimbursed by the department of planning and economic development for necessary expenses incurred in the performance of the member's duties.

(b) There shall be a total of eighteen voting members on the policy council. The voting rights shall be apportioned as follows:

- (1) The planning director from each county shall each be entitled to one vote;
- (2) The nine members from the public shall each be entitled to one vote; and
- (3) The chairman of the council and four of the state agency heads herein described shall each be entitled to one vote.

The governor, in consultation with the director of the

department of planning and economic development, shall determine which of the other state agency heads described herein shall have voting rights on the basis of the subject matter or functional area before the policy council. The governor may also rotate the voting rights among those state agency heads deemed most affected by the nature of the subject matter or functional area before the policy council; provided that the state agency heads shall not cast more than five votes on any one issue before the policy council. State agency heads who are not entitled to vote upon a given subject or functional area shall serve as ex-officio members of the policy council.

(c) All recommendations made to the legislature by the policy council shall be approved by two-thirds of its voting members, which shall not preclude minority reports.

SEC. 226-54 Policy council; duties. The policy council shall:

- (1) Provide a forum for the discussion of conflicts between and among this chapter, functional plans either adopted by the legislature or to be submitted to the legislature for adoption, county general plans and development plans, and state programs;
- (2) Transmit to the governor, legislature, and the mayors and legislative bodies of the respective counties its findings and recommendations on all conflicts as described above, and on the resolution of conflicts;
- (3) Review and evaluate state functional plans for conformance with the provisions of this chapter, seek to resolve any identified conflicts, and transmit its findings and recommendations to the legislature at the time of submittal of the functional plan;
- (4) Advise the legislature on the administration, amendment, and review of this chapter, including the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter;
- (5) Prepare guidelines for the development of the state functional plans in accordance with sections 226-57 and 226-58;
- (6) Adopt rules in accordance with section 226-56 to provide procedures for public input into the amendment processes and for submittal of proposed amendments;
- (7) Maintain a record of its activities;
- (8) Conduct a comprehensive review of part I of this chapter at least every four years following enactment by the legislature, and part III of this chapter at least every odd-numbered year to coincide with the state budget process commencing in 1981; and
- (9) Prepare an annual review and report to the legislature in accordance with section 226-63.

SEC. 226-55 Department of planning and economic development; duties. The department shall provide assistance and staff services to the policy council in administering this chapter. To further the intent and purpose of this chapter, the department shall:

- (1) Provide recommendations to the policy council on conflicts between and among this chapter, state functional plans either adopted by the legislature or to be submitted to the legislature for adoption, county general plans and development plans, and state programs;

- (2) Review and evaluate this chapter and recommend amendments as needed to the policy council;
- (3) Review, as necessary, major plans, programs, projects, and regulatory activities proposed by state and county agencies, and provide advisory opinions and reports to the policy council as needed;
- (4) Analyze existing state policies, planning and program operations, laws, rules and practices relative to formulation, implementation, and coordination of the state plan;
- (5) Review state capital improvement projects for consistency with this chapter and report findings and recommendations to the governor prior to allocation of funds;
- (6) Conduct special studies and prepare reports that address major policy issues relating to statewide growth and development;
- (7) Cooperate with all public agencies to ensure an ongoing, uniform, and reliable base of data and projections;
- (8) Assist the policy council in conducting a comprehensive review of part I of this chapter at least every four years following enactment by the legislature, and part III of this chapter at least every odd-numbered year commencing in 1981;
- (9) Assist the policy council in preparing and submitting an annual review and report to the legislature in accordance with section 226-63;
- (10) Prepare and adopt in consultation with the policy council, administrative guidelines in accordance with this chapter and chapter 91; and
- (11) Provide other technical assistance and staff services to the policy council as needed.

The department may contract with public and private agencies and persons for special research and planning assistance.

SEC. 226-56 Amendments to the overall theme, goals, objectives, policies, and priority guidelines. The policy council shall promulgate rules for amendments to the goals, objectives, policies, and priority guidelines, subject to the following provisions:

- (1) Any person may submit to the department proposals for the revision of the overall theme, goals, objectives, policies, and priority guidelines;
- (2) The department shall review the proposed amendments to the overall theme, goals, objectives, policies, and priority guidelines and shall submit its findings and recommendations to the policy council;
- (3) The policy council shall submit its final recommendations on the amendments to the overall theme, goals, objectives, policies, and priority guidelines to the legislature thirty days prior to the convening of the next legislative session following its review of the proposed amendments, along with minority reports, if any; and
- (4) The policy council, in reviewing the proposed amendments of the department, shall make public its findings and recommendations and shall hold public hearings in each county of the State in accordance with chapter 91. There shall be not less than two public hearings in each county on the recommended revisions to the overall theme,

goals, objectives, and policies of the state plan; provided that there shall be not less than three public hearings in the city and county of Honolulu and there shall be not less than one public hearing on each of the islands of Maui, Molokai, and Lanai in the county of Maui.

SEC. 226-57 Functional plans; preparation. (a) The state agency head primarily responsible for a given functional area shall prepare the functional plan for the area. In the preparation of the functional plan, the state agency head shall work in close cooperation with the advisory committee, respective officials, and people of each county. In the formulation of the functional plan, the preparing agency shall solicit public views and concerns. The formulation and amendment of a state functional plan shall conform to the provisions of this chapter and shall take into consideration the county general plans. Functional plans and any amendments thereto shall be adopted by the legislature by concurrent resolution and shall, upon adoption, provide guidelines to state and county agencies, provided that in the event of a conflict between the proposed functional plan and general plan of a county, every effort shall be made to determine which of the matters in conflict has the greater merit and recommend modifications by the appropriate state or county agency to the proposed functional plan or county general plan. Where such accord cannot be achieved, the policy council shall prepare a report to the legislature citing the differences and the justification for each of the conflicting positions together with recommendation. Minority reports, if any, may be submitted to the legislature.

(b) The functional plan shall contain objectives to be achieved and policies to be pursued in the primary field of activity and such policies shall address major programs and the location of major facilities.

(c) For each functional plan, the governor shall establish an advisory committee, where an advisory body which meets the criteria set out hereunder is not already in existence, whose membership shall be composed of at least one public official from each county to be nominated by the mayor of each county; members of the public; experts in the field for which a functional plan is being prepared; and state officials. The governor shall request the nominations from each of the respective mayors and shall appoint the public official nominated by the mayor of the respective county to serve on the advisory committee. If the nominations of county officials by a mayor are not submitted to the governor within sixty days following the date of the governor's request for such nominations, the governor shall appoint at least one public official from that county to serve on the advisory committee without nominations from that mayor. The committee shall advise the state agency in preparing a functional plan to be in conformance with the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter. The functional plan, with any recommendations of the advisory committee including minority reports, if any, shall be submitted to the policy council for review and evaluation. After the functional plan is adopted by the legislature, the committee shall advise the state agency in the implementation, monitoring and future updating of the plan. The advisory committee shall serve as a permanent advisory body to the state agency responsible for preparing each respective functional plan. The terms of members from the public and experts in the field for which a functional plan is prepared shall be for four years. Each term shall commence on July 1 and expire on June

30. No member from the public or expert in the field shall be appointed consecutively to more than two terms. These appointments shall not be subject to senate confirmation, and shall be exempt from the provisions of sections 26-34(a) and 78-4(a) regarding the appointment to boards and commissions.

SEC. 226-58 Functional plans; form and submittal.

(a) Functional plans shall be prepared to further define and implement statewide guidelines with respect to goals, objectives, policies, and priority guidelines contained within this chapter.

(b) A functional plan shall be submitted to the policy council for review and evaluation at least ninety days prior to the date designated for submittal to the legislature. The policy council shall submit findings and recommendations to the legislature on each functional plan reviewed.

(c) The functional plans for agriculture, housing, tourism, and transportation, with any findings and recommendations of the policy council, shall be submitted not later than thirty days prior to the convening of the 1979 legislature. The functional plans for conservation lands, education, energy, higher education, health, historic preservation, recreation, and water resources development, with any findings and recommendations of the policy council, shall be submitted not later than thirty days prior to the convening of the 1980 legislature.

(d) Upon receipt by the legislature of a functional plan prepared by the appropriate state agency and submitted by the governor, with the findings and recommendations of the policy council, the legislature shall review, modify, and as appropriate, adopt the functional plan by concurrent resolution.

(e) If the legislature fails to adopt such functional plan by concurrent resolution, it shall revert to the state agency of origin for revision and be resubmitted thirty days prior to the convening of the next legislature.

SEC. 226-59 Functional plans; implementation.

(a) Functional plans shall not be used as a guide nor as a statement or interpretation of state policy unless said plans shall have been approved by the legislature.

(b) The legislature, upon a finding of overriding statewide concern, may determine in any given instance that the site for a specific project may be other than that designated on the county general plan; provided that any proposed facility or project contained in a county general plan shall not require the actual development or implementation of said facility or project or the inclusion of the same in any state functional plan by any state agency. The implementation of functional plans shall conform to existing laws, rules, and standards, and the provisions of this chapter.

SEC. 226-60 Programs and projects; receipt of federal funds. The failure of the legislature to adopt a functional plan by concurrent resolution, or any amendment thereto, shall not be construed in any manner that would jeopardize the receipt of federal funds, or to prevent the implementation and performance of programs and projects for which state funds have been appropriated.

SEC. 226-61 County general plans. (a) The county general plans and development plans shall be formulated with input from the state and county agencies as well as the general public.

County general plans or development plans shall indi-

cate desired population and physical development patterns for each county and regions within each county. In addition, county general plans or development plans shall address the unique problems and needs of each county and regions within each county. The county general plans or development plans shall further define applicable provisions of this chapter, provided that any amendment to the county general plan of each county shall not be contrary to the county charter. The formulation, amendment, and implementation of county general plans or development plans shall take into consideration statewide objectives, policies, and programs stipulated in state functional plans adopted in consonance with this chapter.

(b) County general plans shall be formulated on the basis of sound rationale, data, analyses, and input from state and county agencies and the general public, and contain objectives and policies as required by the charter of each county. Further, the county general plans should:

- (1) Contain objectives to be achieved and policies to be pursued with respect to population density, land use, transportation system location, public and community facility locations, water and sewage system locations, visitor destinations, urban design and all other matters necessary for the coordinated development of each county and regions within each county.
- (2) Contain implementation priorities and actions to carry out policies to include but not be limited to, land use maps, programs, projects, regulatory measures, standards and principles and inter-agency coordination provisions.

Revision Note

The words [shall be] added to correct manifest error.

SEC. 226-62 State programs. (a) The formulation, administration, and implementation of state programs shall be in conformance with the overall theme, goals, objectives, and policies, and shall utilize as guidelines the priority guidelines contained within this chapter, and the state functional plans adopted pursuant to this chapter.

(b) The director of the department of planning and economic development shall assist the governor in assuring that state programs are in conformance with this chapter.

SEC. 226-63 Annual review and report. (a) The policy council, with the assistance of the department, shall prepare an annual report for submittal to the legislature, mayors, and county councils. The annual report shall contain recommendations for legislative consideration and action. Major components of the annual review and report shall include the following:

- (1) An assessment of progress being made in attaining the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter and the state functional plans;
 - (2) Recommendations to improve coordination between and among the overall theme, goals, objectives, policies, and priority guidelines contained within this chapter, county general plans and development plans, state functional plans, and state programs; and
 - (3) An assessment of legislation and programs of the preceding calendar year that have major statewide or countywide impact in terms of their consistency with this chapter.
- (b) Prior to the submittal of the annual report to the

legislature and the counties, the department shall hold public informational meetings in each county of the State, provided that in the county of Maui there shall be at least one public hearing on Lanai and Molokai.

(c) The annual review and report shall be submitted to the legislature, mayors, and the county councils no later than February 1 of each year.

PART III. PRIORITY GUIDELINES

SEC. 226-101 Purpose. The purpose of this part is to establish overall priority guidelines to address areas of statewide concern.

SEC. 226-102 Overall direction. The State shall strive to improve the quality of life for Hawaii's present and future population through the pursuit of desirable courses of action in five major areas of statewide concern which merit priority attention: economic development, population growth and land resource management, affordable housing, crime and criminal justice, and quality education.

SEC. 226-103 Economic priority guidelines. (a) Priority guidelines to stimulate economic growth and encourage business expansion and development to provide needed jobs for Hawaii's people and achieve a stable and diversified economy:

- (1) Seek a variety of means to increase the availability of investment capital for new and expanding enterprises.
- (2) Encourage the expansion of technological research to assist industry development and support the development and commercialization of technological advancements.
- (3) Improve the quality, accessibility, and range of services provided by government to business, including data and reference services and assistance in complying with governmental regulations.
- (4) Seek to ensure that state business tax and labor laws and administrative policies are equitable, rational, and predictable.
- (5) Streamline the building and development permit and review process, and eliminate or consolidate other burdensome or duplicative governmental requirements imposed on business, where public health, safety, and welfare would not be adversely affected.
- (6) Encourage the formation of cooperatives and other favorable marketing or distribution arrangements at the regional or local level to assist Hawaii's small-scale producers, manufacturers, and distributors.
- (7) Continue to seek legislation to protect Hawaii from transportation interruptions between Hawaii and the continental United States.
- (8) Provide public incentives and encourage private initiative to develop and attract industries which promise long-term growth potentials and which have the following characteristics:
 - (A) An industry that can take advantage of Hawaii's unique location and available physical and human resources.
 - (B) A clean industry that would have minimal adverse effects on Hawaii's environment.

(C) An industry that is willing to hire and train Hawaii's people to meet the industry's labor needs.

(D) An industry that would provide reasonable income and steady employment.

(9) Support and encourage, through educational and technical assistance programs and other means, expanded opportunities for employee ownership and participation in Hawaii business.

(10) Enhance the quality of Hawaii's labor force and develop and maintain career opportunities for Hawaii's people through the following actions:

(A) Expand vocational training in diversified agriculture, aquaculture, and other areas where growth is desired and feasible.

(B) Encourage more effective career counseling and guidance in high schools and post-secondary institutions to inform students of present and future career opportunities.

(C) Allocate educational resources to career areas where high employment is expected and where growth of new industries is desired.

(D) Promote career opportunities in all industries for Hawaii's people by encouraging firms doing business in the State to hire residents.

(E) Promote greater public and private sector cooperation in determining industrial training needs and in developing relevant curricula and on-the-job training opportunities.

(F) Provide retraining programs and other support services to assist entry of displaced workers into alternative employment.

(b) Priority guidelines to promote the economic health and quality of the visitor industry:

(1) Promote visitor satisfaction by fostering an environment which enhances the Aloha Spirit and minimizes inconveniences to Hawaii's residents and visitors.

(2) Encourage the development and maintenance of well-designed, adequately serviced hotels and resort destination areas which are sensitive to neighboring communities and activities and which provides for adequate shoreline setbacks and beach access.

(3) Support appropriate capital improvements to enhance the quality of existing resort destination areas and provide incentives to encourage investment in upgrading, repair, and maintenance of visitor facilities.

(4) Encourage visitor industry practices and activities which respect, preserve, and enhance Hawaii's significant natural, scenic, historic, and cultural resources.

(5) Develop and maintain career opportunities in the visitor industry for Hawaii's people, with emphasis on managerial positions.

(6) Support and coordinate tourism promotion abroad to enhance Hawaii's share of existing and potential visitor markets.

(7) Maintain and encourage a more favorable resort investment climate consistent with the objectives of this chapter.

- (8) Support law enforcement activities that provide a safer environment for both visitors and residents alike.
- (c) Priority guidelines to promote the continued viability of the sugar and pineapple industries:
 - (1) Provide adequate agricultural lands to support the economic viability of the sugar and pineapple industries.
 - (2) Continue efforts to maintain federal support to provide stable sugar prices high enough to allow profitable operations in Hawaii.
 - (3) Support research and development, as appropriate, to improve the quality and production of sugar and pineapple crops.
 - (d) Priority guidelines to promote the growth and development of diversified agriculture and aquaculture:
 - (1) Identify, conserve, and protect agricultural and aquacultural lands of importance and initiate affirmative and comprehensive programs to promote economically productive agricultural and aquacultural uses of such lands.
 - (2) Assist in providing adequate, reasonably priced water for agricultural activities.
 - (3) Encourage public and private investment to increase water supply and to improve transmission, storage, and irrigation facilities in support of diversified agriculture and aquaculture.
 - (4) Assist in the formation and operation of production and marketing associations and cooperatives to reduce production and marketing costs.
 - (5) Encourage and assist with the development of a waterborne and airborne freight and cargo system capable of meeting the needs of Hawaii's agricultural community.
 - (6) Seek favorable freight rates for Hawaii's agricultural products from interisland and overseas transportation operators.
 - (7) Encourage the development and expansion of agricultural and aquacultural activities which offer long-term economic growth potential and employment opportunities.
 - (8) Continue the development of agricultural parks and other programs to assist small independent farmers in securing agricultural lands and loans.
 - (9) Require agricultural uses in agricultural subdivisions and closely monitor the uses in these subdivisions.
 - (e) Priority guidelines for water use and development:
 - (1) Maintain and improve water conservation programs to reduce the overall water consumption rate.
 - (2) Encourage the improvement of irrigation technology and promote the use of non-potable water for agricultural and landscaping purposes.
 - (3) Increase the support for research and development of economically feasible alternative water sources.
 - (4) Explore alternative funding sources and approaches to support future water development programs and water system improvements.
 - (f) Priority guidelines for energy use and development:
 - (1) Encourage the development, demonstration, and

commercialization of renewable energy sources.

- (2) Initiate, maintain, and improve energy conservation programs aimed at reducing energy waste and increasing public awareness of the need to conserve energy.
- (3) Provide incentives to encourage the use of energy conserving technology in residential, industrial, and other buildings.
- (4) Encourage the development and use of energy conserving and cost-efficient transportation systems.

SEC. 226-104 Population growth and land resources priority guidelines. (a) Priority guidelines to effect desired statewide growth and distribution:

- (1) Encourage planning and resource management to insure that population growth rates throughout the State are consistent with available and planned resource capacities and reflect the needs and desires of Hawaii's people.
- (2) Manage a growth rate for Hawaii's economy that will parallel future employment needs for Hawaii's people.
- (3) Ensure that adequate support services and facilities are provided to accommodate the desired distribution of future growth throughout the State.
- (4) Encourage major state and federal investments and services to promote economic development and private investment to the neighbor islands, as appropriate.
- (5) Explore the possibility of making available urban land, low-interest loans, and housing subsidies to encourage the provision of housing to support selective economic and population growth on the neighbor islands.
- (6) Seek federal funds and other funding sources outside the State for research, program development, and training to provide future employment opportunities on the neighbor islands.
- (7) Support the development of high technology parks on the neighbor islands.

(b) Priority guidelines for regional growth distribution and land resource utilization:

- (1) Encourage urban growth primarily to existing urban areas where adequate public facilities are already available or can be provided with reasonable public expenditures and away from areas where other important benefits are present, such as protection of important agricultural land or preservation of lifestyles.
- (2) Make available marginal or non-essential agricultural lands for appropriate urban uses while maintaining agricultural lands of importance in the agricultural district.
- (3) Restrict development when drafting of water would result in exceeding the sustainable yield or in significantly diminishing the recharge capacity of any groundwater area.
- (4) Encourage restriction of new urban development in areas where water is insufficient from any source for both agricultural and domestic use.
- (5) In order to preserve green belts, give priority to state capital-improvement funds which encourage location of urban development within exist-

ing urban areas except where compelling public interest dictates development of a non-contiguous new urban core.

- (6) Seek participation from the private sector for the cost of building infrastructure and utilities, and maintaining open spaces.
- (7) Pursue rehabilitation of appropriate urban areas.
- (8) Support the redevelopment of Kakaako into a viable residential, industrial, and commercial community.
- (9) Direct future urban development away from critical environmental areas or impose mitigating measures so that negative impacts on the environment would be minimized.
- (10) Identify critical environmental areas in Hawaii to include but not be limited to the following: watershed and recharge areas; wildlife habitats (on land and in the ocean); areas with endangered species of plants and wildlife; natural streams and water bodies; scenic and recreational shoreline resources; open space and natural areas; historic and cultural sites; areas particularly sensitive to reduction in water and air quality; and scenic resources.
- (11) Identify all areas where priority should be given to preserving rural character and lifestyle.
- (12) Utilize Hawaii's limited land resources wisely, providing adequate land to accommodate projected population and economic growth needs while ensuring the protection of the environment and the availability of the shoreline, conservation lands, and other limited resources for future generations.
- (13) Protect and enhance Hawaii's shoreline, open spaces, and scenic resources.

SEC. 226-105 Crime and criminal justice. Priority guidelines in the area of crime and criminal justice:

- (1) Support law enforcement activities and other criminal justice efforts that are directed to provide a safer environment.
- (2) Target state and local resources on efforts to reduce the incidence of violent crime and on programs relating to the apprehension and prosecution of repeat offenders.
- (3) Support community and neighborhood program initiatives that enable residents to assist law enforcement agencies in preventing criminal activities.
- (4) Reduce overcrowding or substandard conditions in correctional facilities through a comprehensive approach among all criminal justice agencies which may include sentencing law revisions and use of alternative sanctions other than incarceration for persons who pose no danger to their community.
- (5) Provide a range of appropriate sanctions for juvenile offenders, including community-based programs and other alternative sanctions.
- (6) Increase public and private efforts to assist wit-

nesses and victims of crimes and to minimize the costs of victimization.

SEC. 226-106 Affordable housing. Priority guidelines for the provision of affordable housing:

- (1) Seek to use marginal or non-essential agricultural land and public land to meet housing needs of low and moderate-income and gap-group households.
- (2) Encourage the use of alternative construction and development methods as a means of reducing production costs.
- (3) Improve information and analysis relative to land availability and suitability for housing.
- (4) Create incentives for development which would increase home ownership and rental opportunities for Hawaii's low and moderate-income households, gap-group households, and residents with special needs.
- (5) Encourage continued support for government or private housing programs that provide low interest mortgages to Hawaii's people for the purchase of initial owner-occupied housing.
- (6) Encourage public and private sector cooperation in the development of rental housing alternatives.
- (7) Encourage improved coordination between various agencies and levels of government to deal with housing policies and regulations.

SEC. 226-107 Quality education. Priority guidelines to promote quality education:

- (1) Pursue effective programs which reflect the varied district, school, and student needs to strengthen basic skills achievement.
- (2) Continue emphasis on general education "core" requirements to provide common background to students and essential support to other university programs.
- (3) Initiate efforts to improve the quality of education by improving the capabilities of the education work force.
- (4) Promote increased opportunities for greater autonomy and flexibility of educational institutions in their decision-making responsibilities.
- (5) Increase and improve the use of information technology in education and encourage programs which increase the public's awareness and understanding of the impact of information technologies on our lives.
- (6) Pursue the establishment of Hawaii's public and private universities and colleges as research and training centers of the Pacific.
- (7) Develop resources and programs for early childhood education.
- (8) Explore alternatives for funding and delivery of educational services to improve the overall quality of education.
- (9) Strengthen and expand educational programs and services for students with special needs.

(Approved May 29, 1986.)



A Publication of the
Hawaii State Plan Policy Council
Department of Planning and Economic Development
State of Hawaii