

THE IMPORTANCE OF PLANNING TO WAIKĪKĪ:
A HISTORY AND ANALYSIS

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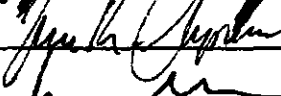
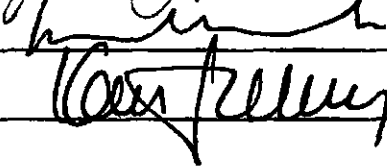
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DEDICATION

To my wife, Carol; daughters Jennifer and Emi; and parents, H. Howard and Virginia Stephenson.

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TABLE OF CONTENTS

ACKNOWLEDGEMENTS	v
LIST OF TABLES.....	x
LIST OF FIGURES	xi
CHAPTER 1: INTRODUCTION	1
1.1 PLANNING AND THE LACK OF PLANNING.....	1
1.1.1 PROBLEM STATEMENT.....	3
1.1.2 STATEMENT OF PURPOSE.....	4
1.1.3 GOALS OF THE DISSERTATION.....	4
1.1.4 WHY STUDY WAIKĪKĪ TO 1959?.....	5
1.2 APPROACH AND METHODOLOGY	6
1.2.1 INFORMATION GATHERING METHODS.....	6
1.2.2 CONTEXT DISCUSSION	7
1.2.3 EVALUATION OF GOVERNMENT INVESTMENT, PLANNING, AND LACK OF PLANNING IN WAIKĪKĪ.....	8
1.3 ORGANIZATION OF THIS DOCUMENT	13
CHAPTER 2: CONTEXTUAL FRAMEWORK	15
2.1 PLANNING THEORY	15
2.1.1 THEORIES OF URBAN DEVELOPMENT	15
2.1.2 VISIONS OF THE IDEAL CITY.....	18
2.1.3 USEFULNESS OF PROFESSIONAL PLANNING.....	19
2.1.4 THEORIES OF GOOD PLANNING PRACTICE	20
2.1.5 BACKGROUND ON RESORT DEVELOPMENT WITHIN THE UNITED STATES	23
2.2 WAIKĪKĪ.....	24
2.2.1 AN OVERVIEW OF WAIKĪKĪ EVOLUTION	24
2.2.2 DESCRIPTION OF WAIKĪKĪ.....	27
2.2.3 ADVANTAGES FACILITATING THE DEVELOPMENT OF WAIKĪKĪ.....	28
2.2.4 CHALLENGES IN THE DEVELOPMENT OF WAIKĪKĪ.....	33
CHAPTER 3: RECLAMATION.....	36
3.1 INTRODUCTION.....	36
3.2 A HISTORY OF RECLAMATION IN HAWAII	39
3.2.1 HONOLULU HARBOR.....	39
3.2.2 DOWNTOWN AREA.....	39
3.2.3 THE PINKHAM REPORT	40
3.2.4 FORT DERUSSY.....	43
3.2.5 THE KEWALO RECLAMATION PROJECT.....	43
3.2.6 WAIOLAMA (HILO) RECLAMATION SANITATION PROJECT	45
3.2.7 KAPI'OLANI PARK	46
3.2.8 WAIKĪKĪ RECLAMATION PROJECT.....	46
3.2.9 WARD ESTATE.....	56
3.2.10 KAPĀLAMA RECLAMATION PROJECT	56
3.2.11 MAKEE LAGOONS AND KAPAHULU AVENUE	57

3.2.12 ALA WAI BOAT HARBOR/KAISER (HILTON HAWAIIAN) LAGOON	57
3.2.13 MAGIC ISLAND ('ĀINA MOANA)	60
3.2.14 WAIKĪKĪ PENINSULA PROPOSALS	62
3.3 ANALYSIS OF RECLAMATION IN HAWAI'I	63
3.3.1 THE CHALLENGE: DEALING WITH POPULATION PRESSURE	63
3.3.2 PARTICIPANTS	64
3.3.3 VISIONING	66
3.3.4 PLANNING PROCESS	67
3.3.5 IMPLEMENTATION	68
3.3.6 DISTRICT EVOLUTION	69
3.3.7 LESSONS FOR THE FUTURE	70
CHAPTER 4: ROADS	72
4.1 INTRODUCTION	72
4.2 CHANGE IN TRANSPORTATION FOCUS	72
4.3 EARLY ROADS	72
4.4 CREATING AN URBAN ROAD PATTERN	75
4.4.1 STREET DEVELOPMENT 1838-1879	75
4.4.2 STREET DEVELOPMENT 1880-1899	77
4.4.3 STREET DEVELOPMENT 1900-1909	82
4.4.4 STREET DEVELOPMENT 1910-1919	84
4.4.5 STREET DEVELOPMENT 1920-1924	100
4.4.6 STREET DEVELOPMENT 1925-1929	113
4.4.7 STREET DEVELOPMENT 1930-1939	134
4.4.8 STREET DEVELOPMENT 1940-1949	150
4.4.9 STREET DEVELOPMENT 1950-1954	177
4.4.10 STREET DEVELOPMENT 1955-1959	205
4.5 ANALYSIS OF STREET DEVELOPMENT	220
4.5.1 THE CHALLENGE: DEVELOPING A STREET SYSTEM TO SERVICE AND FACILITATE LAND DEVELOPMENT	220
4.5.2 PARTICIPANTS	221
4.5.3 VISIONING	223
4.5.4 PLANNING PROCESS	224
4.5.5 IMPLEMENTATION	225
4.5.6 DISTRICT EVOLUTION	227
4.5.7 LESSONS FOR THE FUTURE	230
CHAPTER 5: WATER AND SEWER SYSTEMS	231
5.1 INTRODUCTION	231
5.2 WATER SYSTEM	231
5.3 SEWAGE SYSTEM	241
5.4 ANALYSIS OF WATER AND SEWER SYSTEMS	253
5.4.1 THE CHALLENGE: PROVIDING INFRASTRUCTURE SUPPORT FOR INTENSIFYING DEVELOPMENT IN A LOWLAND ENVIRONMENT	253
5.4.2 PARTICIPANTS	253

5.4.3 VISIONING	254
5.4.4 PLANNING PROCESS	255
5.4.5 IMPLEMENTATION	256
5.4.6 DISTRICT EVOLUTION.....	258
5.4.7 LESSONS FOR THE FUTURE.....	258
CHAPTER 6: LAND USE.....	261
6.1 INTRODUCTION.....	261
6.2 CREATING AN URBAN LANDSCAPE.....	261
6.2.1 LAND USE 1900-1919.....	261
6.2.2 LAND USE 1920-1924.....	266
6.2.3 LAND USE 1925-1929.....	270
6.2.4 LAND USE 1930-1939.....	277
6.2.5 LAND USE 1940-1944.....	288
6.2.6 LAND USE 1945-1949.....	299
6.2.7 LAND USE 1950-1954.....	316
6.2.8 LAND USE 1955-1959.....	342
6.3 ANALYSIS OF LAND USE.....	391
6.3.1 THE CHALLENGE: SUSTAINABLE LAND USE	391
6.3.2 PARTICIPANTS.....	392
6.3.3 VISIONING	394
6.3.4 PLANNING	395
6.3.5 IMPLEMENTATION.....	396
6.3.6 EVOLUTION.....	399
6.3.7 LESSONS FOR THE FUTURE.....	401
CHAPTER 7: OPEN SPACE	402
7.1 INTRODUCTION.....	402
7.2 A HISTORY OF WAIKĪKĪ OPEN SPACE	403
7.2.1 ALA MOANA PARK.....	403
7.2.2 ALA WAI GOLF COURSE	403
7.2.2.1 TERRITORIAL AND MAUI COUNTY FAIRS	403
7.2.2.2 PĀLOLO MUNICIPAL GOLF COURSE	412
7.2.2.3 CHANGE IN ADMINISTRATIVE CONTROL OF THE ALA WAI GOLF COURSE	416
7.2.3 ALA WAI PARK	418
7.2.4 BEACH WALK TRIANGLE	421
7.2.5 DIAMOND HEAD BEACH PARK.....	421
7.2.6 FORT DERUSSY.....	421
7.2.7 KAPI'OLANI PARK	423
7.2.8 KŪHIŌ BEACH PARK	427
7.2.9 MAGIC ISLAND ('ĀINA MOANA)	435
7.2.10 PRINCESS KA'IULANI TRIANGLE.....	437
7.2.11 THOMAS JEFFERSON ELEMENTARY SCHOOL.....	437
7.2.12 WAIKĪKĪ PUBLIC LIBRARY	438
7.3 PARKS PROPOSED BUT NOT REALIZED.....	438
7.3.1 'ĀINAHAU.....	438

7.3.2 ALA MOANA SHOPPING CENTER PERIMETER	439
7.3.3 ALA WAI BOAT HARBOR	441
7.3.4 JAEGER ESTATE	441
7.3.5 JUDD ESTATE/OUTRIGGER MAIN HOTEL.....	441
7.3.6 KALĀKAUA AVENUE REALIGNMENT	442
7.3.7 KAPUA.....	443
7.3.8 MAUKA SIDE OF ALA WAI CANAL 'EWA OF MCCULLY STREET.....	455
7.4 ANALYSIS OF OPEN SPACE.....	457
7.4.1 THE CHALLENGE: PRESERVATION AND ENHANCEMENT OF OPEN SPACE	457
7.4.2 PARTICIPANTS.....	458
7.4.3 VISIONING	460
7.4.4 PLANNING PROCESS	461
7.4.5 IMPLEMENTATION	462
7.4.6 DISTRICT EVOLUTION.....	464
7.4.7 LESSONS FOR THE FUTURE.....	466
CHAPTER 8: ANALYSIS	469
8.1 INTRODUCTION.....	469
8.2 OBSERVATIONS	469
8.2.1 FRAMING THE CHALLENGE	469
8.2.2 PARTICIPANTS.....	471
8.2.3 VISIONING	473
8.2.4 PLANNING	475
8.2.5 IMPLEMENTATION	477
8.2.6 AREA EVOLUTION	478
8.3 CONCLUSIONS	480
8.3.1 SENSE OF UNIQUENESS.....	480
8.3.2 THE IMPORTANCE OF PLANNING.....	482
8.3.3 RE-ENVISIONING	484
8.3.4 DECISION MAKING PROCESS.....	485
8.3.5 TIMING OF DECISIONS.....	485
8.3.6 ENTREPRENEURSHIP	486
8.3.7 COOPERATION OF PUBLIC AND PRIVATE SECTORS	487
8.3.8 LAND CONSOLIDATION.....	488
8.3.9 INTERACTION OF ACCESS AND LAND USE	489
8.4 RECOMMENDATIONS	490
8.5 SUMMATION	497
GLOSSARY	500
NOTES	501
REFERENCE LIST	594

LIST OF TABLES

Table 3.1. Growth In Population Of Honolulu 1890-1960.....	36
Table 3.2. Land Acquisition For Waikīkī Reclamation Project To August 3, 1920	50
Table 5.1. Growth By Gallons Pumped By The Beach Walk Sewage Pumping Station, 1945-1958.....	252
Table 9.1. Directional Terms Used Throughout the Dissertation	500

LIST OF FIGURES

Figure 1: Waikīkī peninsula, 2006 (including Tax Map Keys)	29
Figure 2: Area immediately 'Ewa of Waikīkī peninsula, 2006 (including Tax Map Keys).....	30
Figure 3: Area immediately Diamond Head of Waikīkī peninsula (including Tax Map Keys).....	31
Figure 4: In town tenement housing, 1914.....	38
Figure 5: Cottage development favored by Board of Health, 1914	38
Figure 6: Pinkham's Waikīkī Reclamation Plan of 1906.....	42
Figure 7: Poorly drained Kewalo area ordered filled by 1911 legislation.....	44
Figure 8: Kewalo Reclamation, Queen and Coral Streets, 1914.....	44
Figure 9: Kewalo Reclamation, 1914	45
Figure 10: Banana fields and ponds at Waikīkī, 1906.....	47
Figure 11: Flooding in rainy season, Diamond Head-mauka of McCully Street and Kalākaua Avenue, 1916.....	47
Figure 12: Waikīkī Reclamation District map of affected landholdings circa 1920	51
Figure 13: Fill from Ala Wai Canal dredging being used to fill in 'Āpuakēhau Stream near Moana Hotel, circa 1924	55
Figure 14: Aerial view of Moana Hotel, Royal Hawaiian Hotel (under construction), and mauka landfills, December 28, 1925	55
Figure 15: Hawaiian Village Lagoon and Beach Agreement, 1955.....	59
Figure 16: Kalawila (Waikīkī) Church: Center of Waikīkī Village, at intersection of Kalākaua and Ka'iulani Avenues, prior to 1916.	74
Figure 17: Proposed routes to Kapi'olani Park, 1878.....	76
Figure 18: Portion of 1881 S. E. Bishop Map showing Waikīkī Village	78
Figure 19: Waikīkī subdivisions and developments, 1895-1954	80
Figure 20: Kekio subdivision, 1897	81
Figure 21: 'Auwaiolimu (homestead) subdivision, 1913, on the makai slopes of Punchbowl Crater	87
Figure 22: Hamohamo subdivision, 1913.....	88
Figure 23: Beach Walk subdivision, 1914	90
Figure 24: Royal Grove subdivision, 1915	91
Figure 25: Dewey Beach Tract, 1915.....	93
Figure 26: Portion of Improvement District No. 5, 'Ena Road Area, 1918	98
Figure 27: 'Āinahau subdivision, 1919	99
Figure 28: Charles Dickey's proposed street plan, 1919.....	101
Figure 29: Impact of Waikīkī Reclamation Project on McCully Subdivision, 1920s	104
Figure 30: City Planning Commission street plan, 1922	106
Figure 31: McCarthy subdivision, 1924.....	112
Figure 32: Bigelow subdivision, 1925.....	116

Figure 33: Realty Associates subdivision, near Kalākaua and Kūhiō Avenues, 1926.....	121
Figure 34: Alexander Young Estate's Kalākaua Acres subdivision, 1927.....	128
Figure 35: Magoon properties, showing success of City Planning Commission street plan across multiple landholdings.....	129
Figure 36: Alexander Young Estate plat filed with Territorial Bureau of Conveyances in order to bypass City Planning Commission grid.....	138
Figure 37: Ruddy Tongg's Kaio'o subdivision in the Kalia tract, 1947.....	172
Figure 38: Aerial photograph of Hobron area showing Tongg subdivision and Ala Wai Boat Harbor, 1950.....	178
Figure 39: Options for widening Kūhiō Avenue considered by the City Planning Commission, 1953.....	186
Figure 40: Kūhiō Avenue Improvement District, central Waikīkī, 1953.....	187
Figure 41: Honolulu Chamber of Commerce proposal to realign Kalākaua Avenue, 1954.....	191
Figure 42: Various proposals for Waikīkī, October 1954.....	203
Figure 43: Bennett-Maier Waikīkī Plan, 1954.....	204
Figure 44: Diamond Head Reservoir, 1913.....	235
Figure 45: Near Waikīkī water system, 1929.....	237
Figure 46: Page from city-wide Sanitary Census, showing 'Āinahau, 1914.....	243
Figure 47: Near Waikīkī sewer system, 1929.....	247
Figure 48: Waikīkī Church and School (on left) face the new Moana Hotel (on right), post 1901.....	263
Figure 49: Moana Hotel and spire of Waikīkī Church in left distance, circa 1901-1916.....	264
Figure 50: Sale agreement, relocating historic Waikīkī Church and cemetery away from Kalākaua Avenue, 1916.....	265
Figure 51: Growth in Hotel and Apartment zoning in Waikīkī, 1922-1925.....	269
Figure 52: Zoning map of greater Waikīkī area, January 1941.....	292
Figure 53: Proposals to rezone off-Kalākaua Avenue properties to Business and develop existing streets as public parking lots. Part of Kalākaua Avenue Realignment proposals, 1954.....	355
Figure 54: Acquisition of Territorial Fair Grounds/Ala Wai Golf Course, circa 1940.....	407
Figure 55: Proposal to redevelop Ala Wai Golf Course for housing, 1957.....	410
Figure 56: Pālolo Municipal Golf Course, forerunner of the Ala Wai Golf Course.....	415
Figure 57: Abandoned agricultural works at edge of Ala Wai Canal that would later be added to Territorial Fair Grounds, 1934.....	417
Figure 58: War housing in Thomas Square similar to that which precluded redevelopment of the Pālolo Golf Course.....	417
Figure 59: Ala Wai Canal before Diamond Head-makai walls were built as part of Depression Era federal assistance project, 1934.....	420
Figure 60: Members of the Outdoor Circle planting trees along Ala Wai Promenade, 1934.....	420

Figure 61: Portion of Kapi'olani Park beachfront properties, post 1905.....426

Figure 62: Expansion of central portion of Kūhiō Beach Park, 1920-1940.....429

Figure 63: City Planning Commission map for post-War Kūhiō Beach Park expansion430

Figure 64: Kūhiō Beach Park expansion, Kapahulu Area, 1905-1958433

Figure 65: Kūhiō Beach Park expansion, Moana Hotel area 1950-1968434

Figure 66: City Planning Commission plan to create an Open Beach Area at Kapua, 1953452

Figure 67: Kalākaua-Kapi'olani-McCully block, originally planned for park purposes, at the main entrance to Waikīkī.....494

Figure 68: Kapi'olani Park perimeter residential lots as potential additional park space.495

Figure 69: Detailed map of Kapi'olani Park perimeter lots showing portions already acquired by the City and County of Honolulu.496

CHAPTER 1: INTRODUCTION

1.1 PLANNING AND THE LACK OF PLANNING

"Developers build cities, not planners."

Anonymous

The above saying reflects a cynical popular conception that American urban districts suffer from a lack of overall design and have evolved through the culmination of individual decisions directed by the profit motive.

What is actually constructed upon the urban landscape, however, is determined by a two-fold process. In the United States the first arena is that of government, which is charged with promoting the welfare and safety of the general public—very broad and subjective terms. In this political arena capital investors, landowners, developers, labor, public interest groups, and private citizens compete for policies favorable to their agendas. Based upon the policies developed, government may unilaterally undertake some project, work together with private or community interests, or allow private citizens their own initiatives. The second decision arena, known as the market, then operates as a competition for use of specific properties.

Another important element in the erection of the built landscape is the fact that, although both government and private interests periodically engage in planning investments to reach specific goals, land use choices may also, in effect, be made without any conscious decision making process—*de facto*, by default.

Thus, in order to understand the *why* of the existing city it is useful to study both the context of public, public-private, and private urban land use decisions in the government and market arenas as well as the interaction of deliberate planning efforts compared to the lack of planning.

In order to construct such a study, it is necessary to define certain basic planning terms.

"Planning" is defined by the American Planning Association as "the deliberate effort to further the welfare of people and their communities by creating convenient, equitable, healthful, efficient, and attractive environments for present and future generations".¹ Planning operates on levels of both time (short and long term) and magnitude (small to comprehensive).

"Planning Theory" refers to the conceptual framework within which planning occurs. Planning theory impacts how problems are observed, options defined, potential solutions chosen, action undertaken, and success or failure evaluated.

"Planning Environment" refers to the prevailing urban planning theories and regulatory context existent at the time a particular project is undertaken.

"Investment" involves furnishing resources in order to achieve goals. In planning, investments may include studies to determine needs, physical infrastructure to provide for such needs, and further studies to ascertain the level of success achieved by the investment in meeting those needs.

"Infrastructure" refers to physical investments and can take several different forms:

- 1. drainage**
- 2. streets**
- 3. water service**
- 4. sewers**
- 5. parks and open space**
- 6. other systems such as electrical, communications, etc.**

"Infrastructure Investment" is undertaken with the desire to improve physical conditions and encourage additional investment. Financing such infrastructure can be by the government through general tax revenues or a dedicated tax; shared cost partnership between government and private enterprise; met by developers as part of regulatory approval requirements in order to proceed with their private projects; through dedication by developers marketing "high end" projects with greater amenities than required by existing regulations; or as outright gifts from citizens.

"Lack of Planning" (often referred to as "Non-Planning" or "Unplanned Development") refers to circumstances where development is allowed to occur without adequate building standards and/or coordination through any overall master plan, resulting in issues of structural integrity, access or density that impede provision of public services and threaten public health. Such negative impacts may occur in the present and/or future.

"Built Environment" refers to those elements of the environment that are generally constructed by humans as contrasted to natural processes. (Please note that the "Built Environment" can include "man-made" landscaped vegetated areas such as public parks.)

1.1.1 PROBLEM STATEMENT

Communities face difficult choices in planning their futures. Population, economic, and technological changes may already be altering the nature of their neighborhoods. Decisions must often be made using incomplete information within limited time frames in order to prevent decisions "by default". Decisions can often be cumulative, wherein one decision leads down a path of increasingly limited options. Decisions can also have unintended consequences. Funding may be limited. "Special

interest groups" may exert influence. The success of local planning initiatives may be unknown to most of the public, thus weakening public confidence in the planning process.

While the future is never clear, the examination of past planning efforts can help explain the existing layout of cities and offers lessons in both successful and unsuccessful planning practices – an important resource often underutilized. This requires that practitioners understand the planning context, participants, goals, options available, decision making process, decisions, and have a method to evaluate goals with results.

1.1.2 STATEMENT OF PURPOSE

This dissertation seeks to examine the impact of planning or lack of planning on a rapidly growing urban environment. Using Waikīkī as an example, the emphasis will be on government action, both unilaterally and with private interests, in creating and maintaining a desired environment. This is done by providing documentation and analysis of major initiatives of the County of O'ahu, City and County of Honolulu, Kingdom of Hawai'i, Territory of Hawai'i, State of Hawai'i, and federal government and then evaluating the legacies of those initiatives in Waikīkī through the year 1959. The evaluation employs a multi-disciplinary approach, including planning theory, planning history, government programs, economics, and stakeholder participation.

1.1.3 GOALS OF THE DISSERTATION

This dissertation has several goals:

1. document the planning and investment undertaken in Waikīkī;
2. examine public-private interaction in the planning process;

3. analyze how successful local government efforts were in each of several case studies;
4. analyze the planning and physical legacies designed to aid in the understanding of today's Waikīkī; and
5. identify successful project elements that can be replicated in the future.

1.1.4 WHY STUDY WAIKĪKĪ TO 1959?

Most studies of O'ahu planning have tended to focus on the future urbanization of agricultural land. Studies that have included O'ahu's existing urban district, such as Robert Schmitt's *City Planning Chronology for Honolulu*, David Callies' *Regulating Paradise*, Donald Johnson's *The City and County of Honolulu: A Government Chronicle*, and Gail Atwater's Masters Area of Concentration paper *Best Laid Plans: A Historical Analysis of Land Use Planning on O'ahu, 1900-1964* have centered on the city itself or downtown Honolulu. Fortunately, Waikīkī's rapid development has been documented more than many other areas, providing the opportunity to analyze the evolution of this non-administrative, recreational, and economic dynamo.

The study focuses on the years from 1890-1959. This time frame was chosen for several reasons.

- This era laid the physical and planning foundation for Waikīkī. Documentation for this foundation is scattered and little understood by many planners and the general public, thus inviting research.
- The prime government agencies impacting Waikīkī planning changed over time. The period from 1900 until the mid 1920s was fundamentally fashioned by the Territory of Hawai'i, while the period from the 1920s on was increasingly molded by the Honolulu City Planning Commission. The City Charter revision of 1959

reduced the Commission from an administrative to an advisory capacity and thus changed the dynamics of Waikīkī planning.

- After statehood in 1959, new technology, and globalization produced new sources of funding and mass tourist markets that profoundly altered the nature of tourism. This period is better documented and more familiar to planners and the public.

1.2 APPROACH AND METHODOLOGY

The dissertation takes a case study approach to examine the real life contexts and causal links of the decision making process that have contributed to the present Waikīkī. The primary questions are “How did the area evolve, why, what historic resources still exist; and how can public and private organizations use this information to plan a more desired future?” This assumes that change is viewed as a never ending process, that both public and private resources are involved, that decisions must be understood in terms of the context of geography and the times, and that Waikīkī has characteristics unique to itself.

1.2.1 INFORMATION GATHERING METHODS

Three types of information gathering were undertaken during the production of this dissertation. These were background research, examination of original source materials, and interviews.

Background information was gathered to understand national and local contexts of resort developments. Topics included transportation, development of natural and man-made amenities, government investment, and the “life cycle” of resorts. Materials were gathered from the Kawaiaha’o Church Archives, Hamilton Library at the University of Hawai’i, Hawai’i State Library, and Municipal Reference and Records Center.

Original source materials came from all levels of government. Honolulu municipal records were obtained for the City Planning Commission, Board of Supervisors, Public Works, Board of Parks and Recreation, and other City departments and agencies. Similar records were used from the Territorial Legislature, Board of Harbor Commissioners, Public Works, Office of the Governor, and other Territorial and State departments and agencies. Federal agencies included the Army Corps of Engineers. Records were located at the Bishop Museum, Hawai'i State Archives, Honolulu Municipal Reference and Records Center, Kawaiaha'o Church Archives, Hawai'i State Library, University of Hawai'i Hamilton Library, and University of Hawai'i Urban and Regional Planning Library.

Personal and telephone interviews were limited in scope in this study because, after nearly fifty years or more, most decision makers from this period are deceased. Valuable research direction and information was obtained, however, by interviewing long time employees of both City and State agencies with knowledge of older records and procedures. These include the Honolulu Municipal Reference and Records Center, Honolulu Department of Planning and Permitting, and Honolulu Department of Design and Construction.

1.2.2 CONTEXT DISCUSSION

Utilizing the research materials gathered, a timeline was developed for planning activities within Waikīkī and the greater Waikīkī area through 1959, organized by subject. A context discussion was undertaken covering the evolution of urban resorts within the United States, prevailing planning theory influences, and development factors specific to Honolulu.

1.2.3 EVALUATION OF GOVERNMENT INVESTMENT, PLANNING, AND LACK OF PLANNING IN WAIKĪKĪ

Specific government initiatives within the dissertation were organized in chronological order to explain prevailing urban theory; district, economic, and government conditions; and introduce participants involved.

Detailed evaluation of each government planning initiative was undertaken using ideas and methodologies from the following authors.

John Friedmann and Peter Hall both stressed the importance of examining the time and planning context in which the planning occurs: such contexts frame both planning process and direction.^{2, 3}

Harvey Molotch focused on the city as a growth machine. To Molotch, the essence of American urban politics is growth. The local land based elite, which would profit from increasing intensification of land use, is disproportionately active in local politics compared to other groups. This elite group views the locality in competition with other urban areas and wishes to use government to attract capital investment. Such desired government actions can include favorable wage and tax rates, educational and physical infrastructure, and political stability. A package of pro-investment proposals is promoted to the general public as erecting infrastructure for the common good, creating jobs, and expanding the tax base. Molotch questions these arguments by noting the following:

1. The capital pool is finite, so that investment in a particular city is at the expense of another.
2. The national labor pool must make geographic adjustments to accommodate employment, often bringing in more labor than necessary into the new area and not necessarily favoring jobs for local citizens.

3. **Increased density frequently increases the costs of providing government services.**
4. **The growth imperative places constraints on available options for local social and economic reform. "Pro-business" infrastructure spending and investment policies favor the accumulation of capital rather than provision of services to the general public.⁴**

Sherry Arnstein and Susan and Norman Fainstein examined public participation in the planning process.

Arnstein studied the development of differing degrees of citizen involvement in community planning. She created a representative model based on increasing citizen participation, organized upon three general categories and eight sublevels. "Non-Participation" referred to methods of manipulation and therapy, where a "top down" approach was used to achieve public support for a preconceived plan to cure a perceived problem and educate participants. "Degrees of Tokenism" referred to levels of increased meaningful interaction, beginning with simple consultation and leading to inclusion of "worthy" citizens onto committees without real power. The highest levels of participation, entitled "Citizen Power", included partnerships of citizens on committees sharing real decision making responsibilities; delegated power wherein citizens hold the majority of seats on decision making bodies and thus could ensure accountability of officials; and finally full scale citizen control, as the "have-nots" engage in planning, policy making, and managing all facets of operation from funding to project completion.⁶

The Fainsteins viewed urban development as shaped along two dimensions—distribution of local political power and market forces acting upon the city. In the competition for representation in government, the working and lower classes had two avenues to reach decision makers—"electoral enfranchisement" (the ability to elect

office holders) and “bureaucratic enfranchisement” (using citizen participation organizations in concert with local government authorities). The Fainsteins viewed the effectiveness of both methods was dependent upon the level of investment entering the community—high investment levels ensured a change in the urban environment and increased the resources available to local government. Thus high levels of electoral and bureaucratic enfranchisement, coupled with high levels of investment, offer the greatest opportunity for lower income neighborhoods to benefit from redevelopment. Conversely, low levels of investment, coupled with low levels of enfranchisement, provide the least opportunity.⁶

Fainstein, et al also made a number of observations on the interaction of government, capitalists, landowners, and the general public during urban restructuring:

1. Local government (state and city) often had few offices capable of directing development. Consequently there was a dearth of public entrepreneurship.
2. The disproportionate representation of capital and landowners in government allowed such elites to dominate any government effort at urban restructuring.

Government was used to maintain the position of local firms and the local urban area within the competitive system of cities, eliminate economic blight, and encourage new complementary industries. The Fainsteins identified potential “fault lines” threatening elite control of government, such as divisions between business and the middle class, allocation of public investment between core and periphery areas, allocation of government investment favoring accumulation of capital rather than social consumption, and resource allocation issues within low income neighborhoods. Based upon the the elite’s confidence in its control of development versus existing levels of social activism, government could use directive, concessionary, or conserving methods in achieving its redevelopment

objectives. Thus government expenditures were often directed at market rate rather than public or assisted housing; tax policies favored new construction over housing rehabilitation; and investments made in physical infrastructure rather than social services—all of which occurred at the expense of the lower classes.

3. Capital did not need government to reshape the urban environment. Recent private investment and the marketplace could, for example, push up the future anticipated property values in an area, creating a class monopoly rent that forces out the underclasses.⁷

Alexander Garvin examined specific public and private revitalization projects to determine what made them successful or less than successful.

1. Programs should not be studied in physical isolation but as part of the communal environment.
2. Participation by all principals was key to creating a sense of ownership of the program and entrepreneurship was necessary to champion projects through to completion.
3. Government could use strategic public investment to encourage private investment with regulatory policies to lessen private investment risk, and, if necessary, provide incentives to further public policy.
4. Projects must properly address the market, be conveniently located, feature an identifiable and attractive design; obtain realistic and flexible financing; foster public and/or private entrepreneurship; and be resilient over time in order to be successful.⁸

Gail Atwater examined how a program affected subsequent plans, planning processes, the environment; and in what physical form the program exists today.⁹

I have used these ideas in developing my own methodology for evaluating the planning of Waikīkī.

A study covering such a long period (and such great changes in the landscape) of necessity requires understanding of historical context. Thus Friedman's and Hall's works are important. (Context will be discussed further in the next chapter under theory).

In particular, I agree with Molotch that a powerful local land based elite in Hawai'i was indeed dedicated to urban growth, seeking outside capital and greater entry into the world economy. The impact of private businessmen such as Walter Dillingham will be apparent in the case studies.

Arnstein's Ladder of Citizen Participation is useful in following the gradual democratization of planning as planning evolved from an upper class committee activity to public hearings that gave voice to lessees.

Similarly, the Fainsteins' studies of participation of the worker and lower classes in government decision making also have merit, but must be viewed in the context of the time period of this study. Waikīkī's layout and initial development occurred during a long period of economic and political control of the islands by a small elite. Only after the end of World War II, when returning veterans had made use of federal educational programs, large numbers of non-white American born citizens had taken up the vote, and legal definitions of "landowner rights" had taken greater consideration of community needs were both bureaucratic and legislative enfranchisement opportunities greatly increased. The Democratic Party would not assume all the benefits of being the majority party in the islands until capture of the historically powerful and centralized governor's office in 1962.

Garvin's ideas focused on individual projects, but have been adjusted to accommodate planning efforts within the Waikīkī peninsula and immediate environs.

Similarly, Atwater's emphasis on long term impacts are included.

The results are the following criteria for evaluation:

- **Framing the Challenge:** What was the problem? How did prevailing planning and legal theory affect the perception of the problem?
- **Participants:** Who did or did not contribute?
- **Visioning:** What proposals for remedy were considered?
- **Planning Process:** What course of action was chosen? Why?
- **Implementation:** How were plans fulfilled? Did they have the desired results?
- **District Evolution:** How was the process of local planning affected? What physical manifestations of the plan remain?
- **Lessons for the Future:** Were ideas from this program used to improve the overall process, or were they ignored?

1.3 ORGANIZATION OF THIS DOCUMENT

This dissertation is organized into the following sections. Chapters 1 and 2 are introductory; Chapters 3-7 are case studies; and Chapter 8, a summation.

Chapter 1 – The Introduction includes the Problem Statement, Statement of Purpose, Goals of the Dissertation, Why Study Waikīkī, Approach and Methodology, and Organization of the Document.

Chapter 2 – The Contextual Framework is detailed. This includes the Evolution of Planning Theory, Background of Resort Development within the United States, Overview of Waikīkī Evolution, Geography of Waikīkī, Advantages Facilitating the Development of Waikīkī, and Special Challenges Impacting Waikīkī as a Resort.

Chapter 3 – Reclamation, which transformed the area makai of South King Street between today’s downtown Honolulu and Kapahulu from agricultural lowlands into building sites.

Chapter 4 - Roads, examines the evolution of the Waikīkī street system, including proposals that did and did not become reality. Closely allied to street development is land subdivision, which will be discussed within this section.

Chapter 5 – Water and Sewer Systems, details creation and growth of these essential services in Waikīkī and the city of Honolulu.

Chapter 6 – Land Use, focuses on zoning, zoning variances, density, and land utilization.

Chapter 7 – Open Space, covers the history of park and park-like spaces within and adjacent to the Waikīkī peninsula. Included are major subsections on the Ala Wai Golf Course, Waikīkī miniparks, and Kūhiō Beach Park. Also included are discussions of proposed parks that did not materialize.

Chapter 8 – Analysis, presents observations and conclusions about planning in Waikīkī, and makes recommendations about how successful projects can be replicated.

Chapter 9 – Summation, discusses the main findings of the paper.

CHAPTER 2: CONTEXTUAL FRAMEWORK

2.1 PLANNING THEORY

As mentioned earlier, "Planning Theory" refers to the conceptual framework in which planning occurs. Planning theory impacts how problems are observed, options defined, potential solutions chosen, action undertaken, and success or failure evaluated. During the long time frame of this study (1890-1959) planning theory underwent evolution on several levels, developing themes and testing methodologies. Thus an overview of these changes is important to understand change in Waikīkī. I have organized these themes as:

1. theories of urban development;
2. visions of the ideal city;
3. usefulness of planning; and
4. theories of good planning practice.

2.1.1 THEORIES OF URBAN DEVELOPMENT

Theories of urban development have included the initial development of urban areas, their expansion, sustainability, and interaction.

Janet Abu-Lughod surmised that the initial creation of cities required:

1. agricultural and technological improvements to support population growth and density;
2. a sociopolitical hierarchy accumulated and then allocated the agricultural surplus, usually resulting in unequal distributions that were physically manifested in the design of urban space; and

3. **growth of imperial control as these city-states expanded their economic and political influence.¹**

Joel Kotkin concluded that cities required three elements for both their development and continued existence.

1. **The sacredness of space originally referred to religious sites. Successive occupants of the land often built their own religious structures at locations important to antecedent beliefs. Areas of historically valued resources have similarly maintained a “unique sense of place”. Modern cities have striven to create landmark identities to encourage civic boosterism and promote confidence in their futures.**
2. **The need for security was a founding premise of ancient cities and has remained a requirement to attract and maintain investment.**
3. **Commerce created and supported the skills differentiation and technological innovation that made urban areas so dynamic.²**

The concepts of expansion and hierarchy of cities began with European thinkers. In 1826 North German estate owner Johann-Heinrich von Thunen created a model to explain land use practices radiating out from a central market location. High profit products, difficult to transport, would be favored for production nearest to the center, while low profit products, easy to transport, would be produced farthest from the center.³

Alfred Weber in 1909 published theories of industrial location, focusing on elements of transportation costs between raw materials and final product market, relative cost of labor, and favorable or unfavorable concentration of industry.⁴

Walter Christaller in 1933 proposed the Central Place Theory to explain the size, number, and distribution of urban settlements. Christaller envisioned a hierarchical inter urban marketing system, based upon *centrality* as a locational draw, *threshold* as the

minimum market necessary to attract and sustain new industry, and *range* as the practical distance potential customers would be willing to travel to acquire a product. Christaller also applied a hierarchical transportation model within urban systems to minimize network length and maximize connectivity, and a hierarchical administrative model for control of lesser urban centers.

August Losch in the 1940s modified Christaller's Central Place Theory in an effort to explain the uneven distribution of urban areas across the landscape. Losch created a consumer model based on administrative and manufacturing rather than service centers, uniting similar levels of consumer activity and illustrating city-rich or city poor areas emanating from a central place.⁶

The spatial relationships of labor and capital also underwent scrutiny, beginning in the 19th century, when Marxist philosopher Friedrich Engels conducted such observations within British urban areas.⁶ In the 1920s Ernest Burgess noted differing rings of development outward from the city core. In the next decade Homer Hoyt proposed that, as cities grow, upper income groups move outward in sectors, abandoning formerly upper class zones near the city center to citizens of more limited financial means.⁷ As the world economy has undergone globalization, Harvey Molotch and William Cronon described the efforts of local businesses and landowners to attract additional outside capital and foster local economic expansion in competition with other municipalities.^{8,9} Marxist geographers such as David Harvey documented the growing international nature of capital as capital displayed a willingness to desert established manufacturing centers in favor of lower cost labor and raw material sources overseas.¹⁰ This world increasingly became organized along a hierarchical system of specialized urban centers.

2.1.2 VISIONS OF THE IDEAL CITY

Peter Hall noted that much of twentieth century planning represents an intellectual and professional reaction to crowding, disease, and other evils of the nineteenth century industrial city.¹¹

- 1. The Garden City concept of Ebenezer Howard postulated the export of large numbers of people and jobs from the central city to new, self-contained, satellite towns. A divergent path from Howard led planners to create commuter suburbs.**
- 2. The Monumental Tradition concept focused on architectural elements to instill civic pride. Beginning with the Chicago World's Columbian Exhibition of 1893, Daniel Burnham subsequently designed plans for other American cities, of which the update of Pierre L'Enfant's Washington D.C. plan is probably the best known today. Albert Speer and Adolph Hitler planned to use elements of this same concept in their planned rebuilding of Berlin, Germany after a Nazi victory in World War II.**
- 3. A mixture of both the Garden City and Monumental Tradition concepts can be found in the work of Le Corbusier, who advocated removal of existing cities and their replacement with modernist high-rise development coupled with large amounts of open space at ground level. This idea morphed into both wholesale urban renewal clearance of existing structures and the creation of the high-rise business plaza.**
- 4. Frank Lloyd Wright used the concepts of the highway and individualism to promote his conceptual Broadacre City, the antithesis of Le Corbusier's autocratic high-rise development.**
- 5. Alteration of the main source of citizen transportation from rail to the automobile encouraged urban sprawl, multi-centric urban areas, and de-emphasis of**

pedestrian activities. Neo-Traditionalist/New Urbanist architecture has developed to re-encourage pedestrian oriented, more human scale communities.

2.1.3 USEFULNESS OF PROFESSIONAL PLANNING

William Klein argued that planners offer more than comprehensive and long range thinking. He noted five points where professional planners can make positive contributions to development.

- 1. Planners can facilitate visioning exercises, which are often the best opportunity for communities to flag problems and analyze possible planning alternatives.**
- 2. Plan making support includes assistance in assessing existing conditions and trends; creating comprehensive, neighborhood, and functional plans; describing planned actions, and assigning responsibility for administration and cost controls.**
- 3. Management tools such as zoning, subdivision, transit or planned unit development rules, regulations and incentives are conceived, written, and administered by professional planners.**
- 4. Development review includes decisions to approve, conditionally approve, or disapprove a project. During this period professional planners have the opportunity to ensure that decision makers have all relevant information, make suggestions to improve projects, and negotiate with developers for additional community benefits in return for conditional use permits.**
- 5. Overall public investments, also known as capital improvement projects, are undertaken by a number of different government agencies. Professional planners can assist in coordinating the planning and construction of such works**

in order to minimize negative impacts on the public and improve broad realization of policy goals.¹²

2.1.4 THEORIES OF GOOD PLANNING PRACTICE

While the original planners learned their craft by trial and error on the job, the increasing number and size of planning projects led to the creation of formal planning education. Such programs initially focused on “theory in planning”, the practical techniques and methodologies needed by professional planners. It became increasingly apparent, however, that “theories of planning”, where planners tried to understand the very nature of planning and planning practice, influenced the conceptualization, operation, and evaluation of the planning process.

Leonie Sandercock examined this evolution of thought on what constitutes good planning practice. Central to her thesis was the role of the planner in relation to his clients. Sandercock identified six models of such theories of planning.

The Rational Comprehensive Model was founded upon the idea that technology and social science could improve the world. Planners were viewed as detached experts who used such tools as policy analysis, organization theory, and decision theory to identify potential courses of action for decision makers. Government was envisioned as benign, with differences within the public as to class, race, or gender unrecognized. While this Model suggested certainty, objectivity, and rational resource allocation, criticisms included a focus on method over results; the pitfalls of aggregating the public interest, the focus on the all encompassing master plan, and the idea that its top down design was anti-democratic.

The Advocacy Planning Model was originally proposed by Paul Davidhoff. Unlike the Rational Comprehensive Model of planning, Davidhoff felt that planning was a highly

political process focused on distribution of benefits. He envisioned planners using their expertise to become advocates for disenfranchised neighborhoods in order to improve master plans. While the Advocacy Planning Model expanded the role of the planner, it received criticism that advocacy planners functioned more as cooptive agents for establishment politics than empowerment agents. This raised issues of the mutual learning between professional planners and their clients, and empowerment of disadvantaged neighborhoods.

The Radical Political Economy Model followed a Marxist bent. The need of capitalism to accumulate capital and guarantee private property was seen as limiting potential state intervention on behalf of subjugated classes. Under these circumstances, planners were participants in state efforts to repress, coopt, and integrate citizens into the capitalist agenda. Specifically, planners acted as agenda rationalists and legitimizers; negotiators and mediators between differing factions of capital; regulators of popular protests; a means to limit risk to long term investments; and facilitators for the production of necessary collective goods. Planners were thus denied a role in social transformation.

The Equity Planning Model viewed the state as the site of political struggle, where planners should facilitate redistribution of resources, power, and participation away from elites toward the working classes. This would be accomplished by activist professional planners acting as communicators among various factions, propagandists for issues that they saw as important, and allies of "progressive politicians". While the professional expertise of the planner was still central to this model, the limited input of local knowledge and the activist bent/alliance with individual politicians meant that the tenure of such planners was often limited.

The Social Learning and Communicative Action Model recognized that local knowledge held by members of neighborhoods was an essential part of any potential solution to planning problems, necessitating a two way street of communication between professional planners and clients. Planning theory, in this model, was no longer looked at as a static body of knowledge. All parties engaged in multiple forms of mutual learning that impacted both means and goals. Importance was placed upon providing equal knowledge to all parties and organizing discussions so that the strength of argument determined the outcome rather than financial power or status. Sandercock notes that while this model de-emphasized the bureaucratic isolation of professional planners and increased interactive social processes, the planner yet remained a creature of the state.

The Radical Planning Model developed from the desire to change the existing unequal distributions of power, opportunity, and resources. Some radical planners, viewing the state as evil, decided to abandon the traditional role of government employed planner and work solely within neighborhoods to assist in community initiatives. Other planners who also had rejected government employment still felt it necessary to work with sympathetic officials to further community agendas. A third group remained within the state but facilitated as much as possible the efforts of their brethren who had "crossed over". Sandercock, interestingly, rejected the view of the state as a monolithic evil, noting that there exists in government the potential for both transformative and repressive behavior. She also noted the same transformative and repressive potential in local organizations. Faced with these transformative and repressive powers of both the state and local organizations, she encouraged radical planners to undertake an action program by moving between both spheres, deconstruct

concepts of both the state and community, reconstruct new organizations, practice social learning, and appreciate multiplicity.

Finally, Sandercock noted that while it is up to individual planners to decide which model to emphasize, portions of these models overlap and so planners often employ elements of several models in their daily operations.¹³

2.1.5 BACKGROUND ON RESORT DEVELOPMENT WITHIN THE UNITED STATES

Evolution has always been a part of American cities—especially resort areas near urban centers. Hibbard and Franzen observed several steps in this process.

1. Areas containing natural leisure attractions, but accessible only by foot or horseback, initially received only scant attention because local inhabitants were busy engaging in immediate life sustaining economic activities such as agriculture, mining, etc.
2. Development of the regional economy and road/rail access allowed those with wealth and leisure time to build private homes close to natural attractions.
3. A series of small hotel developments then began, designed for the leisure class on extended vacation, and often occupying large structures originally built as private homes. Entrepreneurs then initiated construction of buildings designed for overnight accommodation, ultimately leading to a small number of exclusive, large and lavish hotels dependent upon out of town visitors.
4. By the early 1900s the average city underwent a streetcar-induced revolution. The streetcars allowed those of intermediate economic means to commute daily from outside the original pedestrian-based downtown urban area. The result was the break up within the resort area of original large landholdings into house lots and the creation of neighborhood commercial centers at streetcar service nodes.

5. As the infill of vacant land nearby continued, the growing population could support additional man-made attractions such as movie theaters, amusement parks, public buildings, and golf courses. Buildings constructed were increasingly multi-family with some even multi-level.
6. Introduction of mass-marketing techniques and increased integration into the world economy then led to increased high-rise construction. A dichotomy developed between developers concerned with maximum return on investment with those residents concerned with maintaining a unique sense of place.¹⁴

2.2 WAIKĪKĪ

2.2.1 AN OVERVIEW OF WAIKĪKĪ EVOLUTION

Waikīkī has undergone a similar journey as an urban resort.

1. Waikīkī began as a rich agricultural district fed by waters from the Pi'inaio, 'Āpuakēhau and Kuekaunahi Streams that drained the Mānoa and Pālolo Valleys. Area residents supplemented their diet with fish caught offshore. This productive area served as the seat of royal power on O'ahu during periods of O'ahu's independence from other islands in the Hawaiian chain. After contact with western explorers, consolidation of the Hawaiian Kingdom and arrival of the missionaries, the kings constructed a series of increasingly western styled structures at Helumoa, and a Congregational church and school were built near the present site of the International Market Place and the Princess Ka'iulani Hotel.
2. Improvements in land transportation from (downtown) Honolulu allowed the kings of Hawai'i in the late 1800s to create even more elaborate country homes along the beach at Waikīkī. Ultimately other royals, including Bernice Pauahi Bishop,

Queen Lili'uokalani, Queen Kapi'olani, and Princess Ka'iulani (Cleghorn) all had large "country" properties in the area. By 1888 private citizens possessing wealth and leisure time had built a series of prominent homes along the shoreline.

- 3. Also in 1888 began the conversion of private residences into small private hotels for long-term accommodation, when the Macfarlane residence near Diamond Head was opened as the Park Beach Hotel. (The Lewers and Princess Ka'iulani homes would later also be converted into hotels.) The Honolulu Seaside Hotel, located where the Royal Hawaiian Hotel is today, pioneered the use of cottages built specifically for the hotel trade. In 1901 the Moana Hotel would open, reflecting the efforts by developers and civic boosters to tap a larger market for sophisticated tourists transported to Hawai'i by new ocean liners.**
- 4. Streetcar access led to increased demand for house lots, and the Waikiki Reclamation Project provided both the dry land and beginnings of land ownership redistribution to provide those house lots. (Single family homes, bungalows, and courts would be the most common residential construction types.) The large royal estates were either broken up by sale (Princess Ka'iulani's home site, 'Ainahau) or lease (Queen Lili'uokalani's and the Bishop Estate Helumoa properties). The Congregational church and school were removed from their Kalākaua Avenue sites. Small local businesses then established themselves across from the beach in order to serve both the residential and tourist clientele.**
- 5. Increased population on O'ahu and the growth of tourism provided the economic support in the 1920s and 1930s to develop the Waikiki Amusement Park, Territorial Fair Grounds (predecessor of the Ala Wai Golf Course), Gump's and the Kūhiō Theater on land previously vacant. The Waikiki Theater was erected**

across from the new Royal Hawaiian Hotel. Another golf course would be built at Wai'alaie to accommodate guests at the Royal. By the 1930s construction of bungalows and courts would outpace single family homes, and two-story construction would become more common.

6. Improvement in air travel to the islands from the U. S. mainland laid the foundation for mass marketed tourism. Furthermore, statehood in 1959 greatly eased access to capital markets for developers seeking to build mega structures capable of accommodating mass-market tourism. Waikīkī suddenly became vastly more integrated into the world economy with many economic decisions made elsewhere. Local government was determined to use tourism as a means to provide new jobs and diversify the economy away from a dependence upon agriculture.

7. Private and public entities increasingly struggled between the desire for economic expansion and maintaining the charm (i.e. "sense of place") of Waikīkī. The result was increasing forms of legislation limiting the location and types of construction allowable and periodic rebuilding of infrastructure.

Parallel to these economic changes, government and/or private investors engaged in some degree of Planning or Non-Planning in order to produce the Built Environment that we know as Waikīkī today.

1. Within the 19th century, elements of the garden suburb began as royalty and the rich built increasingly elaborate homes in Waikīkī (including Kapi'olani Park) as retreats from living in crowded Honolulu.
2. In the early part of the 20th century royal estates disappeared under development of garden suburbs for the middle class. The City Beautiful movement impacted

Waikīkī with the development of the Territorial Fair Grounds and War Memorial (“Natatorium”), etc.

3. Codification, government efficiency, pragmatism, and other efforts at a nominally apolitical planning program built the Ala Wai Canal, led to improvements in subdivision infrastructure, and created defacto economic segregation.
4. The growth of government programs such as the New Deal’s Works Progress Administration built new parks, roads, and sewer systems. Government investment in air transportation infrastructure, combined with tax and zoning laws, encouraged high-rise architecture.
5. Globalization and specialization of urban function have made Waikīkī a top-tier world-class resort and mini “enterprise city” where entrepreneurs built elaborate complexes for the tourist trade.

2.2.2 DESCRIPTION OF WAIKĪKĪ

A resident from the Honolulu of 200 years ago would not recognize today’s landscape or the majority of place names. The original Hawaiian land divisions were focused mauka-makai to ensure a broad list of usable resources. The “Waikīkī” viewed on period maps and used by the then existing population included today’s Waikīkī peninsula, the Mānoa-McCully-Mō’ili’ili districts, the ‘Ewa portion of Kaimukī, and both the Mānoa and Pālolo Valleys. Urban development and new generations have since created separate characters for each of these subdivisions of the old Waikīkī, although their proximity continues to exert mutual influences.

For the purpose of this study, the primary focus will be on the Waikīkī peninsula, bounded by the ocean, Ala Wai Canal, and Kapahulu Avenue. Supplemental resort and recreation developments in areas immediately surrounding Waikīkī, such as Ala Moana

Park; Ala Moana Shopping Center; sections makai of Kapi'olani Boulevard from Atkinson Drive to Kalākaua Boulevard; Ala Wai Park; Ala Wai Golf Course; and the Kapi'olani Park and Coconut Avenue areas up to the Diamond Head Lighthouse will be included for their support roles. Similarly, infrastructure development such as support highways and water and sewer lines will be included for areas mauka, 'Ewa, and Diamond Head of the Waikīkī peninsula.

The Waikīkī peninsula is the outcome of the Waikīkī Reclamation Project (1921-1928), wherein the Ala Wai Canal was cut through existing taro, banana, and rice fields on properties mauka and 'Ewa of today's Ala Wai Boulevard. Kalākaua Boulevard, the main thoroughfare, enters the peninsula from the mauka 'Ewa side and reaches the ocean on the Diamond Head side of Waikīkī. The peninsula is approximately two miles long and averages two blocks in width. Commercial activities center along Kalākaua and Kūhiō Avenues, with apartment districts in the 'Ewa section and hotels on the Diamond Head end.

Three maps, one of the Waikīkī peninsula itself, the second the area immediately 'Ewa, and the third the section of the city immediately Diamond Head of the peninsula, are included on the next pages.

2.2.3 ADVANTAGES FACILITATING THE DEVELOPMENT OF WAIKĪKĪ

Waikīkī has had several advantages in its development from a local recreation area to international resort.

Historically the Waikīkī ahupua'a (land division) supported a sizable Native Hawaiian population while the shore provided home and recreation sites for the ali'i (Native Hawaiian ruling class). The area was important enough in the post Western contact period that one of the first roads constructed outward from town linked Honolulu

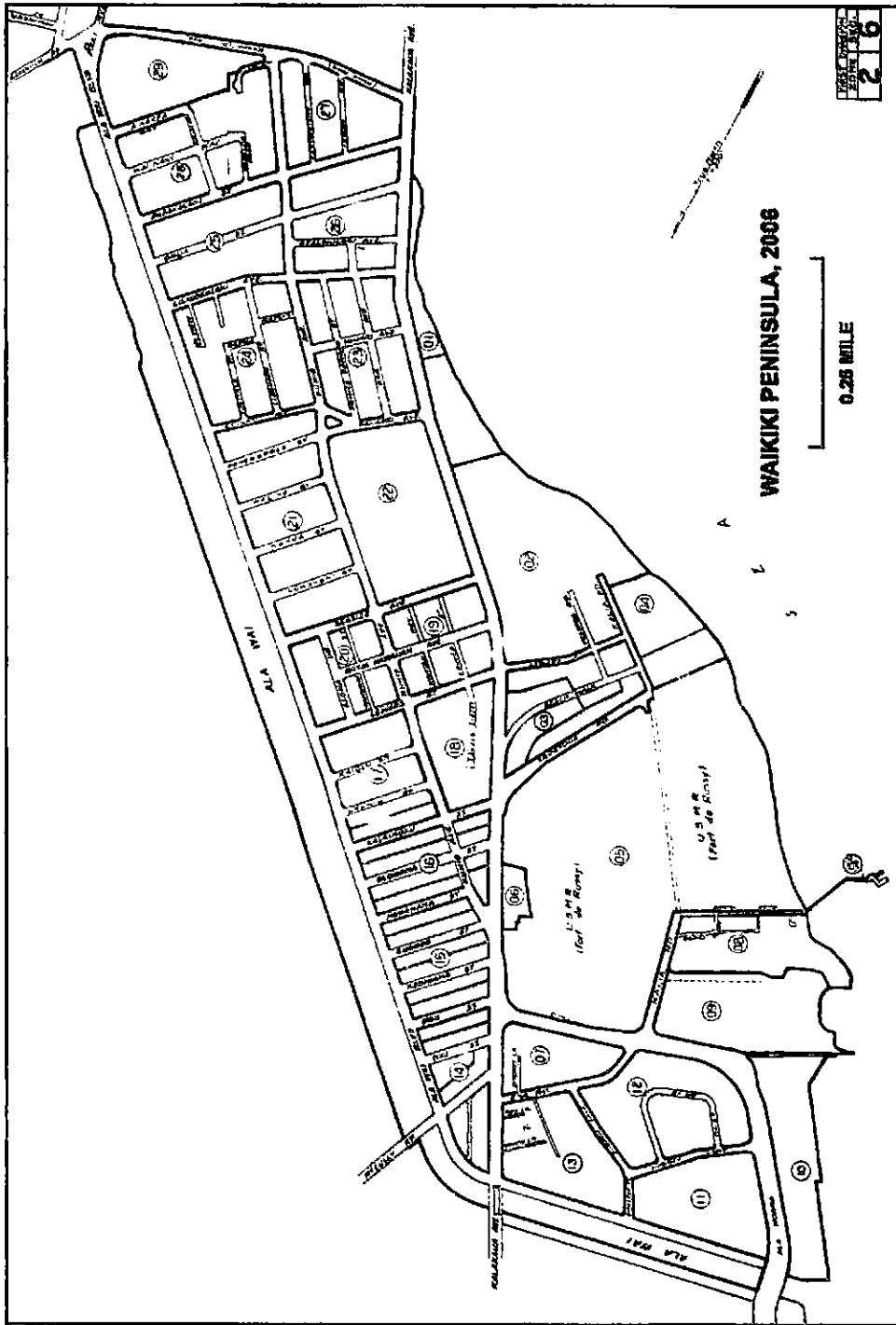


Figure 1: Walkīki peninsula, 2006 (including Tax Map Keys)

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, Map 2-6, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

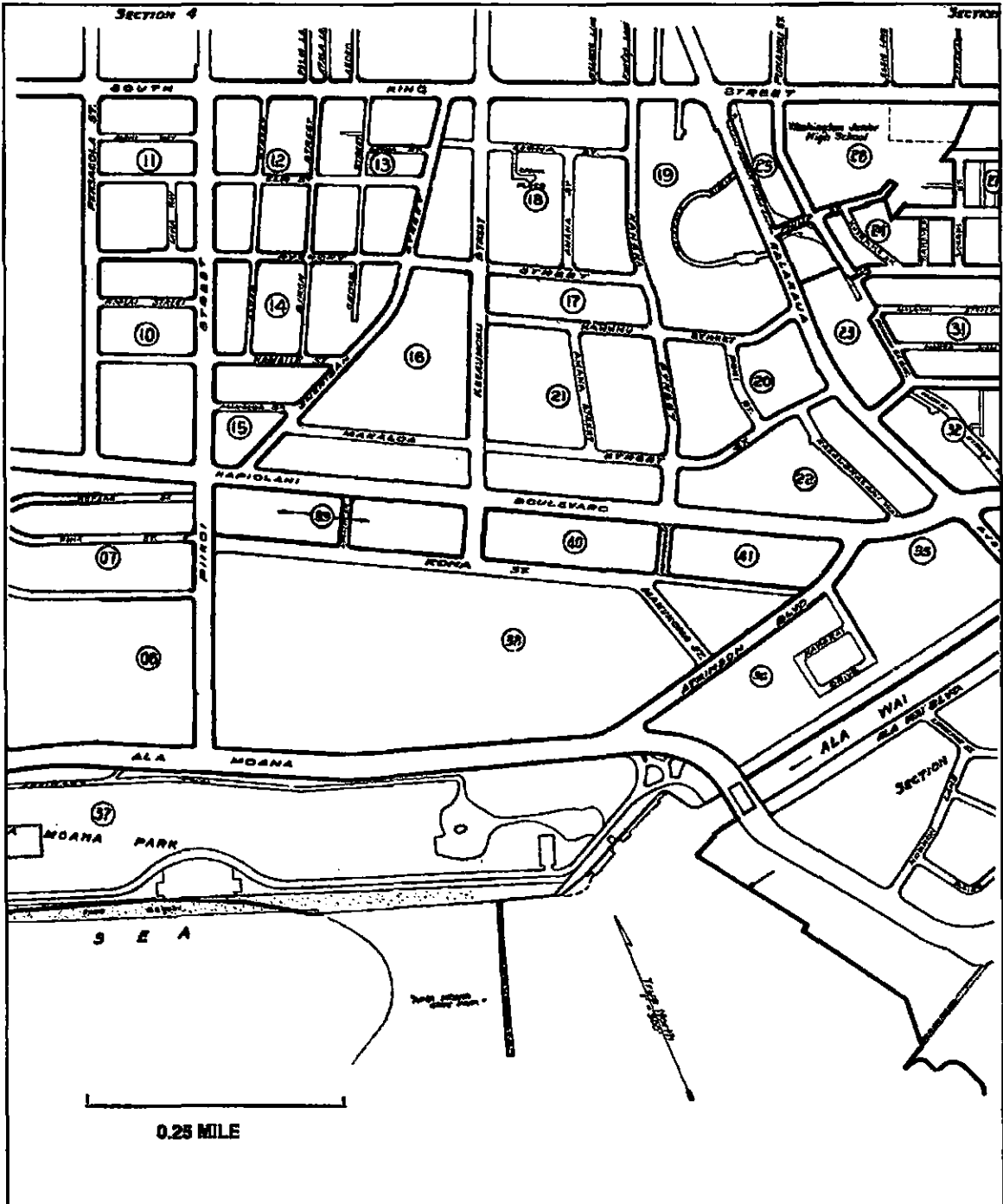


Figure 2: Area immediately 'Ewa of Walki'i peninsula, 2006 (Including Tax Map Keys)

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, portion of Map 2-3, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

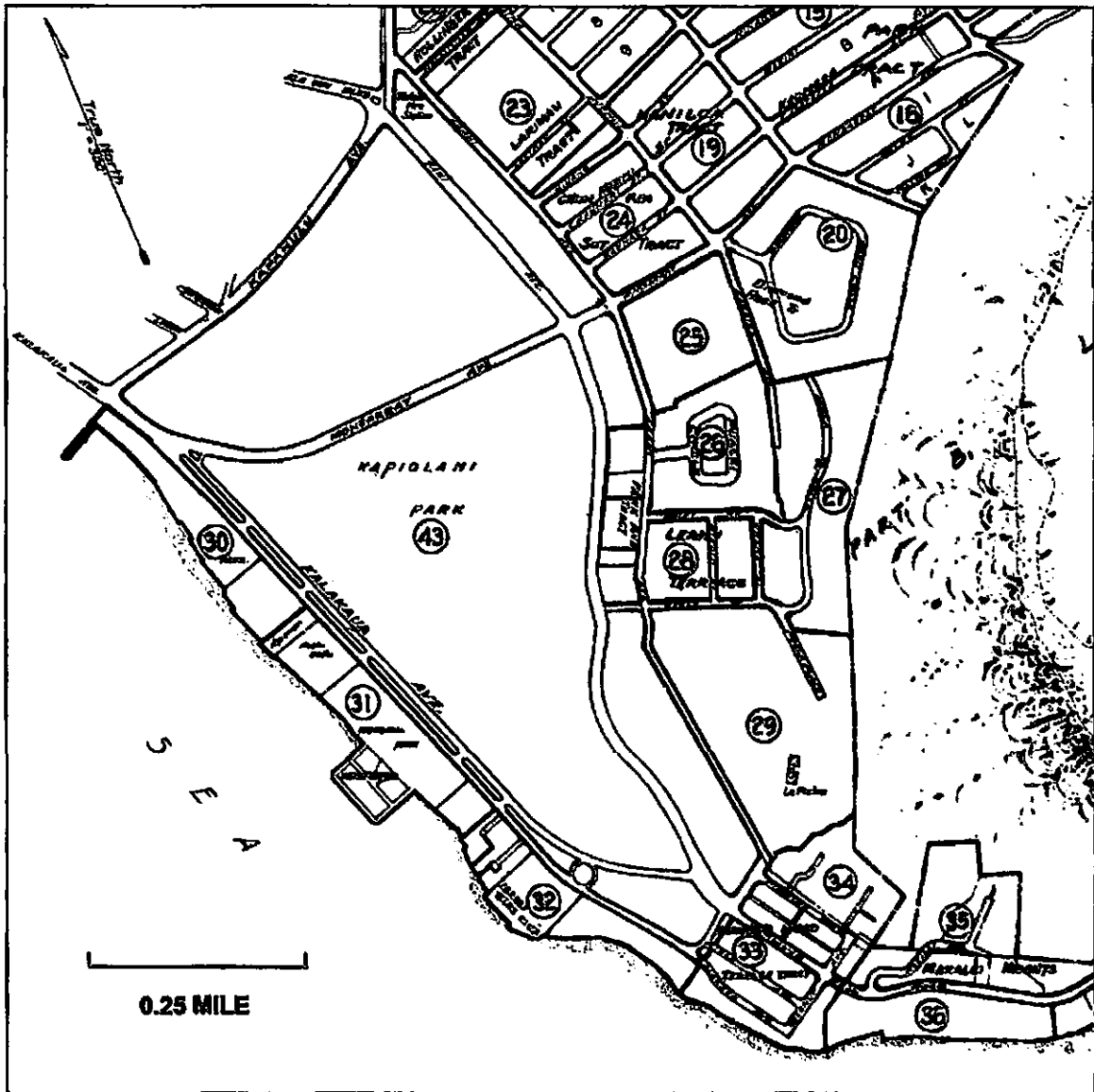


Figure 3: Area immediately Diamond Head of Waikiki peninsula (Including Tax Map Keys)

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, portion of Map 3-1, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

with Waikiki village and the ali'i complexes. (This road was eventually extended to become for many years one of only two routes toward Koko Head.) As Honolulu Harbor developed, the coastline near the harbor was increasingly fouled compared to the shore

of Waikīkī. Other stretches of desirable shoreline, such as Kalama Beach in Kailua, were much more difficult to reach over the Pali than the level road to Waikīkī.

Yet the distance from town was sufficient enough to prevent the initial creation of conditions of high population density, poor access, unsatisfactory sanitation, and standing water that threatened public health at Kewalo, "Hell's Half Acre", Chinatown, and the lower Liliha areas. Lessons were learned at Kewalo about comprehensive planning, creating and financing improvement districts, land reclamation, land consolidation, subdivision, drainage, and introduction of utilities. These lessons were applied by financially well off and politically well connected property owners to their Waikīkī properties once they had decided to develop.

The same political and economic hierarchy that owned land in Waikīkī also engaged in civic boosterism promoting travel to Hawai'i from the United States mainland through such successive agencies as the Hawaiian Bureau of Information, the Hawai'i Promotion Committee, and the Hawai'i Visitors Bureau.¹⁵ During the 1920s large government investments were made in upgrading the docks at Honolulu Harbor to accommodate private passenger ships. Honolulu Airport was initially funded through a combination of government and private money. Waikīkī, located just a few miles away, became the focus of the tourist trade and the location of new hotels such as the Royal Hawaiian Hotel.

The barrier effect of the Ala Wai Canal and the development of alternative cross town routes between downtown Honolulu and suburbs Diamond Head of Waikīkī have discouraged much through traffic from Waikīkī.

The small size of the Waikīkī peninsula encourages walking as a form of tourist transportation between hotels, restaurants, shops, and the beach.

Waikīkī has been a prime beneficiary of Honolulu's regional park system. Kapi'olani, Ala Moana, the Ala Wai Promenade, Ala Wai Park, and Kūhiō Beach Parks surround Waikīkī on three sides. The continued existence of Fort DeRussy as open space also helps to minimize the density of Waikīkī.

The uniqueness of the original Hawaiian culture, a multiethnic population, the year round warm climate, the bridge effect of Hawai'i's location, technological innovation, and statehood have facilitated both mass and international tourism.

Waikīkī has been a major beneficiary of airline subsidies. Airline yields in the Hawai'i market have historically been underwritten by travel elsewhere. This has encouraged tourists to come to Waikīkī and spend money here that otherwise would have been spent on airline transportation.

While tourists have increasingly visited the neighbor islands, Waikīkī continues to offer a wider range of visitor activities found no where else in Hawai'i.

2.2.4 CHALLENGES IN THE DEVELOPMENT OF WAIKĪKĪ

Waikīkī has always faced obstacles in development as a tourist resort.

Hawai'i has had a complex governmental and legal history, evolving from an independent absolute monarchy, a constitutional monarchy, a republic, an American territory, and then to an American state. During those times Waikīkī ceased to be an administrative center, underwent conversion to private property laws using two different land title systems; was partially acquired by the United States military; and came under the jurisdiction of two successive county governments and a temporary military government. Decision making methods, and the decisions made, were impacted by these changes.

Hawai'i's isolation in the North Pacific Ocean means that travel time to and from tourist markets is greater than its competitors' for the travel dollar. This was only partially alleviated by the shift from surface ship to airplane travel.

Hawai'i's physical isolation also has meant higher operating costs for fuel and the manufactured goods and amenities tourism demands. Land costs are also higher than the mainland.

Reaching consensus of what Waikīkī should be has always been problematic. While local newspapers may have celebrated the opening of the Moana Hotel in 1901 and the Royal Hawaiian Hotel in 1927, members of the public worried about the hotels' effect on the "old Waikīkī", City planning officials expressed concern about the buildings' heights, and planning critics such as Lewis Mumford declared they marred the landscape.¹⁶

Originally Waikīkī was envisioned as a desirable residential area, and hundreds of lots were created based upon the single family home concept. Waikīkī's metamorphosis into a national and then international resort has made assembly and redevelopment of such small lots problematic for both investors and residents. Previous planning efforts to limit business activities to Kalākaua Avenue, for example, resulted in commercial building access issues that precluded later use of Kalākaua as a pedestrian mall.

Architecturally Waikīkī has suffered from a lack of architectural cohesion. While some effort was made in the commercial district along Kalākaua Avenue (Gump's Building, for example), architects such as Charles Dickey and Hart Wood built homes in the popular bungalow style, and structures such as the Halekūlani Hotel building won popular praise, but no comprehensive architectural theme was followed such as that undertaken at Santa Barbara, California.

The limited size of the Waikīkī peninsula encouraged developers to maximize lot use. Increased densities in turn overtaxed street circulation systems, endangered pedestrians, aggravated parking problems, and discouraged local citizens from visiting Waikīkī. Government has countered with renewed citizen participation programs, down zoning, increased open space requirements at ground level, new parking regulations, and new parks.

CHAPTER 3: RECLAMATION

3.1 INTRODUCTION

Various reclamation projects have created at least 4,303 acres of land in the central portion of Honolulu, providing sites for homes, schools, parks, businesses, and roadways.¹

As is well documented, Hawai'i in the last years of the 19th century became economically and politically dominated by a small group of mostly American based businessmen. The sugar industry's needs for labor and access to markets and investment changed the character of the islands. The Hawaiian monarchy was overthrown in 1893; the islands annexed to the United States in 1898; successive waves of differing plantation workers imported; and consolidation of production and product marketing continued thereafter.

As the center of government and commerce, Honolulu offered more employment opportunities than any other area in the Islands. After 1890 the population of Honolulu increased dramatically.

Table 3.1. Growth In Population Of Honolulu 1890-1960*.

DATE	HONOLULU POPULATION	PERCENTAGE INCREASE OVER 10 YEARS
1890: December 28	31,194	
1896: September 27	40,205	28%
1900: June 1	58,504	21%
1910: April 15	81,993	40%
1920: January 1	123,496	51%
1930: April 1	202,887	64%
1940: April 1	257,696	27%
1950: April 1	353,020	37%
1960: April 1	500,409	42%

*Hawai'i (State), Dept. of Business, Economic Development and Tourism, "2005 State of Hawai'i Data Book, Table 01.01," (Hawai'i State, 2006), <http://www.hawaii.gov/dbedt/info/economic/databook/db2005/section01.pdf>.

The Territorial Government was anxious to participate in the anticipated growth of world trade that the opening of the Panama Canal promised in 1914. Similarly, the end of World War I and the expansion of passenger service to the United States' west coast encouraged the government to invest in a massive rebuilding of the harbor front at the foot of Fort Street. There the Territorial Government erected in the 1920s a series of state-of-the-art piers and wharves to accommodate ocean commerce.

The Territorial Government, however, was also very aware of the vulnerability of Honolulu as a world port with a polyglot population to introduced disease. Honolulu had suffered through a smallpox epidemic in 1853-54 that carried off much of the Native Hawaiian population.² More recently, the appearance of bubonic plague in 1899 and 1910 and a Yellow Fever scare in 1911 had heightened concerns about sanitation.^{3,4}

The population of Honolulu was also crammed between poorly drained, low lying areas in Kapālama, Iwilei, Kewalo, and Waikīkī. In 1904, for example, the Pacific Commercial Advertiser reported that four coffins had become exposed and a recent burial performed under 13 inches of water within the Catholic Cemetery on South King Street.⁵

The government's response was a policy that increased health inspections and decreased population density.

Those who were financially able took advantage of transportation improvements to move out to easily developed properties in Makiki, Mānoa, Kaimukī, and Kapahulu. The Territorial Government ordered that tenements be torn down (often burned, as happened in the disastrous Chinatown fire in 1900) and independent or row housing encouraged outside of the city core.⁶

The existence of large amounts of open space near Honolulu offered potential building sites if the land could be "reclaimed" from the hazards of poor drainage. The



Figure 4: In town tenement housing, 1914

Hawai'i (Territory), Dept. of Public Works, *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1914*, (Honolulu: Paradise of the Pacific Press, 1914), 156-157.



Figure 5: Cottage development favored by Board of Health, 1914

Hawai'i (Territory), Dept. of Public Works, *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1914*, (Honolulu: Paradise of the Pacific Press, 1914), 156-157.

Territorial Government realized that such a project was beyond the capabilities of individual property owners and required the use of the government's power of eminent domain.⁷

3.2 A HISTORY OF RECLAMATION IN HAWAII

3.2.1 HONOLULU HARBOR

The first large scale reclamation of land near Honolulu occurred as part of improvements to Honolulu Harbor undertaken by the Hawaiian government. As early as 1844 Robert Wyllie had recommended creating wharf space by removing Honolulu Fort, using its rock walls for retaining purposes, and its rubble for backfill on the Waikahalulu Reef. Enabling legislation began in 1855 and the work accomplished in 1857, creating what became known as the "Esplanade" (the area bounded by Fort, Queen, Richards Streets and the present Harbor waterfront).⁸ Part of the retaining wall, built of Honolulu Fort's walls, can still be seen in 2007 immediately 'Ewa of the Harbor Division Offices on a small pier abutting Nimitz Highway.

3.2.2 DOWNTOWN AREA

Construction of the Esplanade was an effort by the Hawaiian monarchy to encourage economic growth. By the latter half of the 19th century changes in ethnic demographics, technology, and land ownership created a powerful new entrepreneurial class that challenged both the Monarchy and land use practices. Robert Stauffer has documented how Act 33 of the 1874 Legislature, entitled "An Act to Provide for the Sale of Mortgaged Property Without Suit and Decree of Sale" was used to take control of landholdings by allowing a lender to foreclose and bid for a property.⁹ Similarly, Barry Nakamura has identified Act 61, Republic of Hawai'i Session Laws of 1896, entitled "An Act to Provide for the Improvement of Land in the District of Honolulu Deleterious to

Public Health, and for the Creation and Foreclosure of Liens to Secure the Payment of the Expense So Incurred” as the major legal vehicle used to undertake reclamation during both the Republic and Territorial periods. Under Act 61 the Board of Health would judge if a property was unsanitary. If so judged, the Board would determine remediation. The Republic Minister of the Interior (and later the Territorial Superintendent of Public Works) would then order the owner to undertake the Board’s method of remediation. Should the owner not comply, the Minister/Superintendent would have the work done, a lien placed on the property, and auction the property off to the highest bidder in order to clear the lien, thus costing the property owner title to the land.¹⁰

Records for the Territorial Board of Health note that in 1900-1901 the Board condemned and ordered filled lands bounded by King, River, Hotel, and Kekaulike Streets; Hotel, Pauahi, and Maunakea Streets; Pauahi, River, Beretania, and Maunakea Streets; areas near the O’ahu Railway and Land Company property in Iwilei, and near St. Louis College (College Walk).¹¹

3.2.3 THE PINKHAM REPORT

By 1906 subdivisions had already been drawn across Makiki, lower Mānoa, Kapahulu, and Kaimukī—leaving a huge mostly agricultural lowland makai of South King Street in the Waikīkī district. That year Lucius Pinkham, President of the Board of Health (and former employee of both the O’ahu Railway and Land Company and Hawai’i Sugar Planters Association), issued a comprehensive plan to fill 687 acres of that land.

Acting under Act 61, Pinkham declared that the land was in an unsanitary and dangerous condition; a danger to nearby subdivisions; and required government planning, condemnation, and investment to undertake such a large reclamation project

in order to “transform it into an absolutely sanitary, beautiful, and unique district. One that will add immensely to the reputation of Honolulu at home and abroad”.¹²

Pinkham recommended the creation of a lagoon to provide necessary fill material for the raising of the landscape. As part of the plan, two connections would be made to the ocean, one at the future mouth of the Ala Wai Canal and one near the site of the 2007 Aquarium. Both lagoon entrances would include tidal gates to aid flushing and groins to prevent canal water from fouling the beaches.

The Shippers' Wharf Committee, a private group, provided Pinkham with the funds necessary to undertake surveys and test borings. In the report were the results of those surveys, including a list of landholdings and subsurface findings.

Pinkham finished this report with a list of recommended legislation to accomplish the project, including:

- a prohibition of further building until filling occurred;
- establishment of grades;
- a survey be undertaken to lay out exact locations for waterways, boulevards, streets, parks, sidewalks, public utilities, building lines, bridges, piers, etc.;
- establishment of an improvement district ;
- creation of a commission to establish costs and assess the required contributions from property owners benefited by the project; and
- empower the property owners to organize an association with powers necessary to carry out their portion of the reclamation scheme.¹³

The Legislature subsequently established a Waikīkī Reclamation Commission to further survey and produce a development map for the area. Pinkham was to be a member of the Commission.



Figure 6: Pinkham's Waikīki Reclamation Plan of 1906

Lucius E. Pinkham, Board of Health, *Reclamation of the Waikīki District of the City of Honolulu, Territory of Hawai'i*, (Honolulu: Hawaiian Gazette Co., 1906), pamphlet. (Map location Latitude 21.276 North, Longitude 157.826 West.)

3.2.4 FORT DERUSSY

Begun as a coastal artillery post to protect both Honolulu and Pearl Harbors, the site for Fort DeRussy consisted of a series of low lying watercourses without adequate room for housing or a parade ground. The United States Army thus contracted on August 13, 1909, with the Hawaiian Dredging Company, Ltd. to fill portions of the post. The fill material was to be taken from offshore.¹⁴

3.2.5 THE KEWALO RECLAMATION PROJECT

Prior to 1910 landfill projects within the city of Honolulu were greatly hampered when landowners refused or were unable to undertake work at their own expense. If this situation occurred, the Territorial Superintendent of Public Works had little recourse but to sell the property to recoup the expenses for sanitation fills.

A small outbreak of bubonic plague in 1910 was the catalyst for change. Act 29 of the 1911 Legislative Session, entitled "An Act to Amend Chapter 83 of the Revised Laws of Hawai'i and to Appropriate Money to Make Said Chapter Effective", appropriated \$250,000 as a revolving fund for sanitation purposes. The Territorial Board of Health immediately utilized the new law to initiate the Kewalo Reclamation Project, condemning 140 pieces of property bounded by South and South King Streets, Ward Avenue, and Ala Moana Boulevard. The Lord-Young Engineering Company was awarded a \$152,250 contract to place 362,500 cubic yards on site at 42 cents a cubic yard. The first area filled was part of the Victoria Ward Estate along Ward Avenue near Ilaniwai Street.¹⁵



Figure 7: Poorly drained Kewalo area ordered filled by 1911 legislation

Hawai'i (Territory), Board of Health, *Report of the President of the Board of Health of the Territory of Hawai'i for the Twelve Months Ended June 30, 1912*, (Honolulu: Honolulu Star-Bulletin, 1912), 31.



Figure 8: Kewalo Reclamation, Queen and Coral Streets, 1914.

Hawai'i (Territory), Dept. of Public Works, *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1914*, (Honolulu: Paradise of the Pacific Press, 1914), 196-197.

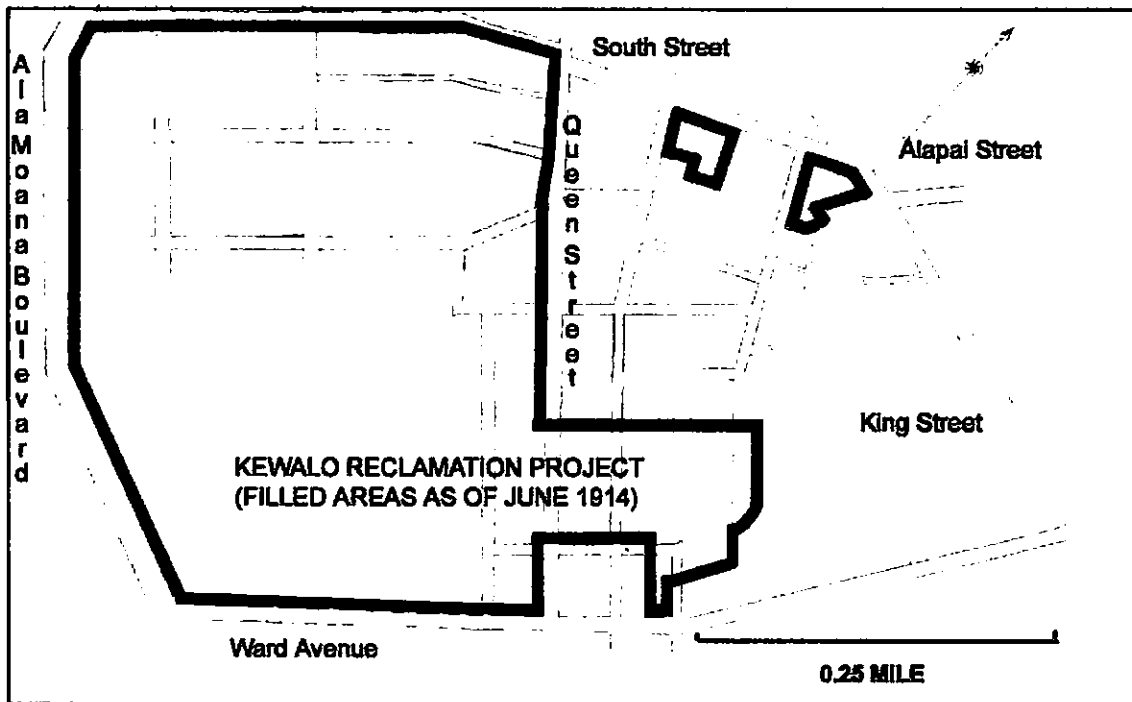


Figure 9: Kewalo Reclamation, 1914

Adapted from Hawai'i (Territory), Dept. of Public Works, *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1914*, (Honolulu: Paradise of the Pacific Press, 1914), 195. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The project became an educational process for the government. Numerous lawsuits were instigated against the project based on the legality of government orders to fill private property, the legality of liens against property, property damages, and the quality of material used as fill. Supplemental appropriations had to be made to cover claims. The government eventually placed a special agent on the work site to assure contract compliance.¹⁶

3.2.6 WAIOLAMA (HILO) RECLAMATION SANITATION PROJECT

This project at Hilo began with planning in 1914 and was completed in December of 1917. Lands involved were those between Front Street, the Wailoa River, Volcano

Road, and the Hilo Railroad. The project involved 195,605 cubic yards of fill and 8761 cubic yards of excavation. Total cost of the project was \$117,697.50.^{17,18}

3.2.7 KAPI'OLANI PARK

The center of the racetrack/polo field at Kapi'olani Park had historically suffered from poor drainage. Territorial Act 92, of the 1917 Legislative Session, advanced \$20,000 to the City and County of Honolulu toward the costs of surveying, planning, and undertaking a reclamation project at Kapi'olani Park. Dredging was undertaken at the beach in front of the Public Baths and the material used as fill. The costs of the project were later reimbursed by the City through rent from the Hawai'i Polo and Racing Association.¹⁹

3.2.8 WAIKĪKĪ RECLAMATION PROJECT

Pinkham's plans for the Waikīkī Reclamation Project were postponed as the Territorial Government used the Sanitation Revolving Fund first at Kewalo and then at Waiolama—both being smaller in size than the much larger proposed Waikīkī project bounded by Sheridan, South Beretania, and South King Streets, Kapahulu Avenue, and the ocean.

Expectations for the Waikīkī Reclamation Project remained high. Lucius Pinkham, who had been President of the Board of Health in 1906 when the Waikīkī Reclamation District was proposed, became Governor of the Territory of Hawai'i in 1913. The 1915 annual Report of the Superintendent of Public Works noted that within the Beach Walk subdivision undertaken by developer Percy Pond, the land before reclamation cost \$500 an acre, and after reclamation sold for as high as \$7,000 an acre.²⁰



Figure 10: Banana fields and ponds at Waikīkī, 1906

Lucius Pinkham, Board of Health, *Reclamation of the Waikīkī District of the City of Honolulu, Territory of Hawai'i*, (Honolulu: Hawaiian Gazette, 1906), 5.



Figure 11: Flooding in rainy season, Diamond Head-mauka of McCully Street and Kalākaua Avenue, 1916

Hawai'i (Territory), Dep. Of Public Works, *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1916*, (Honolulu: Honolulu Star-Bulletin, 1916), 18.

The Territorial Superintendent of Public Works spent 1916 looking at various scenarios.

- Plan No. 1 was the Pinkham Plan, which the Superintendent felt as an engineer, was both feasible and desirable from a civic beautification viewpoint. Its lagoon, however, would require large scale land condemnation financed by the Legislature.
- Plan No. 2 would contain two large lakes built on public land that could also provide fill material and the site for a public open space.
- Plan No. 3 would require an extensive series of box drains to accommodate drainage and runoff. This scheme would provide for many building sites but no visual amenities.²¹

Another potential option not contained in the Superintendent's annual Report is located at the Bishop Museum. This map, dated April 1917, bears the name of the well known local firm of Wright, Harvey, and Wright. Entitled "Waikīkī: Tracing From Government Survey Map Showing Proposed Channel to Divert Storm Water of Mānoa and Pālolo Valleys to Kalia Basin", this map showed three possible drainage channel systems in the Waikīkī area. The first for the Makiki Stream had a channel drawn directly makai to the present (2007) mouth of the Ala Wai Canal. Two possible channel systems were drawn on the same map to drain the Mānoa and Pālolo Streams. The first had two concourses unite in a "Y" pattern: Mānoa Stream would be diverted makai of the KaMō'ili'ili Church (site of 2007's Contessa condominium) and traveling makai-'Ewa, the Pālolo Stream would be diverted from the natural site of the convergence of the Mānoa and Pālolo Streams, connect to the Mānoa Stream divergence, and reach the ocean Diamond Head of the present (2007) 'Ilikai Hotel. The second Mānoa-Pālolo channel system divergence plan had the two streams unite makai of (Old) Wai'ālae

Road and diverted into a single channel below the KaMō'ili'ili Church in the makai-'Ewa direction, again reaching the ocean just Diamond Head of 2007's 'Ilikai Hotel. The second Mānoa-Pālolo channel system has "Withdrawn" written faintly upon it. Whether these proposals were actually considered by the Waikīkī Reclamation Commission is not reflected in the annual report by the Superintendent of Public Works.

Act 231 of the Legislature of 1917 provided for a new governor appointed, five person commission on Waikīkī reclamation to include the Territorial Superintendent of Public Works, Territorial Commissioner of Public Lands, City and County Engineer, a beachfront property owner, and another property owner from the project area. This commission was provided with \$20,000 to cover survey and planning costs.²² Act 14 of the Special Legislative Session of 1918, signed by Governor Pinkham, authorized use of a revolving fund and actual work to begin.²³ Act 14 also provided that the depth, width, and location for a Waikīkī drainage canal would be determined by a second commission to be made up of the Territorial Superintendent of Public Works, the City and County of Honolulu Engineer, and the ranking officer of the Quartermaster or Engineer Corps of the United States Military Department of Hawai'i (subject to the Governor's approval).²⁴ The latter commission decided upon a 150 foot wide canal with 75 foot roadways on either side, requiring a 300 foot right of way. The canal depth was to be determined by the hardness of the subsurface—if loose material was encountered, as much of it as possible would be removed to use as fill; if hard material was found, the minimum depth would be such that the dredge could pass and water flow freely.

The canal location was, of course, an important issue. Due to topography the bulk of natural drainage in the area reached the ocean on the 'Ewa side of Waikīkī. This was also the side that contained Fort DeRussy. Thus the Superintendent's Report for 1919 stated that the canal was to be designed to capture water draining 'Ewa of

Kapahulu Road, while water draining on the Diamond Head side would continue to use the Makee Lagoons in Kapi'olani Park.

It was also decided to place the canal so as to encumber the least number of private property owners and the greatest amount of existing government land as possible. (This would lessen potential for litigation that had stalled the Kewalo Reclamation District effort.) The Superintendent of Public Works noted that 80 percent of the projected route crossed six estates and Territorial Government land.²⁵ (It might further be noted that two of these estates, the royalist Cleghorn and Lili'uokalani properties, had recently suffered the deaths of their founders in 1910 and 1917).

The Territorial Department of Public Works spent considerable time researching land titles for the rights of way, locating affected property owners, negotiating acquisition, advising tenants, etc. Superintendent of Public Works Lyman Bigelow, in a letter to Governor Charles McCarthy dated August 3, 1920, detailed the results of this effort.

Table 3.2. Land Acquisition For Waikīkī Reclamation Project To August 3, 1920*

LAND ACQUISITION METHOD	AREA (ACRES)
By Purchase	+46.748
Exchange (Agreed Price)	+40.730
Condemnation (Friendly)	+20.545
Condemnation (Contested)	+8.540
Owned by Government	+31.60
Deeded to Territory for \$1.00	+0.570
From Bishop Estate (Price agreed upon)	+8.380
To be acquired by condemnation or otherwise	+9.000
Land exchanges practically arranged	+1.72
Less land acquired and exchanged for other lands within Canal	-7.09
TOTAL	160.743 acres

*Letter from Lyman H. Bigelow, Superintendent, Dept. of Public Works for the Territory of Hawai'i, to Charles J. McCarthy, Governor, August 3, 1920, Hawai'i State Archives.

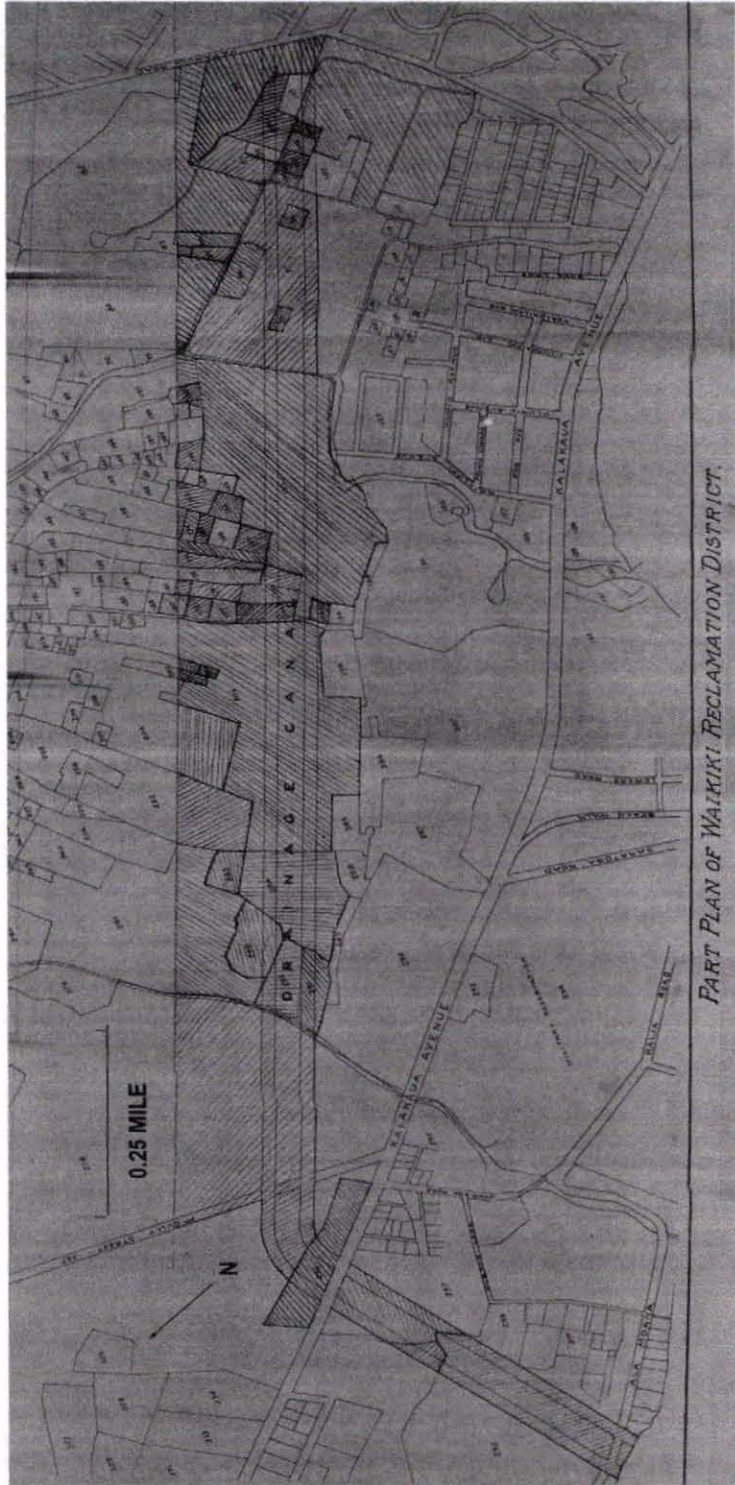


Figure 12: Waikiki Reclamation District map of affected landholdings circa 1920

Map, Part Plan of Waikiki Reclamation District, Hawai'i State Archives, Government Records Inventories, Vol. 12, Governor 5, Box 4, (Territorial Departments, Public Works, 1920-1921). (Map location Latitude 21.276 North, Longitude 157.826 West.)

The Superintendent's letter also noted that 9 acres still needed to be acquired, of which he anticipated 4.69 acres would be uncontested.

Major property owners included the A. S. Cleghorn, Lili'uokalani Trust, J. H. Magoon, E. Hobron, and J. Campbell Estates; the Guardian Trust Company; and L. Kee.²⁶

A series of contracts were signed for work on or relating to the actual construction of the Waikīkī Drainage Canal. The original plan for the Reclamation Project divided the project into two units. Unit No. 1 was to build the canal from the beach to Kapahulu Avenue, and Unit No. 2 would create a channel from the beach makai. Difficulties in bringing in the dredge *Kewalo* through the reef switched the actual construction process.

Unit No. 2 of the Waikīkī Reclamation Project was signed by the Territory of Hawai'i and the Hawaiian Dredging Company, Ltd., on April 19, 1921, for \$22,560. The contract required the construction of a channel 150 feet wide and 25 feet deep from the reef to the beach at Ala Moana Road.^{27, 28} Supplementary to this agreement was a contract between the City and County of Honolulu to use fill material from the channel construction and place it on the new McKinley High School campus on South King Street. The second contract was signed May 9, 1921.²⁹

The contract for Unit No. 1 had been signed by the Territory of Hawai'i and the Hawaiian Dredging Company on December 27, 1920 and cost the Territory \$89,377.47.³⁰ While the original agreement for this segment had stipulated a canal 60 feet wide and nine feet deep, it proved impractical for the dredge to operate in such a narrow and shallow environment, so that the canal was instead constructed 150 feet wide and ten feet deep. Material dredged was used for fill on the Hobron property (soon to become the Aloha Amusement Park), lands owned by the Davis and Wilder families,

and the property of the Guardian Trust Company. Utilities had to be rerouted, including the Pacific Commercial and Army cables, before the dredge *Kewalo* could cut through both Ala Moana Road and Kalākaua Avenue. On Kalākaua Avenue towers were constructed to carry telephone wires and a gas pipe over the dredge. Plans had been made to redirect the Honolulu Rapid Transit and Land Company cars when the *Kewalo* reached the line into Waikīkī (McCully Street). Temporary wood bridges were planned for Ala Moana Road, Kalākaua Avenue, and the Rapid Transit access until the *Kewalo* finished its work and could move back out of the canal.^{31, 32}

During the construction phase of the Waikīkī Drainage Canal a series of Legislative actions occurred that impacted the project.

The first, Act 220 of the 1921 Legislature, reiterated Act 61 of the Legislative session of 1896, declaring that landowners within the Waikīkī Reclamation District were required to absorb the cost of filling their land or face a lien on their property. While an installment plan was offered as part of a \$600,000 appropriation contained in the law, any default would cause the whole of the lien to be due and lead to loss of land title.³³

Act 221 of the 1921 Legislature restated the boundaries of the Waikīkī Reclamation District as bounded by Sheridan Street, South King Street, (Old) Wai'ālae Road, Kapahulu Avenue, and the ocean. This Act also created another Commission to plan infrastructure in the area.³⁴

Act 74 of the 1923 Legislature appropriated an additional \$100,000 to augment the revolving Sanitation Fund for the Waikīkī Reclamation Project.³⁵

Act 248 of the 1923 Legislature authorized extending the width of the Waikīkī Drainage Canal to a maximum of 250 feet should additional fill material be needed and to increase recreational potential of the canal.³⁶

Act 254 of the 1923 Legislature appropriated \$10,000 to adjudicate claims against the project. Barry Nakamura has done extensive research on the negative impacts that the pumping of salt encrusted coral across the landscape did to farming operations, done mostly by lessees, within the District. The Superintendent of Public Works noted damage created by escaping gases to structures in the vicinity of the work.^{37, 38} The Lili'uokalani Estate hoped to avoid problems through a contractual agreement to raise the foundations of lessees' houses and protect existing cesspools.³⁹ (Meanwhile, a commission appointed by the Circuit Court decided against petitions filed by the Bishop, Booth, Beckley, 'Ena, and Judd Estates and James Wilder appealing the drainage notice on their properties.)

By June of 1924 construction of the drainage canal had progressed to Kapahulu Avenue and work began on filling the 'Āpuakōhau Stream near the Moana Hotel.⁴⁰

During the first half of 1925 the Hawaiian Dredging Company, contractor for both Units on the Waikīkī Drainage Canal, began using the additional fill from the canal widening to raise surface levels in the McCully area. (It should be noted that the owner of Hawaiian Dredging Company, Walter Dillingham, had an interest in the McCully property through the Guardian Trust Company.)⁴¹ The work continued in the McCully area and the public park strip in 1926 and early 1927.

In 1927 the dredge *Kowalo* was moved makai of the temporary bridges located at McCully Street, Kalākaua Avenue, and Ala Moana Road (Boulevard). Fill from offshore was used first to cover civilian property makai of Kalākaua Avenue and finally to complete those portions of Fort DeRussy that had not been reclaimed through the previous Army-Hawaiian Dredging Company contract.^{42, 43}



Figure 13: Fill from Ala Wai Canal dredging being used to fill in 'Āpuakēhau Stream near Moana Hotel, circa 1924

Image No. SP_112105, Bishop Museum Archives, circa 1924.



Figure 14: Aerial view of Moana Hotel, Royal Hawaiian Hotel (under construction), and mauka landfills, December 28, 1925

Image Number SP_103302, Bishop Museum Archives, 1925.

One last section of reclamation work to be undertaken within the Waikīkī area was the construction of the Mānoa-Pālolo Drainage Canal mauka of the Ala Wai Canal. The City Board of Supervisors on May 16, 1936, passed Ordinance 637 to cover costs of the "Drainage Canal from the Ala Wai to Kānewai and Kalaepōhaku". The contractor, Hawaiian Contracting Company, charged \$100,371 for the work, of which the federal Public Works Administration contributed \$56,670, the City \$14,567, and adjoining landowners through assessments \$20,305.31.⁴⁴

3.2.9 WARD ESTATE

Almost simultaneous to undertaking the Waikīkī Reclamation Project, the Hawaiian Dredging Company, signed a contract with the Victoria Ward Estate to fill land at Kukulūāe'o (makai of Kapi'olani Boulevard) on April 19, 1921.⁴⁵

3.2.10 KAPĀLAMA RECLAMATION PROJECT

Between July of 1923 and June of 1924 the Territorial Board of Health condemned as unsanitary 57.918 acres of land in the Kapālama area between North King Street and the makai O'ahu Railway and Land Company tracks. The Territorial Department of Public Works entered into a contract with the Hawaiian Dredging Company to take material from the Honolulu Harbor bottom between Piers 16 and 17 and use it as fill on 11.028 acres of government land. (Payments were to be made from the Sanitation Fund at a rate of \$1.00 per cubic yard of fill moved.) The Superintendent of Public Works noted that private landowners of the remaining acreage were entering into contracts with the Hawaiian Dredging Company.⁴⁶

Work slowed on the Reclamation Project during 1925 because no fill material was available.⁴⁷ During the first half of 1926 the Superintendent of Public Works was

able to coordinate dredging work at the Honolulu Harbor/Kapālama Basin project thus providing fill material for the Kapālama Reclamation District.⁴⁸

3.2.11 MAKEE LAGOONS AND KAPAHULU AVENUE

The 1916 Superintendent of Public Works' Plan No. 3 option for the Waikīkī Reclamation Project, utilizing an extensive series of box drains to accommodate drainage and runoff, was the defacto choice for the Makee Lagoons/Kapahulu Avenue area after attempts to extend the Ala Wai Canal through Kapi'olani Park failed.

The recording of landfill operations was spotty. An October 15, 1925 letter from H. S. Johnson, Manager of the Honolulu Rapid Transit Company, Ltd., to the Territorial Public Utilities Commission mentioned that discussions had taken place on construction of a boulevard through Kapi'olani Park to connect with the Territorial Fair Grounds. The company desired a right of way wide enough to accommodate both a street and a double track line. It was felt necessary to construct this route by filling in the lagoons. Such filling was partially done using waste material from the Kaimukī Improvement District.⁴⁹

Later road construction during 1936 included a series of road realignments and new drains in the area.⁵⁰

Even the name "Makee" lost prominence when Kapahulu Avenue was extended to Kalākaua Avenue over much of the old Makee Road right of way in 1937.⁵¹

3.2.12 ALA WAI BOAT HARBOR/KAISER (HILTON HAWAIIAN) LAGOON

A small boat harbor had been part of the original plan for Ala Moana Park.⁵² During World War II the military took control of the area. Soon after the end of hostilities the Territorial Board of Harbor Commissioners began negotiations with the United States government to regain the property, offering \$4,000 for twenty buildings and the premises

“as is” in 1946.⁵³ Aerial photographs of the site from 1949 show a rectangular facility with no bulkhead, and channels leading to ocean outlets in both the ‘Ewa and Diamond Head directions.⁵⁴

In February of 1949 the municipal Board of Public Parks and Recreation issued a pamphlet of illustrations depicting reclamation proposals off Ala Moana Park and Waikīkī. Included was a drawing of an improved and expanded Ala Wai Boat Harbor, complete with a new channel, three sets of permanent piers, and a crescent beach on the Diamond Head side on an artificial island.⁵⁵

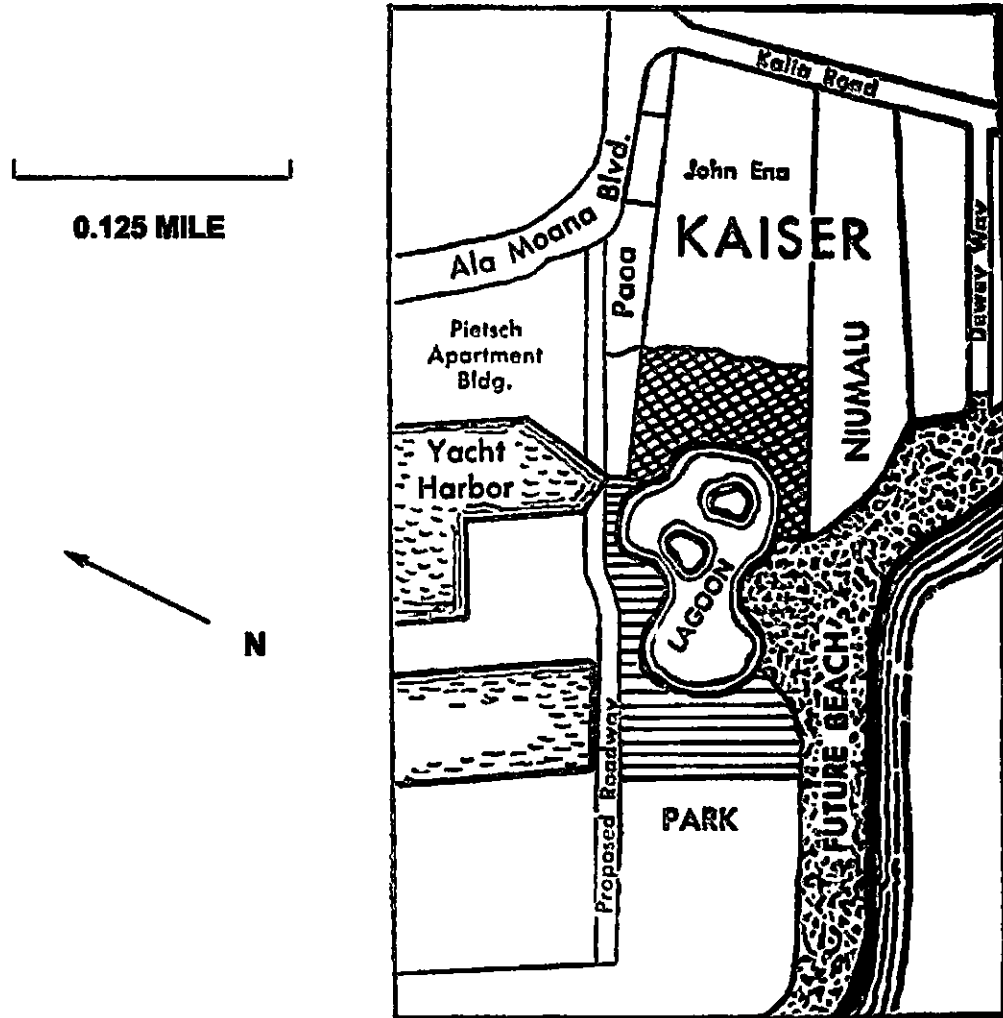
Act 401 of the 1949 Territorial Legislature provided funding for construction of a seawall at the Ala Wai Boat Harbor. In 1951 the American Contracting Company, Joseph Glover, Ltd., and the Hawaiian Dredging Company, Ltd., were all contracted to do seawall work. In addition, Hawaiian Dredging Company was to dredge a newer, direct channel makai from the harbor. Aerial photographs from early 1952 show construction of one permanent groin, a staging area for parking, and a makai seawall under construction.⁵⁶

Funding for the Ala Wai Channel work proved insufficient to furnish the desired width of 200 feet. Subsequent contracts with Hawaiian Dredging Company for \$513,272 combined widening the channel from 140 to 200 feet, constructing a beach along the makai side of Ala Moana Park, creating a groin on the Diamond Head side of Ala Moana Park to prevent harbor waters from mixing with those of the bathing beach, and creating a protective peninsula makai of Kewalo Basin.^{57, 58} Aerial photos from early 1955 show five rows of slips in use at the Ala Wai Boat Harbor.⁵⁹

Duke Kahanamoku Beach (also previously known as Crescent Beach, Kaiser’s Lagoon Beach, and Hilton Lagoon Beach) was previously a shallow portion of ocean

Compromise on Waikiki Beach Problem

Harbor Board, Kaiser, Reach Accord



Advertiser sketch by Clarence Ho
This is the compromise worked out on the Kaiser property in Waikiki. The double cross-hatched area will revert to Mr. Kaiser and the Paau heirs. He will dredge the lagoon and fill both his own cross-hatched area and the single cross-hatched area makai of the lagoon. The proposed new beach is shown at right.

Figure 15: Hawaiian Village Lagoon and Beach Agreement, 1955

Honolulu Advertiser, "Compromise on Waikiki Beach Problem: Harbor Board, Kaiser, Reach Accord," April 27, 1955 (p. B1, col. 6). (Map location Latitude 21.276 North, Longitude 157.826 West.)

boxed in by the expansion of Ala Wai Boat Harbor on the 'Ewa side and the existing Cassidy's Point on the Diamond Head side. When developer Henry Kaiser purchased land mauka of this pocket from the 'Ena family, his purchase also gave him traditional rights to the ocean in front of the property. Kaiser and the Paoa family, which owned land immediately 'Ewa of Kaiser's, in 1955 engaged in negotiations with the Territorial Department of Public Works and Board of Harbor Commissioners over the shallow water area. An agreement announced in April 1955 led Kaiser and the Paoa heirs to relinquish their claims to the makai shallows in return for title to more than three acres of the area. Kaiser agreed to fill his and the Paoa family's new land, dredge a three acre swimming lagoon, further fill land makai for public park space, and construct and maintain culverts between the open ocean and harbor to provide circulation within the lagoon. The Territory was to construct a crescent beach immediately Diamond Head of the lagoon, fill the remaining area between the Harbor and the new beach, and agreed not to erect any structure higher than 22 feet on the new land so as to preserve ocean views from the Kaiser and Paoa properties.⁶⁰ In 1956 Hawaiian Dredging Company constructed the subsurface and Hiway Transportation Company deposited the beach sand.⁶¹

3.2.13 MAGIC ISLAND ('ĀINA MOANA)

Municipal records show that the Park Board in 1944 authorized its engineering staff to study the possible creation of "offshore atolls" to beautify the approach to Kewalo Basin.⁶² Conceptual sketches viewed by the City Planning Commission in August 1944 displayed a small island providing a swimming beach and creating a sheltered lagoon off Ala Moana Park.⁶³ In 1947 members of the City Planning Commission were invited to examine another prospective layout for development of the Ala Moana reef.⁶⁴

Offshore development plans became more serious in 1948 when the United States Army Corps of Engineers conducted feasibility studies of reef development off the park. The 1949 *Waikiki Beach Improvement Study* conducted by Law and Wilson subsequently recommended development of three offshore park islands to be separated from the existing Ala Moana Park by the old Kewalo-Ala Wai Ship Channel.⁶⁵

Lack of funds prevented any such construction. Developer Henry Kaiser suggested in 1954 that private funds be used to fill the reef, allowing erection of hotels and other tourist facilities on the new land. Such a proposal required a change in the federal Organic Act.⁶⁶

As mentioned earlier, in 1955 the Territorial Board of Harbor Commissioners contracted with the Hawaiian Dredging Company to complete widening of the Ala Wai Boat Harbor channel and used the fill to build a groin on the Diamond Head side of Ala Moana Beach Park to prevent harbor waters from mixing with those of the new beach area. (This was the beginning of the peninsula in 2007 known as "Magic Island".)

A 1957 study entitled "Hawai'i, Land in Your Hands" estimated the cost of Ala Moana Park offshore reclamation at \$4,733,630 or \$1.14 a square foot.⁶⁷ This study was presented to federal officials and helped persuade President Dwight Eisenhower on August 18, 1958, to authorize the changes necessary in the Organic Act, deeding the Ala Moana reef area to the Territory of Hawai'i.⁶⁸

In 1959, a consulting consortium of H.A.R Austin and Associates, Ltd.; Harland Bartholomew and Associates; Belt, Collins, and Associates; Community Planning Inc., Thomas Hitch; Law and Wilson; and Merrill, Simms, and Roehrig provided the Territorial Commissioner of Public Lands with a *Report on Scope of Studies for Possible Development of Portion of Ala Moana Reef Area*. Included was an outline of engineering, inventory, and planning studies necessary for evaluating the project.

No actual construction, however, was undertaken through 1959.

3.2.14 WAIKĪKĪ PENINSULA PROPOSALS

The 1949 *Waikīkī Beach Improvement Study* by Law and Wilson suggested dredging to create a 150 foot wide beach along much of the Waikīkī coastline, expansion of the Ala Wai Boat Harbor, and creation of deep swimming areas off Kapi'olani Park.⁶⁹ In 1954 Belt, Collins, and Associates undertook the *Waikīkī Traffic and Land Use Study* for major Waikīkī landowner Matson Navigation Company. Included in their proposals, Belt, Collins recommended construction of two new peninsulas for high end hotel operations. The 'Ewa peninsula (actually an island) would be connected to the Diamond Head end of the Ala Wai Boat Harbor and extend as far east as the Diamond Head boundary of Fort DeRussy. The second peninsula was to jut into the ocean approximately at the 2007 Elks' Club property. It was suggested that these two peninsulas would provide two miles of new beaches and create a large desirable lagoon on the Ewa side of Waikīkī.

In July of 1959 Law and Wilson, in cooperation with the Tudor Engineering Company, issued the *Preliminary Feasibility Report on Submerged Land Reclamation: Island of O'ahu* for the Territorial Planning Office. This document identified the reef off Waikīkī Beach between the Ala Wai Boat Harbor and the Reef Hotel as potentially providing 80 acres of new resort land. The estimated cost was \$3,500,000 or approximately \$1.00 a square foot.⁷⁰

None of these proposals were ever funded and constructed.

3.3 ANALYSIS OF RECLAMATION IN HAWAII

3.3.1 THE CHALLENGE: DEALING WITH POPULATION PRESSURE

The government wished to disperse Honolulu's urban population to lessen existing crowded conditions that increased the potential for disease and fire in town. The reclamation projects were thus viewed by officials as an opportunity to fill lowlands supporting mosquitoes and turn these areas into home sites for Honolulu's growing population. The reclamation projects presaged the conversion of agricultural lands to urban uses that has dominated local economics and politics from the early 20th century.

Reclamation of the Waikīkī lowlands precluded a potentially difficult situation regarding continued urban encroachment on agricultural lowlands. The area already was no longer a natural wetland. Urban development above it on three sides would have led to problems of non-point source pollution; utility, water, sewer, and road easements crossing active fields, etc. Waikīkī's proximity to urban property very likely could have encouraged much haphazard development as individual landowners sought to "upgrade" their properties into urban use and classifications.

While Waikīkī has suffered from flooding on various dates since the development of the Ala Wai Canal, the increasingly intense development of Waikīkī would not have been possible without it. Arguments can be made over loss of agricultural produce, the unfairness of the compensation program, the beauty of the area prior to development, and the historical value of the Native Hawaiians' water system, but the question remains as to where the huge increase in population that occurred would have been placed otherwise. Waikīkī was literally in the center of urban growth.

3.3.2 PARTICIPANTS

Opportunities for participation in decision making in Hawai'i have been limited by the prevailing economic/political system. Powerful economic interests, for example, limited the right to vote during the latter years of the Monarchy and into the Republic.

Opportunities for participation in decision making were also impacted by the model of planning practiced. Local planning began in a "top down" manner. These were initiatives made by health authorities to protect the public from epidemics and by elite elements of society to enhance the development of private property.

Planning gradually evolved locally from its original model toward more participation as the political system again broadened after Annexation. The American policy of citizenship by birth gradually increased the pool of non-white citizens. The public schools taught principles of democracy. More residents attended the University of Hawai'i or mainland universities. These and other factors encouraged a broader spectrum of the population to join government boards or enter government service. As the size of effective constituencies and participation increased, pre-announced public hearings, separate from regular government commission meetings, became standard operating procedure. The result of such democratization could be seen, for example, by comparing the original plans for Kapi'olani Park to those of Ala Moana Park—the Depression Era Ala Moana featured a broader spectrum of public activities than did Kapi'olani Park. Similarly, expansion of Kūhiō Beach Park for the masses occurred at the expense of upper class beach front mansions such as the Steiner Estate.

The evolution of reclamation projects followed this trend.

Before reclamation, all occupants of the town of Honolulu and its immediate environs were stakeholders, subjected to health risks due to overcrowding, population growth, introduced diseases, and drainage problems. The government, being highly

centralized at the time, took a top down approach in deciding what should be done after the city experienced two conflagrations and several epidemics.

The initial process of reclamation marked a deliberate government decision to put the interests of the general population ahead of those within Kaka'ako and Kewalo. The reclamation effort set the stage for the dislocation of agriculture for urban activities that would remain a theme into the present. In Kewalo and Kaka'ako, occupants of the land, mostly lessee farmers, would have to relocate because the coral infill and residual salts employed would destroy the agricultural potential of the area. Reclamation would present a tough choice for existing property owners either to retain title of their property by financing the required fill and finding new economic uses for their land, or to sell out. Potential government condemnation illustrated the lack of political clout of these two groups. Conversely, residents and businesses willing to follow government incentives to relocate out of town became avid supporters of suburbanization.

The Waikīkī Reclamation Project paralleled that of Kewalo and Kaka'ako—with several major differences.

Unlike Kaka'ako and Kewalo, a new breed of investor/developer looked to Waikīkī as a source for profits. While the farmers were again displaced (and often poorly compensated as Barry Nakamura (1979) noted), and area landowners were forced to make their choices, Alexander Young, William Achi, Percy Pond, and others acquired property for the purpose of urban development.

The construction industry organized to take long term advantage of reclamation projects. While the Kaka'ako Reclamation Project was the work of the firm of the Lord-Young Engineering Company, Walter Dillingham and his Hawaiian Dredging Company learned from Lord-Young's trials and established dominance over reclamation projects throughout the city. The creation of new lands led to new construction.

The Waikīkī Reclamation Project, by increasing the supply of house lots, made stakeholders of a broader economic section of the population who wished to purchase homes. Those with the greatest financial resources purchased ocean front and hillside properties, while others with fewer resources available purchased in the area in between. This pattern continues in most Honolulu subdivisions today.

The Honolulu Rapid Transit and Land Company benefited from the development of a permanent subdivision clientele commuting daily to and from town.

3.3.3 VISIONING

The Diamond Head side of town gradually became the more desirable suburb area because it had a private elementary and high school (Punahou), the University, and the beach at Waikīkī. Conversely, government plans to expand Honolulu Harbor in the 'Ewa direction, the location of plantation allied industries nearby, and the operation of the steam-driven Dillingham Railroad through the area made the 'Ewa side of town less desirable for housing.

The question then became what kind of housing would be built Diamond Head of town. Government officials such as Lucius Pinkham and Charles McCarthy envisioned Waikīkī as an attractive magnet to lure financially well off mainlanders to establish homes in Honolulu. Such investment was viewed as an aid to the local economy. Other aspiring citizens hoped to acquire middle class housing or simply more modest homes.

The low lying nature of the land mauka of the new drainage canal predisposed that it be used to collect storm runoff. Governor Charles McCarthy turned this feature into an asset by having the land dedicated as park space that enhanced the value of mauka sections of the newly built peninsula. Reclamation was subsequently used to create further open space at Ala Moana and makai of the Niūmalu Hotel site.

3.3.4 PLANNING PROCESS

In their time, the reclamation projects were the largest public programs ever undertaken by the Territorial government. The projects required long range land use planning, coordination between government agencies, creative financing, quality control, understanding of the real estate market, infrastructure investment, and cooperation with the private sector.

The rejection of a straight drainage canal from central Mō'ili'ili, the postponement of canal development within Mō'ili'ili, and placement of the 'Ewa drainage mouth in the chosen canal plan further 'Ewa all point to a design focus on the area immediately adjacent to the beach. (The financial connection of Walter Dillingham to both the McCully land development and Hawaiian Dredging Company also suggests support for construction of the drainage canal on the 'Ewa side of Waikīkī.) The canal location allowed collection of water from the lowlands immediately behind the primary dunes of Waikīkī, bypassed existing development, provided expansion space, and traversed larger property holdings in order to limit litigation difficulties.

The decision to construct canals and not a system of box drains was crucial in setting the stage for the development of open space at Ala Wai Park, Ala Wai Promenade, the Territorial Fair Grounds (Ala Wai Golf Course), and Ala Moana Park. Waikīkī as a tourist center would be unimaginable without these areas.

It is, however, a common misconception that reclamation alone was able to eradicate the mosquito problem. While reclamation increased the height of the land above sea level, planners realized that the general levelness of reclamation properties and the increase in urban impervious surfaces required the additional investment of an urban drainage system to prevent the dangers of standing water. Only the combination

of both infill and drains was successful in reducing the threat of malaria and other mosquito related diseases.

3.3.5 IMPLEMENTATION

Plans of the original reclamation projects simply meant raising the immediate height of the property to prevent stagnation and depended upon nearby drainage patterns to remove water. Later projects such as those at 'A'ala or in Hilo required the development of retaining walls or man-made drainage channels. The scale of the Waikīkī Reclamation project dwarfed these earlier projects. The original 1906 Pinkham proposal thus included more infrastructure than simply canals and box drains.

The reclamation projects were financed through the sale of bonds authorized by the Territorial Legislature and placed into a revolving fund. Upon notice of condemnation for health purposes landowners could pay to have the work done themselves or negotiate with the government contractor as to price and payment schedules. If the landowner refused to do either, the government would order the work and place a lien against the land (thus threatening both the landowner's title and the sales amount).

The contractor for most of the reclamation projects (Hawaiian Dredging Company) was allowed to sell fill material acquired through construction of the canal to private landowners to raise the levels of their properties. (The Legislature even approved increasing the width of the canal to add to the amount of fill material available.) This encouraged Hawaiian Dredging to negotiate lot coverage both inside and outside the original project boundaries.

The Territorial and municipal governments also developed subdivision standards and incentives for developers to construct water, sewer, drainage, street lighting, and

other amenities (such as the new mauka parklands) that further enhanced the newly created residential neighborhoods. The government population dispersion policy and the boom economy of the 1920s created a market for these newly created residential neighborhoods.

The design of the new Waikīkī also removed a major stream near the center of the beach. Further mauka, a system of low lying parklands was created that could protect more developed areas by absorbing floodwaters in time of heavy rains.

3.3.6 DISTRICT EVOLUTION

The Ala Wai Canal created an “edge” on two sides to Waikīkī that effectively segregated it from much of the rest of the city, defining Waikīkī in the popular mind and helping to discourage through traffic on its streets.

The reclamation projects began a tradition of encouraging existing landowners to look for new uses for their land or to sell to or partner with developers intent on subdivision. Government provided financial and infrastructure support for this process and continued to do so through to the present in order to expand the economy. The result is that Waikīkī evolved from a residential community into a dense, high rise, internationally known resort. These precedents continue to provide the framework necessary for periodic renewal of the physical resort plant.

The success of Waikīkī in undergoing this metamorphosis literally lies in the foundation set by the Waikīkī Reclamation Project. As mentioned earlier, the project improved the beach, focused on the shore, permanently organized the area as a walkable district, discouraged through traffic by its isolation, and included large and diverse adjacent open space areas.

Conversely, legacy problems left by the incomplete Ala Wai Canal continue to become more acute as development increases. There the lack of both an open outlet on the Diamond Head side, and tidal gates on both sides, has led to stagnant water problems which compound sedimentation at the mouth of the Mānoa-Pālolo Drainage Canal. Perhaps Depression Era funds might have been appropriated for completion, but instead the primacy of road development led to a less than satisfactory box drain system along Kapahulu Avenue.

3.3.7 LESSONS FOR THE FUTURE

The reclamation projects initiated large scale, long term, comprehensive planning in Hawai'i. The decisions about how land was to be used were as important as what land would be available. Thus the 1906 Pinkham report and 1922 City Planning Commission plan included provisions for streets, sewers, drainage, water, lot size, and land use.

Such comprehensive planning was especially necessary in integrating a central area surrounded on three sides by areas already developed. Consideration had to be given to both the formal area of the Reclamation Project and adjacent properties that could easily be impacted by reclamation decisions.

The reclamation projects also provided an excellent example of how exchange, purchase, and/or condemnation of properties could foster new uses of land to accommodate increases in population. It is ironic that this precedent has not been followed. Instead of facilitating the merger of small residential lots in the central city, present laws maximize legal risks and uncertainty for small property owners; force high density construction into irregular lot patterns; and encourage development at the urban periphery where lots are larger and land ownership less complex. This makes no sense

in an era of rising gasoline prices and concern over the preservation of agricultural lands.

The reclamation projects also illustrate the need for regular maintenance of infrastructure. Lack of proper maintenance is exemplified by decay of canal walls, water quality issues, and siltation within the Ala Wai Canal which have been problematic since initial construction. State and local government must develop better facility monitoring and maintenance programs in order to avoid premature aging of infrastructure, loss of use or service, resulting in public dissatisfaction, and unfavorable publicity.

CHAPTER 4: ROADS

4.1 INTRODUCTION

The development of roads and the intensity of land use are highly synergic – each impacts the other as roads permit new uses for land and land use puts new demands upon the roads. Waikīkī has been no exception to this rule.

This being said, it should be noted that the Waikīkī peninsula was initially developed as a rural or single family residential area and the roads reflect this. On the Waikīkī peninsula only Ala Moana Boulevard was constructed as a major traffic artery.

4.2 CHANGE IN TRANSPORTATION FOCUS

The traditional focus of transportation in Native Hawaiian culture was mauka-makai in order to take advantage of the differing natural resources offered by microclimates within the ahupua'a.¹ This mauka-makai focus was temporarily maintained when the port of Honolulu was founded as agricultural goods and water from the upper Nu'uuanu Valley were traded for manufactured goods brought on ships. Ultimately, however, the narrowness of the Kona plain and the growth of population changed the direction of growth into an 'Ewa-Diamond Head pattern.

4.3 EARLY ROADS

A system of trails did exist between these land divisions, however, connecting population and administrative sites. After 1820 the American Board of Commissioners for Foreign Missions (i.e., "the American Missionaries") established their churches and schools at such centers of population and administration. John Papa 'Ūi's *Fragments of Hawaiian History* contains a map by Gerald Ober illustrating how local trails evolved into an initial road system in the Diamond Head direction from the town of Honolulu. The

map shows three trails originating near Punchbowl and South King Streets. Each trail became the approximate location of modern Honolulu streets. The first trail follows 2007's South King Street to near Punahou Street, follows the pass between Pu'u o Mānoa (Rocky Hill) and Ualaka'a (Round Top), and above that branches one way towards the location of Queen Ka'ahumanu's Mānoa home and the other to the location of the old Mānoa Chapel. The second trail follows South King Street and then passes behind Diamond Head into the saddle of Kaimukī as (2007's) Wai'alaē Avenue. The third trail follows South King Street to near Makiki Stream before heading makai (as does Kalākaua Avenue) and then crosses Kalia to Waikīkī Beach.² (ĪĪ does not illustrate the paths or later roads from Honolulu to chapels in Pauoa and Kalihi Valleys.)

In Waikīkī a village had developed adjacent to the mouth of 'Āpuakēhau Stream near where Kamehameha I built a stone house at Helumoa.³ (The Helumoa property served successive monarchs within the Kamehameha Dynasty until it became part of the Bishop Estate.)

Across Waikīkī Road (Kalākaua Avenue) William Harrison Rice, a teacher at Punahou School from 1844-54, erected the Waikīkī Church. (Rice, an avid builder, also built the KaMō'ili'ili Church on the site occupied in 2007 by the Contessa condominium and Old School Hall on the Punahou School campus. (Old School Hall still exists in 2007).⁴

King Kalākaua and Queen Lili'uokalani, who were not of the Kamehameha Dynasty, established homes in Waikīkī also across from the beach at Pualeilani and Hamohamo.

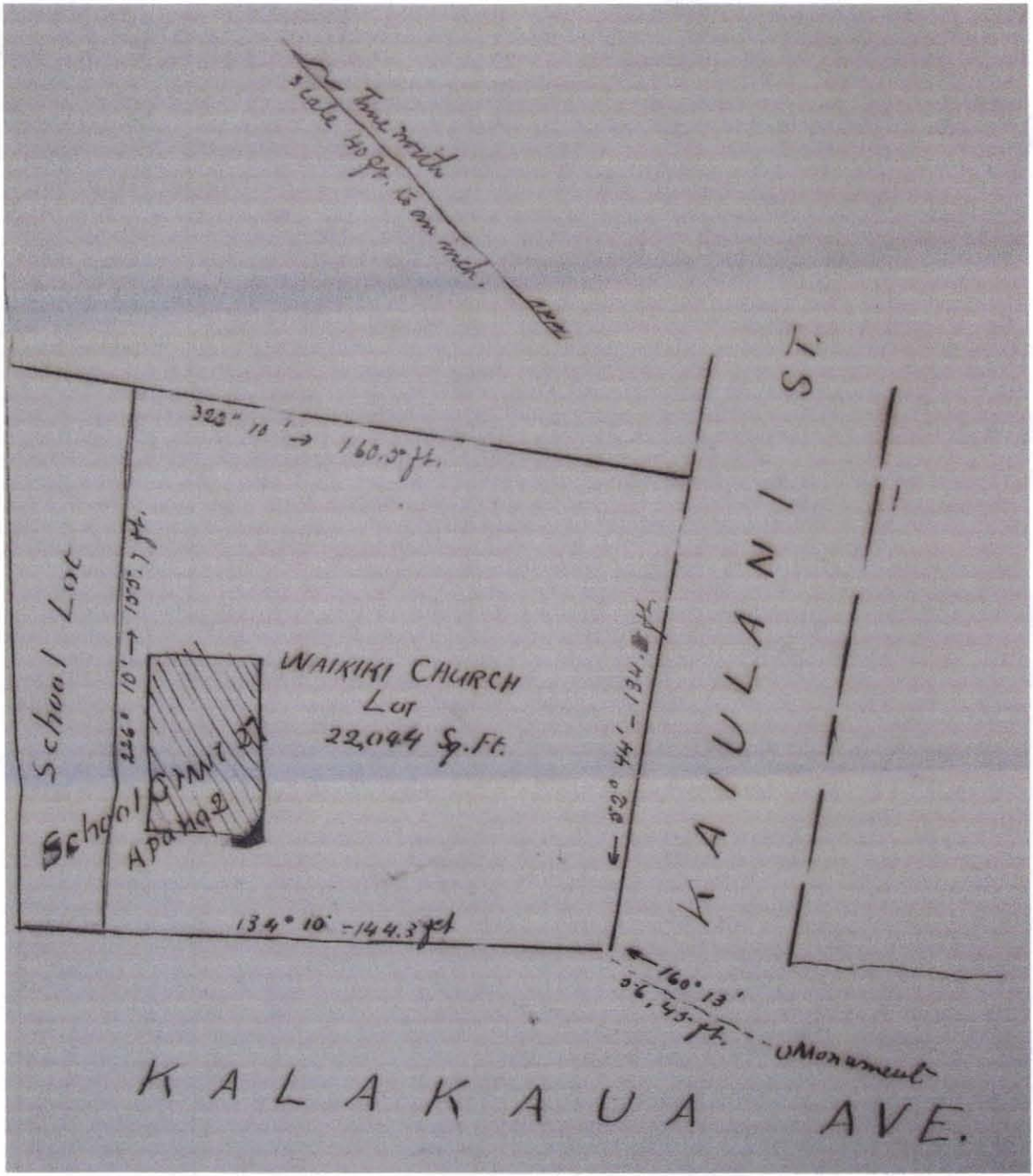


Figure 16: Kalawila (Waikīkī) Church: Center of Waikīkī Village, at intersection of Kalākaua and Ka’iulani Avenues, prior to 1916.

Waikīkī Church Records, Kawaihae’o Church Archives. (Map location Latitude 21.276 North, Longitude 157.826 West.)

4.4 CREATING AN URBAN ROAD PATTERN

4.4.1 STREET DEVELOPMENT 1838-1879

The first urban planner in Hawai'i history was an ali'i. Kīna'u, Kuhina Nui (advisor to the King), proclaimed in January of 1838 that the town of Honolulu would have "five streets lengthwise of the land (and) six streets the breadth of the land". The central road lengthwise would connect two churches, and road widths were specified in fathoms.⁵

In 1845 the Hawaiian government employed H. Ehrenbert, a German engineer, to survey the streets of Honolulu and draw a town map.⁶

Honolulu was declared a city on August 29, 1850.⁷

In 1872 the Hawaiian government undertook the first triangulation work to create a series of accurate maps of the islands. The project began in central Maui and spread to O'ahu the next year. The first step in the process was to create a base map of each island. The O'ahu baseline was set up along one of John Īī's trails by following South King Street between Thomas Square and the low rise before KaMō'ili'ili Church. All subsequent maps produced by the survey employed this street line.⁸

The Kapi'olani Park Association, established in 1876, made the first attempt to create a multiple lot subdivision in Waikīkī.⁹ Houses were to be developed around a central open space, the most desirable locations being along Waikīkī Beach. Hawaiian Government Survey Map No. 369, labeled "Sketch of Proposed Routes to Kapi'olani Park 1878", illustrated that the Waikīkī Road was not necessarily the first choice to the subdivision from the South King Street area. Other routes considered employed a portion of the Waikīkī Road, turned mauka at the Waikīkī Church, and then followed the approximate path of Kūhiō Avenue; a "Direct Route" began near the corner of McCully and South King Street; and the route of today's Kapahulu Avenue. The Kapahulu roadway is marked on the map as having a gate at the Park boundary, leading to

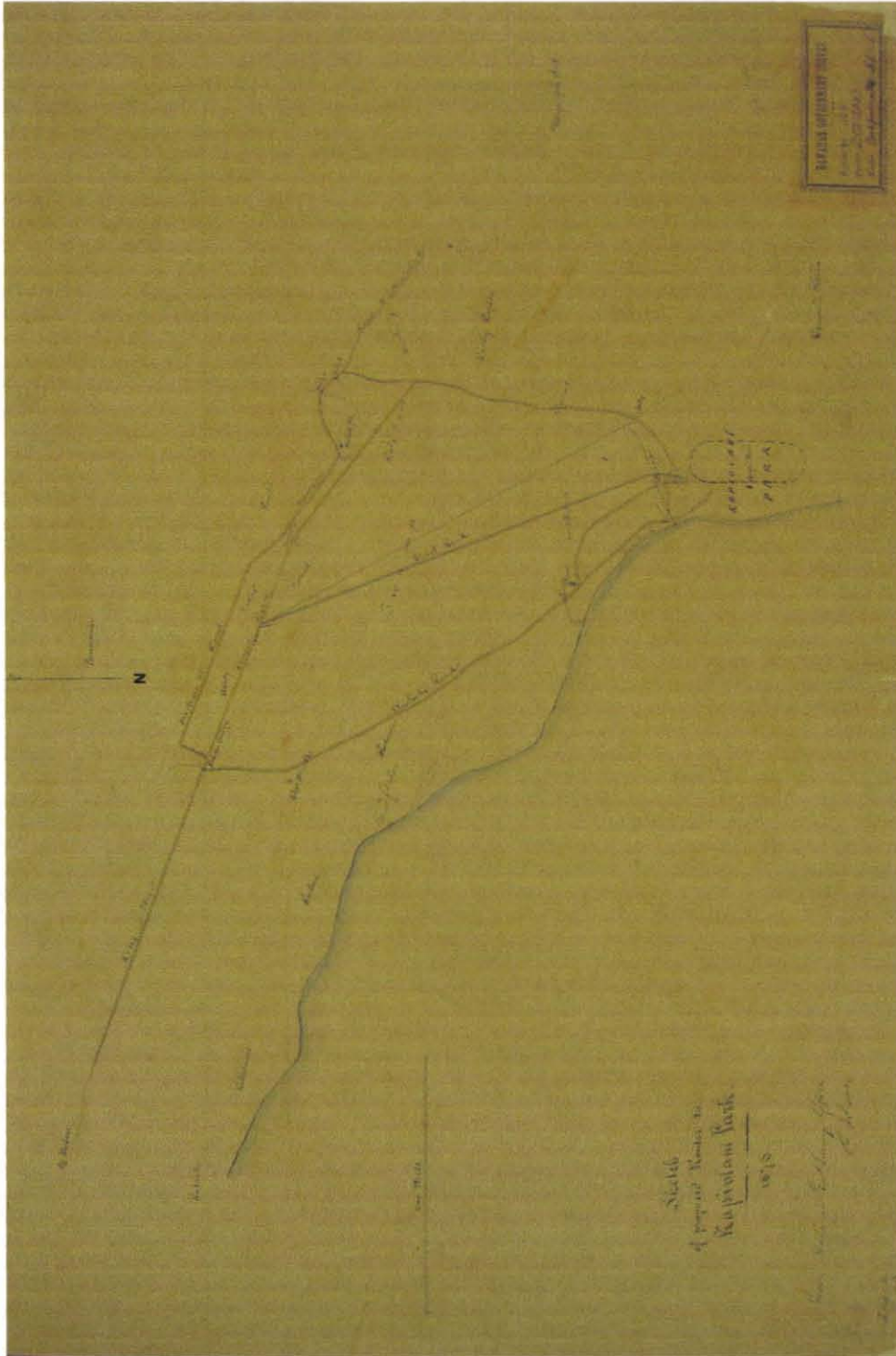


Figure 17: Proposed routes to Kapi'olani Park, 1878

C. J. Lyons, *Sketch of Proposed Routes to Kapi'olani Park*, Government Survey registered map no. 369, (Honolulu: 1878). (Map location Latitude 21.276 North, Longitude 157.826 West.)

suspensions that this latter route was the first choice. (The "Direct Route" was never constructed.)

4.4.2 STREET DEVELOPMENT 1880-1899

Road conditions in the Waikīkī of 1881 were perhaps so poor that the S.E. Bishop map of that year did not name roads or separately designate roads from rights of way. Waikīkī Road began at South King Street and had not been straightened near Makiki Stream. 'Ena Road could be followed, connecting to a shortened Kalia Road that ended within 2007's Fort DeRussy. McCully Street connected with Waikīkī Road using a different identifying code – perhaps to note its role as a commercial carrier route rather than a street. Makai of Waikīkī Road, Saratoga Road, Lewers Street, Helumoa Road and Kalia Road (from Saratoga to the site of 2007's Sheraton Waikīkī) were shown. Within Waikīkī Village, the future Ka'iulani Avenue was marked on the Diamond Head side of the Waikīkī Church property and extended to the ocean. Waikīkī Road ended abruptly at the beach near 2007's Uluniu Street (S. E. Bishop, *Waikīkī 1881*, (map), (Honolulu: Hawaiian Government Survey, 1889).

The new property owners in Waikīkī used their political influence to have the government invest in road improvements. A September 1891 map showed proposed widening and straightening of Waikīkī Road from South King Street to Kapi'olani Park.¹⁰

During 1894, Act 7 of the Republic of Hawai'i appropriated \$7,500 to extend what was called "the Ala Moana" across the Kalia flats to Waikīkī at 'Ena Road. This provided a second route from "town".¹¹

In February of 1895 a small subdivision was acquired by real estate entrepreneurs Bruce Waring and C. S. Desky makai of Waikīkī Road and mauka of the John 'Ena Road intersection. Purchased from J. A. Magoon, the "Bruce Waring Tract"

contained two dead end lanes named Makaoe ("sharp eyes") and Pa'ū ("damp") and 13 lots each approximately 5,000 square feet in size. Records at the State Bureau of Conveyances show that Waring and Desky immediately began marketing the lots.^{12,13}

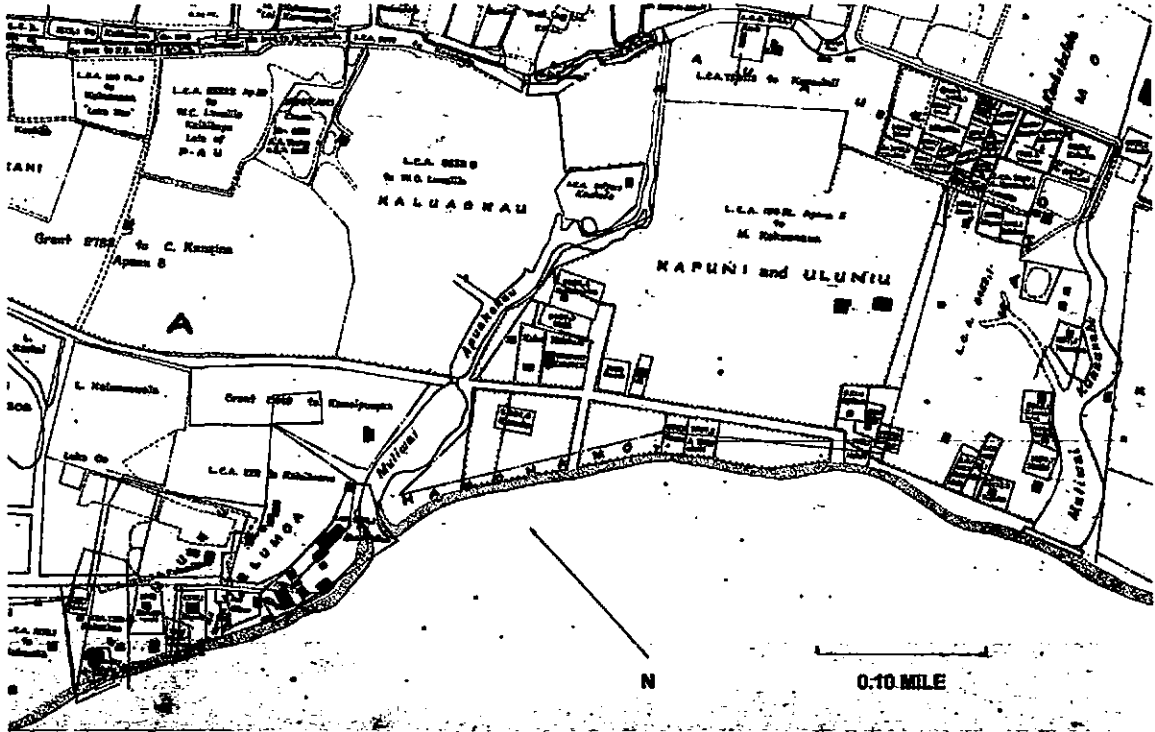


Figure 18: Portion of 1881 S. E. Bishop Map showing Waikiki Village

S. E. Bishop, *Waikiki 1881*, Hawai'i Government Survey, 1889. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The Republic of Hawai'i Legislature of 1896 passed a series of laws that impacted roadways. The initial laws were established for use on specific streets in (downtown) Honolulu, but the precedents set were followed by subsequent street improvement laws.

Act 23 created procedures for road development and improvement. The Executive Council was empowered to negotiate for necessary property acquisitions and demolitions; the Surveyor General instructed to maintain, for public inspection, maps of proposed improvements and alignments and to erect on-site survey monuments; and

potential developers put on notice that any construction placed in the path of planned government roads would have to be removed at no cost to the government.¹⁴

Act 43 established procedures for the extension of streets into Nu'uuanu, Kewalo, and Makiki. The Executive Committee again was empowered to negotiate for property; the Surveyor General required to map and place on-site markers for planned roads; and landowners warned not to build within the path of projected improvements on penalty of no compensation. (As an apparent effort to ensure government projects were actually undertaken, the government would have to provide compensation whenever a government project took more than five years to complete.)¹⁵

Act 45 defined eminent domain condemnation procedures.¹⁶

The next development in Waikīkī again occurred on the Diamond Head side of the Waikīkī peninsula. On March 23, 1897, a subdivision map for the Kekio Tract was recorded with the Republic of Hawai'i Bureau of Conveyances by William Achi. The Kekio Tract, shaped somewhat like a triangle, was bounded by Lili'uokalani Avenue, Waikīkī Road (Kalākaua Avenue), Makee Road (Kapahulu Avenue) and the lands of Kāneloa (Thomas Jefferson Elementary School). Transversed by Lemon, Cartwright, Hamohamo (Kūhiō Avenue Extension), and Kāneloa Roads, it contained 107 fee simple house lots and the Lemon family property. The subdivision, built before any subdivision ordinance, contained no sidewalks, curbs, or drains within it. It simply depended upon the Kuekaunahi Stream on the 'Ewa side and the Makee lagoons of Kapi'olani Park on the Diamond Head side for drainage.¹⁷

An 1897 Monsarrat map illustrated both the Kekio Tract and the beginning of 'Ōhua Avenue.¹⁸

Access to Waikīkī was improving. Act 58 of the Republic of Hawai'i Legislature in 1898 provided funds for macadamizing Monsarrat Road.¹⁹ Act 69 of the same year

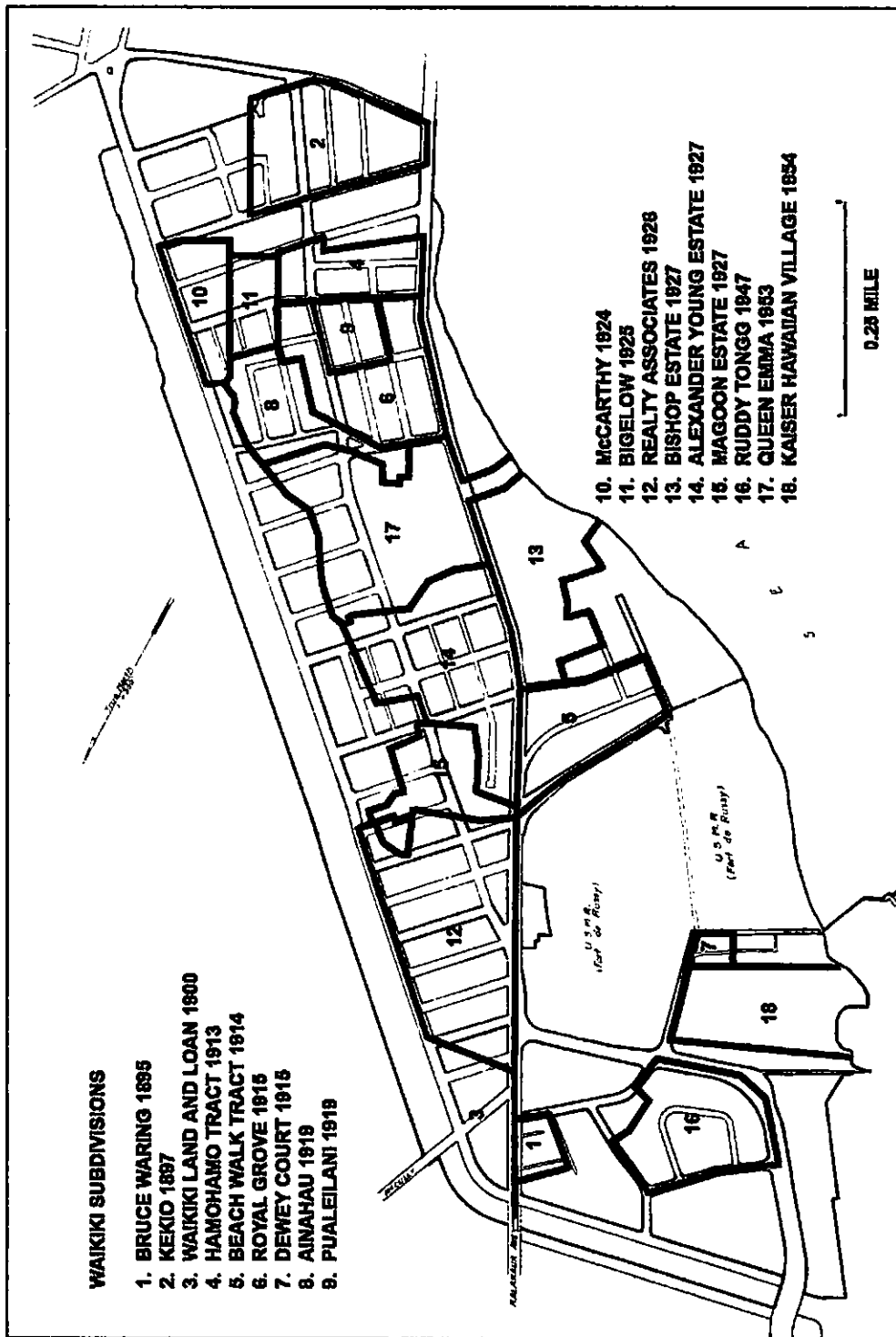


Figure 19: Waikiki subdivisions and developments, 1895-1954

Adapted from First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, Map 2-6, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

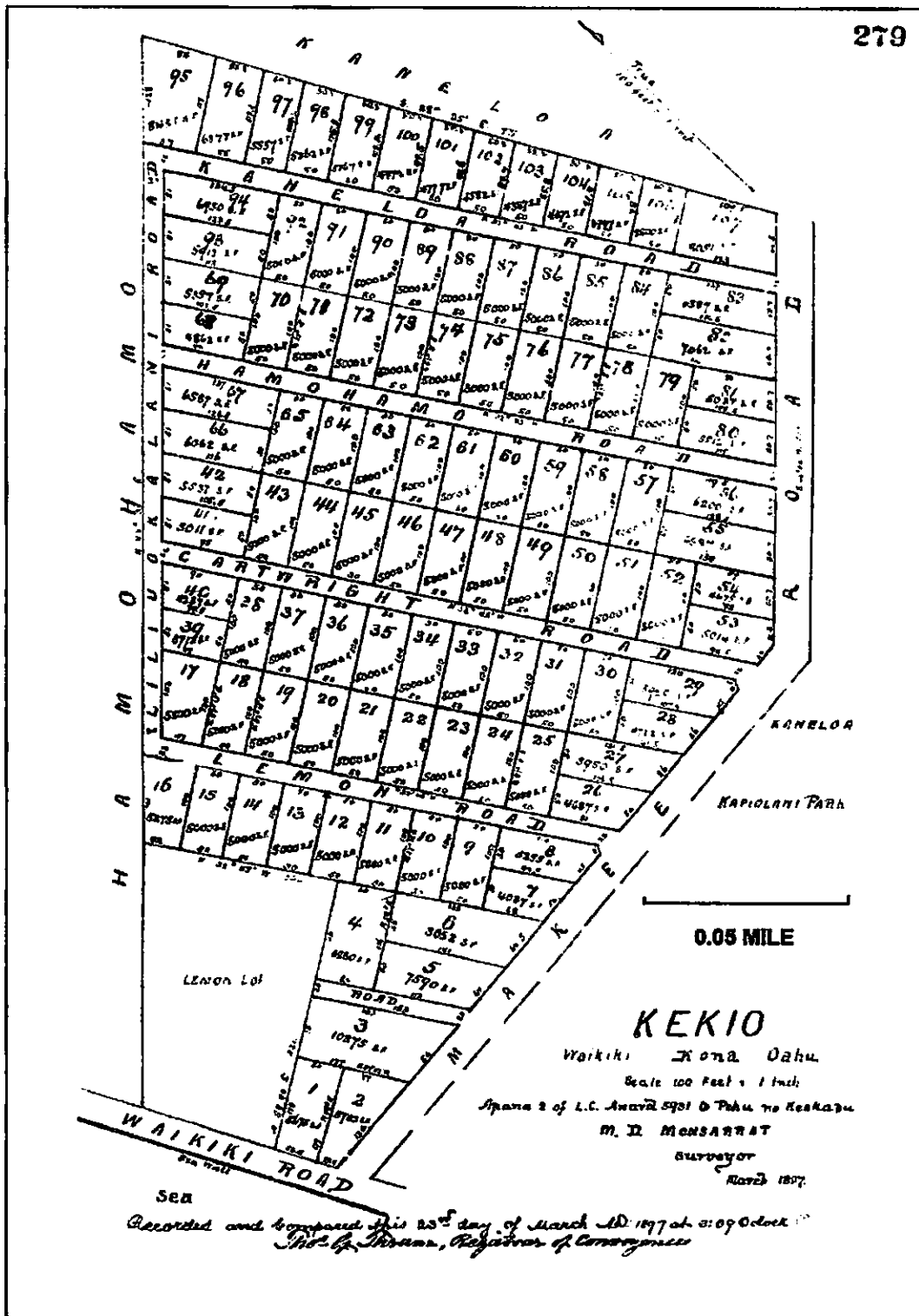


Figure 20: Kekio subdivision, 1897

Hawaii (Republic), Bureau of Conveyances, Liber 162, (Honolulu, 1897), 279.

also provided a franchise to the principals of the Honolulu Rail and Transit and Land Company, Ltd. to construct, maintain, and operate a street railway in Honolulu, including Waikīkī.²⁰

4.4.3 STREET DEVELOPMENT 1900-1909

The Waikīkī Land and Loan Association in 1900 produced a subdivision map for the McCully District and a prospectus for the project. This property, which extended from South King Street to Waikīkī Road, was to be divided into 53 blocks of equal size, sixty by one hundred twenty feet. The main mauka-makai thoroughfare, McCully Street (named for Lawrence McCully, former government official and area landowner) was to have a sixty foot right of way, with all other streets fifty-six feet. 'Ewa-Diamond Head streets (as in 2007) were to be named for local trees. The subdivision was to be serviced from "town" by an electric streetcar line passing through the district.^{21,22} Sales in this subdivision languished, attributed to a declaration in the *Prospectus* that deeds would not be transferred until lands were filled to government grade, something that did not happen until undertaken as part of the Waikīkī Reclamation Project.

In 1902 the Territorial Superintendent of Public Works was able to declare that the widening and straightening of Waikīkī Road from South King Street to Kapi'olani Park had been completed.²³

The Territorial Board of Health, chaired by Lucius Pinkham, in February of 1906, issued a report entitled *Reclamation of the Waikīkī District of the City of Honolulu*. The proposal contained both the drainage program discussed in the last chapter and a detailed infrastructure plan for the area makai of South King Street.

- Residential blocks, 400 by 800 feet, would be created with lots 200 by 200 feet. (The long sides of each block faced the ocean.)

- A sense of spaciousness would be created, not by wide streets, but by building setbacks 40 feet from the edge of the sidewalk.
- Street widths would be 36 feet along the lagoons, 26 feet for parallel avenues, and 24 feet for side streets.
- Sidewalks would be six feet in width, except for eight foot surfaces along the lagoon.²⁴

In March of 1906 Charles M. Robinson, a nationally known advocate of the City Beautiful movement, was invited to Honolulu by the O'ahu County Board of Supervisors and produced a report detailing his suggestions for improvements to the City:

- put utility wiring underground in common use vaults;
- specifications for new streets should encourage grass growth near the curb;
- uniformity in street tree planting;
- a third route between downtown and Kaimukī/Kapahulu via Mānoa be developed to lessen traffic on the existing Mō'ili'ili and Waikīkī roads; and
- a series of scenic parks be created throughout the city, connected by beautified drives.

Specific to Waikīkī, Robinson suggested:

- not employing the traditional gridiron street plan as proposed by Lucius Pinkham and the Board of Health and instead focus on the curve of the shore;
- recognizing that the Waikīkī Road was becoming "the boulevard" of the city, that improved connections such as the extension of the road from South King Street to South Beretania Street were important; and
- create a long, narrow park the length of Waikīkī Road to enclose the Honolulu Rapid Transit and Land Company's tracks.²⁵

The 1907 Territorial Legislature passed a number of laws reorganizing the roles of the counties and the Territory and impacting civic construction. Act 15 provided that 50 percent of school, property, and income taxes collected by the Territory within each county would be turned over to said county. Act 65 gave the counties the right to issue bonds for capital improvements up to three percent of the assessed value of taxable property within each county's boundaries.²⁶ Act 66 authorized the Territory to purchase county bonds.²⁷ Act 67 provided the power of eminent domain to the counties.²⁸ Most importantly, Act 118 established the City and County of Honolulu with a strong mayor and a Board of Supervisors.²⁹

The 1907 Territorial Legislature also passed Resolution No. 2, which called for the appointment of a three member Waikīkī Reclamation Commission to conduct surveys; produce plans showing the location of streets, roads, bridges, and utility conduits; and notify affected property owners.³⁰

In 1904 the United States Government began purchasing land in Kalia for the establishment of Fort DeRussy, ultimately becoming a major landowner in Waikīkī and providing land for road projects.³¹

4.4.4 STREET DEVELOPMENT 1910-1919

Territorial Act 46 of the 1911 Legislature, approved March 31, 1911, provided penalties against any developer who had not filed a subdivision plat with the Territorial Bureau of Conveyances.³²

City Ordinance 23, dated May 17, 1911, detailed the process for establishing permanent grades and lines for streets, sidewalks, and public places.³³

City Ordinance 31, dated November 24, 1911, established rules for new subdivisions.

- Subdividers were to provide the City with a scaled plat of the project showing locations of all proposed streets and alleys and the relationship of those streets and alleys with those of adjacent lands.
- The City held the right to alter such plat before giving approval for the subdivision.
- On-site markers were to be installed, according to the approved plat, showing all street lines.
- No land sales were allowed within the proposed subdivision until these conditions were met.
- The City would not accept responsibility for any streets or alleys within any subdivision unless the above had occurred.

Fines for violation of the Ordinance were set at a maximum of \$500.³⁴

The Outdoor Circle, a civic beautification organization composed of the wives of the political and economic elite, began in 1912. This group provided the main private impetus for city-wide aesthetic and social projects for over a generation.³⁵

Lucius Pinkham, President of the Board of Health, and main author of the Waikīkī Reclamation proposal, became Governor of the Territory of Hawai'i in 1913.³⁶

Territorial Laws of Hawai'i, 1913, Act 87 (approved April 19, 1913) allowed the City Board of Supervisors, when contemplating the widening of existing streets or creation of new roads, to assess adjacent landowners for costs of such improvements.

Included were:

- provisions for public notification of improvement proposals;
- petition for or against such improvements;
- the right of landowners to initiate such improvement projects;
- landowner options to pay costs upfront or by installment;

- option of the government to place a lien against, or sell, properties with unpaid assessments; and use of government bonds to supplement financing where larger community wide benefits might occur.³⁷

Territorial Laws of Hawai'i, 1913, act 95, (approved April 23, 1913), helped set precedents for large scale government subdivision platting and infrastructure development. In this case the Act provided \$60,000 to construct roads, retaining walls, and storm drains within a homesteading project located on government lands along the slopes of Punchbowl (Pu'owaina Crater). The project stretched in an arc from 'Auwaiolimu Street and Pu'owaina Drive on the mauka-'Ewa side, Prospect Street along the crater rim, Alapa'i Street on the Diamond Head-mauka side and Lusitana Street on the makai side (Lisbon Street was also included.) The funds were to be reimbursed through lot sales.^{38,39}

Territorial Laws of Hawai'i, 1913, Act 131 (effective April 28, 1913) duplicated many of the provisions of Territorial Laws of Hawai'i 1913, Act 87. While Act 87 sought to provide the legal framework for assessments, Act 131 stressed the ability of the Board of Supervisors to issue and sell bonds with the assessments as security.⁴⁰

City Ordinance 46, effective August 6, 1913, established grades and sidewalk lines on Kapahulu Road between Wai'alaie Avenue to Kana'ina Avenue in the mauka portion of Kapahulu.⁴¹

The next subdivision on the future Waikiki peninsula became official on December 11, 1913 when a plot map was filed with the Bureau of Conveyances for the Hamohamo Tract. This was an unusual subdivision, made up of leasehold properties owned by Queen Lili'uokalani. Using 2007's maps, the subdivision extended along the Diamond Head side of Lili'uokalani Avenue to one lot mauka of Kūhiō Avenue, then Diamond Head to 'Ōhua Avenue, along 'Ōhua Avenue makai of Kūhiō Avenue, and then

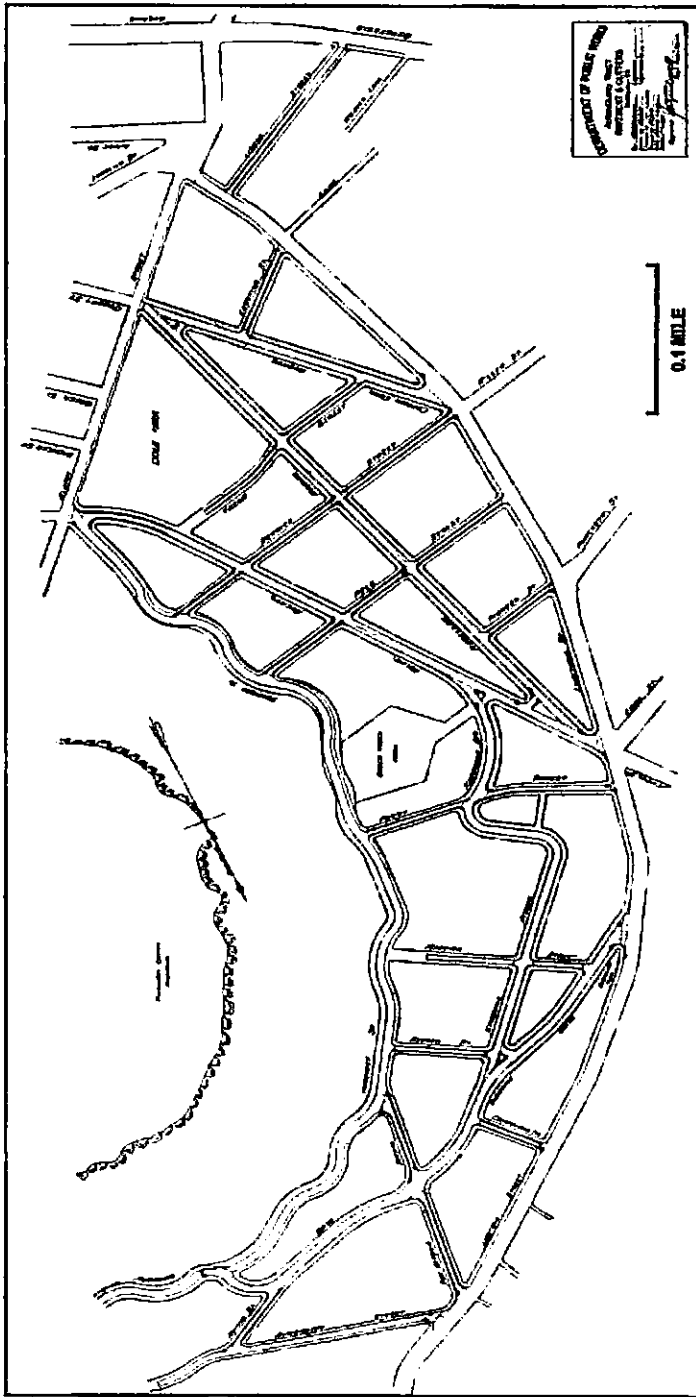


Figure 21: 'Auwaiolimu (homestead) subdivision, 1913, on the makai slopes of Punchbowl Crater

A. C. Wheeler, "Homestead Roads," in *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Fiscal Year Ending June 30, 1914*, (Honolulu: Paradise of the Pacific Press, 1914), 187. (Map location Latitude 21.276 North, Longitude 157.826 West.)

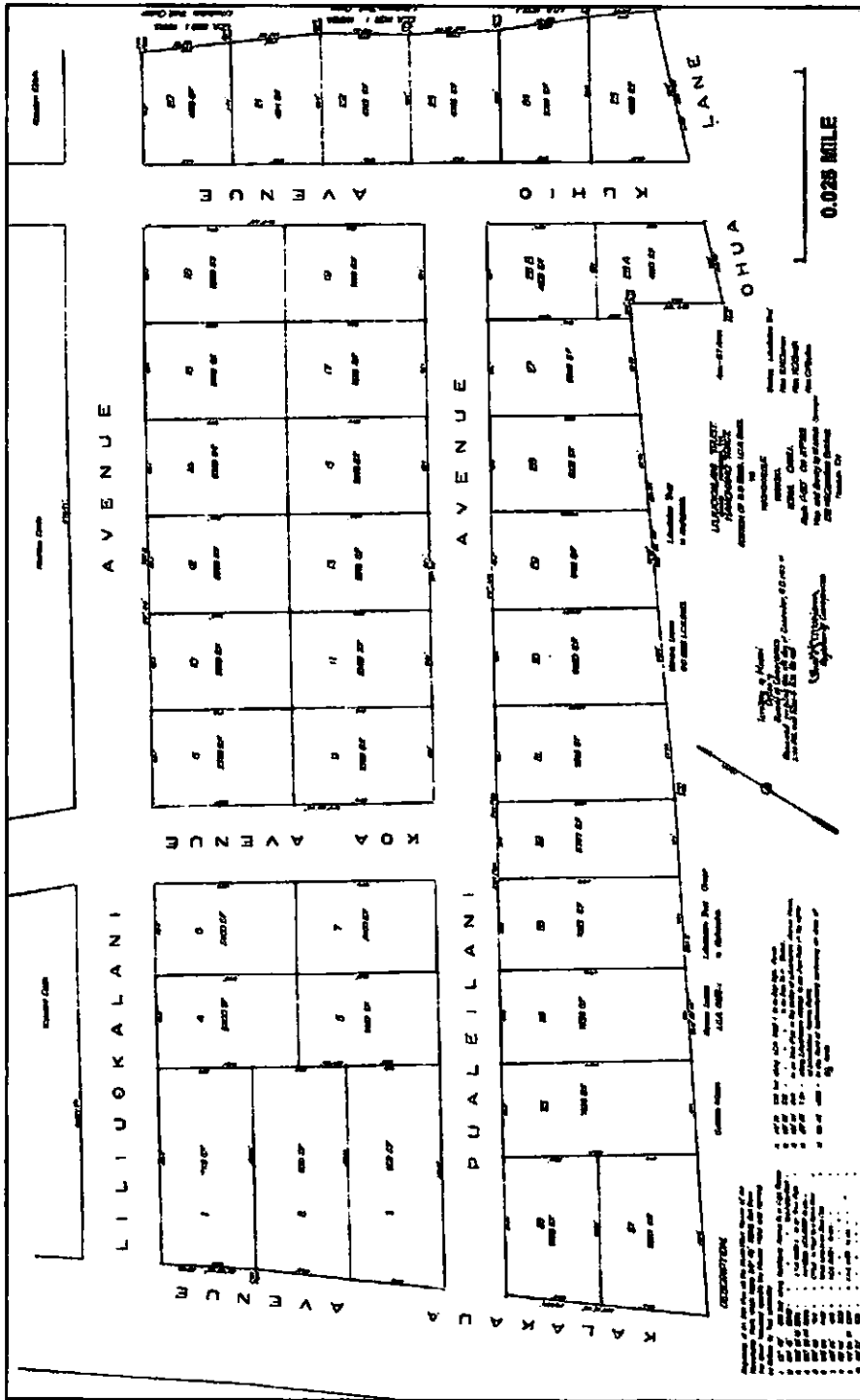


Figure 22: Hamohamo subdivision, 1913

W. A. Wall, Hamohamo; Lili'uokalani Trust, Owner, Hamohamo Tract, Portion of RP 5588, LCA 8453 to Keohokalole; Kona, O'ahu, File Plan 0129, (Honolulu: Bureau of Conveyances, 1913). (Map location Latitude 21.276 North, Longitude 157.826 West.)

halfway through the block makai back to Kalākaua Avenue again. The Hamohamo Tract took its name from the historic land division upon which it sat. The principle street, Ke'alohilani Avenue, meant "royal brightness" and took its name from one of the ex-Queen's homes on the site. The subdivision adjoined more of the Queen's property Diamond Head of the subdivision. In this later area, known as 'Ōhua ("servants") Lane, lived the Queen's immediate retainers.⁴²

On April 15, 1914, a map of the Beach Walk Tract, bounded by Kalākaua Avenue, Lewers Street, Kalia Road, and Saratoga Road, was filed with the Bureau of Conveyances. Developer Percy Pond had filled an area of 8.06 acres, turning property previously assessed at \$500 an acre into residential lots valued at the equivalent of as high as \$7,000 an acre.⁴³ Such profits sparked a real estate boom in Waikīkī and increased support for a government organized Waikīkī reclamation program.

On October 13, 1914, City Ordinance 66 established sidewalk lines on Kalākaua Avenue from South King Street to 'Ena Road.⁴⁴

Developer Percy Pond, on February 26, 1915, filed a subdivision map with the Bureau of Conveyances for a single family subdivision to be known as "Royal Grove". The property consisted of the extended lands of King Kalākaua and Queen Kapi'olani's Waikīkī home, Pualeilani. Roughly "U" in shape and facing Diamond Head, the subdivision was bounded by Princess Ka'iulani's home, 'Āinahau, on the 'Ewa and mauka sides, and Prince J. Kūhiō Kalaniana'ole's and Queen Lili'uokalani's homes on the Diamond Head side. (On a 2007 map the boundaries of Royal Grove would be Ka'iulani Avenue on the 'Ewa side; one half block mauka of Kūhiō Avenue on most of the mauka side; the immediate Kapuni Road area; Lili'uokalani Avenue; Kūhiō Avenue; Uluniu Avenue; Koa Avenue; Lili'uokalani Avenue; and Kalākaua Avenue.) The

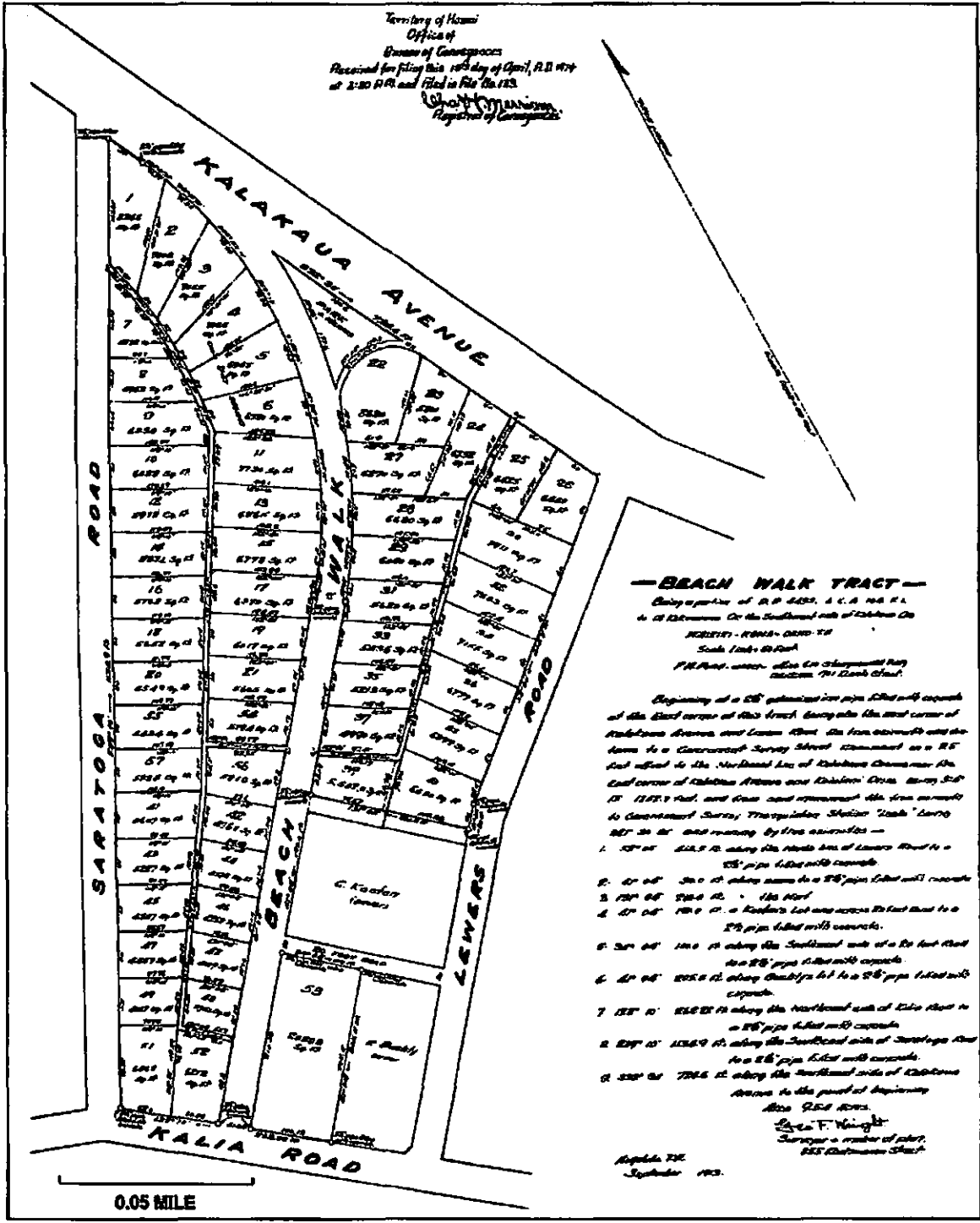


Figure 23: Beach Walk subdivision, 1914

George Wright, *Beach Walk Tract*, File Plan 0133, (Honolulu: Bureau of Conveyances, 1914). (Map location Latitude 21.276 North, Longitude 157.826 West.)

subdivision consisted of three 'Ewa-Diamond Head streets named after three sons of High Chief David Pi'ikoi – J. Kūhiō Kalaniana'ole (Kūhiō Avenue), Edward Keli'iahonui (Prince Edward Street), and David Kawānanakoa (Koa Avenue). Mauka-makai streets included the traditional entrance to 'Āinahau renamed Ka'iulani Avenue, Uluniu Avenue (the traditional name for the immediate area meaning "Coconut Grove"), and Lili'uokalani Avenue.^{45,46,47}

Territorial Laws of Hawai'i, 1915, Act 164 (effective April 26, 1915) combined Acts 87 and 131 of the 1913 Legislature relating to Improvement Districts. The City had encountered numerous problems trying to follow both earlier laws with its initial project in Mānoa. The size of the City engineering staff was immediately increased to clear a backlog of improvement district requests.⁴⁸ Subsequently, City Resolution No. 94, dated May 13, 1915, established the Mānoa Improvement District Number One under the new Improvement District law.⁴⁹

City Ordinance 82, dated June 15, 1915, established grades and sidewalk lines on Kalākaua Avenue from Park Bridge (Kapahulu Avenue) to the Beckley property (near Diamond Head).⁵⁰

City Ordinance 90, effective July 17, 1915, established the City Planning Commission as a group of advisors to the Board of Supervisors.⁵¹ (The City Planning Commission would, over the next 44 years, evolve into an administrative agency, and develop and oversee much of the City and Comprehensive Plans for Honolulu).

Developer Pond on December 29, 1915, filed with the Bureau of Conveyances a plot plan for a small subdivision located on the 'Ewa makai corner of Dewey Way and Kalia Road. Called the Dewey Beach Tract, this 50,042 square foot subdivision contained a small "L" shaped roadway named Dewey Court to access the interior lots.

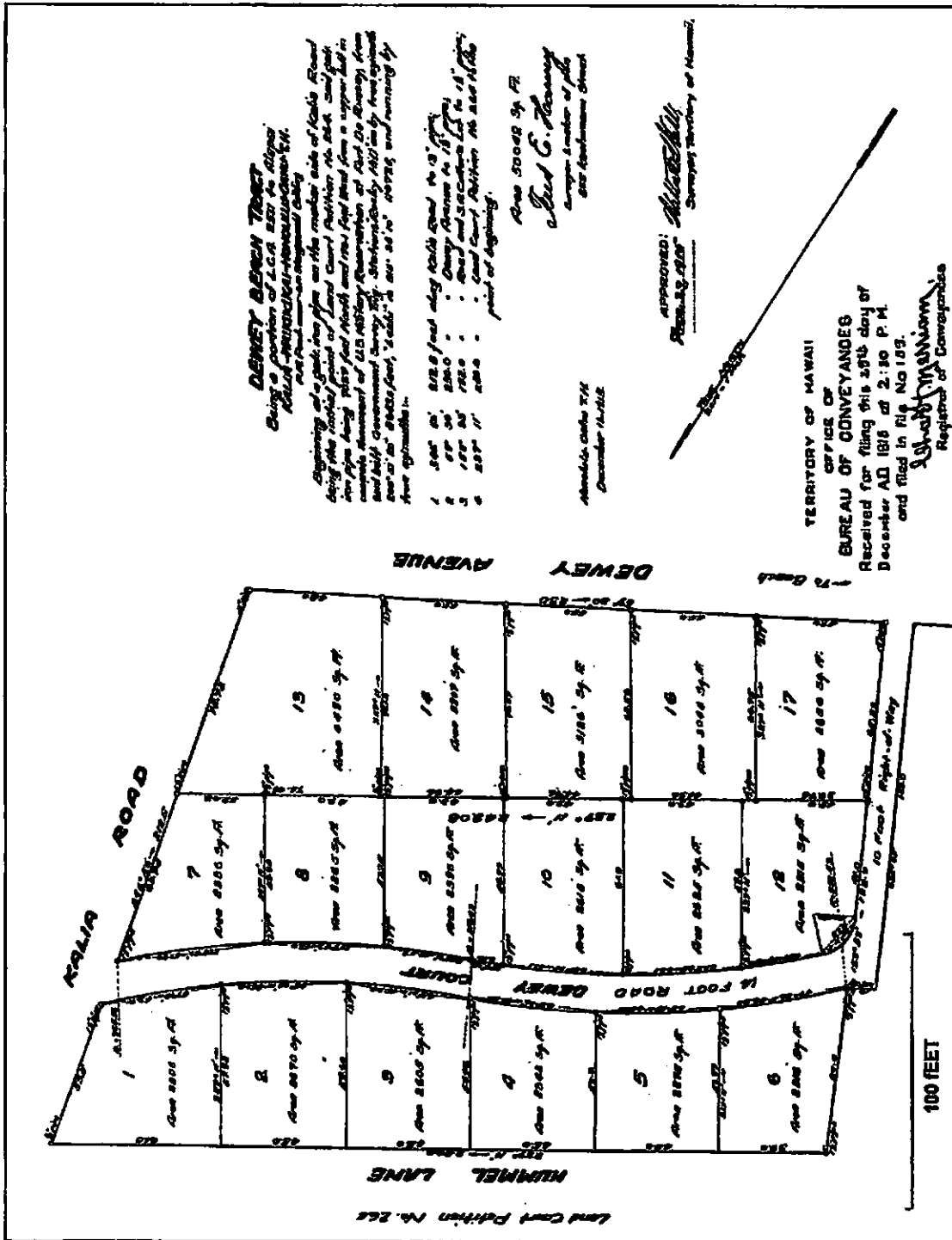


Figure 25: Dewey Beach Tract, 1915

Fredrick Harvey, *Dewey Beach Tract: Being a Portion of LCA 2511 to Alapa'i, Kalia, Waikiki, Honolulu, Territory of Hawaii, File Plan 0159, (Honolulu: Bureau of Conveyances, 1915).* (Map location Latitude 21.276 North, Longitude 157.826 West.)

City Ordinance 97, dated February 28, 1916, dealt with the planning and construction of infrastructure in new subdivisions.

- **Developers were required to submit accurate plats of the subdivision, showing the location of all roads, alleys, sidewalks, and curbs; the relation of streets to those of adjacent developments; and the materials and types of construction to be used.**
- **The Board of Supervisors reserved the right to approve or alter the developer's plans and/or specifications;**
- **If the subdivision plans were approved, the developer was to place monuments upon the actual subdivision site to illustrate the final layout of the project. Final construction was to follow such markings.**
- **The City had the right to refuse acceptance of any subdivision roads and rights of way that did not adhere to the Ordinance.**
- **Financial penalties would be imposed for non-compliance.⁵²**

City Ordinance 104, effective June 8, 1916, established curb lines and grades for Saratoga Road, Beach Walk, and Lewers, Kalia, and Helumoa Roads within Beach Walk Improvement District Number Two. Ordinance 109 (August 8, 1916) provided property assessments to cover the cost of construction. Work included building a storm sewer system, grading, moving and resetting old curbs, paving, and new curbing.⁵³

City Ordinance 111, dated September 2, 1916, established new curb lines on Kalākaua Avenue, from 'Ena Road to Park Road (Kapahulu Avenue) as Frontage Improvement Number Four, and repealed an earlier effort for improvement on this stretch of road in Ordinance 78. The companion Ordinance to 111, Ordinance 114, set property assessments to cover the cost of construction. Work included construction of a

storm sewer system, moving and resetting old curbs, grading, paving, and new curbing.⁵⁴

The 1916-1917 Biennial Report for the City Engineering and Road Departments stated that the bulk of its work entailed making surveys and preparations of plans, specifications, and estimates of costs involved in road construction using the Improvement Law financed by a street frontage tax.

Road surface options available included asphalt macadam, concrete, water-bound macadam, coral, gravel, oil macadam, and earth. Problems impacting the road construction effort included budget limitations, shortage of materials, and lack of "citizen" labor. Competition for resources also was occurring between urban road projects and the around-the-island "Belt Road" projects.

Contracts had been awarded on the following in or near the Waikīkī area:

- Mānoa Improvement District Number One;
- Beach Walk Improvement District Number Two; and
- Frontage Improvement Number Four – Kalākaua Avenue.

Lesser improvements also included:

- sidewalks on Kalākaua Avenue from South King Street;
- Kalākaua Avenue "parking" (planted strip in traffic island); and
- Kapahulu Avenue curbing.

Suggestions for improvements to the Improvement Law made by the City Engineer included:

- awarding of contracts immediately after receiving bids;
- lowering contractors' bond from 100 to 50 percent;
- furnishing by the City of crushed rock from its own municipally owned quarry in lieu of cash contributions toward the project;

- a permanent engineering staff be available to process applications, as the existing practice of assembling employees slowed the progress of projects; and
- the powers of the City Planning Commission should be increased so that all improvement work adhered to a carefully laid plan.

The Assistant City Engineer also recommended:

- twenty-four foot streets should be the standard, and if any greater width was deemed necessary, that the additional costs be borne by the City;
- improvement districts, rather than just frontage projects, be given precedence; and
- wherever possible, sidewalks should also be standard, but planned as part of overall improvements so that the sidewalks would not have to be pulled up later as happened in the Beach Walk and Kalākaua Avenue projects.⁵⁵

Territorial Act 144, dated April 27, 1917, enabled the City Board of Supervisors to require abutting property owners to construct, maintain, and repair sidewalks (and curbs) using prescribed materials and established grades. Failure to do so would allow the Supervisors to place a lien against the property.⁵⁶

Territorial Act 231, approved May 2, 1917, created a commission to oversee the Waikīkī Sanitation Reclamation and Improvement District No. 1. This commission was to be composed of the Territorial Superintendent of Public Works, the City and County Engineer, the Territorial Commissioner of Public Lands, a representative of Waikīkī Beach landowners, and a general landowner representative from the project area. The Superintendent of Public Works was to be Chairman.

Included in the directives for the commission was devising a system of improvements to cover those lands between South King Street and the ocean, and between Kapahulu Road and Sheridan Street. Included in the project were to be:

- plans for rights of way, streets, sidewalks, and sewers;
- estimated benefits of the project to each landowner;
- estimated costs;
- right to exchange, purchase, or condemn lands; and
- assessments to be made against each landowner.⁵⁷

City Ordinance 136, dated May 24, 1918, established curb lines and grades for Frontage Improvement Number Thirteen: Kalākaua Avenue Extension, Park Drive, and a portion of Diamond Head Road. Companion Ordinance 139 provided property assessments to cover the cost of construction. Work included resetting of storm sewer systems, grading, and installation of curbing, sidewalks, and concrete paving.⁵⁸

In June of 1918 the Territorial Superintendent of Public Works reported that it had been decided to build a 150 foot drainage canal, bounded by two 75 foot boulevards on each side, as part of the Waikīkī Reclamation Project. It was also proposed that the mauka boulevard be extended in the town direction to South and King Streets, and in the Diamond Head direction to Fort Ruger. This new highway had the potential to be a beautiful drive, open up new land for development, and connect the military base at Ft. Ruger with the city in case of emergency.⁵⁹

Contractor Hawaiian Engineering and Construction Company announced on October 17, 1918, that the new Diamond Head Road would be opened November 1. The twenty-four foot wide road, built of six inches of concrete, cost \$80,000 to build.⁶⁰

City Ordinance 143, October 22, 1918, established curb lines and grades on 'Ena, Kalia, and Ala Moana Roads in Improvement District Number Five. Companion Ordinance 146 provided property assessments to cover the cost of construction. Work included a storm sewer system, grading, and installation of curbing, sidewalks, and development of a concrete road base.⁶¹

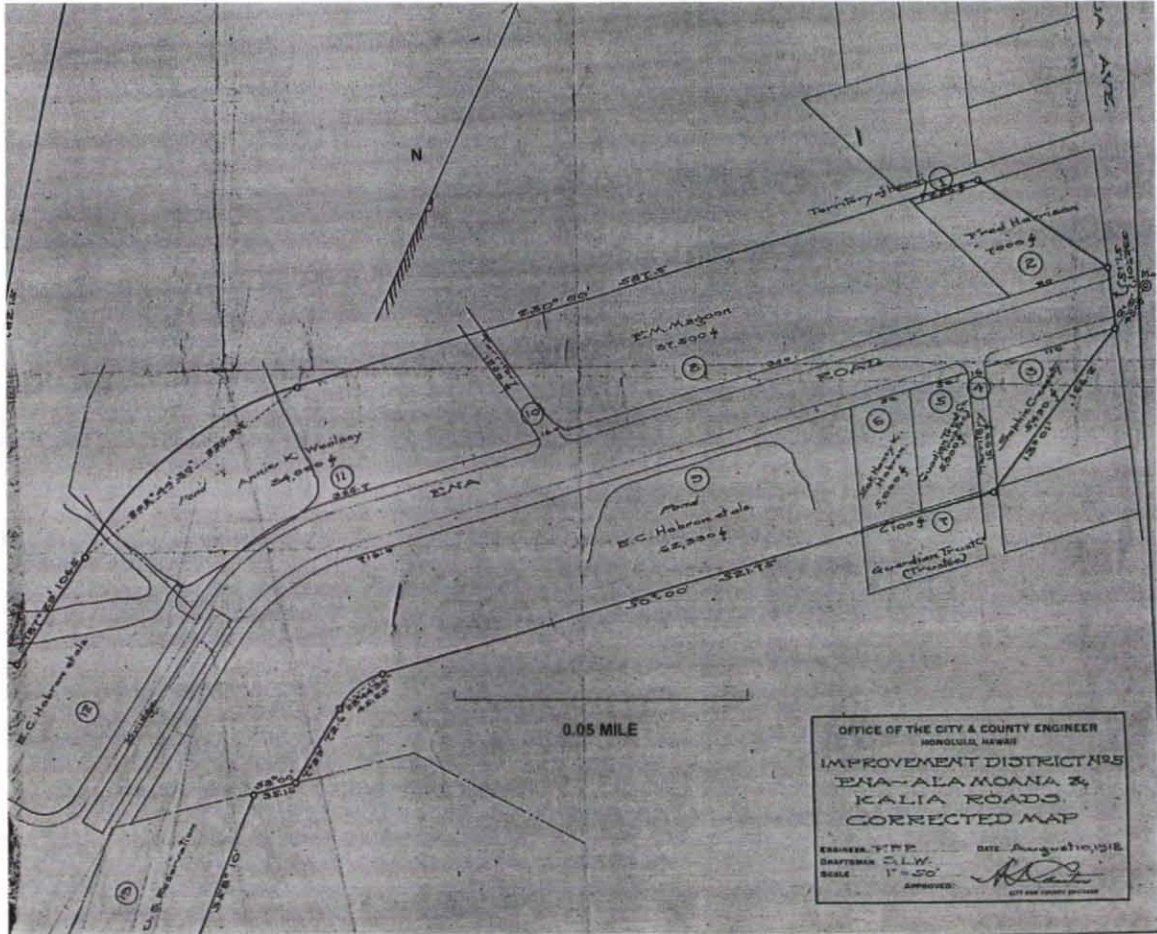


Figure 26: Portion of Improvement District No. 5, 'Ena Road Area, 1918

Honolulu, (City and County), *Improvement District No. 5, 'Ena--Ala Moana, and Kalia Roads, Corrected Map, 1918*, Hawai'i State Archives. (Map location Latitude 21.276 North, Longitude 157.826 West.)

Newspaper advertisements purchased on May 5, 1919 by Percy Pond and the Guardian Trust Company, Ltd., announced the subdivision of Princess Ka'iulani's Waikiki home at 'Ainahau. The historic entrance to the property off Kalākaua Avenue, now named Ka'iulani Avenue, followed the bend of 'Āpuakēhau Stream in the Diamond Head mauka direction. While Ka'iulani Avenue had initially been improved as part of the Royal Grove subdivision as far as Koa Avenue, development of 'Āinahau meant that such work was extended mauka and connected to Kūhiō Avenue and Prince Edward Street. The bulk of the subdivision focused on Cleghorn Drive, a street named for

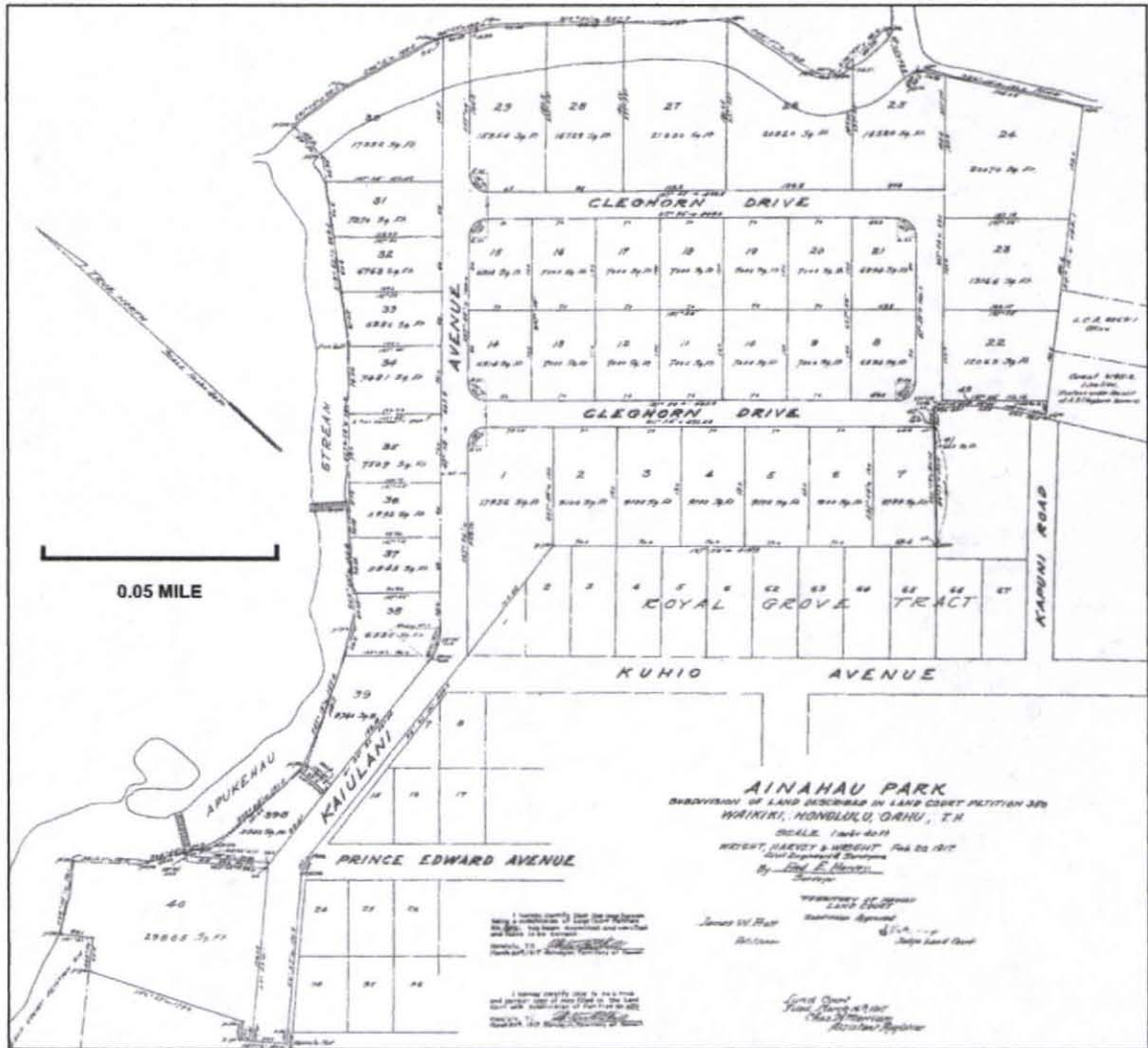


Figure 27: 'Āinahau subdivision, 1919

Frederick Harvey, 'Āinahau Park; (1917), originally filed by James Pratt, 1917, completed by Percy Pond, 1919. Land Court Application 350, Map 2, (Honolulu: Bureau of Conveyances, 1917). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Archibald Cleghorn, Princess Ka'iulani's father, which connected to Ka'iulani Avenue on two sides.⁶² Another exit to the development was created later by linking Kapuni Road to Cleghorn Drive.

Newspaper advertisements dated July 31, 1919, reported that Prince J. Kalaniana'ole had sold Pualeilani, consisting of property immediately surrounding the Waikīkī home of King Kalākaua and Queen Kapi'olani that he had inherited. The

property was to be developed as single family house lots and was bordered by Uluniu Street and Kūhiō, Lili'uokalani, and Koa Avenues.⁶³

In August 1919 the City began work on the Kaka'ako Improvement District project, including establishing setback lines, installing utilities, widening streets, and installing pavement.⁶⁴ (This was the largest improvement project the City had yet undertaken and would be a model for Waikīkī.)

On August 20, 1919, prominent local architect Charles Dickey proposed that Waikīkī streets follow the ideas of "garden city" development rather than the traditional "gridiron" approach. Mentioning such developments as Letchworth and Hampstead in the United Kingdom, Dickey recommended a series of winding streets focused mauka-makai to take advantage of prevailing trade winds. A broad boulevard was suggested from the Moana Hotel to South King Street, while subsidiary streets would be constructed with narrow pavement and wide separation between sidewalks and curbs.⁶⁵

4.4.5 STREET DEVELOPMENT 1920-1924

On December 2, 1920, the City Planning Commission approved the route for a new road to be constructed toward Waikīkī from South King Street to Kalākaua Avenue. Two names were considered: Missionary Way and Kapi'olani Boulevard. The Commission recommended the Kapi'olani Boulevard name.⁶⁶ Subsequently City Ordinance 191, dated December 22, 1920, was approved by the Board of Supervisors establishing Kapi'olani Boulevard from South King Street to the mauka side of the proposed Waikīkī canal.⁶⁷

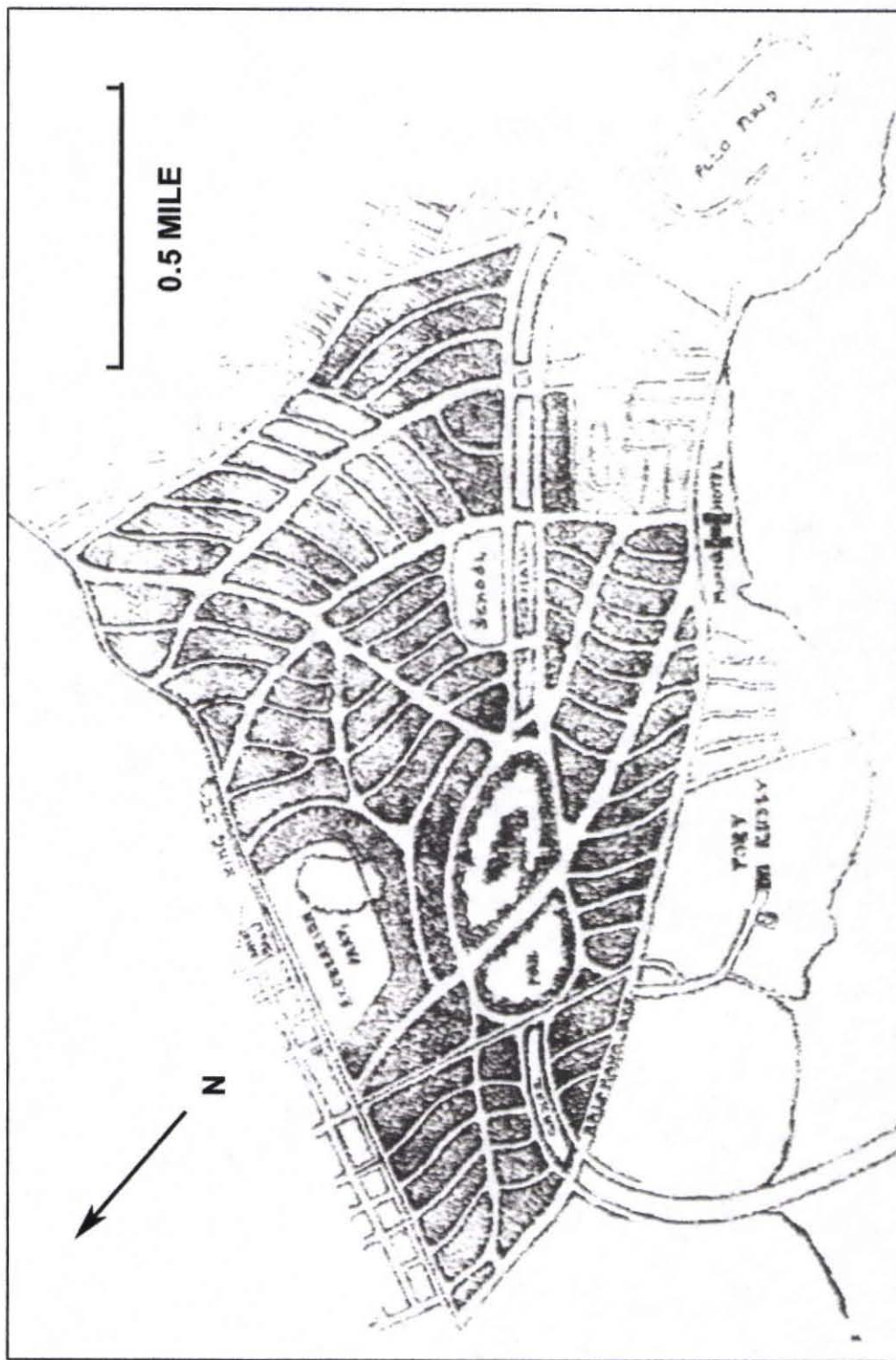


Figure 28: Charles Dickey's proposed street plan, 1919

Pacific Commercial Advertiser, "Garden City Plan for Waikīkī Marshes Urged for Beautifying Tract", August 20, 1919, (sec. 2, p. 2, col. 3). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Revised plans for the Diamond Head Terrace development were approved on March 31, 1921, by the City Planning Commission. Included in the new plans were increased road widths that both the City Engineer and Commission had requested of developer Waterhouse Trust Company.⁶⁸ Roads in the development were named for flowers including Gardenia, Hibiscus, Croton, and Coconut Avenues. (Gardenia Avenue was later renamed as its Hawaiian language equivalent of "Kiele" as was Carnation Avenue as "Poni Mō" Road.)⁶⁹

Territorial Legislative Act 221, dated April 27, 1921, established the Waikīkī Improvement District bounded by Sheridan Street, King Street, Wai'alaie Road, Kapahulu Road, and the ocean. A Waikīkī Improvement Commission consisted of Territorial and City representatives, including the Territorial Superintendent of Public Works, the Mayor, and the City Engineer. The Commission was directed to prepare and adopt plans for boulevards on both sides of the Waikīkī Drainage Canal and plan the location of other streets. The Commission was also required to determine the type of construction and prepare cost estimates. Once the City Board of Supervisors approved the street grid as proposed by the Commission, the Board was authorized to construct such roads.⁷⁰

On July 9, 1922, the City began a change in its Improvement District policies. City Ordinance 212 created curb lines and grades for the Bingham Tract (Mō'ili'ili), then under development as Improvement District Number Eleven. The Ordinance became law without Mayor John Wilson's signature. Wilson objected to the Board of Supervisor's use of city funds for construction of infrastructure within what was still a private land development rather than the traditional use of the frontage tax for improvements applied within already established subdivisions.^{71,72}

In August 1922, the City's Kaka'ako Improvement District No. 10 was completed.⁷³

During November of 1922 the City constructed a concrete walk in front of the Halekūlani Hotel.⁷⁴

The Planning Commission, on November 9, 1922, agreed to allow the Guardian Trust Company to continue sales of the McCully Tract (which extended into today's Waikīkī peninsula). The original McCully Tract street layout had been organized under a previous owner using plans developed in 1900. Guardian was to make some modifications to conform to the Waikīkī Reclamation street layout. Part of the agreement stated that while utilities would be installed immediately, permanent roads would await the time wherein property owners would petition the Commission and Board for an improvement district through the use of the frontage tax.⁷⁵

City Ordinance 227, dated November 23, 1922, created the Shade Tree Commission. A five member board appointed by the Mayor with approval by the Board of Supervisors, the Commission membership was to include the President of the Outdoor Circle, the City Engineer, the City Superintendent of Parks and Playgrounds, the Territorial Superintendent of Forestry, and a representative of the utility companies. The Commission was to have complete jurisdiction over the planting and trimming of trees and other foliage growing along or above City streets and sidewalks. Posting of bills on trees, stringing of wires from trees, and poisoning of trees was prohibited. Utility companies and others with legitimate needs to prune foliage could request a permit. The Commission was authorized to appoint a Tree Warden to monitor the planting, trimming, and conditions of such foliage.⁷⁶

City Ordinance 229, effective November 28, 1922, organized the payment of improvements in the Bingham Tract (Improvement District Number Eleven). Mayor Wilson continued to object to the use of an Improvement District for an ongoing subdivision development rather than for an established subdivision, so he vetoed the

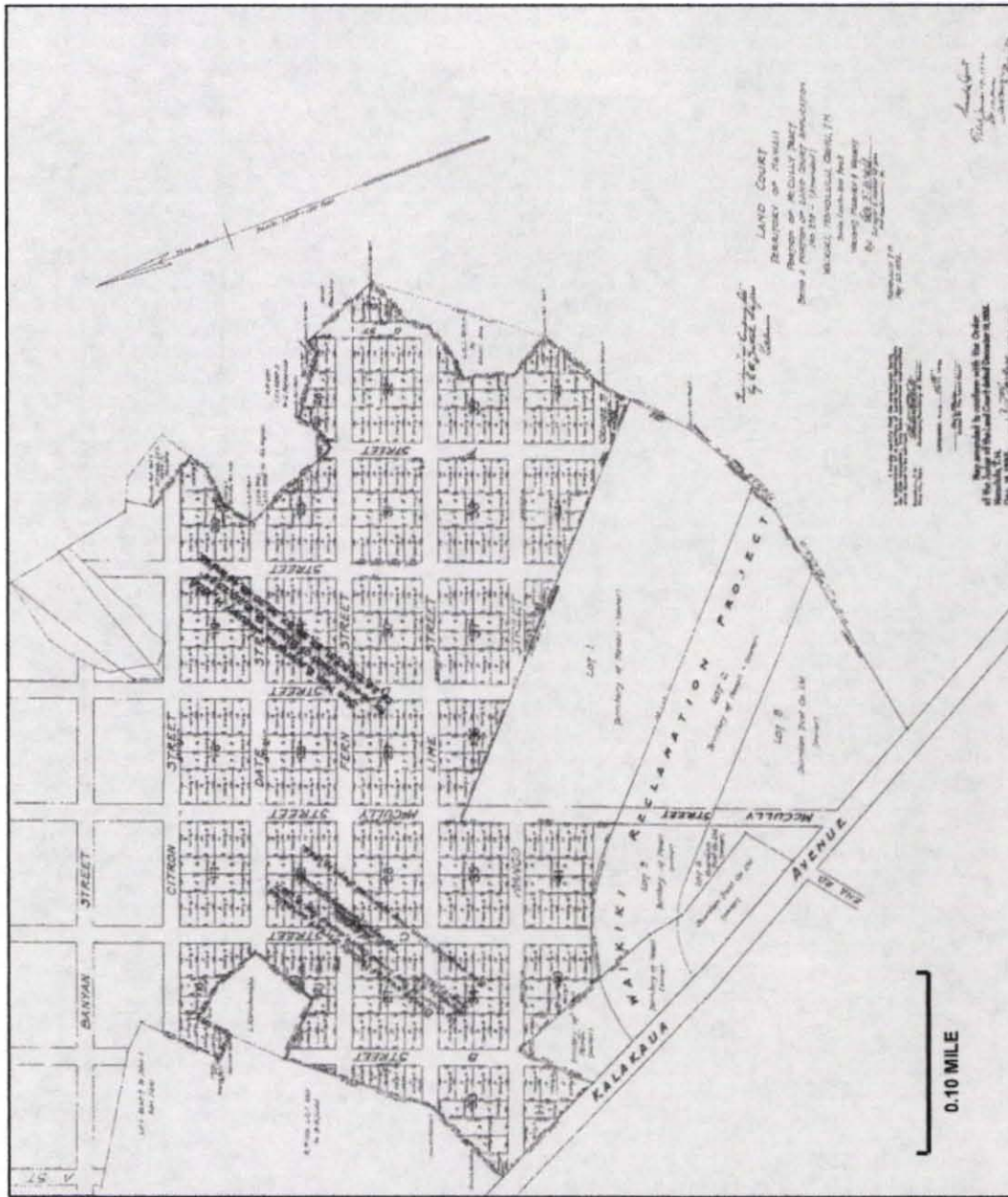


Figure 29: Impact of Waikiki Reclamation Project on McCully Subdivision, 1920s

George Wright, *Portion of McCully Tract*, Land Court Application No. 279, Map 2, (Honolulu, Bureau of Conveyances, 1935). (Map location Latitude 21.276 North, Longitude 157.826 West.)

measure. The Board then overrode his veto, the Ordinance became law, and the precedent was established.⁷⁷

In December 1922, the Proposed Street Plan for the Waikīkī Improvement District was accepted by the Board of Supervisors. The plan had originally been developed by the City Planning Commission and then received approval from the Territorial Waikīkī Improvement Commission before reaching the Board. This comprehensive plan covered a larger area than previous proposals and included:

- development of Ala Moana as a boulevard;
- creating Kapi'olani Boulevard from South Street through the Reclamation District toward Waikīkī and connecting it to Kaimukī;
- creating boulevards on both sides of the drainage canal; and
- connecting Mānoa Valley directly with Waikīkī by developing another new street.⁷⁸

This plan had a major change in street orientation from the 1906 Pinkham proposal. While both imposed the familiar “gridiron” pattern of development, Pinkham’s street pattern placed the broad face of each block toward the ocean, while the 1922 plan did the opposite by placing the broad face of each block in the ‘Ewa and Diamond Head directions. Much of the 1922 scheme was followed throughout the district, especially in Waikīkī. This orientation was indeed fortunate because it provided greater potential to preserve mauka-makai views, and allowed the frequent trade winds to cool the city and blow airborne pollutants out of the narrow urban corridor.

The Street Plan for the Waikīkī Improvement District was also very important because it provided a comprehensive blueprint for future developers to follow within the central and ‘Ewa sections of the Waikīkī peninsula. Standards for rights of way, roads, drainage, and infrastructure would also be higher than those practiced earlier Diamond Head of Ka‘iulani Avenue or makai of Kalākaua Avenue near Beach Walk.



Figure 30: City Planning Commission street plan, 1922

Honolulu (City and County), Office of the Mayor, *Report of the Mayor of the City and County of Honolulu to the Legislature of the Territory of Hawai'i for the Biennial Period Ending December 31, 1922*, (Honolulu: New Freedom Press, 1923), 150-151.

On January 18, 1923, after continued conflicts with the Guardian Trust Company and other developers over subdivision plats, the City Planning Commission sought legal clarification to enforce conformity to its plans. The City and County attorney responded that, in his opinion, Guardian was in violation, the City did not have to accept ownership of streets until the developers fulfilled all requirements, and a test case would be advisable. The Commission then decided to approach the Board of Supervisors to seek Territorial legislation to create a comprehensive and binding street plan for the city.⁷⁹

In 1923, City and County Engineer Fred Ohrt issued a report to the Board of Supervisors discussing the activities of his office from August 1919 until January 31, 1923. Included in the report were sets of observations and recommendations.

- The importance of establishing permanent street lines and grades throughout the city was easily demonstrated by the fact that, with the exception of the Improvement Districts, most of the city remained without sidewalks. Established street lines and grades facilitated the work of the building department in issuing new construction permits and enforcement of the sidewalk ordinance.**
- All gasoline service stations' fueling apparatus throughout the city should be removed from sidewalk areas and placed behind the property line. The purpose of this was to preserve the use of the sidewalks for pedestrians.**
- Problems with back filling of City owned roads by private contractors and utilities led to the suggestion that all such filling work be conducted by qualified City crews.**
- The increase in the number of City owned roads and the need for their regularly scheduled maintenance warranted the hiring of a permanent Maintenance Engineer.**

- **Within new subdivisions, the proper width of rights of way and installation of utilities was deemed more important than street width, as street width could more easily (and less expensively) be altered later after community buildup than that of the right of way. Concentrating on right of way width rather than street width could also lower initial costs for both the developer and future property owner. Eighty and seventy foot rights of way were recommended, with road surface dependent upon local conditions of the street.**
- **The Legislature needed to direct the Registrar of Conveyances to refuse to record any subdivision sales within projects that failed to comply with City subdivision ordinances.**
- **The upcoming Kaimukī Improvement District, three times the size of the Kaka'ako Improvement District, created a dilemma for the City. Existing Territorial law required that the City set aside its total contribution for the multi-year project in the first year – a financial impossibility for the City. Engineer Ohrt suggested that the law be changed, spreading out the City's contributions over the lifetime of the project, obligating future City Supervisors to cover the project costs.**
- **Engineer Ohrt also felt that Honolulu had reached the stage where a City Plan was imperative in order to provide the maximum services at the most efficient cost. He recommended an annual appropriation of \$25,000 for each of two or three years to prepare such a guidance plan for urban reorganization and growth.⁸⁰**

Act 150 of the Territorial Laws of Hawai'i, dated May 2, 1923, gave Territorial recognition to the City Planning Commission. The Planning Commission was charged with formulating and enforcing rules and plans to regulate urban growth.⁸¹

Act 184 of the Territorial Laws of Hawai'i of 1923, was passed that same day, allowing the City to plan and construct drainage systems independent of Improvement Districts or Frontage Improvement programs.⁸²

On August 2, 1923, Lyman Bigelow, Territorial Superintendent of Public Works and Chairman of the Territorial Waikīkī Reclamation Project, recommended to the City Planning Commission that the wide and straight boulevard planned for the mauka side of the Waikīkī Drainage Canal be replaced by a winding, scenic road.⁸³

City Ordinance 244, dated October 20, 1923, upped the fines for illegal subdividing so that each day represented a new offense. This was undertaken to discourage such activities.⁸⁴

City Planning Commission President J. D. McInerney, on December 31, 1923, noted that the biggest problem facing the Commission had been the lack of permanent street locations and grades throughout the City. "The street plans approved by the Commission and recommended to the Board of Supervisors have been paper plans only, and until some steps are taken by the Board to make possible a comprehensive engineering survey of the city, it is practically impossible to demand conformity to them".⁸⁵

Recommendations made by the municipal Roads Committee of the Traffic Commission to improve the web of streets within the Waikīkī area and connections between "town", Waikīkī, and Kaimukī were presented to the City Planning Commission on January 4, 1924. Among the suggestions were extensions of Alexander Street to Kalākaua Avenue (deferred by the Commission); extension of Kalākaua Avenue to Beretania Street (endorsed by the Commission); creation of a Mānoa-Waikīkī route using Vancouver Highway (now University Avenue, endorsed by the Commission); and

extension of Kapahulu Avenue from the Territorial Fair Grounds to Kalākaua Avenue (already under consideration by the Commission as a 100 foot wide street).⁸⁶

On January 17, 1924, Mayor Wilson reported to the City Planning Commission that Appropriation Bill No. 10 had been approved allocating \$2000 a month for the costs of a Permanent Street Survey. The Survey would provide engineering specifications for street locations, lines, and grades. Work was to begin in Kapālama, then Waikīkī, and afterwards across the general city.^{87,88}

Charles McCarthy (former Governor of Hawai'i, representative of the Hawaiian Dredging Company, and Waikīkī landowner) petitioned the City Planning Commission on January 17, 1924, to narrow secondary street widths within the Waikīkī Reclamation District.⁸⁹ McCarthy and A. A. Young (owner of a large tract near today's Royal Hawaiian Avenue) subsequently proposed establishing building lines ten feet back from the streets along their properties if the roads were narrowed. The Commission decided it needed to confer with the Territorial Improvement Commission and obtain legal assistance as to how similar setbacks could be imposed on subsequent landowners.⁹⁰

On February 21, 1924, the Territorial Waikīkī Improvement Commission passed a resolution altering street plans for the Waikīkī Reclamation District:

- Kapi'olani Boulevard would be seventy-five feet wide;
- Kūhiō Avenue would be seventy feet wide;
- the street opposite Beach Walk would be seventy feet wide;
- all other streets perpendicular to Kalākaua and not longer than 1500 feet would be sixty feet wide; and
- this was to cover all streets encompassed by Kapi'olani Boulevard, Kalākaua Avenue and Kapi'olani Park.⁹¹

A public hearing was conducted by the Board of Supervisors on March 4, 1924, to discuss the street width proposals made by the Territorial Waikīkī Improvement Commission. At the meeting ex-Governor Charles McCarthy again argued for narrower secondary street widths in Waikīkī's residential neighborhoods. As a result, the Honolulu Board of Supervisors passed City Resolution No. 70 approving the street width proposals made by the Territorial Waikīkī Improvement Commission and promoted by the ex-Governor.⁸²

Infrastructure upgrades were contemplated, however, for the older sections of Waikīkī. On April 3, 1924, the City Planning Commission recommended widening Paoakalani Street on the 'Ewa side as part of road improvements near the Kekio Tract.⁸³

Widening of Diamond Head Road was discussed by the City Planning Commission on May 29, 1924. It was proposed that the United States Government be approached to release title to a 200 foot strip on the mauka side of the existing roadway in order to straighten the street and provide space for parking.⁸⁴

Ex-Governor McCarthy subsequently filed a plat map with the Bureau of Conveyances on August 4, 1924, for his subdivision makai of what would become Ala Wai Boulevard. This property, roughly triangular in shape and widest on the Diamond Head side, was bisected by Lili'uokalani, 'Ōhūa, and Paoakalani Avenues, and contained a small "dead end" road on the 'Ewa side.

Meanwhile, the City Planning Commission was in negotiations with ex-Governor McCarthy concerning the building setback issue. At a meeting on October 9, 1924, the Commission decided on a short term solution by reaching an agreement with McCarthy and other landowners on a setback line and asking the City attorney to draft a permanent solution through an ordinance containing such setbacks.⁸⁵

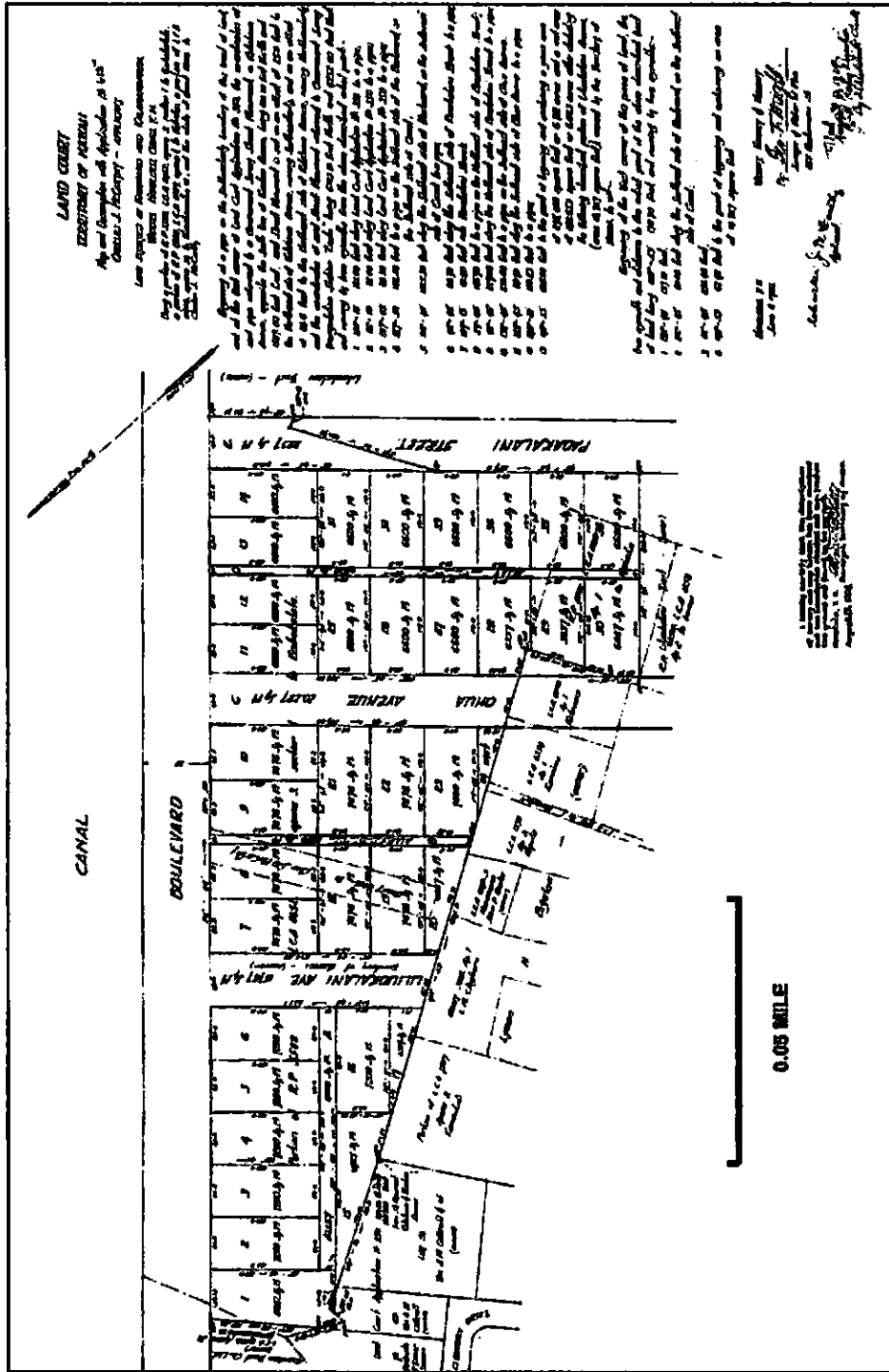


Figure 31: McCarthy subdivision, 1924

George Wright, *Map and Description with Application No. 615*, Land Court Application No. 615, Map 1, (Honolulu: Bureau of Conveyances, 1924). (Map location Latitude 21.276 North, Longitude 157.826 West.)

The design of future developments was influenced by a legal opinion issued by the City Attorney's Office on December 26, 1924, that the City could not accept "Dead End" streets as part of new subdivisions and was thus under no obligation to maintain such streets.⁹⁶ This bolstered the Commission's policies of extending existing streets across multiple developments in order to facilitate transportation.

4.4.6 STREET DEVELOPMENT 1925-1929

The City Planning Commission continued to labor under suspicions that the subdivision laws might not be legal and thus unenforceable. While recent Territorial Acts had recognized the Commission and its mission, the Territory had not closed a major loophole available to developers to bypass the Commission—registration of subdivisions by the Bureau of Conveyances, a Territorial (and thus higher level of government) agency, which still did not require Commission approval. Thus developers could claim that their non-compliant subdivisions had "followed the rules". Indeed, the Commission maintained a list of subdivisions being developed without City approval and expended considerable resources seeking compliance with its rules.⁹⁷ Other problems included a general unfamiliarity with city planning by the general public and a reliance on mainland legal rulings because of lack of local precedents.

The City Planning Commission was particularly concerned about street widths and felt that the most logical place to initiate a program of wider streets was in the new subdivisions. It took the position in January of 1925 that it would not accept any subdivision plan that proposed street rights of way (property line to property line) of less than 40 feet.⁹⁸

The City Planning Commission reached voluntary agreement with most major Waikīkī landowners on January 8, 1925, to a ten foot building setback along the future

Ala Wai Boulevard, provided a time limit was set, and that the setback could also be lessened or repealed if 60 percent of the property owners so agreed. Landowners included were:

- **Guardian Trust Company, Ltd. (McCully Tract);**
- **August Ahrens, Ltd.;**
- **Bishop Trust Company, Ltd.;**
- **Lili'uokalani Trust;**
- **Territorial Hotel Company, Ltd.;**
- **A. A. Young;**
- **C. J. McCarthy;**
- **Edmond Stiles, Trustee; and**
- **C. C. von Hamm.⁹⁹**

On February 26, 1925, the City Planning Commission was presented with a plan promoted by Mr. Eben Low in the Territorial Legislature to rebuild Ala Moana Boulevard as a straight road, parallel with Kapi'olani Boulevard, from 'Ohe Street near Ward Avenue through Fort DeRussy. Low's proposal differed from the ideas of Mrs. Walter Dillingham (an influential member of the Outdoor Circle), who envisioned a winding route. The Commission, recognizing the fact that Mr. Low, as a member of the Legislature, could potentially provide funding for the project, endorsed Low's plan.¹⁰⁰

On April 2, 1925, the City Planning Commission chose "Ala Wai", (defined as meaning "waterway"), as the formal name for the Waikīkī Drainage Canal. The criteria for the choice was that it "was a bona fide Hawaiian name; it should be a name easy to pronounce; it should not be too long; it should be appropriate; and it should above all be euphonic". The name was suggested by Mrs. John Wilson, the wife of the Mayor. The name choice was then referred to the Board of Supervisors.

During the same meeting the Commission also decided to make some changes in street widths mauka of the Ala Wai. As the originally planned mauka boulevard abutting the canal was to be eliminated, and the Ala Wai Boulevard narrowed to allow for widening of the canal, it was deemed prudent to widen the boulevard mauka of the Ala Wai Park (Kapi'olani Boulevard) from 80 to 100 feet. Alternate streets parallel to the widened boulevard (i.e. in the McCully District) were narrowed from 80 to 70 feet.¹⁰¹

On April 16, 1925, a map was filed with the Bureau of Conveyances for the Bigelow Subdivision in central Waikīkī, located mauka of the Royal Grove and Lili'uokalani Tracts, Diamond Head of the 'Āinahau Tract, and makai of the McCarthy subdivision. (The project covered midblock sections of 2007's Lili'uokalani and 'Ōhua Avenues mauka of Kūhiō Avenue, and a short stretch of Tusitala Street that was never connected to the 'Ewa portion of Tusitala.) The subdivision was owned by Lyman Bigelow, public official. Examination of the Bigelow and McCarthy tract maps illustrate that a series of property transfers must have occurred in order to standardize lots into rectangular shapes. Most important for circulation purposes, the two subdivisions extended Lili'uokalani, 'Ōhua, and Paoakalani Avenues mauka to Ala Wai Boulevard.

Territorial Act 191, dated April 29, 1925, approved construction of storm drains as part of assessment costs for Frontage Improvements and Improvement Districts.¹⁰²

The Territorial Waikīkī Improvement Commission concurred with the City Planning Commission on May 14, 1925, by adjusting Paoakalani Street improvements in order to save large trees on the Lemon Estate.¹⁰³

On May 14, 1925, the Territorial Waikīkī Reclamation Commission approved changes to the Reclamation Plan similar to those previously approved by the City Planning Commission. These plans widened the canal from 150 to 200 feet, reduced

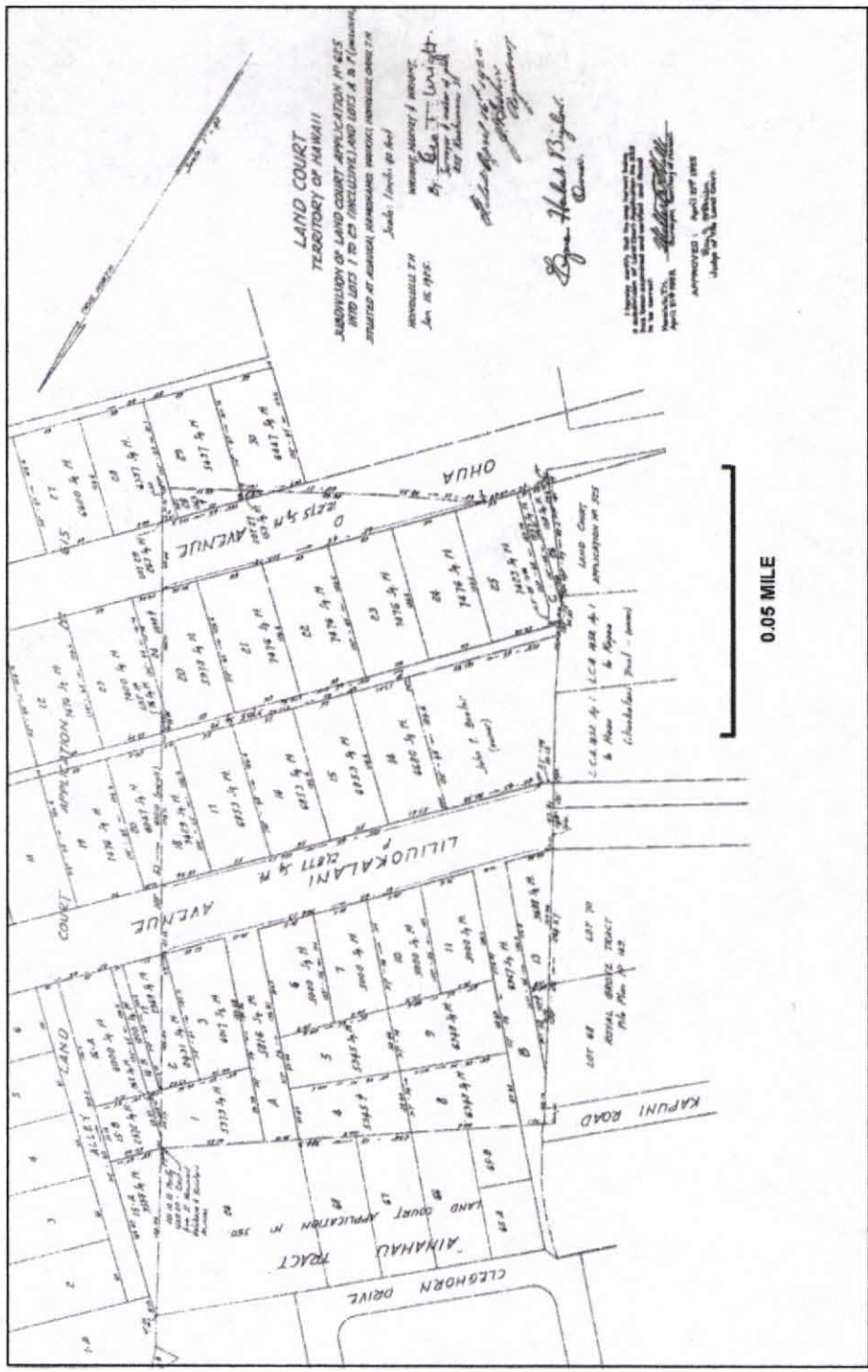


Figure 32: Bigelow subdivision, 1925

George Wright, *Subdivision of Land Court Application No. 625*, Land Court Application 625, Map 2, (Honolulu, Bureau of Conveyances, 1925). (Map location Latitude 21.276 North, Longitude 157.826 West.)

the width of the makai boulevard (Ala Wai Boulevard) from 100 feet to 75 feet, and eliminated the mauka boulevard. To compensate for the loss of the mauka boulevard as a bypass to Waikīkī, the boulevard on the upper side of the canal park (Kapi'olani Boulevard) was increased from 80 to 100 feet in width, and a street extending from Kapi'olani Boulevard toward Kapahulu Avenue (Date Street) was increased in width to 80 feet.¹⁰⁴

City Planning Engineer Charles Welsh, during a meeting with the City Planning Commission held on August 8, 1925, expressed the growing need for the additional automobile route planned as Kapi'olani Boulevard between "the city proper" and Waikīkī and Kaimukī. He noted that the City had already acquired 45 percent of lands planned for the project, and that rising land values and the potential for building within the proposed route threatened to increase costs. The Commission recommended completion of the project to the Board of Supervisors.¹⁰⁵

The City Planning Commission and the Mayor agreed to a policy in September of 1925 establishing grades and lines for new streets throughout the City, backed legally by ordinance, in order to facilitate proper development.¹⁰⁶

The City Planning Commission was not surprised but disappointed to receive an October 1, 1925 legal opinion from the City and County Attorney's Office regarding building setbacks and easements. The City Attorney stated that the Board of Supervisors could not use ordinances to compel building setbacks on private property for aesthetic purposes only, and that the power of eminent domain could likewise not be used to establish easements for that purpose.¹⁰⁷ This being the case, the Commission would continue to rely on agreements with private parties for building setbacks.

E. Stiles, developer of proposed Subdivision No. 36 in Waikīkī, in November of 1925, submitted a plan to the City Planning Commission that did not conform to the

design of the Waikīkī Reclamation District. After meeting with the Commission, Stiles agreed to change his plans to conform with the official plan if all other property owners would have to follow similar requirements. The Commission assured Stiles that both the Commission and Board of Supervisors were legally obligated to the Waikīkī Reclamation Plan and suggested that creation of an improvement district would facilitate actual construction.¹⁰⁸

The City Planning Commission also again sought the cooperation of the Territorial Registrar of Documents in the Bureau of Conveyances in enforcing the City's subdivision ordinances. The Commission hoped its new recognition by the Territory would provide the basis for the Registrar of the Bureau of Conveyances to deny registration of any subdivision until the development was approved by the Commission. Unfortunately the Registrar's position continued to be that no subdivider could be refused and the loophole remained in place.¹⁰⁹

City Ordinance 287, effective December 31, 1925, established curbs and grades for 'Ōhua Avenue between Kalākaua and Kūhiō Avenues as Frontage Improvement No. 29.¹¹⁰

The Honolulu Board of Supervisors in March of 1926 authorized the hiring of an additional surveyor, chainman, and rodman, to facilitate street line and grade surveys.¹¹¹ The City Engineering Department subsequently undertook surveys of 'Ōhua Street from Kalākaua Avenue to Ala Wai Boulevard; Paoakalani Street from Kalākaua Avenue to Ala Wai Boulevard; and Koa Avenue from Ke'alohilani Street to Paoakalani Street.¹¹²

On March 27, 1926, it came to the attention of the City Planning Commission that the Bishop Trust Company was selling lots in the McCully Tract that followed an older plat scheme than that of the Waikīkī Reclamation District. Previous attempts by

developers of the property to receive permission to sell lots under this old scheme had been denied. It was decided to seek legal help from the City Attorney's Office.¹¹³

The City's planning program received a heavy blow when the Territorial Supreme Court in *Territory of Hawai'i vs. W.C. Achi* (Case No. 1634, dated April 8, 1926) ruled the City's subdivision ordinance unconstitutional. The Court determined that the subdivision ordinance gave the Mayor and City Board of Supervisors no rules of action or standards of determination whether to reject or permit such subdivisions.^{114,115,116} The ruling set off a scramble within the City Planning Commission and Board of Supervisors to address the Court's concerns.

Meanwhile, on May 6, 1926, representatives of the August Ahrens Estate (which owned a large land division mauka of the future intersection of Kūhiō and Kalākaua Avenues) presented a plan to the City Planning Commission that shrank the size of lots from 60 x 125 feet to 50 x 90 feet. Street widths were to remain the same, but one additional 60 foot street would be added. The change was suggested to make the lots more saleable and encourage development of the lots as home sites. The Commission made no objection, provided the change be extended uniformly throughout the district between Ka'iulani Avenue and McCully Street.¹¹⁷ The Commission approved the change on June 3, 1926.¹¹⁸

In June of 1926, the City Planning Commission was given suggestions for mauka-makai roads to be built on the Walkīkī tract recently sold by August Ahrens to Realty Associates. Suggestions included: "Keoniana" (Hawaiian name of John Young II, Prime Minister); "Byron" (Lord Byron, English explorer); "Nāmāhana", (mother of Ka'ahumanu); "Olohana" (Hawaiian name for John Young I, friend of Kamehameha I and Governor of several islands); and "Kalaimoku" (Prime Minister to Kamehameha I).

The Commission substituted “Kahekili” (Ruler of Maui) for “Bryon” to make all streets Hawaiian in name.^{119,120}

On June 3, 1926, the City Planning Commission also approved and sent to the Board of Supervisors a proposed agreement between the City and property owners along Kalākaua Avenue. This agreement would establish a Business District at Waikīkī provided a building line ten feet back from property lines could be perpetuated.¹²¹

The City Planning Commission on June 17, 1926, heard Engineer Charles Welsh call for the re-imposition of a minimum 40 foot road law. Numerous developers were taking advantage of the Achi decision to evade this policy – the results of which threatened to plague the City for years.¹²² Discussions, held through July of 1924 on a new subdivision ordinance, noted that while courts in New York and California had broadened their interpretations of the welfare clause in those jurisdictions, recent court cases in Hawai'i had limited government discretion. Thus any proposed subdivision ordinance would need very definite sets of requirements to avoid the use of discretion, including such issues as minimum right of way widths and construction specifications.¹²³

The City Planning Commission also felt compelled for legal reasons to modify part of the Waikīkī Reclamation District Plan. The developer of the McCully area had again been selling lots configured on a plat that preceded the Waikīkī Reclamation District plan, placing several lot purchasers in a legal limbo due to overlying plats. The City Attorney then sided with the developer, forcing the Commission to compromise.¹²⁴

The face of Waikīkī would again be changed when the City Planning Commission approved on July 22, 1926 a plan by Engineer Welsh to redirect and extend Kapahulu Avenue through Kapi'olani Park to Kalākaua Avenue. The existing route ran very close to the zoo animal cages while increases in traffic and growth of the zoo collection proved incompatible. The road was to be moved to allow the animals to sleep at night.¹²⁵



Figure 33: Realty Associates subdivision, near Kalākaua and Kūhiō Avenues, 1926

George Wright, *Land Court Application No. 537, Map 3*, (Honolulu: Bureau of Conveyances, 1926). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Also on July 22 the City Planning Commission instructed Engineer Welsh to draft a ten year City capital improvement program, including priorities and costs.¹²⁶

Another major change began to occur on the 'Ewa side of Waikīkī. Realty Associates, Ltd., on August 5, 1926, filed in Territorial Land Court their subdivision plan for the former August Ahrens property. This irregularly shaped area extended from Kalākaua Avenue to Ala Wai Boulevard, encompassing the planned intersection of Kūhiō and Kalākaua Avenues. Included were portions or all of Pa'ū (meaning "moist, damp"), Keoniana, Kuamo'o (named for the wife of John Young I), Nāmāhana, 'Olohana, Kalaimoku, and Launiu (meaning "coconut frond") Streets.

A very interesting feature of the Realty Associates map from August of 1926 was the paths for Kūhiō Avenue and Kai'olu ("cool ocean") Street. The two streets transversed two large properties—the Magoon and Alexander Young Estates. The map illustrated that the City Planning Commission had been able by 1926 to develop a major degree of compliance with its comprehensive Waikīkī Reclamation Project plan.¹²⁷

The City Board of Supervisors then tried to resurrect two projects when, on August 19, 1926, it notified the City Planning Commission of its support for both a boulevard mauka of the Ala Wai Canal and a second canal connection to the ocean.¹²⁸ Both proposals were ultimately unsuccessful.

On September 20, 1926, City Ordinance No. 306 replaced the City's old Subdivision Ordinance declared unconstitutional by the Territorial Supreme Court. The new Ordinance sought to provide standard requirements for all subdivisions and limit the discretion of the City Board of Supervisors in order to placate the courts.

The new Ordinance had two sets of requirements.

The first requirement section involved procedure.

- Any subdivision proposal would be first filed with the City Planning Commission, with copies then sent to the City Engineer, General Manager of the Water and Sewer Department, and the City and County Clerk.
- Written reports as to compliance or non-compliance of regulations by the proposed subdivision would be sent to the Board by the General Manager of the Water and Sewer Department and the City Engineer.
- The Planning Commission would study the subdivision proposal and issue a report to the Board whether the project met requirements for light, safety, access for fire fighting equipment, and compatibility with other nearby developments.
- The Board would then make the final decision based upon the previous inputs. The second requirement section set minimum subdivision requirements within the city.

- All streets within the proposed subdivision had to be compatible with those nearby, coordinated to allow through traffic.
- All streets required a minimum of 24 feet between curbs with a right of way of a minimum 40 feet.
- Specifications covered pavement, water mains, sewers, storm drainage, and the accuracy of surveys undertaken.
- Streets, sidewalks, curbs, water and sewer lines were to be constructed before commencing the sale of lots.
- The City would not accept by dedication any streets not constructed in conformity with these regulations.^{129, 130}

On October 28, 1926, the City Planning Commission was able to work out a compromise between those seeking a winding Ala Moana Boulevard between "town" and Kapi'olani-Kalākaua, and those seeking a direct route from "town" to Waikīkī. The

Commission agreed on a route to follow the contours of the old Beach Road from “town” and then a direct route from the canal to Kalākaua Avenue through Fort DeRussy.¹³¹

City Ordinance 315, passed by the Board of Supervisors on December 14, 1926, provided for assessments for grading, curbing, paving and storm drains in Improvement District No. 20, Kalākaua Acres. (Kalākaua Acres was originally that part of the Realty Associates subdivision bounded by Keoniana Street, Ala Wai Boulevard, Nāmāhana Street, Kūhiō Avenue, and Kalākaua Avenue.) Contractor was Lincoln McCandless.¹³²

City Ordinance 325, dated December 30, 1926, appropriated the City’s portion of funds necessary for the ‘Ōhua Avenue Improvement Project.¹³³

The City was still dealing with repercussions of the Achi case. On December 30, 1926, the Honolulu Bond and Mortgage Company made a formal complaint to the City Planning Commission that requirements of the old Subdivision Ordinance had not been followed by developers in Kallhi. The City stated that, although the Territorial Supreme Court had invalidated the old Subdivision Ordinance, developers of substandard subdivisions apparently did not realize that the City was under no legal obligation to accept such substandard projects, thus leaving those subdivisions as a permanent liability for the developer unless the City’s standards were met.¹³⁴

Another major change in Waikīkī began on February 11, 1927, when the Alexander Young Estate filed with the Land Court a subdivision map covering a large portion of central Waikīkī. Lands included were along the mauka side of Kalākaua Avenue from just ‘Ewa of Lewers Street to Seaside Avenue. The subdivision extended in an irregular pattern on the ‘Ewa side, terminating at Seaside Avenue mauka of Kūhiō Avenue. Included within the subdivision were Royal Hawaiian Avenue (named for the new hotel across Kalākaua Avenue); Lewers Street (an extension of the original route from Kalākaua Avenue to the Lewers home); and three unusual ‘Ewa-Diamond Head

streets. Those 'Ewa-Diamond Head streets in 2007 carry the names Lau'ula ('red leaf') Street, Waikolu ("three waters") Way, and Manukai Street ('seabird').¹³⁶

City Ordinance 330, dated March 2, 1927, added water and sewer lines to the list of amenities to be constructed within new subdivisions before lots could be offered for sale. The developer was, however, given the option of entering into a contract with a recognized reliable contractor and posting sufficient bond to cover the cost of construction in order to sell lots. The City also reminded developers that it would not accept roads and rights of way until all work had been completed according to an approved plan.¹³⁸

On March 3, 1927, the City Planning Commission received a guarantee from Realty Associates, Guardian Trust Company, and Bishop Trust Company that a ten foot setback line would be established along their commercial properties on Kalākaua Avenue. The guarantee also stipulated that all buildings constructed would be designed by professional architects with plans approved by the present landowner/developers to ensure visual consistency.¹³⁷

That same day the City Planning Commission recommended to the City Board of Supervisors that the Board ask for Territorial legislation sanctioning plans approved by the Board. The Commission also asked that any changes in such plans, once adopted, require legislative action. The Commission felt this course of action was necessary because of recent moves by developers in Waikīkī, who in the interim between the old and new Subdivision Ordinances, had redirected and built roads that serviced their own properties but did not conform to the City's comprehensive plans.¹³⁸

City Ordinance 333, dated March 8, 1927, provided funding for Frontage Improvement 29, 'Ōhua Avenue between Kūhiō and Kalākaua Avenues. Total cost of the project was \$46,610.50, including land, of which \$21,884.99 was assessed against

property owners. J. Young Engineering Company, Ltd., was given the contract to undertake grading; paving; and the construction of drains, curbing, and sidewalks.¹³⁹

A serious lack of communication was apparent March 31, 1927, when the Board of Supervisors asked the City Planning Commission to map existing and proposed roads, setback lines, parks, business districts, and other citywide information necessary to the planning process. The Commission had already undertaken such a project, although the work was unfinished and would need to be rescaled to be of better use in public meetings.¹⁴⁰

The City Planning Commission was notified on April 21, 1927, that the setback easement agreement made by the City Planning Commission and landowners on the mauka side of Kalākaua Avenue had been formally accepted and recorded. (This agreement was part of a larger action granting business zoning to these landowners.) The Commission then recommended to the Board of Supervisors that a similar building setback be part of any rezoning action for properties makai of Kalākaua Avenue.¹⁴¹

Legislative Act 98, Regular Session 1927, and dated April 22, 1927, added sewers to the list of items included in Frontage Improvement or Improvement District projects.¹⁴²

Legislative Act 271 of the Regular Session of 1927, and dated May 3, 1927, provided \$100,000 for construction of permanent bridges over the Ala Wai Canal at Kalākaua Avenue and Ala Moana Boulevard.¹⁴³

On May 10, 1927, City Ordinance 345 reorganized City planning and maintenance, creating the Department of Public Works headed by a Chief Engineer.

The Department was organized into the following bureaus:

- Plans, Surveys, and Improvements;
- Water Supply and Sewers;

- **Water Revenues; and**
- **Road Maintenance, Street Cleaning, and Garbage.**¹⁴⁴

Throughout late 1927 and early 1928 Waikīkī was heavily promoted by real estate developers as a desirable single family residential area. While the Waikīkī Reclamation Project was touted as a success, major portions of the area were still unusable until drainage infrastructure was constructed as part of the streets. This fact was well documented in the Territorial Board of Health's Annual Report for the period illustrating that the Waikīkī and McCully Districts, post fill, were still experiencing flooding due to lack of drainage systems.¹⁴⁵ The need for such infrastructure to increase the saleability of their products undoubtedly encouraged developers to cooperate with City plans under the "100 percent" subdivision improvement program.

Under the "100 percent program", improvements were installed to City specifications in new subdivisions before occupancy. The City loaned the funds necessary for these improvements while the new lot owners had ten years to pay back such costs, and the City accepted title to the streets. The original 100 percent statutes included such requirements as curbing, drainage, right of way width, and street width. The 1927 Territorial Legislature also added water and sewer lines and street illumination in all such projects.¹⁴⁶

A 1927 sales poster for Moana Estates stated:

There are no assessments against these lots. Street improvements – water, gas, electricity – all in underground conduits – have been installed by the Alexander Young Estate, owners.¹⁴⁷

(Moana Estates included all of the Alexander Young Estate properties mauka of 2007's Lau'ula Street.)

MOANA ESTATES

Honolulu's Choicest Homesites

opposite Royal Hawaiian Hotel



NOW OPEN
to home builders and investors

This picturesque new subdivision in the center of Waikiki, opposite Royal Hawaiian Hotel offers inviting homesites and a sound investment.

The view of the Koolan Mountain Range—beautiful Mauna and Palolo Valleys—is superb and forever beyond obstruction. The scenic grounds of Honolulu's newest, finest hotel front on the tract. Moana Estates is surrounded by the world famous Waikiki Beach district. Here major real estate developments center today; here they promise to concentrate in the immediate years.

Lots Improved—No Assessments

There are no assessments against these lots. Street improvements—water, gas, electricity—all in underground conduits—have been installed by the Alexander Young Estate, owners.

Every possible step has been taken to make Moana Estates an ultra-desirable and attractive site for your home.

High Values at Moderate Prices

Moana Estates is in a wonderful location. Moana Estates offers great possibilities for development and advancement in values. These facts considered, prices ranging from \$4790 to \$7375, subject to a 20% discount, are moderate and reasonable in the extreme.

Reasonable Terms—Sales Agreements

Lots may be purchased in Moana Estates on the following basis:

24% of purchase price as first installment

26% of purchase price a year later

25% of purchase price at the end of eight-months

25% remainder at the end of two years, interest at 7%.

Payments can also be made on a monthly basis if desired.



INSPECT MOANA ESTATES TODAY

LOTS NUMBER 2, 6, 8, 9, 11, 12, 13, 18, 21, 22, 23, 24, 25, 54, 61, 107 RESERVED.

SPECIAL DISCOUNTS

Three or more lots purchased before March 15, 1927, are subject to a special discount of 15%.

Building construction started on one or more lots within six months after purchase date entitle purchasers to the same discount of 15%.

Only one discount of 15% is allowed under either method of purchase.

All cash purchases are subject to a special discount of 5%.

90 lots are available in the tract; Land Court Titles go with each.

LOT NUMBERS—AREA—PRICES

LOT NO.	AREA SQ. FT.	PRICE	LOT NO.	AREA SQ. FT.	PRICE	LOT NO.	AREA SQ. FT.	PRICE
10	1022	\$6,212.00	50	802.87	\$4,500.00	90	300	\$2,000.00
11	1022	\$4,425.00	51	802.87	\$4,500.00	91	300	\$2,000.00
12	1022	\$4,425.00	52	802.87	\$4,500.00	92	300	\$2,000.00
13	1022	\$4,425.00	53	802.87	\$4,500.00	93	300	\$2,000.00
14	1022	\$4,425.00	54	802.87	\$4,500.00	94	300	\$2,000.00
15	1022	\$4,425.00	55	802.87	\$4,500.00	95	300	\$2,000.00
16	1022	\$4,425.00	56	802.87	\$4,500.00	96	300	\$2,000.00
17	1022	\$4,425.00	57	802.87	\$4,500.00	97	300	\$2,000.00
18	1022	\$4,425.00	58	802.87	\$4,500.00	98	300	\$2,000.00
19	1022	\$4,425.00	59	802.87	\$4,500.00	99	300	\$2,000.00
20	1022	\$4,425.00	60	802.87	\$4,500.00	100	300	\$2,000.00
21	1022	\$4,425.00	61	802.87	\$4,500.00	101	300	\$2,000.00
22	1022	\$4,425.00	62	802.87	\$4,500.00	102	300	\$2,000.00
23	1022	\$4,425.00	63	802.87	\$4,500.00	103	300	\$2,000.00
24	1022	\$4,425.00	64	802.87	\$4,500.00	104	300	\$2,000.00
25	1022	\$4,425.00	65	802.87	\$4,500.00	105	300	\$2,000.00
26	1022	\$4,425.00	66	802.87	\$4,500.00	106	300	\$2,000.00
27	1022	\$4,425.00	67	802.87	\$4,500.00	107	300	\$2,000.00
28	1022	\$4,425.00	68	802.87	\$4,500.00	108	300	\$2,000.00
29	1022	\$4,425.00	69	802.87	\$4,500.00	109	300	\$2,000.00
30	1022	\$4,425.00	70	802.87	\$4,500.00	110	300	\$2,000.00
31	1022	\$4,425.00	71	802.87	\$4,500.00	111	300	\$2,000.00
32	1022	\$4,425.00	72	802.87	\$4,500.00	112	300	\$2,000.00
33	1022	\$4,425.00	73	802.87	\$4,500.00	113	300	\$2,000.00
34	1022	\$4,425.00	74	802.87	\$4,500.00	114	300	\$2,000.00
35	1022	\$4,425.00	75	802.87	\$4,500.00	115	300	\$2,000.00
36	1022	\$4,425.00	76	802.87	\$4,500.00	116	300	\$2,000.00
37	1022	\$4,425.00	77	802.87	\$4,500.00	117	300	\$2,000.00
38	1022	\$4,425.00	78	802.87	\$4,500.00	118	300	\$2,000.00
39	1022	\$4,425.00	79	802.87	\$4,500.00	119	300	\$2,000.00
40	1022	\$4,425.00	80	802.87	\$4,500.00	120	300	\$2,000.00
41	1022	\$4,425.00	81	802.87	\$4,500.00	121	300	\$2,000.00
42	1022	\$4,425.00	82	802.87	\$4,500.00	122	300	\$2,000.00
43	1022	\$4,425.00	83	802.87	\$4,500.00	123	300	\$2,000.00
44	1022	\$4,425.00	84	802.87	\$4,500.00	124	300	\$2,000.00
45	1022	\$4,425.00	85	802.87	\$4,500.00	125	300	\$2,000.00
46	1022	\$4,425.00	86	802.87	\$4,500.00	126	300	\$2,000.00
47	1022	\$4,425.00	87	802.87	\$4,500.00	127	300	\$2,000.00
48	1022	\$4,425.00	88	802.87	\$4,500.00	128	300	\$2,000.00
49	1022	\$4,425.00	89	802.87	\$4,500.00	129	300	\$2,000.00
50	1022	\$4,425.00	90	802.87	\$4,500.00	130	300	\$2,000.00

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Figure 34: Alexander Young Estate's Kalākāua Acres subdivision, 1927
Poster, Moana Estates: Honolulu's Choicest Homesites, Opposite Royal Hawaiian Hotel, 1927, University of Hawai'i at Mānoa, Hamilton Library, Hawaiian Collection. (Map location Latitude 21.276 North, Longitude 157.826 West.)

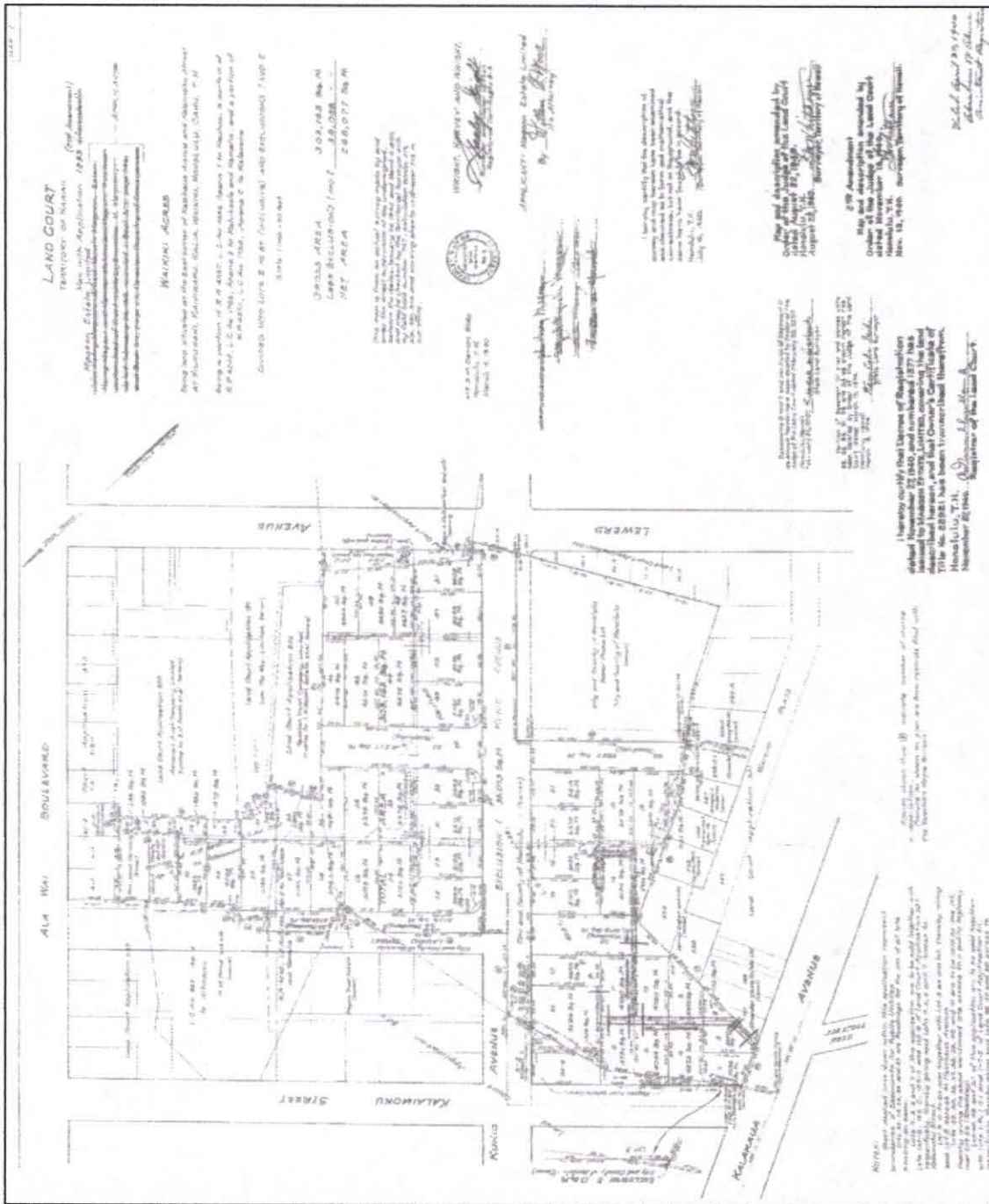


Figure 35: Magoon properties, showing success of City Planning Commission street plan across multiple landholdings

George Wright, *Waikiki Acres*, Land Court Application No. 1293, Map 1, (Honolulu, 1940). (Map location Latitude 21.276 North, Longitude 157.826 West.)

City Ordinance 370, effective August 23, 1927, established 10 foot building setbacks on both sides of Kalākaua Avenue between South King Street and Poni Mōʻī Road.¹⁴⁸

On September 7, 1927, the Magoon Estate sold the City and County of Honolulu various road rights of way in their central Waikīkī property Diamond Head of present day Kalaimoku Street (Land Commission Award 6386 'Āpana 7 to Kauhao). This followed government guidelines for development of Kūhiō Avenue and other streets on either side of this property.¹⁴⁹

The City Planning Commission report issued at the end of 1927 expressed satisfaction that the Bureau of Plans, Surveys, and Improvements was now prepared to provide landowners and developers with maps of proposed street lines in most underdeveloped sections of the city.¹⁵⁰

City Ordinance 404, which became law on February 28, 1928, set further subdivision roadway standards:

- minimum 40 foot right of way and 24 foot road surface;**
- extensions of roads adjacent to the subdivision were to be the same width as those previously constructed outside the subdivision, or else the aforementioned minimums;**
- grading should complement and not interfere with drainage from adjoining streets;**
- adherence to construction specifications according to U.S. Bureau of Public Roads standards.¹⁵¹**

On April 5, 1928, the City Planning Commission heard Ralph Cornell, city planner and architect from Los Angeles, discuss city planning problems. Cornell emphasized street widths, building setback lines, and tree planting.¹⁵²

The City Planning Commission, after meeting with representatives of the Aloha Hotel and Moana Estates, on April 12, 1928, agreed to a plan wherein Royal Hawaiian Avenue would stop short of reaching Ala Wai Boulevard – altering the original area plan. Instead, a widened cross street would be created between Lewers Street and Seaside Avenue known as Gustlin Drive (Aloha Drive) to provide mauka access off Royal Hawaiian Avenue. This compromise plan provided the Aloha Hotel investors with sufficient land on which to build their complex while assuring the Moana Estates developer that Royal Hawaiian Avenue would not be a “dead end” street.¹⁵³

City Ordinance 433, dated July 17, 1928, established curb lines and grades for Lewers Street, Royal Hawaiian Avenue, and Seaside Avenue.¹⁵⁴

City Ordinance 435, dated July 26, 1928, established lines and grades for Gustlin Drive (Aloha Drive), between Royal Hawaiian Avenue and Lewers Street, as part of Frontage Improvement No. 47.¹⁵⁵

On August 16, 1928, the City Planning Commission recommended to the Board of Supervisors that Saratoga Road be widened between Kalākaua Avenue and Kalia Road.¹⁵⁶

City Ordinance 446, effective August 23, 1928, provided for the costs of Frontage Improvement No. 41, Kapi'olani Boulevard from South King Street to McCully Street. Total cost of the project, including land, was estimated at \$433,416.62, of which \$358,717.57 was assessed adjacent landowners and the remainder borne by the City.¹⁵⁷

City Ordinance 448, dated September 4, 1928, provided for the costs of Frontage Improvement No. 47, Lewers Street, Royal Hawaiian Avenue, Seaside Avenue, and Gustlin Drive. Total cost of the project was estimated at \$77,400, including land. The Hawaiian Contracting Company received the contract, which included separate water, sewer, curbing, and sidewalk assessments.¹⁵⁸

City Ordinance 465, approved December 21, 1928, established lines and grades for Ala Wai Boulevard from Kalākaua Avenue to Kapahulu Road.¹⁶⁹

During 1929 the City Planning Commission noted that some developers were re-subdividing already approved subdivisions in order to crowd as many houses as possible onto their properties. Access was then being provided by private "lanes". The Commission foresaw that ultimately the purchasers of such (not up to code) properties would want to deed over such (not up to code) lanes to the City for maintenance, which the City would not do. Questions over the legality of the City's subdivision ordinance again surfaced and the Commission sought a test case.¹⁶⁰

City Ordinance 468, effective January 2, 1929, provided for the cost of Frontage Improvement No. 44, the paving of Kapi'olani Boulevard between King Street and Ward Avenue. Total payment estimate for the work to the Hawaiian Contracting Company, Ltd., would be \$96,182.71, with \$26,566.22 paid for by the City, and \$69,616.49 paid as assessments by adjoining landowners.¹⁶¹

On February 14, 1929, the City Planning Commission approved name changes for Cleghorn Drive. The existing multi-branched Cleghorn Drive created problems for the City's street numbering program. It was decided to rename the lower portion, between Ka'iulani Avenue and Lili'uokalani Avenue, as Cleghorn Street. The mauka portion would be named Tusitala Street due to its association with Robert Louis Stevenson. The Diamond Head side of Cleghorn Drive became Kapili Street, using a nickname of Princess Likelike.¹⁶²

On a similar note, the City Planning Commission received a recommendation from Engineer Charles Welsh during a March 7, 1929 meeting for a system of street designations according to types of service provided:

- Place - dead end streets;**

- **Way** - roads not exceeding two blocks in length;
- **Drive** - winding roadways;
- **Street** - roads over two blocks in length;
- **Avenue** - main roads; and
- **Boulevard** - roadways 100 feet in width or more.¹⁶³

City Ordinance 473, effective March 13, 1929, provided for the costs of Frontage Improvement No. 49, Ala Wai Boulevard between Kalākaua Avenue and Kapahulu Road. J. Young Engineering Company won the \$119,043.50 contract, of which \$77,877.43 was carried by the City, and \$41,166.07 assessed to abutting property owners.¹⁶⁴

City Ordinance 481, dated July 3, 1929, required the Chief Engineer to undertake a system of house numbering. Property owners were required to correct, if necessary, and post, their assigned address.¹⁶⁵

On July 11, 1929, the City Attorney sent a legal ruling to the Planning Commission upholding the constitutionality of building setbacks. The City Attorney, in effect, reversed years of local legal interpretations by stating that

laws enacted in the proper exercise of the police power, which are reasonably necessary for the preservation of the public health, safety and morals, even though they result in the impairment of the full use of property by the owner thereof, do not constitute a 'taking of private property' within the meaning of the constitutional requirements as to making compensation for the taking of property for public use and as to the deprivation of property without due process of law.¹⁶⁶

City Ordinance 493, approved September 25, 1929, established lines and grades for McCully Street between South King Street and Ala Wai Boulevard.¹⁶⁷

On October 24, 1929, the City Planning Commission discussed the need to widen Saratoga Road from its existing 40 foot width. The suggestion was made to

request that the United States Army dedicate a 20 foot strip along the 'Ewa side to use for road widening purposes. The Commission asked for engineering data.¹⁶⁸

City Ordinance 501, dated December 3, 1929, created the Bureau of Street Lighting as a separate part of the municipal Department of Public Works.¹⁶⁹

4.4.7 STREET DEVELOPMENT 1930-1939

City Ordinance No. 505, effective March 31, 1930, established lines and grades for Kalākaua Avenue between South King and South Beretania Streets (Frontage Improvement No. 54). This project was considered important to improve access between downtown and Waikīkī.¹⁷⁰

City Ordinance 510, dated May 14, 1930, provided assessments and the City's contribution to cover the costs of Frontage Improvement No. 54, developing Kalākaua Avenue between South King and South Beretania Streets.¹⁷¹

The Territorial Superintendent of Public Works reported that contractor R. E. Woolley, in the first half of 1930, had completed a contract for \$103,900 to construct the Kalākaua Avenue Bridge over the Ala Wai Canal. The bridge contained three spans, two of 41 feet and a center one of 50 feet, providing six feet of clearance at the waterline. Above the canal the roadway was 40 feet in width. Eight foot sidewalks on either side contained space for utility lines so that pipes would not spoil the character of the bridge.¹⁷²

City Ordinance 523, effective September 19, 1930, established curb lines and grades for Kapi'olani Boulevard between Kalākaua Avenue and McCully Street (Frontage Improvement No. 55).¹⁷³

On November 13, 1930, a joint committee of the City Planning Commission and the Chamber of Commerce proposed a ten year capital improvement program for public

works. General street improvements included Kapi'olani Boulevard from Ward to Kalākaua Avenue; Ala Moana Boulevard from Keawe Street to Kalākaua Avenue; University Avenue from King Street to Ala Wai Boulevard; and Kapahulu Road from Wai'alae Avenue to Kalākaua Avenue. Drainage improvements included the Mānoa-Pālolo streams, Ala Wai Boulevard Extension, Makiki Ditch, and Kapahulu District.¹⁷⁴

City Ordinance 530, dated November 14, 1930, provided for the costs to pave Kapi'olani Boulevard from Kalākaua Avenue to McCully Street as Frontage Improvement No. 55.¹⁷⁵

Territorial Representative Eben Low approached the City Planning Commission on March 5, 1931, to endorse legislation requiring that all utility wiring be underground. The Commission was put in the position of notifying Low that, although underground wiring was a goal, the City was financially unable to do so immediately. Commission President J.D. McInerney did state that he had been promised that the Hawaiian Electric Company had plans to gradually remove all surface wiring.¹⁷⁶

City Ordinance 573, effective April 12, 1932, established curb lines and grades for a King Street extension to connect with Harding Avenue in Mō'ili'ili. (This realignment promised to greatly improve the safety and access between Kaimukī/Kapahulu and town by eliminating the dangerous curves of "Old" Wai'alae Road. The only other traditional alternative route had been to travel across Waikīkī.)¹⁷⁷

The City Planning Commission approved the name "Waikolu" for a narrow street between Lewers Street and Seaside Avenue during a meeting held May 12, 1932.¹⁷⁸

City Ordinance 576, signed May 24, 1932, covered assessments and City contributions toward costs of the new South King Street extension to Harding Avenue as Frontage Improvement No. 62.¹⁷⁹

On June 16, 1932, the City Planning Commission approved diagonal parking along Kūhiō Avenue from Nāmāhana Street to Kuamo'o Street in order to accommodate patrons of Lau Yee Chai Restaurant.¹⁸⁰

Municipal elections held during November 1932 signaled a new Democratic majority on the Board of Supervisors. Government staffing was under public scrutiny, as the Great Depression forced merging of government operations and Republicans were criticized as having previously manipulated appointments to special purpose commissions for control of spending and patronage.^{181,182} Anticipating the City Board of Supervisors' intention to eliminate the City Planning Division of the Department of Public Works, on December 29, 1932, members of the City Planning Commission expressed concern to Mayor George Fred Wright over the loss of engineering expertise to the Commission. Projects still underway included setback lines for streets mauka of the Ala Wai Canal; setback lines for streets makai of Kapi'olani Boulevard; street numbering; and zoning and subdivision establishment and monitoring. The Commission openly wondered how the public would be able to access information affecting their properties.¹⁸³ The City Board of Supervisors did indeed discontinue funding for the City Planning Division of the Department of Public Works effective January 1, 1933.¹⁸⁴

In 1933 the City Department of Public Works widened Diamond Head Road.¹⁸⁵

On July 13, 1933, the City Planning Commission recommended to the Board of Supervisors that Dole Street be extended to University Avenue as part of an ultimate plan to connect Dole Street to Saint Louis Heights Drive in Kaimukī. The extended Dole Street would provide a fourth cross town route to east Honolulu from "town".¹⁸⁶

The Honolulu Rapid Transit and Land Company began removal of its urban track system on June 28, 1934, after purchasing new "Silver Fleet" buses.¹⁸⁷

City Ordinance 626, dated August 21, 1934, prohibited for public safety purposes the erection of gasoline pumps upon sidewalks and required the removal of existing sidewalk pumps.¹⁸⁸

The City Planning Commission during October 1934 considered a proposal to extend Ala Moana Boulevard from 'Ena Road to connect with Kūhiō Avenue. Engineer Benjamin Rush notified the Commission that the United States Army would allow an extension of Ala Moana Boulevard only so far in the 'Ewa direction as to make an immediate connection to Kūhiō impossible. The Commission then considered as an alternative an extension of Ala Wai Boulevard makai to meet Ala Moana Boulevard.¹⁸⁹

On February 28, 1935, the City Planning Commission heard representatives of the Alexander Young Estate petition for a change in the planned alignment of University Avenue at Kalākaua Avenue. The Alexander Young plan also would have provided for more uniform boundaries for its Kalākaua Avenue lots at the cost of continuity of the area street plan. The Commission rejected the petition.¹⁹⁰

The Alexander Young Estate then bypassed the City Planning Commission's 1922 plan by registering a re-subdivision in Territorial Land Court. As originally approved by the Commission in February of 1927, Kal'olu Street would have been extended makai to Kalākaua Avenue, maintaining the street grid. On April 22, 1935, the Estate submitted to the Bureau of Conveyances a new plat for the portion of their property 'Ewa of Lewers Street, extending an 'Ewa-Diamond Head alley (which eventually became Lau'ula Street) to their 'Ewa property line near Saratoga Road. This new plat provided the Estate with more product to sell as most lots were of substandard size (one of which was only 2036 square feet).

On April 25, 1935, the City Planning Commission examined plans from Lester McCoy of the Park Board for (Ala) Moana Park showing a rerouted Atkinson Drive

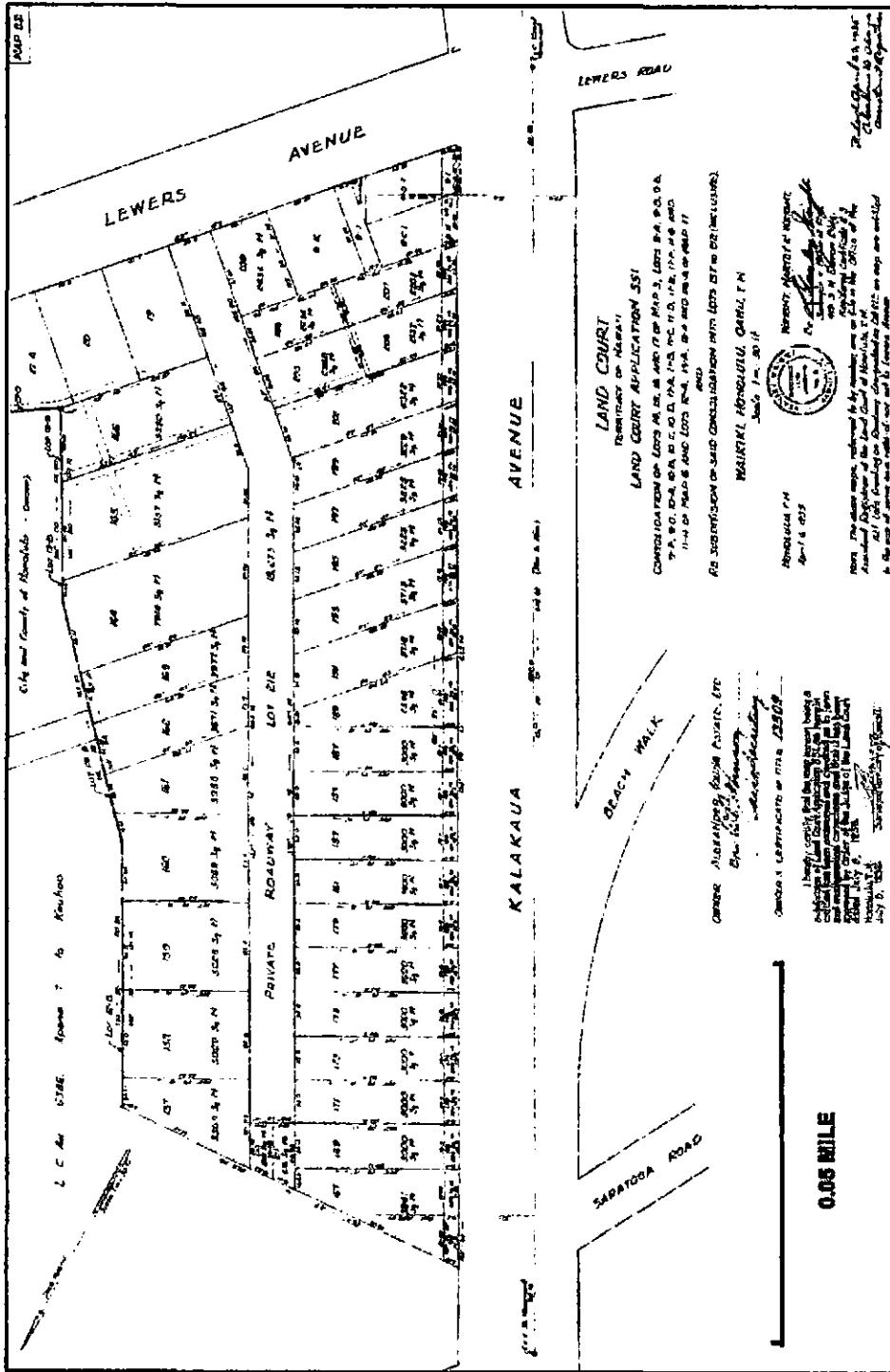


Figure 36: Alexander Young Estate plat filed with Territorial Bureau of Conveyances in order to bypass City Planning Commission grid

Stanley Wright, *Land Court Application No. 551, Map 22*, (Honolulu: Bureau of Conveyances, 1935). (Map location Latitude 21.276 North, Longitude 157.826 West.)

leading directly into the Waikīkī entrance of the park and Pi'ikoi Street as the 'Ewa entrance. The Commission approved the plans.¹⁸¹

The City Planning Commission at a meeting held June 27, 1935, approved the name Kānekapolei Place for a short dead end street off Ala Wai Boulevard. The name was suggested by David Diamond in honor of a member of the royal family during the lifetime of Kamehameha the Great. The recommendation was then forwarded to the Board of Supervisors.¹⁸²

The City Planning Commission on September 3, 1935, approved an Ala Moana Boulevard bridge over the Ala Wai (Territorial project) and the extension of Pi'ikoi Street (City and County project) for inclusion in the federal Public Works Administration program.¹⁸³

The City and County of Honolulu had the following Waikīkī or near Waikīkī capital improvement projects either underway or completed during the calendar year 1936:

- Kalaimoku storm drain, from Kalākaua Avenue to the Ala Wai Canal, necessitated by the filling in of Army lands at nearby Fort DeRussy;
- Makee Drain between Makee Road and Kapi'olani Park;
- Monsarrat Avenue realignment;
- Kapahulu Road rolling and grading;
- Makee Road realignment, filling, and rolling;
- Lē'ahi Avenue filling and rolling; and
- Pākī Avenue rolling.

During this time the City was also engaged in the mapping of existing storm drains.¹⁸⁴

On January 23, 1936, the City Planning commission reached a compromise with the Territorial Superintendent of Public Works, the Park Board, Hawaiian Dredging Company, and the Commission as to the location of an Ala Moana Boulevard bridge

over the Ala Wai Canal. The City had preferred a skewed bridge while the Territory had wanted a bridge constructed at right angles to the Canal. An initial compromise had placed the new bridge 175 feet mauka of the existing site to allow construction of the bridge at right angles to the canal and increase harbor space. Objections by landowner Hawaiian Dredging Company led to a final compromise of a bridge built at a right angle to the Canal 50 feet mauka of the existing bridge.^{185,186,187}

A future staple of urban life made its initial appearance in Honolulu on February 21, 1936, when the first traffic signal lights were installed at Nu'uuanu Avenue and Beretania Street.¹⁸⁸

The functionality of city planning was somewhat restored when the City Board of Supervisors in March of 1936 authorized the Chief Engineer of Department of Public Works to permit a Bureau of Plans engineer to work part time on city planning with the City Planning Commission. Such work had been routine for the office until staff cuts in January of 1933.¹⁸⁹

On March 12, 1936, a one block connection between 'Ōhua and Paoakalani Avenues united Kūhiō Avenue in the Hamohamo Tract with Hamohamo Street in the Kekio Tract. The City Planning Commission was then asked to determine the name of the merged Kūhiō Avenue/Hamohamo Street corridor. The Commission recommended "Kūhiō Avenue" to the Board of Supervisors.²⁰⁰

The City Planning Commission chose the name "Nāhua Place" at a meeting held on May 7, 1936, for a short dead end street off Ala Wai Boulevard (Nāhua means "light rains with trade breezes".) Previous names for the road requested by area residents had included "Topping" and "Euclid".²⁰¹

City Ordinance 665, dated May 28, 1936, by the Board of Supervisors, established setback lines on Paoakalani Street.²⁰²

At a meeting on August 13, 1936, the City Planning Commission was notified that the Alexander Young Estate had gone to the Land Court to resubdivide its properties mauka of Kalākaua Avenue in such a way as to exclude City plans for extension of University Avenue into Waikīkī. The Commission requested that the Board of Supervisors formalize lines for University Avenue and a proposed Nanaulu Street to Kalākaua Avenue to prevent building along the proposed route.²⁰³

On September 10, 1936, the City Planning Commission was presented with plans by the Lili'uokalani Estate for subdivision of their lands near Waikīkī and Thomas Jefferson Schools. At the same time the Territory was considering enlarging the Waikīkī School property and closing portions of Kāneloa Street and Makee Road. Engineer H. L. Powell suggested that, should the other roads be closed, Cleghorn Street be extended to another planned road on the Diamond Head side of the subdivision. The Commission endorsed the proposal.²⁰⁴

The subject of subdivision property near the Waikīkī and Jefferson Elementary Schools was again taken up by the City Planning Commission on October 15, 1936. The Commission discussed a three street plan. A 60 foot street (‘Āinakea Way) would be established immediately ‘Ewa of the Thomas Jefferson School in a mauka-makai direction from Ala Wai Boulevard to Kāneloa Road. A second 60 foot roadway (Wai Nani Way) would parallel the first road. A third road (Pualani Way), 50 feet wide, would be placed 500 feet makai of and parallel to Ala Wai Boulevard and connect to Cleghorn Drive. As representatives of the Lili'uokalani Estate protested inclusion of the last street, the Commission approved only the first two. The Territory was asked to plan any school expansion based upon the general street concept.²⁰⁵

The City Planning Commission altered its plan for the area immediately 'Ewa of Thomas Jefferson School on October 29, 1936, by adding the third street, to extend from Cleghorn Street to the school, at a width of 60 feet.²⁰⁶

On November 12, 1936, the City Planning Commission noted private developer plans that would have consolidated lots along Ala Wai Boulevard and terminate Royal Hawaiian Avenue at Aloha Drive had been abandoned. The Commission thus recommended to the Board of Supervisors that if possible the initial area street plan be followed, with Royal Hawaiian Avenue extended (like similar mauka-makai roadways) to reach Ala Wai Boulevard.²⁰⁷

The City Planning Commission ended its 1936 annual report requesting that the Board of Supervisors restore positions of a full time engineer and office staff to facilitate City planning functions.²⁰⁸

During the calendar year 1937 the City and County undertook the widening of Kapahulu Avenue by purchasing portions of lots and removing buildings along this route to Waikīkī.²⁰⁹

On January 28, 1937, the City Planning Commission approved a plan for the area mauka of the Ala Wai Canal in the vicinity of University Avenue between Date Street and Kapi'olani Boulevard. The route for University Avenue was moved 'Ewa to avoid further complicating the existing Date Street, Kapi'olani Boulevard, and Kamoku Street intersection. This new routing was also considered less expensive to build, considering it used the existing rights of way of Kapa'akea and Kalaimoku Streets.²¹⁰

That same day the Commission also approved a proposed Territorial Act to prevent use of Land Court subdivisions to bypass the City's planning efforts. (This had been done by the Alexander Young Estate. As then practiced, the Territorial land office

did not recognize the City's planning authority, allowing developers to file with the Territory and claim approval by a higher authority than the City.)²¹¹

On February 11, 1937, the City Planning Commission officially recognized the organization of the Waikīkī Improvement Association and urged their cooperation in local improvement projects.²¹²

The City Planning Commission, at a meeting held April 8, 1937, heard representatives of the Alexander Young Estate and Magoon Estate discuss street patterns in Waikīkī. The Alexander Young Estate was again attempting to change the street layout in the Lewers Street and Kalaimoku Street areas mauka of Kalākaua Avenue. The Magoon Estate protested the proposed width of streets on its property mauka of the Alexander Young properties. The Waikīkī Improvement Association asked for support in opening up Kūhiō Avenue through the area in order to connect with the 'Āinahau Tract. The Commission took the testimony under advisement and asked their engineer for suggestions in constructing a compromise.²¹³

The City Planning Commission recommended on April 22, 1937, that a portion of Makee Road, extending from Cartwright Road to Kalākaua Avenue, be absorbed into Kapahulu Avenue, so that Kapahulu Avenue would extend from Wai'alaē Avenue to Kalākaua Avenue.²¹⁴

On May 13, 1937, the City Planning Commission advised the developer of a small subdivision at Kūhiō Avenue and Seaside Avenue that, although the bulk of his subdivision followed plans for the district, a 20 foot roadway shown on subdivision maps could not be dedicated to the City because it did not meet the minimum width for City streets. The Commission then undertook a discussion of efforts by some subdividers to use driveways as a means of evading the subdivision law, and particulars of block widths to prevent such driveway developments.²¹⁵

Territorial Act 207, Regular Session 1937 and dated May 11, 1937, created a nine person Territorial Planning Board. Included in the makeup of the Board were the Territorial Superintendent of Public Works, the President of the Board of Agriculture and Forestry, a federal Public Works representative, a licensed architect, and a licensed engineer. The Board was to:

- **coordinate all physical development plans with local, Territorial, and federal agencies;**
- **regulate public works construction to create construction jobs in periods of low employment;**
- **collect information and make recommendations for future planned development of land; and**
- **determine proper development of natural resources such as water.**

Significantly, Territorial agencies were required to notify and seek comment from the Board before undertaking any capital improvement projects.²¹⁶

The City Planning Commission noted efforts by some property owners in the 'Ewa section of Waikīkī to use the central block ten foot utility alleys for automotive purposes. The Commission's stand on the alleys was that their sole purpose was as a utility corridor. The Commission decided to encourage adjoining property owners to each use one half of the corridor for landscaping purposes in order to prevent this.²¹⁷

City Ordinance 699, effective August 12, 1937, set the location and curb lines of Date Street from Kapi'olani Boulevard to Kapahulu Avenue.²¹⁸

The City Planning Commission, during a meeting held August 12, 1937, approved plans for divided roadways for both Kapi'olani and Ala Moana Boulevards. The approved design had a 28 foot parkway in the center with two 28 foot directional roadways on each side. This would allow for two lanes of traffic and parked cars on

each side. The plan also provided for the possible addition of another lane in the center strip while still maintaining a physical separation of directional traffic.²¹⁹

City Ordinance No. 701, effective August 19, 1937, established the location and curb lines of Kapahulu Avenue from Wai'alaie Avenue to Kalākaua Avenue.²²⁰

Notes from the September 30, 1937 City Planning Commission meeting illustrated increasing congestion along Kalia Road between Saratoga Road and Lewers Street, complicated by the extension of bus routes into the area.²²¹

City Ordinance 721, approved December 10, 1937, followed the City Planning Commission recommendation prohibiting construction of garages abutting Waikīkī utility alleys.²²²

During January 1938 Date Street was opened to traffic, offering a second non-Waikīkī route for through traffic from downtown Honolulu to the suburbs of Kaimukī, Kapahulu, Saint Louis Heights, Pālolo Valley, and Wilhelmina Rise.²²³

Revisions in the City Charter related to planning were discussed by the City Planning Commission during a February 10, 1938 meeting. Provisions in the proposed Enabling Act included:

- setting the terms of the Planning Commissioners to overlap those of the Mayor and Supervisors;
- giving the Commission control over all subdivisions (and requiring the Land Court to receive written approval of subdivision plans before recording them);
- providing the Commission with authority over building on mapped streets;
- mandating that the Commission produce a comprehensive master plan;
- requiring Commission approval for changes in the master plan or a vote of no less than five members of the City Board of Supervisors to overturn the decision of the Commission.²²⁴

Also on February 10th the City Planning Commission was notified that the Alexander Young Estate might proceed with an unapproved subdivision mauka of Kalākaua Avenue between Seaside Avenue and Kalaimoku Street. The Young project had streets narrower than the City minimum and would have blocked the through use of two streets on the City plan that the nearby Magoon Estate had agreed to place across their property. The Commission made its position clear by referring the matter to the City Attorney and asking whether City services such as sewer and water connections could be denied for failure to follow the City's subdivision ordinance.²²⁵ The threat to withhold City services apparently had the desired effect. The City Planning Commission was advised on March 3, 1938, that the Alexander Young Estate would comply after all with City subdivision regulations for street widths and cooperate with nearby property owners to ensure through streets between Kalākaua Avenue and Ala Wai Boulevard.²²⁶

On March 17, 1938, the City Planning Commission recommended the name Nohonani ("sitting pretty", a nickname for Queen Lili'uokalani) Place to the Board of Supervisors for a dead end street between Seaside Avenue and Nāhua Street off Ala Wai Boulevard.^{227,228}

The City Planning Commission heard Ralph Cornell, City Planning Engineer and Landscape Architect of Los Angeles, California, on April 21, 1938, discuss city planning. Cornell emphasized the importance of strict adherence to a master plan once adopted, citing Beverly Hills as an example. He also detailed the concept of "parkways" that allowed speed and enhanced aesthetics by creation of green strips on either side of the highway rather than allowing business development.²²⁹

As part of a meeting held September 22, 1938, the City Planning Commission recommended street names for the area immediately 'Ewa of Jefferson Elementary School. "Pualani Way ("royal flower") was given as the name of a two block street

between Paoakalani Street and 'Āinakea Way. "Wai Nani Way" ("beautiful water") would designate a street between Kāneloa Road and Ala Wai Boulevard.^{230,231}

Lewis Mumford, internationally known city planning writer, was invited by the City Park Board in 1938 to conduct a study of Honolulu's parks and playgrounds. Included in his study, released September 25, were statements declaring that existing City planning efforts had failed to provide access to the waterfront, preserve views, make use of the trade winds; or prevent "spotty and erratic" development. He condemned the independent planning by individual government units then occurring in Waikīkī, citing the recent disagreements between the Territorial Public Works Department and the municipal Parks Board over the design of the Ala Moana Boulevard/Ala Wai Canal Bridge. Mumford recommended that "by-pass" avenues be constructed to improve traffic flow between the 'Ewa and Waikīkī sides of town. He rejected the idea of a bridge over the Ala Wai Canal linking Mānoa Valley directly to central Waikīkī because it would ruin the visual unity and beauty of the canal.²³²

City Ordinance 768, effective December 20, 1938, established setback lines on Nohonani Place between Ala Wai Boulevard and the planned Kūhiō Avenue Extension.²³³

City Ordinance 770, dated December 27, 1938, established setback lines for Nāhua Place between Ala Wai Boulevard and the planned Kūhiō Avenue Extension.²³⁴

Territorial Act 242, of the Regular Session of 1939, dated May 16, 1939 and effective June 1, 1939, gave Territorial recognition of the City Planning Commission and its efforts to create a Honolulu city plan. This Act had several important provisions.

- The Commission was given a minimum budget floor to be provided by the City Board of Supervisors.

- The Commission was required to prepare a city plan by December 31, 1941. The master plan was to cover all public and private improvements, zoning, etc., providing for future growth and development of the city.
- The Commission was to develop subdivision rules and regulations. No real estate development could be recorded at the Territorial Bureau of Conveyances or the Land Court without first being approved by the Commission, ending major loopholes used to bypass regulations in the past.
- The Commission became an executive rather than an advisory body. It was given the right to zone on its own initiative. The City Board of Supervisors needed five votes to override the Commission. (This high number would support most Commission actions.)^{235,236}

On January 5, 1939, the City Board of Supervisors authorized funding for a full time engineer and draftsman as recommended by the City Planning Commission.²³⁷

This greatly facilitated the planning effort by providing the Commission with professional expertise and provided the public with permanent contact personnel.

A City Planning Commission subcommittee examining the subdivision law made three recommendations to the full Commission on January 5, 1939:

- immediate emphasis be placed upon the creation of a master plan to guide subdivision development;
- legislation be undertaken to pool small or irregular lots into a comprehensive subdivision layout; and
- the subdivision ordinance be changed to prohibit issuance of building permits within any subdivision not approved by the Commission.²³⁸

The City Planning Commission, during a meeting held on January 26, 1939, discussed proposals to reconstruct the McCully Street Bridge. The Commission

recommended eventual abandonment of the McCully route in favor of immediately constructing the long planned, Mānoa-Waikīkī direct route provided by a University Avenue Bridge.²³⁹

The City Planning Commission was advised on January 26, 1939 by Engineer Charles Welsh that the Hobron Estate was considering plans to develop its properties along the mauka side of Ala Moana Boulevard between the Ala Wai Bridge and 'Ena Road. The Hobron proposal was site specific and had few connections to adjoining properties. Engineer Welsh offered several alternative ideas using through streets and taking the surrounding area into account. Welsh was instructed to bring his suggestions to the Hobron Estate and other nearby property owners.²⁴⁰

On March 30, 1939, the City Planning Commission examined a revised Hobron Estate subdivision plan for part of its properties Diamond Head of the Ala Moana Bridge. The new Hobron plan provided for an 80 foot right of way for Ala Moana Boulevard between the bridge and Kalākaua Avenue, with 60 foot rights of way for streets within the subdivision. Utilities would be underground, with water, sewer, sidewalks, and street lighting completed before land sales began. The Commission accepted the bulk of this plan, recommending that the City purchase an additional 20 feet along the makai side of Ala Moana Boulevard in order to accommodate a 100 foot right of way.²⁴¹

The City Planning Commission on July 13, 1939, reiterated its position concerning minimum street widths in an update of the subdivision law.

- Major thoroughfares should be at least 100 feet;
- minor streets 40 feet;
- dead end streets 30 feet with a turning radius of 60 feet;
- service alleys a minimum of 30 feet if under 400 feet in length or 40 feet if over 400 feet in length.

Minimum residential lot sizes would be 5100 square feet with a minimum width of 60 feet and an average depth of not less than 85 feet.²⁴²

The City Planning Commission during a September 7, 1939 meeting endorsed widening the right of way of Kalaimoku Street to 70 feet in order to tie in with the extension of University Avenue into Waikīkī.²⁴³

The City Planning Commission on October 5, 1939, decided to further increase the width of Kalaimoku Street in Waikīkī to 90 feet to accommodate plans for the University Avenue extension. The President of the University of Hawai'i also requested that the newly extended street retain the University Avenue name.²⁴⁴

On October 26, 1939, the City Planning Commission heard representatives of Kapi'olani Boulevard property owners, the Outdoor Circle, and the Traffic Safety Commission discuss two proposed designs for the roadway. The original Commission recommendation had a center traffic island with trees separating traffic while the majority of property owners wanted no separation. The Outdoor Circle favored the center park strip, as did the Traffic Safety Commission in concern for traffic separation and pedestrians. The Commission took no action pending a legal opinion of the Commission's authority over road design.²⁴⁵

4.4.8 STREET DEVELOPMENT 1940-1949

On January 10, 1940, the City Planning Engineer issued a *Progress Report* on the Master Plan to the City Planning Commission. Much work had been done on mapping the city on 500 foot to the inch and 200 foot to the inch drawings showing both existing and planned infrastructure. Upcoming decisions would need to be made as to the location of the arterial highway and the updating of the zoning code. Problems with

irregularly shaped landholdings were a particular problem in subdivisions and road placement.²⁴⁶

The City Planning Commission on January 11, 1940, approved a 10 foot building setback on either side of Kapi'olani Boulevard in lieu of the previously planned center planted strip rejected by Boulevard property owners.²⁴⁷

The City Planning Commission on February 1, 1940, recommended to the Board of Supervisors that setback lines be established immediately on Launiu Street between Kūhiō Avenue and Ala Wai Boulevard before any private building was constructed within the right of way.²⁴⁸

The City Planning Commission, during a meeting on May 23, 1940, approved plans for creating a second, parallel road to the existing Kalākaua Avenue within Kapi'olani Park.²⁴⁹

On June 13, 1940, the City Planning Commission approved the subdivision plan of Magoon Brothers for "Waikīkī Acres". The subdivision was to be built on either side of Launiu Street near Kūhiō Avenue.²⁵⁰

Lester McCoy, Superintendent of the Park Department, advised the City Planning Commission on June 27, 1940, that the Department's plans did not include a University Avenue extension across Ala Wai Park and into Waikīkī.²⁵¹

On July 11, 1940, the City Planning Commission was notified that both the Planning Commission and City Engineering staffs had agreed to a compromise width for University Avenue of 90 feet, with a park strip of 14 feet and decreased sidewalk space.²⁵²

On July 18, 1940, the City Board of Supervisors advised the City Planning Commission that the Board was abandoning plans to extend Launiu Street from Kūhiō

Avenue to Kalākaua Avenue because of private construction within the desired right of way.²⁶³

The City Planning Commission received a recommendation from the Planning Engineer on August 1, 1940, to create a new street makai of Ala Wai Boulevard between Launiu and Lewers Streets. He suggested a land swap with nearby landowners to connect the new street to Kalākaua Avenue by using part of the Waikīkī Sewage Pumping Station lot.²⁶⁴

The City Planning Commission during a September 12, 1940 meeting approved the name "Waikolu Way" for a private road mauka of Kalākaua Avenue.²⁶⁵

City Ordinance 862, effective October 23, 1940, created an assessment program for Frontage Improvement No. 66 located on Kapi'olani Boulevard from Ward Avenue to Kalākaua Avenue.²⁶⁶

City Ordinance 865, dated November 27, 1940, updated the Subdivision Ordinance as part of the development of the General Plan. Included were subdivision registration and approval requirements; filing of bonds; provisions for cohesion with surrounding streets; minimum street widths and grades; utilities requirements and locations; block widths; lot sizes; building restrictions; the right of the City to refuse acceptance of substandard roads; and penalties for noncompliance.²⁶⁷

On January 30, 1941, the City Planning Commission recommended to the Board of Supervisors that the deadline for completion of the Master Plan would need to be extended to December 31, 1943. The Commission recommended that grade data for proposed streets be omitted from the Master Plan in order to speed production of the document, and that the Territorial Legislature consider placing some method of consolidating odd shaped land plots for re-subdivision within the Master Plan.²⁶⁸

City Ordinance 891, dated April 26, 1941, organized City and County resources and services in the event of a major calamity. Twenty-two divisions were created to undertake specific functions such as power and light, communications, transportation, law enforcement, fire protection, water supply, medical needs, air raid warning, etc.²⁶⁹

The City Planning Commission decided on May 1, 1941, to renew its recommendation to the City Board of Supervisors to undertake a frontage improvement for a proposed street shown on the Master Plan between Launiu and Lewers Streets. Property owners in the area had been in communication with the Commission and were willing to contribute two thirds of the cost of the project if the City would pay one third.²⁶⁰

On May 8, 1941, the City Planning Commission heard representatives of the Halekūlani Hotel request assistance in solving traffic problems at the intersection of Kalia Road and Lewers Street. The problem had become more acute since bus line traffic had been routed around the mauka 'Ewa corner. A plan to round off the corner was proposed as a temporary measure to the City Board of Supervisors until Kalia Road could be widened.²⁶¹

The City Board of Supervisors notified the City Planning Commission on May 22, 1941, that the Governor had signed Senate Bill 474, postponing the deadline for completion of the Master Plan to December 31, 1943.²⁶²

Kapi'olani Boulevard improvements, from Ward Avenue to Kalākaua Avenue, were completed June 1, 1941, using Works Projects Administration labor. Included were construction of sewers, drainage, paving, curbs, sidewalks, and lights.²⁶³

The City Planning Commission, during a meeting held on July 10, 1941, approved the name "Kai'olu" ("cool ocean") Street for a new road between Ala Wai Boulevard and Kūhiō Avenue, between Launiu and Lewers Streets. The name was then sent to the Board of Supervisors for final approval.^{264, 265}

On July 31, 1941, the City Planning Commission discussed private driveways, a frequent method used by developers in the past to evade access width regulations. Minimum widths for rights of way and pavements were set based upon the number of dwellings served and the length of the driveway from the public street.

- Any driveway longer than 100 feet, serving 2-3 single family dwellings on a lot of more than 5000 square feet, would require a minimum width of 12 feet.
- Any driveway up to 250 feet in length, serving either two to eight single family dwellings or two to eight duplex dwellings, was required to have a 20 foot right of way and a 16 foot pavement. This would allow both parking on the side and access to the dwellings.
- In situations in excess of the above, a 30 foot right of way and 18 foot pavement would be required.²⁶⁶

City Ordinance 915, dated August 5, 1941, established the assessment structure to finance Frontage Improvement No. 67 along Launiu Street.²⁶⁷

The contract for Launiu Street improvements was issued to J. M. Tanaka on August 8, 1941, and completed by September 30th. Total construction cost was \$12,165.01.²⁶⁸

On September 25, 1941, City engineers recommended to the City Planning Commission that McCully Street be widened to 80 feet between South Beretania Street and Ala Wai Boulevard in order to make it a major urban route. Widening was to occur by creating ten foot setback lines on either side of the street, and by having the Honolulu Rapid Transit Company remove its tracks from the right of way since the street cars that had traversed the rails were no longer in use.²⁶⁹

The City Planning Commission, during a meeting held October 2, 1941, expressed a willingness to accept smaller lots from developers along Kūhiō Avenue

impacted by widening of the street. (Existing plans called for an 18 foot setback in order to widen the street to 56 feet, creating situations where building lots would be reduced in size.)²⁷⁰

The "M Day" (Mobilization Day) bill was approved by the Governor on October 4, 1941, allowing him to enact or suspend any government rules or regulations he might deem necessary in the event of an emergency.^{271, 272}

On October 9, 1941, City Engineer Charles Welsh reported to the City Planning Commission that his office had prepared a Major Street Plan for the City as part of the Master Plan. (This plan was the forerunner of the Lunalilo or H-1 Freeway and would follow mostly existing streets, connecting Dillingham Boulevard, Vineyard Street, Lunalilo Street, Bingham Street, and Wai'ala'e Avenue in order to improve cross town traffic.)²⁷³

The Honolulu Board of Supervisors notified the City Planning Commission on October 9, 1941, of their mutual desire to widen McCully Street, but directed that the new setback lines be entirely on the Diamond Head side of the street.²⁷⁴

The City Planning Commission on October 16, 1941, recommended to the Honolulu Board of Supervisors that 14 foot setback lines be established on either side of Hamohamo Street in anticipation of its absorption into Kūhiō Avenue. This was part of a plan to create Kūhiō Avenue through from Kalākaua Avenue to Kapahulu Avenue.²⁷⁵

In response, the Honolulu Board of Supervisors, on October 30, 1941, notified the City Planning Commission of their desire to increase the width of Hamohamo Street from 22 to 40 feet rather than the 50 foot width recommended by the Commission.²⁷⁶

City Ordinance 932, effective November 17, 1941, instituted one way traffic patterns in the "congested district" (i.e. downtown). The traffic pattern would be changed considerably after the declaration of war due to military orders and other acts of the Board of Supervisors.²⁷⁷

City Ordinance 933, effective November 24, 1941, established curb lines and grades for Kai'olu Street from Kūhiō Avenue to Ala Wai Boulevard.²⁷⁸

On December 4, 1941, the City Planning Commission recommended to the Honolulu Board of Supervisors that utilities be constructed underground along Ala Moana Boulevard.²⁷⁹

Just prior to the outbreak of hostilities in 1941, buildings were removed from the projected Ala Moana Extension right of way through Fort DeRussy. A total of \$3,995 was expended for this purpose.²⁸⁰

The City had also decided to develop a road parallel to Kalākaua Avenue within Kapi'olani Park using City crews after rejecting private contractor bid proposals as excessive. The estimated cost of the work was \$70,000.²⁸¹

The Japanese attack in December 1941 led to martial law, the redirection of resources, and the suspension of many civilian focused capital improvement projects during 1942 including:

- Ala Moana Boulevard Improvement between Ala Wai Bridge and Kalākaua Avenue;**
- Kai'olu Street Frontage Improvement;**
- two additional parallel lanes of Kalākaua Avenue through Kapi'olani Park.²⁸²**

During 1942 the City Planning Commission continued work on the Master Plan for Honolulu. Included were initial studies of arterial routes and major thoroughfares; development of standardized sectional maps of utilities, roads, drainage, and other infrastructure; ideas for off-street parking; and proposed legislation to facilitate the Commission's work. The recommended legislation included organizing street layouts ahead of grade establishment; giving the City Planning Commission authority over Territorial Department of Public Works and Territorial Planning Board projects within the

city; prohibiting awarding of utility permits to unapproved subdivisions; and an additional time extension for completion of the Master Plan.²⁸³

City Ordinance 946, effective January 6, 1942, banned overnight street parking for a period of more than 1 hour between 0200 and 0600 each day.²⁸⁴

The Master Plan for the McCully-Kapahulu District (bounded by Kalākaua Avenue, South King Street, Kapahulu Avenue, and Ala Wai Boulevard) was discussed by the City Planning Commission on February 8, 1942.

- University Avenue would have a 90 foot right of way with a 10 foot center planting strip. University Avenue was seen as the logical location for a bridge over the Ala Wai linking Mānoa with Waikīkī.
- McCully Street would have an 80 foot right of way made possible by acquiring an additional 20 feet on the Diamond Head side. The McCully Street Bridge over the Ala Wai Canal would be repaired until funds became available for a University Avenue Bridge, at which time a decision would be made whether to retain the McCully span.
- Isenberg Street, from South King Street to Kapi'olani Boulevard, was to have a 70 foot right of way to accommodate traffic movement from Honolulu Stadium.
- Date Street, from Kapi'olani Boulevard to McCully Street, was to have a 70 foot right of way, and from McCully Street 'Ewa the width was to be 56 feet following the existing Citron Street right of way. (Previous plans to extend Date Street further 'Ewa were abandoned.)
- Punahou Street was to continue as a four lane road to Lime Street to allow an additional connection to Kalākaua Avenue.
- Kapi'olani Boulevard, from Kalākaua Avenue to Harding and South King Streets, was to have a 100 foot right of way and 20 foot center planting strip.

- **Minor streets were to have a 40 foot right of way and 26 foot pavement.**

Necessary utilities for this area were already planned, under construction, or completed. Drainage, however, would need additional design and construction within some sections of this district.²⁸⁵

The Master Plan for the Kewalo-Ala Moana District was reviewed by the City Planning Commission on February 19, 1942.

- **The Queen Street right of way would be widened to 76 feet and the road extended to connect with Ala Moana Boulevard.**
- **Halekauwila Street would have a right of way of 76 feet and also be extended to Ala Moana Boulevard.**
- **Auahi Street would have a right of way of 60 feet and be extended beyond Ward Avenue in the Diamond Head direction to service planned hotel and apartments closer to Waikīkī.**
- **Pi'ikoi Street would serve as a major entrance to Ala Moana Park. For this reason the street makai of Kapi'olani Boulevard had already been developed as a 100 foot right of way complete with central planting strip. Mauka of Kapi'olani Boulevard, Pi'ikoi was to have an 80 foot wide right of way until it reached South King Street.**
- **Pensacola Street was to have a 56 foot right of way between South King Street and Kapi'olani Boulevard and a 60 foot right of way from Kapi'olani Boulevard to Auahi Street. (No plans were made to extend Pensacola between Auahi Street and Ala Moana Boulevard.)**
- **Atkinson Drive, a then existing 80 foot private right of way owned by the Hawaiian Dredging Company, would be acquired and improved with an overpass constructed at its intersection with Kapi'olani Boulevard.**

- **Ke'eaumoku Street was to be extended from South King Street to Kapi'olani Boulevard as an 80 foot right of way.**
- **Minor streets were to have 50 foot rights of way. Included were service roads parallel to Kapi'olani Boulevard for access to off-street parking.**

Utilities for this area were in differing states of readiness. Private utility companies were asked to submit their proposals to accommodate planned streets. Sanitary sewer work was adequate only within the mauka developed section. City engineers recommended a general field survey be conducted to determine how best to resolve storm water drainage problems.²⁸⁸

The Master Plan for the Waikīkī-Kalia District (bounded by the Ala Wai Canal-Ala Moana Boulevard-Waikīkī Beach-Kapahulu Avenue) was discussed by the City Planning Commission at a meeting held February 26, 1942.

- **The Engineering staff brought up the fact that Waikīkī had developed in two different periods. The older Waikīkī, Diamond Head of Ka'ūlani Avenue, featured the narrow streets common before the advent of the automobile. The newer Waikīkī, 'Ewa of Ka'ūlani Avenue had wider streets and the benefit of development under rules set by the City Planning Commission. More planning coordination between the two areas was deemed necessary.**

Street widening and extension proposals were then discussed.

- **Kalākaua Avenue, from the Ala Wai Canal to Kapahulu Avenue, should be reconfigured. Using the ten foot building setbacks already established on either side of the street, the Commission recommended the roadway be reconstructed to provide a ten foot sidewalk and 16 foot central planting strip along its entire length.**

- Ala Moana Boulevard should be extended as a 100 foot right of way with a 20 foot central planting strip from the 'Ena Road-Kalia Road intersection to Kalākaua Avenue.
- Kalaimoku Street should be widened to a 90 foot right of way (and 10 foot central planting strip) as an extension of University Avenue into Waikīkī.
- Kūhiō Avenue was to be completed across the then existing gap between Seaside Avenue and Kānekapolei Place as a 70 foot right of way. (A decision to widen or use a one way traffic pattern on Kūhiō Avenue between Ka'iulani and Kapahulu Avenues remained undetermined.)
- Kalia Road was proposed as a 60 foot right of way through Fort DeRussy, subject to approval by the United States Government.
- Saratoga Road was proposed for redevelopment as a 60 foot right of way, pending a grant of 20 feet along the 'Ewa side of the street by the United States Government.
- Beach Walk and Lewers Street were to become one way streets.
- An established 75 foot right of way along the 'Ewa side of the Ala Wai Canal was to be developed as a pedestrian promenade rather than as a street.²⁸⁷

On February 26, 1942, the City Planning Commission expressed concern about military emergency projects under construction that disregarded the Master Plan. It was determined that contacts be increased with the responsible military authorities at once to explain the importance of the Master Plan and the activities of the Planning Commission.²⁸⁸

The Master Plan for the Waikīkī-Diamond Head District was discussed by the City Planning Commission on March 5, 1942.

- **Kapahulu Avenue was to be widened to a 100 foot right of way with a 20 foot central planting strip from Kalākaua Avenue to Pākī Avenue.**
- **Pākī Avenue was to be widened as a major street to connect Diamond Head Road to Ala Wai Boulevard.**
- **Kana'ina Avenue was to be extended and meet Lē'ahi Avenue.**
- **Lē'ahi Avenue was to be extended to meet Poni Mō'ī Road.²⁸⁹**

On May 28, 1942, the City Planning Commission recommended to the Board of Supervisors that due to numerous problems with the use of City owned utility alleys by adjacent property owners in Waikīkī, future subdivisions should contain utility easements instead.²⁹⁰

The Master Plan for the Waikīkī-Kalia and Waikīkī-Diamond Head Districts was the subject of a public hearing held by the City Planning Commission on July 30, 1942. Protests were heard from businesses along Kalākaua Avenue who, much like their brethren along Kapi'olani Boulevard, claimed that installation of a central planting strip would inhibit business access. Protests were also made by property owners along Diamond Head Road, Koko Head of Poni Mō'ī Road, who would lose the front portion of their lots to road widening.²⁹¹

On August 6, 1942, the City Planning Commission placed in the Master Plan the 10 foot building setback along Kapi'olani Boulevard that had been recommended in 1940 in lieu of a central planting strip.²⁹²

The City Planning Commission on August 27, 1942, received protests filed by the business community concerning the proposed central planting strip for the length of Kalākaua Avenue. Protesting companies included Bishop Trust Company, Hawaiian Trust Company, Dairymen's Association, Shell Oil Company, Standard Oil Company, and Consolidated Amusement Company.

Support for the planting strip came from members of the general public concerned about the safety of pedestrians crossing an otherwise wide expanse of road.²⁸³

The Master Plan for the McCully-Kapahulu and Kewalo-Ala Moana Districts was the subject of a public hearing held by the City Planning Commission on September 10, 1942. Objections were received from the public over plans for the width of University Avenue and the University Avenue bridge over the Ala Wai Canal. Bishop Trust Company representatives also objected to City plans to extend Auahi Street to Atkinson Drive, stating that such an extension would encourage through traffic in an area the Dillingham interests planned for apartments using a cul-de-sac design.²⁸⁴

The Master Street Plan for the Waikīkī-Kalia and Waikīkī-Diamond Head Districts was formally endorsed by the City Planning Commission on September 17, 1942. Final street elements of the Master Plan for Waikīkī-Kalia included widening Kalākaua Avenue from 80 to 100 feet with a 16 foot medial strip; the width of Kūhiō Avenue between Kālākaua and Seaside Avenues was set at 70 feet, between Seaside and Ka'ūlani Avenues widened to 70 feet, between Ka'ūlani and Kapahulu Avenues 56 feet; Kapahulu Avenue widened to 104 feet; and Kalaimoku Avenue widened to 90 feet.^{285, 286}

The Master Plan for the McCully-Kapahulu and Kewalo-Ala Moana Districts was formally adopted by the City Planning Commission on October 9, 1942. Of particular interest was a section of the Kewalo-Ala Moana District Plan where the Commission kept the Auahi Street extension to Atkinson Drive protested by the Bishop Trust Company, but offered the Company the option of reexamining the issue should a master plan for the extensive Hawaiian Dredging landholdings be brought before the Commission.²⁸⁷

City Ordinance 966, effective October 20, 1942, established setback lines for Pāki Avenue to accommodate widening of the street.²⁸⁸

On January 19, 1943, the City Planning Commission suggested to the Mayor that legislation be sought to create a City Realty Corporation. This Corporation would be designed to facilitate street layouts in areas of irregular property lines. This Corporation would purchase property, reorganize it, upgrade utilities, and offer the original owners first right of repurchase. The Corporation would be non-profit, and utilize a revolving fund.²⁸⁹

Bus shelters were suggested by the Outdoor Circle at a meeting held on January 22, 1943.³⁰⁰

The City Planning Commission on February 19, 1943, recorded complaints received from Kalākaua Avenue property owners over issuance of a building permit within the ten foot setback. The “temporary” structure had been approved by the Military Governor’s Office and a bond paid for its eventual removal. This being the case, the Commission felt itself unable to change the situation.³⁰¹

The City Planning Commission and the Honolulu Rapid Transit Company held negotiations on May 28, 1943, over the development of bus shelters throughout the City. It was determined that, although the City could not finance shelter construction, it could negotiate for the purchase of adjacent property needed for such shelters and maintain those shelters located on public property. Eleven shelters were proposed, two of which were located at the intersection of Kapi’olani Boulevard and Kalākaua Avenue – one on the makai-Diamond Head side and the other on the mauka-’Ewa corner.³⁰²

The City Planning Commission, Board of Water Supply, Board of Health, Department of Public Works, Bureau of Plans, Superintendent of Buildings, and City Attorney’s Office held a meeting on June 11, 1943, to discuss coordination between City

Ordinance 865 (which regulated the subdivision of land within the City and County of Honolulu) with the new Master Plan's Subdivision Rules and Regulations.³⁰³

On October 1, 1943, the City Planning Commission approved preliminary subdivision plans for property owned by the Queen Emma Estate subject to the ten foot setback requirement previously established along Kalākaua Avenue and a right of way reservation for establishment of Kūhiō Avenue across the mauka central portion of the property.³⁰⁴

The City Engineer notified the City Planning Commission that as of December 23, 1943, nineteen sections of the Master Plan had been completed and thirteen reports written.³⁰⁵

The City Department of Public Works had the following projects underway during 1944:

- 'Ōhua Avenue drain;
- storm drain system from Coyne Street to Hausten Street;
- storm drain system in the Kapi'olani Boulevard/University Avenue/Alanalo Stream area;
- Dole Street extension (from the Pineapple Research Institute to Cooke Field).³⁰⁶

On April 14, 1944, the City Planning Commission approved a proposal to place within the Master Plan a realignment of Date Street across Mo'ohau Street to connect to Kīlauea Avenue. This was seen as creating a main thoroughfare needed in the area.³⁰⁷

Street lighting was fully restored from the military ordered emergency dim out conditions on July 21, 1944.³⁰⁸

During the later half of 1944 a ten year list of postwar capital improvements was completed by the City Planning Commission and Department of Public Works. Included

were buildings, bridges, highways, flood control, sewerage, water supply, and off-street parking. Projects were to be financed through City appropriations and, whenever possible, Territorial appropriations, frontage assessments, and improvement district assessments. Major Waikīkī and near Waikīkī road and road related projects are listed below:

- Kai'olu Street Extension from Kūhiō Avenue to Ala Wai Boulevard;
- Ala Moana Boulevard Extension from Ala Wai Bridge to Kalākaua Avenue;
- Kalākaua Avenue parallel road completion through Kapi'olani Park;
- University Avenue Bridge over the Ala Wai Canal;
- University Avenue Extension, King Street to Ala Wai Canal;
- replacement of bridges over the Mānoa-Pālolo Drainage Canal for (Old) Wai'ālae Road, Kapi'olani Boulevard, and South King Streets;
- Coyne Street Drain Extension (in Mō'ili'ili impacting Alanaio Stream);
- Pi'ikoi Extension from King Street to Kapi'olani Boulevard;
- Kapahulu Drainage, covering the area from Alohea Street to Campbell Avenue, and Kaimukī Avenue to Monsarrat Avenue; and
- McCully Tract Drainage covering the area bounded by McCully, South King, and Coolidge Streets, and Kapi'olani Boulevard.³⁰⁹

On November 10, 1944, the City Planning Commission was provided with a study conducted by architects V. N. Ossipoff, Phillip Fisk, Allen Johnson, Alfred Preis, and James Morrison offering suggestions on Honolulu's urban problems and the Master Plan. The study was city wide and recommended the adoption of one way streets, creation of off-street parking facilities, and an overpass at the Kapi'olani Boulevard-Kalākaua Avenue intersection. The Commission invited the architects to attend a future meeting of the Commission in order to gather more input.³¹⁰

The position of Traffic Engineer within the City Department of Public Works Division of Public Safety was created and funded December 1, 1944. This position was created to facilitate coordinating the installation, maintenance, and operation of the increasing number of traffic safety facilities and programs.³¹¹

The City Planning Commission issued its comprehensive Master Plan in December 1944 "in order to coordinate all public improvements". The *Report* began with statistics on existing population levels and automobile use, predicting that the end of wartime restrictions on travel and fuel, combined with a return to more normalized prewar growth levels in population and automobile use, would tax existing ground transportation systems. Investment in facilities would be necessary to provide reasonable traffic flow. A land use survey noted that parts of the municipality were deteriorating and that automobiles were dispersing growth. The Commission felt that growth had gotten ahead of planning such that government was dealing with immediate needs without coordinating them with future development. The Commission concluded that rapid movement along main roads must be provided to both passenger and commercial vehicles. It recommended a "mauka arterial" highway to bypass the central business district, a "makai elevated roadway" along the waterfront, and a superhighway to link Honolulu with windward O'ahu via Kalihi Valley. Road widenings were also suggested, including Kapahulu Avenue from Kalākaua Avenue to Pākī Avenue as a 108 foot right of way; Pākī Avenue from Ala Wai Boulevard to Poni Mō'i Road as a 108 foot right of way; University Avenue (extended) from Kalākaua Avenue to O'ahu Avenue as 90 foot and 76 foot rights of way; and Ala Moana Boulevard from the Ala Wai Bridge to Kalākaua Avenue as a 100 foot right of way.

Alleviation of parking problems through development of five off-street parking lots was suggested for downtown Honolulu, but none for Waikīkī. Financing through bonds,

taxes, and user fees was discussed. Legislative recommendations of the *Report* included:

- changes to the improvement laws to assess those benefiting from off-street parking;
- requirement that all subdivision maps approved by the Planning Commission be recorded by the Bureau of Conveyances;
- municipal funding to acquire proposed street setbacks as demand rises for use of the property;
- empowering the City to rehabilitate and reorganize blighted areas through the use of a revolving fund; and
- again extend the deadline for completion of the Master Plan.³¹²

On January 12, 1945, the City Planning Commission discussed a desired change in Territorial law to permit use of improvement districts for creation of off-street parking facilities.³¹³

The City Planning Commission at a meeting held July 27, 1945, asked its engineering staff to prepare drawings for an overpass at the Kapi'olani Boulevard-Kalākaua Avenue intersection to alleviate traffic congestion there.³¹⁴ On August 17, 1945, the Commission was able to study those designs.³¹⁵

A one way traffic plan for Kalākaua Avenue through Kapi'olani Park was approved by the City Planning Commission and sent to the Board of Supervisors on September 21, 1945. This plan would have altered the alignment of Kalākaua Avenue at Poni Mō'i Road.³¹⁶

The City Planning Commission wrote the University of Hawai'i Board of Regents on December 21, 1945, to explain the Commission's support of two projects impacting the University. The first was the extension of Dole Street to St. Louis Heights Drive to

improve cross town traffic. The second was the development of Kānewai Park. Both projects had become embroiled in a lawsuit between the City and County of Honolulu and the Territory of Hawai'i over Kānewai lands desired by the University for expansion of the Mānoa Campus.³¹⁷

On January 31, 1946, the City Planning Commission endorsed the Kūhiō Avenue Extension Project (actually "connection" between Seaside and Ka'iulani Avenues). Kūhiō Avenue was to have a 70 foot right of way. Ka'iulani Avenue was also to be rebuilt with a 60 foot right of way.³¹⁸

The City Planning Commission was notified by the Board of Supervisors on February 14, 1946, that no money was available in the municipal budget for the Kūhiō Avenue Extension. The Board also advised the Commission that it believed that the owners of the adjacent property should both dedicate land for the project and absorb its costs under the 100 percent provision of the Improvement Statutes.³¹⁹

On March 7, 1946, the City Attorney notified the City Planning Commission that the developers of Kahakai Drive off privately owned Atkinson Drive were required to provide paved access between their property and government roads. While this would be possible to undertake through the creation of an improvement district, in the existing situation along Atkinson Drive the developers owned less than 60 percent of the length of the street and thus would have to either absorb the total cost themselves or reach an agreement with the other property owners to also pay for improvements.³²⁰

The City Planning Commission recommended to the Board of Supervisors on March 28, 1946, that the extended right of way necessary for the widening of McCully Street be immediately acquired.³²¹

The City Planning Commission on June 20, 1946, responded to an informal request made by property owners along the proposed Ke'eaumoku Street Extension for

establishment of an improvement district from South King Street to 290 feet makai of Kapi'olani Boulevard. The Commission recommended the establishment of such a district to the Board, predicated upon the extension of Ke'eaumoku makai to Ala Moana Boulevard as part of the improvement and the understanding that the existing zoning would not be changed.³²²

The City Planning Commission during the same meeting went on record endorsing the proposed 80 foot right of way for McCully Street and retaining the McCully Bridge over the Ala Wai Canal after construction of the projected University Avenue Bridge.³²³

The Bishop Trust Company (agents for Hawaiian Dredging Company) on June 27, 1946, notified the City Planning Commission of the landowner's willingness to join in a future improvement district program to extend Ke'eaumoku Street to Ala Moana Boulevard.³²⁴

The City Attorney's Office notified the City Planning Commission on June 27, 1946, of its legal opinion that the establishment of setback lines in the Master Plan did not hold the same weight as Ordinances containing such provisions because Ordinances included the mechanism for purchase or acquisition.³²⁵

On July 25, 1946, the City Planning Commission received an offer from developer Ruddy Tongg concerning the last major subdivision to be built on the Waikiki peninsula. This subdivision was located mauka of Ala Moana Boulevard in the Hobron Lane area. Tongg proposed to restrict building within setbacks planned for Ala Moana Boulevard and Hobron Lane and to post a \$50 bond per foot of proposed roadway construction. The Commission gave final approval to the Ala Moana Boulevard lots, suggested immediate dedication of land for the widening of Hobron Lane, and creation by the Board of Supervisors of an improvement district for the area.³²⁶

The City Planning Commission and Honolulu Rapid Transit Company held a conference on August 5, 1946, to determine how best to remove no longer used Transit Company rails from the streets. The Transit Company agreed to uproot its tracks and City crews paved over the trenches.³²⁷

The City Planning Commission was notified by Ruddy Tongg at a meeting held September 5, 1946, that a \$60,000 bond had been filed guaranteeing the construction of improvements within his Kahakai Drive subdivision off Atkinson Drive. Tongg also stated that he no longer felt obligated to post a similar bond for the Atkinson frontage of this same subdivision because the Board of Supervisors had decided to finance Atkinson improvements through an improvement district.³²⁸

The City Planning Commission Zoning Committee on September 19, 1946, recommended approval of a proposed subdivision to be developed by Tongg in the Hobron area on the Waikīkī peninsula (Tax Key 2-6-11-07) containing 12 lots.³²⁹

On November 14, 1946, the City Planning Commission Zoning Committee recommended approval of a subdivision of Hawaiian Dredging Company property along Atkinson Drive to facilitate road widening.³³⁰

Hobron district developer Ruddy Tongg filed a plat map with the Territorial Bureau of Conveyances on January 14, 1947, outlining his plans for the area. The land involved the majority of the block bounded by Ala Moana Boulevard, Hobron Lane, and 'Ena Road. (The only deviation was a separate property at the corner of Hobron Lane and 'Ena Road.)³³¹ Unlike previous subdivisions, this Tongg project began as a collection of walk up apartments and businesses rather than single family homes.

The City Planning Commission was notified two days later by developer Tongg that he was prepared to deed to the City the area needed for widening Hobron Lane. The Commission voted to accept this offer.³³²

The City Planning Commission on January 23, 1947, approved a subdivision request from Charles Parrent to divide his property located near the makai side of Hobron Lane (Tax Key 2-6-11) into two lots, each of which was over 40,000 square feet. Included in the proposal was the dedication of land for the widening of Hobron Lane.³³³

The City Planning Commission subsequently received a second request from Charles Parrent for the City to accept the deed for his portion of the widening of Hobron Lane. The Commission voted a second time to accept the offer and recommended that the Board of Supervisors initiate the necessary improvement district.³³⁴

The City Planning Commission on February 20, 1947, approved the subdivision of property owned by Nam Yee Chun along Ala Wai Boulevard between Seaside Avenue and Nohonani Place. The subdivision was designed to accommodate the future extension of Nohonani Place to reach Kūhiō Avenue.³³⁵

Also on February 20, 1947, the municipal Traffic Safety Commission recommended that the planted medial strip be removed along Kalākaua Avenue between Ala Wai Boulevard and 'Ena Road to ease congestion occurring when buses stopped for passengers at Kalākaua Avenue and 'Ena Road. The City Planning Commission instead recommended that Kalākaua Avenue be widened at this location and the planted medial strip remain.³³⁶

The City Planning Commission on April 24, 1947, was contacted by the Hawaiian Dredging Company as the company wished to express its support for civic improvements in the Ke'eaumoku Street area. The company was willing to deed any land it owned that was necessary for completion of the street makai from South King Street to a point 290 feet below Kapi'olani Boulevard; provide an 80 foot right of way between that point and Ala Moana Boulevard; pay its share of 2/3 the cost of road

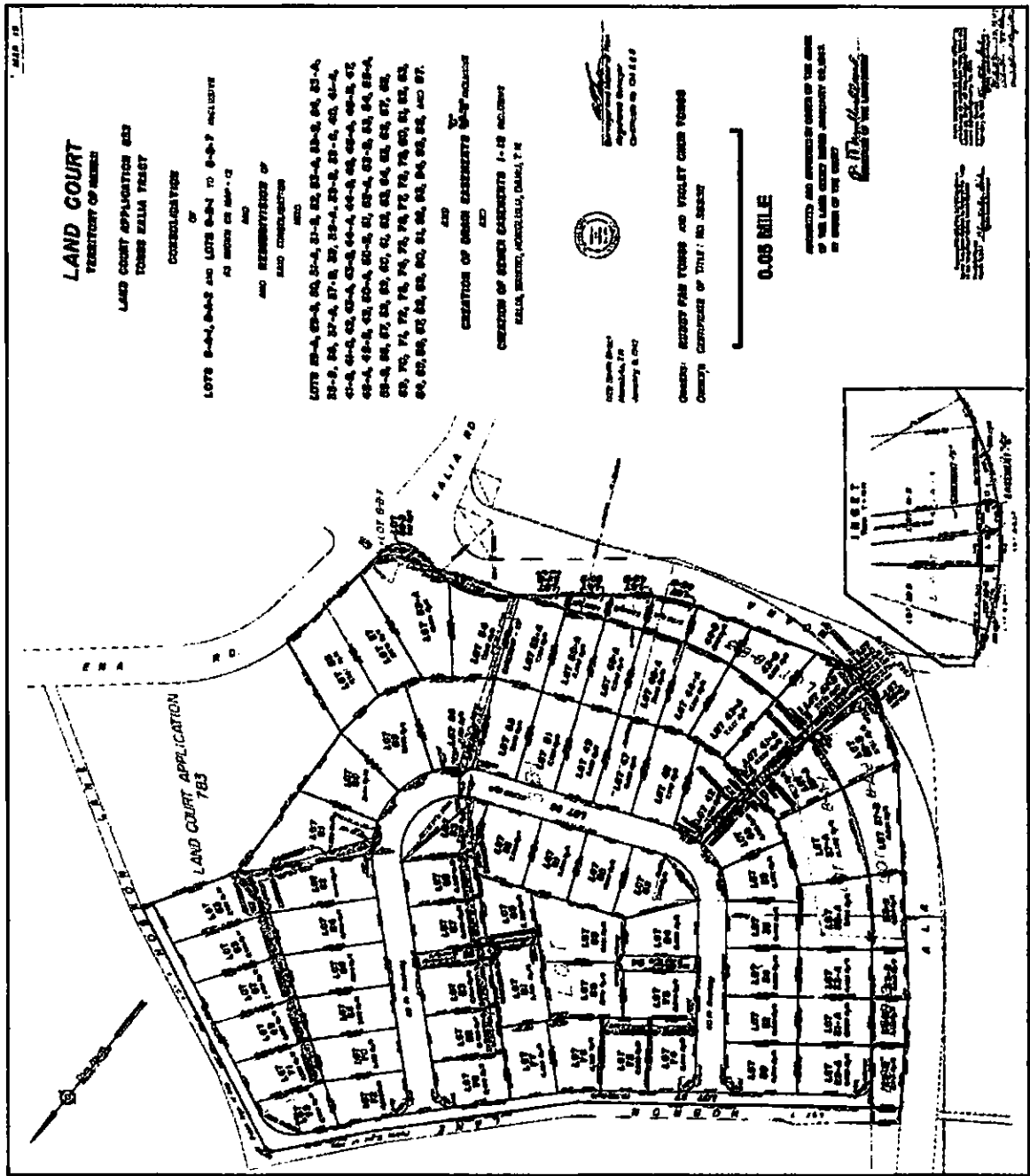


Figure 37: Ruddy Tongg's Kalo'o subdivision in the Kalia tract, 1947.

Included on the Map are Parcels to be Utilized for the Widening of Hobron Lane and Ala Moana Boulevard.

A. Paul Low, *Land Court Application 852, Map 15*, (Honolulu: Bureau of Conveyances, 1947). (Map location Latitude 21.276 North, Longitude 157.826 West.)

improvements; and provide any temporary drainage necessary for the project. The Commission endorsed this project.³³⁷

On June 12, 1947, the City Planning Commission was notified again by the City Attorney's Office that adoption of the Master Plan was not a substitute for enactment of a setback ordinance. The John 'Ū Estate had sought to use a portion of the building setback area along Kalākaua Avenue that the Master Plan had reserved for road widening purposes. However, no setback ordinance had been established in this case as a precursor to the actual road widening. The Attorney's office considered the latter step essential to enforcement of any setback.³³⁸

The Chief Engineer and Planning Engineer on June 19, 1947, conferred with United States Army representatives about potential routes for extension of Ala Moana Boulevard mauka of 'Ena Road. The Army did not look favorably upon a City proposal to cross a portion of Fort DeRussy to link Ala Moana Boulevard with Kūhiō Avenue.³³⁹

The City Planning Commission on June 26, 1947, voted to extend Ala Moana Boulevard to Kalākaua Avenue along the 'Ewa side of Fort DeRussy rather than follow the 'Ena Road corridor or cross Fort DeRussy to connect directly to Kūhiō Avenue. The reasons for this decision were shortness of the route, more limited property acquisition costs, existing build up of the 'Ena corridor, refusal of the military to consider the cross Fort DeRussy route; lack of protests to this alignment; and recent subdivision of properties anticipating the approved alignment.³⁴⁰

The Traffic Safety Commission on July 17, 1947, recommended that the City Planning Commission and the Territory determine the future status of the Ala Wai Boulevard right of way between Ala Moana Boulevard and Kalākaua Avenue. The existing intersection of Ala Wai Boulevard and Kalākaua Avenue was seen as a traffic hazard.³⁴¹

On August 14, 1947, the City Planning Commission referred to the Board of Supervisors the name Kaio'o Drive ("great body of water or sea") for the loop road within the Tongg Kalia Tract off Hobron Lane.³⁴²

The City Planning Commission on September 4, 1947, heard a proposed street layout change for the Hobron area 'Ewa and mauka of the Tongg development. This would involve extending Makaoe Lane to the Ala Wai Canal, then turning the road makai along the existing right of way for Ala Wai Boulevard, and then further turning the road in the Diamond Head direction to connect with Hobron Lane. The purpose of this plan was to provide access to the areas 'Ewa of Hobron Lane while removing dangerous intersections at Ala Wai-Ala Moana Boulevards and Ala Wai Boulevard-Kalākaua Avenue.³⁴³

The City Traffic Safety Commission subsequently requested on September 25, 1947, that the Planning Commission consider for safety reasons the elimination of Ala Wai Boulevard as a roadway between Kalākaua Avenue and Ala Moana Boulevard. (The right of way would instead be used for pedestrians only.) The Planning Commission decided further study was warranted for this proposal.³⁴⁴

The City Planning Commission was notified on October 2, 1947, that both the street and water system improvements for Ruddy Tongg's subdivision bounded by Ala Moana Boulevard, Hobron Lane, and 'Ena Road had been completed. The Commission voted that the developer's performance bond be returned.³⁴⁵

In January of 1948 the City Planning Commission voted to recommend to the Board of Supervisors that they consider the construction of a four lane overpass at the intersection of Kapi'olani Boulevard and Kalākaua Avenue.³⁴⁶ The City Planning Commission gave the Board of Supervisors an estimate of \$472,000 to construct an overpass 930 feet long and 56 feet wide. The necessity of the structure, however,

publicly came into question because the potential bridge over the Ala Wai Canal at University Avenue might significantly lessen traffic at the Kapi'olani Boulevard-Kalākaua Avenue intersection.³⁴⁷

The City Planning Commission reached agreement with Tide Water Associated Oil Company on January 29, 1948, to allow a new masonry building to be built in the road widening setback along Kalaimoku Street. The Company agreed that once the road widening project began, the Company would demolish their building at their own expense.³⁴⁸

The Honolulu Board of Supervisors passed Ordinance 1107 on April 16, 1948, covering the City's share of costs for Frontage Improvement 72, along Atkinson Drive between Kapi'olani and Ala Moana Boulevards.³⁴⁹

On July 15, 1948, the City Planning Commission responded to actions by the Board of Supervisors reducing the width of the proposed Ala Moana Boulevard Extension from 100 to 50 feet and requesting that the military allow redirection of the Extension to connect with Kalaimoku Street (University Avenue Extension). The City Planning Commission recommended on July 15, 1948, that the Board maintain the 100 foot right of way plan ending at Kalākaua Avenue until the military would commit to the Kalaimoku connection.³⁵⁰

On July 22, 1948, the City Planning Commission received funds totaling 100 percent of the estimated cost of street improvements and utilities in a proposed subdivision owned by Archibald Mark in the block bounded by Ala Moana Boulevard, Ala Wai Boulevard, Līpe'epe'e Street and Hobron Lane. The subdivision received approval for recordation and the issuance of building permits.³⁵¹

That same day the City Traffic Safety Commission requested information from the City Planning Commission as to the latest plan for Ala Wai Boulevard between

Kalākaua Avenue and Ala Moana Boulevard. The City Planning Commission stated that the plan was for a 56 foot right of way with the remaining 21 feet set aside for sidewalks and foliage.³⁵²

The City Planning Commission on September 16, 1948, recommended to the Mayor and Board of Supervisors that land be purchased immediately for the proposed widening of Kūhiō Avenue between Ka'ulani and Kapahulu Avenues. Instigating this move was notification that a landowner at Paoakalani Street and Kūhiō Avenue would be seeking permits to construct an apartment building extending into the 18 foot right of way set aside for the widening of Kūhiō Avenue.³⁵³

The Territorial Highway Department advised the City Planning Commission on October 21, 1948, that in their estimation, construction of a permanent intersection at Ala Wai and Ala Moana Boulevards would create a traffic hazard close to the Ala Moana Bridge. Instead the Department planned to avoid this situation by creating no intersections along Ala Moana Boulevard until Hobron Lane.³⁵⁴

On November 18, 1948, the City Planning Commission was presented with a proposed further subdivision of property owned by Ruddy Tongg in the Hobron area. Tongg had planned his original Hobron area subdivision around widened roads. Unfortunately the City had not started an improvement district, leaving Tongg with small parcels between the existing right of way and the lots he had sold. Tongg wished to get rid of these small parcels and planned to offer them to the adjacent new property owners. Under pressure from this proposal, the Board of Supervisors subsequently authorized the City Attorney to negotiate for acquisition of the properties.³⁵⁵

The Territorial Board of Harbor Commissioners notified the City Planning Commission on December 2, 1948, that it agreed with a Planning Commission proposal to extend Hobron Lane makai of Ala Moana Boulevard to provide access to the Ala Wai

Boat Harbor. The Board of Harbor Commissioners subsequently planned to approach the Hobron Estate about this plan.³⁵⁶

On February 3, 1949, the City Planning Commission recommended to the Board of Supervisors that the next Legislature consider creating a fund for purchase of rights of way needed for road widening in accordance with the Master Plan and setback ordinances. A fund of \$200,000 to \$250,000 was suggested.³⁵⁷

City Ordinance 1162, dated August 4, 1949, established curb lines and grades for Ala Wai Boulevard between Kalākaua Avenue and Ala Moana Boulevard.³⁵⁸

4.4.9 STREET DEVELOPMENT 1950-1954

In 1950, due to the post war increase in automobile use, the City decided to undertake an expanded program to paint street center lines and to mark legal parking spaces.³⁵⁹

The City and County had the following Waikīkī or near Waikīkī capital improvement road and road related projects either underway or completed during the calendar year 1950:

- Ala Wai Canal retaining wall foundation replacement along Ala Wai Boulevard; and
- Kapi'olani Boulevard Bridge over the Mānoa-Pālolo Drainage Canal.³⁶⁰

On May 11, 1950, the City Planning Commission voted to remove any mention within the Master Plan for a proposed roadway off Ala Wai Boulevard Diamond Head of the canal in the Ala Moana area. Plans for the proposed roadway had never been finalized and construction had overtaken the road right of way so that the Commission decided to drop the project altogether.³⁶¹



Figure 38: Aerial photograph of Hobron area showing Tongg subdivision and Ala Wai Boat Harbor, 1950

Negative No. 1996.116, Hawai'i State Archives

City Ordinance No. 1213, dated October 13, 1950, created Frontage Improvement District No. 75 to cover the costs of improvements along Ala Wai Boulevard from Kalākaua Avenue to Ala Moana Boulevard.³⁶²

On November 2, 1950, the City Board of Public Parks and Recreation notified the City Planning Commission that it did not agree with the Commission's suggestion that the Monsarrat-Kalākaua Avenue intersection be remodeled into a "T" design. The Board did not feel safety concerns of the existing "Y" intersection warranted the cost of remodeling. The Board did, however, agree to provide \$40,000 from the Kapi'olani Park bond fund towards development of new parking areas nearby.³⁶³

On December 21, 1950, the City Planning Commission heard a suggestion from the general public to acquire a missing 137 foot segment of Tusitala Street. Acquisition would provide a connection between Ka'iulani and Lili'uokalani Avenues as shown on the Master Plan. The Commission endorsed the proposal and also recommended that the Board of Supervisors widen Cleghorn Street between Kapuni and Kapili Streets.³⁶⁴

In 1951, the 355 foot Kapahulu Storm Drain was constructed to clear excess runoff from streets in the Diamond Head area of Waikīkī and Kapi'olani Park.³⁶⁵

A public hearing held by the City Planning Commission on January 25, 1951, dealt with traffic problems in the narrow Lewers Street corridor. Parking had already been banned during peak hours there, but congestion continued to be a problem. Two options were considered: widening the street to a 56 foot right of way or creating a one way traffic system. Concerns were expressed that widening the street would destroy the aesthetics of the area. Landowners also questioned whether the newly widened Ala Moana Boulevard would relieve through traffic in the area. After hearing testimony the Commission decided to recommend a one way street system for both Lewers Street and Beach Walk to the Board of Supervisors.³⁶⁶

On February 1, 1951, the City Planning Commission was asked by a property owner on Lemon Road whether the City intended to condemn a planned 10 foot setback. The Commission went on record recommending that the Board of Supervisors condemn the Lemon Road strip as well as a similar segment along Paoakalani Street.³⁸⁷

The City Planning Commission on February 23, 1951, received protests from George Kimball, owner of the Halekūlani Hotel, and the Board of Public Parks and Recreation over the possible one way traffic pattern for Lewers Street and Beach Walk. Kimball was concerned about potential limits on access to his hotel, while the Board of Public Parks and Recreation wanted to prevent creation of a left turn lane from Kalākaua onto Beach Walk through the small Beach Walk Triangle Park.³⁸⁸

The City Board of Public Parks and Recreation submitted a preliminary Master Plan for Kapi'olani Park to the City Planning Commission on May 24, 1951. The Commission compared the Parks Board plan with its own.

- The Parks Board recommended widening Lē'ahi Avenue to 100 feet while the Commission plan had favored Pākī Avenue. The Commission noted that the Le'ahi route would not separate park lands as much as the Pākī Avenue route.
- Acceptance of the Le'ahi Avenue route led to questions of how to use the land freed by the closing of Pākī Avenue—parking or expansion of the Zoo?
- Closure of Monsarrat Avenue near Kalākaua Avenue would greatly increase peripheral traffic around the park. The Commission recommended examination of a "T" intersection for Monsarrat at Kalākaua or a traffic circle.
- The intersection of Kapahulu and Kalākaua Avenues appeared complex and needed restudy.³⁸⁹

On July 19, 1951, the City Planning Commission received word from the City Attorney's Office that laws similar to the Commission's proposed off-street parking

requirements for businesses had passed constitutional requirements in other jurisdictions on the mainland.³⁷⁰

On the same date the Board of Public Parks and Recreation notified the City Planning Commission that the Board would comply with the Commission's request to keep Monsarrat Avenue open to Kalākaua Avenue and change its plan for Kapi'olani Park accordingly.³⁷¹

The Board of Public Parks and Recreation similarly notified the City Planning Commission on August 2, 1951, that due to the Commission's disapproval, the closure of Pākī Avenue had been abandoned by the Board. (The Commission had questioned the use of the Pākī site for parking as Pākī was distant from the beach.)³⁷²

The Board of Supervisors in September 1951 requested that engineering specifications be completed for a traffic overpass at the Kapi'olani Boulevard-Kalākaua Avenue intersection.³⁷³

City Planning Commission Resolution No. 402, dated October 11, 1951, set a 30 day window within which developers would be required to decide whether or not to dedicate streets, easements, and other improvements to the City upon completion of their subdivision. Should the decision be to dedicate to the City, the conveyance of such improvements was required within the same time frame.³⁷⁴

The City Planning Commission on October 18, 1951, responded to a proposal by the Board of Supervisors placing a roadway on the 'Ewa and mauka sides of the Ala Wai Canal, from Ala Moana Boulevard to Kapahulu Avenue. The Board was looking for alternatives to building a traffic overpass at the Kapi'olani Boulevard-Kalākaua Avenue intersection. The Commission replied that the 'Ewa and mauka road would create major intersectional problems at Ala Moana Boulevard, Kalākaua Avenue, and McCully Streets; destroy the Ala Wai Park; require bridges over the Makiki Ditch and Mānoa-

Pāloalo Drainage Canal; remove four greens on the Ala Wai Golf Course; and cost an estimated \$985,000. For these reasons the Commission did not endorse the proposal.³⁷⁵

City Planning Commission Resolution No. 402, setting a 30 day window within which developers would be required to decide whether or not to dedicate streets, easements, and other improvements to the City, became effective November 19, 1951.³⁷⁶

City Ordinance 1266, adopted December 27, 1951, recognized the inadequacy of parking facilities on private property by rescinding Ordinance 1128 related to overnight parking, thus making overnight parking on public streets legal again.³⁷⁷

In 1952 the City established Off Set (i.e. “contraflow”) traffic lanes during rush hours on South King Street in Mō’ili’ili and Kapi’olani Boulevard along its entire length.³⁷⁸

The City and County had the following Waikīkī or near Waikīkī capital improvement road projects either underway or completed during the calendar year 1952:

- **McCully Tract Improvement District;**
- **Ke’eaumoku Street Extension between South King Street and Kapi’olani Boulevard; and**
- **Dole Street Bridge.³⁷⁹**

On February 1, 1952, the first parking meters in the City were installed in downtown Honolulu.³⁸⁰

City Ordinance 1284, dated March 31, 1952, created Frontage Improvement District No.70 to cover the costs of improvements to Kai’olu Street.³⁸¹

The City Planning Commission on October 9, 1952, discussed public concerns expressed by property owners R. J. Smith and Roy Kelley over City plans for a 70 foot Kūhiō Avenue right of way in the existing road gap between Seaside and Ka’iulani

Avenues. Complaints were expressed about potential bottlenecks at Seaside Avenue (where the street would narrow to 40 feet) and at Ka'iulani Avenue (where the street would narrow to only two lanes); removal of a group of 30 well photographed palm trees; and potential increases in through traffic that the widened road would entail. The Commission responded that eventual development of the Queen Emma Estate lands would increase area traffic and place further demands on the road system. Although Kūhiō was a secondary road, it was indeed being planned as a through artery from Kalākaua to Kapahulu Avenues in order to relieve congestion on Kalākaua. Despite the protests, the Commission decided to adhere to the Master Plan and widen Kūhiō Avenue between Seaside and Ka'iulani Avenues to 70 feet.³⁸²

The City Planning Commission was informed of the opposition of the Outdoor Circle to the Commission's planned widening of Kūhiō Avenue on November 6, 1952. The Circle protested that the widening would result in the destruction of many trees. The Commission, however, reaffirmed its stand to widen the road.³⁸³

The City Planning Commission on November 28, 1952, was presented with preliminary cost figures for the widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues. Land, engineering, and contingencies were to cost \$544,699. The Commission accepted this figure and voted to hold a public hearing.³⁸⁴

The City Planning Commission conducted the public hearing on the widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues on December 18, 1952. Two issues were under consideration. The first was whether to widen Kūhiō Avenue from its original two lane width to an originally proposed 56 foot right of way as shown on the Master Plan. The second was a proposal by the Commission to change the Master Plan to reflect a Kūhiō Avenue right of way of 70 feet. Widening of the street to either new width would involve removal of foliage and buildings, the specifics of which would

depend upon the right of way width chosen and the side (or sides) the additional road footage would be taken from. Landowners in the area objected to reconstructing Kūhiō Avenue as a major traffic artery; condemning private property along Kūhiō Avenue instead of using existing public land to widen Ala Wai Boulevard; and condemnation of street frontages potentially making their remaining properties too small for practical development.³⁸⁵

During 1953 the City and County had the following Waikīkī or near Waikīkī capital improvement road projects either underway or completed.

- installation of 122 new incandescent street lights on Kalākaua Avenue from King Street to Monsarrat Avenue;
- McCully Tract Improvement District;
- Kapi'olani Boulevard Extension to Beretania; and
- Dole Street Bridge.³⁸⁶

On January 15, 1953, the City Planning Commission received a staff report on potential traffic flow for a widened Kūhiō Avenue. The Commission discussed the possibility of lowering the projected speed limit to 25 miles per hour in order to force more through traffic onto Ala Wai Boulevard and placate the Kūhiō Avenue landowners.³⁸⁷

The City Planning Commission continued a public hearing on the proposed widening of Kūhiō Avenue on January 22, 1953. Landowner objections again were voiced to widening plans and suggestions were made to move through traffic away from the area. Alternative routings included extension of Ala Moana Boulevard to the Ala Wai; one way road patterns on 'Olohana and Kuamo'o Streets if such an extension was not constructed; developing a road along the mauka side of the Ala Wai Canal; and constructing a University Avenue bridge over the Ala Wai Canal. The Commission

Director tried to counter landowner concerns by stating that studies suggested Kalākaua Avenue would continue to absorb the bulk of through traffic while a widened Kūhiō Avenue would be used mostly by locals.³⁸⁸

The City Planning Commission on January 29, 1953, was presented with a building request on land at Paoakalani and Kūhiō Avenues designated for road widening. The Commission forwarded the request to the Board of Supervisors to provide funding for acquisition of the land as designated in the Master Plan.³⁸⁹

City Ordinance 1333, dated March 11, 1953, created Frontage Improvement District No. 79, establishing curb lines and grades for Hobron Lane from Ala Moana Boulevard to 'Ena Road.³⁹⁰

On April 9, 1953, the Board of Supervisors notified the City Planning Commission that no money was available to purchase land within the ten foot setback along Kalākaua planned for future street widening. As a result, the Board had agreed to allow a business to expand into the setback area provided that, when condemnation did occur, the building addition would be removed at no expense to the City.³⁹¹

The Honolulu Chamber of Commerce notified the City Planning Commission on May 5, 1953, of its position favoring widening of Kūhiō Avenue to the existing Master Plan width of 56 feet rather than the Commission's recommendation of 70 feet. The Chamber's reasoning was the existing Master Plan width would encourage through traffic to move around, rather than through, Waikīkī.³⁹²

City Ordinance 1338, adopted May 20, 1953, established the finance mechanism for Frontage Improvement District No. 79 located on Hobron Lane, between Ala Moana Boulevard and 'Ena Road.³⁹³

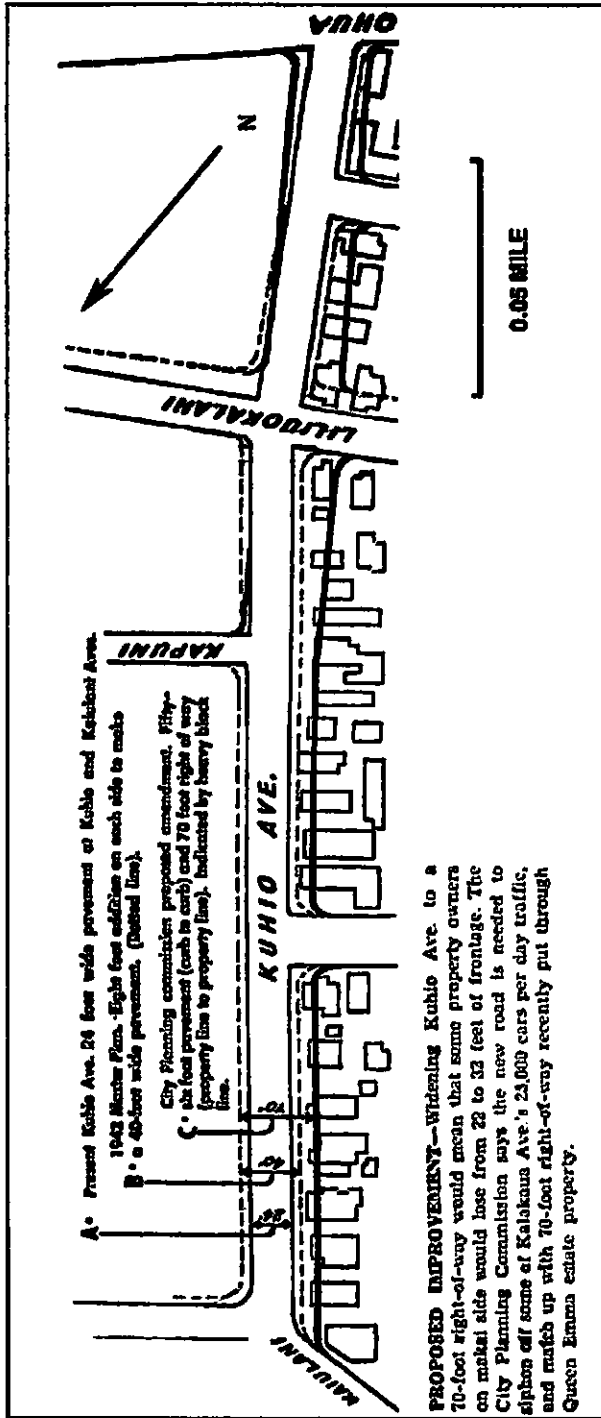
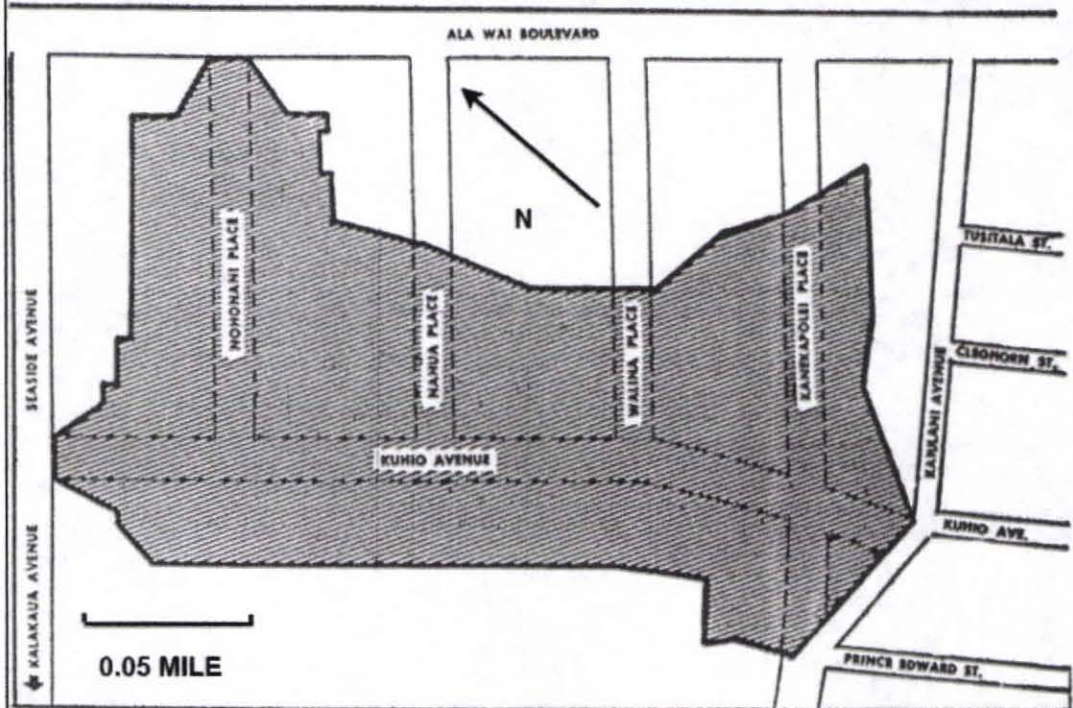


Figure 39: Options for widening Kūhiō Avenue considered by the City Planning Commission, 1953.

Honolulu Advertiser, "Proposed Improvement," May 8, 1953, (p. A8, col. 4). (Map location Latitude 21.276 North, Longitude 157.826 West.)



\$600,000 WAIKIKI IMPROVEMENT DISTRICT—The huge tract of undeveloped lands halfway between Kalakaua Ave. and Ala Wai Blvd. will be improved by assessment methods. The improvement district will open up Kūhiō Ave. between Seaside Ave. and Kaulani Ave., as shown above. Shaded area is the entire district to be improved. Four short dead-end streets, one only partially improved, will be connected up with Kūhiō Ave.

Figure 40: Kūhiō Avenue Improvement District, central Waikīkī, 1953

Honolulu Advertiser, "\$600,000 Waikīkī Improvement District," August 28, 1953, (p. 13, col. 6). (Map location Latitude 21.276 North, Longitude 157.826 West.)

The City Planning Commission voted on June 3, 1953, to delete a roadway proposed in 1951 along the 'Ewa side of the Ala Wai Canal that would have removed the Ala Wai Promenade. The reasons for the removal included traffic problems that would

have been created at both Ala Moana Boulevard and Kalākaua Avenue. The Commission recommended instead that a traffic overpass be constructed at the Kapi'olani Boulevard-Kalākaua Avenue intersection.³⁹⁴

On August 6, 1953, City Planning Commission member Kenneth Roehrig, an architect and member of the Chamber of Commerce, suggested that Kalākaua Avenue be moved mauka to Koa Avenue to provide space for a promenade and hotel sites.³⁹⁵

The City Planning Commission on August 20, 1953, met with landowners in the Lewers Street, Kalia Road, and Helumoa Road area to discuss proposals to widen those streets.

- The Lewers Street right of way would be widened from 40 feet to 56 feet, costing an estimated \$119,000 for land acquisition, demolition, and construction. The City would pay 1/3 of the cost, while the landowners would be assessed 2/3. Total landowner cost estimate was \$79,000.
- The Kalia Road right of way would be widened from 44 and 30 feet to 56 and 44 feet. The landowner's 2/3 share of costs would be \$99,000.
- The Helumoa Road right of way would be widened from 30 feet to 44 feet. The landowner share of costs would be \$74,000.

An alternative plan would make Beach Walk one way makai and Lewers Street one way mauka. The majority of landowners objected to the widening project.³⁹⁶

The City Planning Commission on September 3, 1953, received a communication from Richard Kimball, owner of the Halekūlani Hotel and representing Kalia property owners, supporting most of the alternative proposal to the widening of streets in the area. Specifically, the landowners wanted Saratoga Road to be widened from Kalia Road to Kalākaua Avenue; parking eliminated at least temporarily on Lewers

Street; conversion of Lewers Street to a one way mauka pattern; conversion of Beach Walk to one way makai; and rerouting of public bus service away from the area.³⁸⁷

Also on September 3, 1953, the City Planning Commission recommended to the Board of Supervisors that the Ka'iulani Avenue widening project be extended from Prince Edward Street makai to Kalākaua Avenue. The Matson Navigation Company was planning to construct a major new hotel on the 'Ewa side of Ka'iulani Avenue and desired road improvements facing its property.³⁸⁸

The City Planning Commission on November 12, 1953, examined a report submitted by the Territorial Highway Engineer extending the Makai Arterial (Ala Moana Boulevard) from Kalākaua Avenue to Ala Wai Boulevard. The Commission questioned the need for this project, as the Commission's data showed the bulk of Waikīkī traffic to be local rather than through.³⁸⁹

On November 16, 1953, the first segment of the "Mauka Arterial" (today's H-1 or Lunalilo Freeway) was opened to the public between Alexander Street and Old Wai'ālae Road.⁴⁰⁰

The City Planning Commission was presented with designs for overpasses at the Kapi'olani Boulevard-Kalākaua intersection on December 3, 1953. While both designs allowed left turns from left lanes in order to conserve space, one plan allowed connections in all directions while a second plan pared down allowable turns. Cost estimates were \$1,750,000 and \$1,400,000 respectively.⁴⁰¹

On December 3, 1953, the City Planning Commission heard a presentation by the Hotel Committee of the Chamber of Commerce on a plan to reroute Kalākaua Avenue. The area in mind was located between Ka'iulani and Kapahulu Avenues. Moving Kalākaua mauka, first along Koa Avenue and then a similar distance mauka until Kapahulu would provide space for a public beach promenade and beach hotel sites.

Establishment of a government agency empowered to condemn, purchase, and sell land was suggested. While discussion occurred about the stimulation of the local economy that the plan might foster, issues of finance, recent opposition to the widening of Kūhiō Avenue, and the plights of both small landowners and present occupants received scant attention in this presentation.⁴⁰²

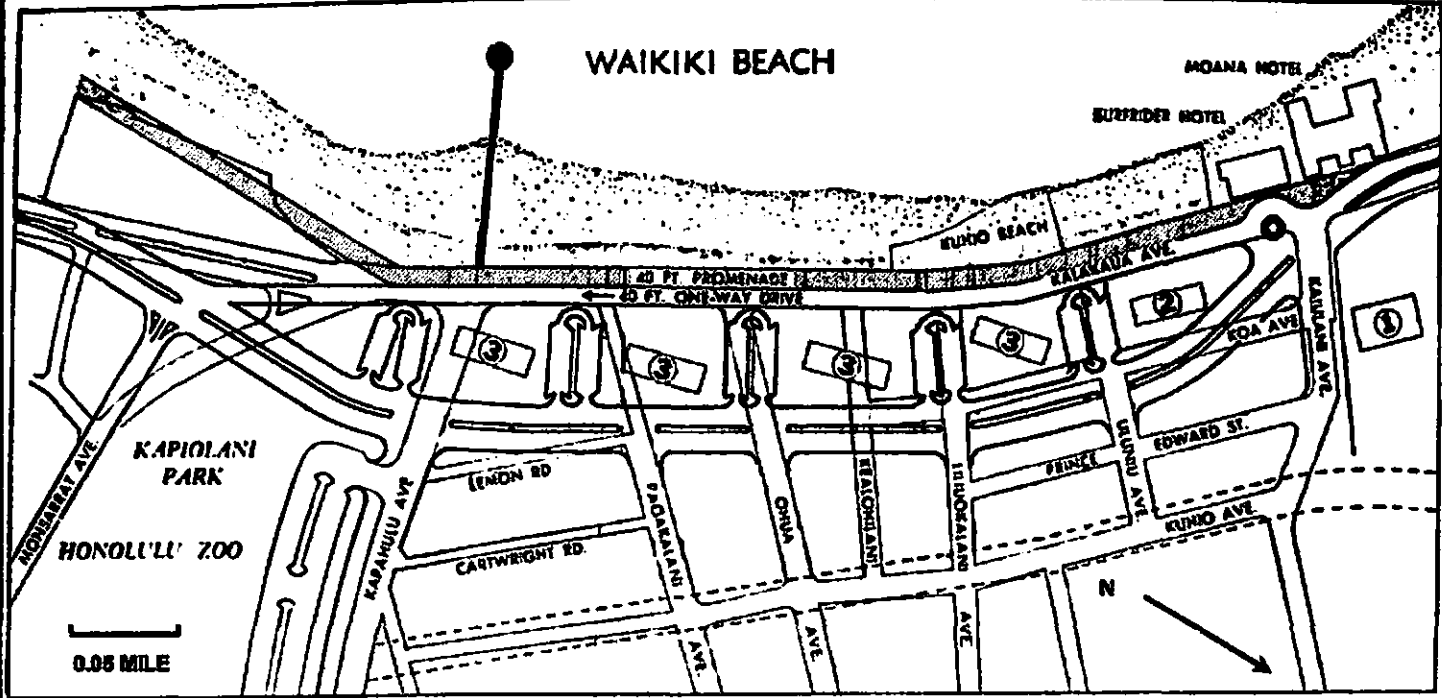
The Chamber of Commerce met again with the City Planning Commission on December 17, 1953, to present financing details for its Kalākaua Avenue realignment project. Realignment of Kalākaua was expected to cost \$2,029,421 and to be financed by a bond issue amortized through the Fuel Tax fund. The Commission voted to approve the proposal as part of an overall land use project subject to satisfactory plans for consolidation of properties, adequate road access (including Kūhiō Avenue), and a zoning plan.⁴⁰³

During the year 1954 the City and County had the following Waikīkī or near Waikīkī capital improvement road projects either underway or completed:

- Kūhiō Avenue Extension and Improvement District;
- McCully Tract Improvement District;
- Dole Street Extension; and
- Kapi'olani Boulevard Extension to Beretania.⁴⁰⁴

The City Department of Public Works reported in 1954 that it had 378 parking meters operating within Waikīkī.⁴⁰⁵

On January 19, 1954, the City Planning Commission again discussed Territorial plans to extend the Makai Arterial (Ala Moana Boulevard) mauka to Ala Wai Boulevard in the block between Pa'ū and Niu Streets. It was the Commission's belief that constructing University Avenue over the Ala Wai Canal to Kalaimoku Street and Saratoga Road would be a better plan. Thus the Commission voted to send data



WAIKIKI'S NEW LOOK—Here's the way Waikiki Beach will look if the City adopts a master plan proposal to make room for tourist hotels. Kalakaua Avenue would swing inland from the Moana Hotel to be routed along Koa Street. It would rejoin the present Kalakaua Avenue near Monsarrat. The present Kalakaua Avenue, from the Moana Hotel to Monsarrat, would become a promenade, with a 40-foot right of way for one-way traffic. At the

site marked Number 1, the Matson Navigation Company is preparing to erect the new Princess Kaiulani Hotel. Site Number 2 is the Waikiki Biltmore Hotel, now under construction. Those areas marked with the Number 3 will become the sites of other tourist hotels. Between each of the hotel sites is an area in white to be acquired by the government for offstreet parking, serving both the general public and the hotels adjoining.

Figure 41: Honolulu Chamber of Commerce proposal to realign Kalakaua Avenue, 1954

Honolulu Star-Bulletin, "Waikiki's New Look," January 9, 1954 (p. 7 col. 1). (Map location Latitude 21.276 North, Longitude 157.826 West.)

supporting its position to the Territorial Highway Department, disapprove the Territory's plan, and recommend the University Avenue bridge proposal to the Territory.⁴⁰⁶

City Ordinance No. 1382, approved February 17, 1954, located curb lines and grades for the Kūhiō Avenue Extension (actually connection) between Seaside and Ka'iulani Avenues.⁴⁰⁷

The City Planning Commission and the Traffic Safety Commission on February 18, 1954, both received a request from the Board of Supervisors to examine prohibition of parking along the mauka side of Ala Wai Boulevard. Also included was the possible widening of the street to accommodate an additional traffic lane.⁴⁰⁸

Also on February 18, 1954, the City Planning Commission replied to questions from the general public concerning plans for Wai Nani Way and Kūhiō Avenue. The Commission stated that there existed no scheme to extend Wai Nani Way to Kūhiō Avenue because doing so would consume land proposed for extension of both Waikīkī and Thomas Jefferson Schools. The widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues was to serve as a secondary, not major, route through the area to entice local traffic away from Kalākaua Avenue.⁴⁰⁹

The City Planning Commission on February 25, 1954, discussed three options to widen Ala Wai Boulevard. The existing street had a 75 foot right of way and the Board of Supervisors had asked for information on creating an additional traffic lane.

- Scheme A would protect most of the existing palm trees on the mauka side of the street by only removing three feet of grass on the mauka side and six feet on the makai side. The cost was estimated at \$331,600.
- Scheme B would remove most of the mauka trees. The mauka side would be widened 11 feet while the makai side six feet. Four moving and two parking lanes would be the result.

- **Scheme C would widen the mauka side nine feet. Four 11 foot lanes and parking on one side would be available at a projected cost of \$106,800.**

The Commission decided to refer this information to the Outdoor Circle and the Chief Engineer of the City and County.⁴¹⁰

The City Planning Commission held a public hearing on March 3, 1954, to discuss the realignment of Kalākaua Avenue and widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues. The Chamber of Commerce made a presentation of projected tax benefits in favor of the realignment. The Matson Navigation Company, however, questioned the benefits of moving Kalākaua inland. Matson announced that it had hired the firm of Belt, Collins, and Associates to make a study of Waikīkī traffic patterns and examine suggestions such as the use of one way streets on the peninsula.⁴¹¹

On March 17, 1954, the Director of Planning discussed the Waikīkī Master Plan in a meeting with the City Planning Commission. The existing Master Plan called for increasing the right of way for Kalākaua Avenue from 80 to 100 feet; connection of Kūhiō Avenue between Seaside and Ka'iulani Avenues at 70 feet, reconstruction of Kūhiō between Ka'iulani and Kapahulu Avenues at 56 feet; Kapahulu Avenue right of way increased to 104 feet; Kalaimoku Street right of way widened to 90 feet, and creation of public beach space Diamond Head of the Surfrider Hotel. Suggestions for major overhauls of the Master Plan included one way streets; realignment of Kalākaua Avenue; widening of Lewers Street and Ala Wai Boulevard; erection of an overpass at the Kapi'olani-Kalākaua Avenue intersection; extension of the makai arterial to Ala Wai Boulevard; and creation of public off-street parking facilities. Consideration of such major changes led the Director to ask that the Commission determine its objectives in Waikīkī--Waikīkī as a tourist resort or Waikīkī for both local and tourist use.⁴¹²

The City Planning Commission voted on March 18, 1954, to approve Scheme C for the widening of Ala Wai Boulevard and forward the plan to the Board of Supervisors. Scheme C would widen the pavement to 52 feet by moving the street curb mauka by 9 feet, and creating four 11 foot and one eight foot traffic lanes. The road widening would necessitate the removal of nearly all the coconut trees along the mauka side of the street, bringing into question the advisability of replanting them within the remaining nine foot space between the street and canal wall. Cost of the project was estimated at \$107,000.⁴¹³

The City Planning Commission on March 25, 1954, discussed with its staff a development study of Waikīkī including both transportation and land use. The hiring of an outside traffic engineer and urban planner was considered to assist local staff in this effort. Names promoted for traffic engineer included Eugene Maier, Director of Traffic and Transportation of Houston, Texas; and Theodore Matson, Director of the Yale Bureau of Traffic and Transportation.⁴¹⁴

The City Planning Commission on April 29, 1954, heard a request by landowners affected by the widening and adjustment of streets near Kūhiō, Ka'iulani, and Kānekapolei Avenues. Under the City plan, Ka'iulani Avenue was to be widened from Kalākaua Avenue to Prince Edward Street. At Prince Edward Street the existing Ka'iulani Avenue turned right to parallel the route of the old 'Āpuakēhau Stream and moved into a highly developed area. The City planned to extend Kānekapolei makai to meet Ka'iulani and create a widened, straight route between Kalākaua Avenue and Ala Wai Boulevard. The landowners hoped that the City would close either Ka'iulani or Kānekapolei between Prince Edward Street and Kūhiō Avenue and let them gain land back. The Commission decided that it could not legally engage in such a land swap,

and that the landowners' proposal would negate the traffic benefits of the existing City plan.⁴¹⁵

The City Planning Commission also reviewed suggestions for financial help in hiring planning consultants for updating the Waikīkī Master Plan. The Commission noted that the Plan currently included:

- development off Ala Moana Park;
- an overpass at the Kalākaua Avenue-Kapi'olani Boulevard intersection;
- widening of Kalākaua Avenue to include a medial strip;
- University Avenue bridge over the Ala Wai Canal;
- Pākī Avenue widening and medial strip; and
- open areas along Waikīkī Beach.

Proposed changes to the Master Plan included:

- rerouting of Kalākaua Avenue mauka;
- new intersection at Kalākaua and Monsarrat Avenues;
- widening of Ala Wai Boulevard to four traffic lanes;
- planning of off-street parking lots;
- extension of Koa Avenue as a service road for hotels; and
- one way road system on Kalākaua and Kūhiō Avenues.

In addition, the Territory had plans for:

- expansion of the Ala Wai Boat Harbor and adjacent beach park and
- creation of a sandy beach from Ala Moana Park to Poni Mō'ī Road.

On the basis of this discussion the Commission voted to invite both the Board of Supervisors and the Chamber of Commerce to a meeting to discuss the plans and potential for Waikīkī.⁴¹⁶

The City Planning Commission on May 13, 1954, gave tentative approval to accept an offer from the Chamber of Commerce to help finance the hiring of mainland land use and traffic specialists for a study of Waikīkī. The Commission required that the study adhere to the existing Master Plan such as the Kūhiō Avenue widening and acquisition of beach front property between the Surfrider Hotel and Kūhiō Beach Park; approval of use of private funds by the City Attorney; and the understanding that the City would not be bound by the recommendations made by the study.⁴¹⁷

The City Planning Commission on May 13, 1954, also responded to a request from the Rotary Club of Honolulu to consider development of a parallel roadway to the Ala Wai Boulevard on the 'Ewa and mauka sides of the Ala Wai Canal from Ala Moana Boulevard to Kapahulu Avenue. The Commission's position was that such a road pattern would create a series of complex intersections so close together as to further impede traffic flow. The Commission also mentioned that the mauka roadway would remove valued open space along its entire length.⁴¹⁸

On May 26, 1954, Charles Pietsch released an economic feasibility analysis he had conducted of a proposed realignment of Kalākaua Avenue mauka from Ka'iulani Avenue to Monsarrat Avenue. Included in the project would be the creation of a promenade along the beach with hotels placed between the promenade and the realigned Kalākaua Avenue.

Pietsch concluded that the project was economically feasible, stating that, in his estimate, the total increase in taxes attributable to extra business generated by the project would equal the cost of the project in one and a half years.^{419, 420}

On June 24, 1954, Belt, Collins, and Associates released its *Waikīkī Traffic and Land Use Study*. This document was produced for Matson Navigation Company, at that time a major land and hotel owner in Waikīkī (including the Moana and Royal Hawaiian

Hotels) and major provider of passenger accommodations to and from the mainland to Hawai'i. The purpose of the study was to examine the future development potential of Waikīkī, determine Matson's role, and to suggest improvements to facilitate orderly development of "Greater Waikīkī". As the name of the documents implied, Belt, Collins sought to address traffic and land use issues simultaneously.

The authors felt it important to study Waikīkī as an integral part of the city of Honolulu and representative of the fate of the Territory of Hawai'i. They expressed concern that the growth of man-made Waikīkī ("amusement park commercialism") was beginning to endanger the natural resources of the area.

The authors noted a number of problems within Waikīkī and blamed them on sporadic and unregulated growth. These included service activities on Kalākaua Avenue, narrow streets, small lots, makeshift subdivisions of single family homes used for apartments, inadequate beach access, and the erection of sea walls that increased beach erosion.

The study examined Waikīkī traffic capacity and predicted that the Mauka Arterial and a projected extension of Kīlauea Avenue to Kapi'olani Boulevard would positively impact Waikīkī by drawing away through traffic. The study also critiqued other Waikīkī roadway proposals.

- Extending Ala Moana Boulevard to Ala Wai Boulevard was seen as removing traffic from Kalākaua but encouraging Date Street traffic onto the peninsula.
- Widening of Pākī Avenue and limiting Monsarrat was foreseen as lessening Kalākaua traffic.
- Widening and completing Kūhiō Avenue, although seen as necessary, failed to address the "dead end" effect at Kapahulu Avenue.

- Unless Beach Walk and Lewers were widened, a one way traffic system was inevitable in order to prevent economic strangulation. The study recommended extending Helumoa Road to Saratoga Road and maintaining Saratoga and Kalia as two way streets.
- Belt, Collins questioned the benefits of extending University Avenue over the Ala Wai directly into the center of Waikiki. Instead, the study suggested examining merging Punahou and Kalākaua mauka of Waikīkī to ease mauka-makai traffic flows and installing an overpass (as proposed by the City Planning Commission) at the Kapi'olani Boulevard-Kalākaua Avenue intersection.
- Relocating Kalākaua Avenue mauka to create more beach front hotel space was not seen as improving traffic flow unless the road was widened. The new nearby hotels were seen as adding to the congestion problem.
- Construction of a new highway along the complete mauka side of the Ala Wai Canal was seen as ineffectual compared to investment in the Kapi'olani Boulevard-Kalākaua overpass. The highway would have a significant negative visual impact from Waikīkī.

The study made a series of recommendations to improve traffic centered on completion of Kūhiō Avenue and designation of both Kūhiō and Kalākaua as one way streets.

- Twin rotaries would be constructed in Waikīkī, one centered on Kalaimoku Street between Kūhiō and Kalākaua, and the other between Kapahulu Avenue and Monsarrat Avenue mauka of Kalākaua Avenue.
- Diagonal parking installed on Kalākaua Avenue.

- Kūhiō Avenue need only be immediately widened to 56 feet but building setbacks would be necessary should later traffic demand an additional lane be added.
- Pākī Avenue widened to encourage use of Ala Wai Boulevard rather than Kalākaua Avenue by commuters traveling between downtown and the projected Kahala subdivisions.
- A new street constructed within the block containing the bulk of the Queen's Hospital holdings.
- A designated alternating one way pattern for mauka-makai streets,

There were pros and cons to such a traffic plan. Benefits included lessened Kalākaua traffic, left turns on two one way streets eased, synchronization of traffic signals facilitated, increased access to the mauka districts, and limited costs in land and infrastructure. Problems included loss of direct vehicle routing, complaints of increased activity in the Kūhiō neighborhood, and continued traffic between hotels and the beach.^{421, 422}

On June 28, 1954, the City Planning Commission held a public hearing on a suggestion by the Honolulu Rotary Club to resurrect the idea of a highway 'Ewa and mauka of the Ala Wai Canal. Waikīkī landowners such as Eaton Magoon supported the proposal. The Board of Public Parks and Recreation and the Territorial Fair Commission opposed it. Matson Navigation Company representatives used the occasion to discuss elements of the Belt, Collins, and Associates' traffic circulation plan. The Territorial Highway Department went further, recommending connecting Ala Moana Boulevard with Kalaimoku Street and University Avenue or extending Ala Moana Boulevard to the Ala Wai. It was brought up that because federal aid would probably not be forthcoming, the Legislature would have to fund any construction proposals.⁴²³

On July 1, 1954, the City Planning Commission reviewed proposals for building setbacks within the Lewers Street, Helumoa Road, and Kalia Road areas.

- Lewers Street would gain eight foot setbacks on both sides for the first 430 feet mauka of Kalia Road and then a 16 foot setback on the Diamond Head side from that point to Kalākaua Avenue. The road itself would retain a 40 foot pavement.
- Kalia Road would gain a 16 foot setback on the makai side from Saratoga Road to Lewers Street. Along Kalia Road from Lewers Street to the proposed Helumoa Loop a ten foot setback would be added on the mauka side and 16 foot setback on the makai side.
- Helumoa Road would be widened to 44 feet.

The Commission authorized a public hearing on the matter.⁴²⁴

The City Planning Commission conducted a public hearing on the Lewers Street, Kalia Road, and Helumoa Road setback proposals on July 15, 1954. The Halekūlani owners supported the setback proposal, a no parking plan, and one way road system. The Matson Navigation Company wanted the route of the proposed Helumoa Loop changed to maintain as much contiguous property as possible. A Saratoga property owner objected to any improvement district ordinance that did not assess Kalia Road, Lewers Street, and Beach Walk owners also. Developer and hotel owner Roy Kelley wanted a new road put through the grounds of the Royal Hawaiian Hotel. After the hearing the Commission voted to postpone any action on the setback proposal.⁴²⁵

The City Planning Commission was notified by the Honolulu Chamber of Commerce that the Chamber would allocate up to \$8,000 to cover expenses of mainland consultants working with the City on Walkīkī transportation and land use issues.⁴²⁶

On August 5, 1954, the City Planning Commission voted to delay any decision on the Kalia Road, Beach Walk, and Lewers Street building setback issue until after

receiving a report from the soon to be hired mainland consultants who were scheduled to arrive in October.⁴²⁷

The City Planning Commission discussed the work to be undertaken by the mainland traffic and land use consultants. They were to review the Master Plan and all other existing plans, public and private, for Waikīkī. Elements included were rights of way and pavement widths; street patterns; location of major thoroughfares; traffic light system; possible one way traffic patterns; off-street parking; impact of arterial highways; interaction of transportation system and land use; and zoning.⁴²⁸

On November 4, 1954, mainland consultants Charles Bennett and Eugene Maier released a plan conducted for the City Planning Commission entitled *Studies and Recommendations for the Development of Waikīkī*:

- As Belt, Collins had done, Bennett and Maier examined both circulation and land use issues simultaneously. Bennett and Maier suggested that the Planning Commission restudy zoning regulations, seek to control land use densities and building heights, and strengthen off-street parking requirements so as to better relate development to street capacities.
- Bennett and Maier recommended that traffic be rerouted away from the Waikīkī peninsula by constructing previously proposed links between Date Street and Kīlauea Avenue, an overpass at the Kapi'olani and Kalākaua intersection; and a grade separated connection between Ala Moana and Ala Wai Boulevards.
- Within the peninsula, through traffic would be redirected away from Kalākaua by widening Ala Wai Boulevard and Kūhiō Avenue, constructing and widening a new McCully Street bridge, and not erecting a University Avenue Bridge over the Ala Wai Canal to connect to Kalaimoku Street.

- **Modern traffic control systems should be installed at such intersections as Kalākaua Avenue and Ala Wai Boulevard.**
- **Ban or charge a fee for all night parking on residential streets.**
- **Kalākaua Avenue should be widened and provided with a medial strip.**
- **Straightening the alignment of Kalākaua Avenue from near Ka'iulani Avenue would increase the size of Prince Kūhiō Beach Park. Leasing existing Kapi'olani Park land makai of Kalākaua for hotel use would pay the costs of the relocation and new park space.^{429, 430}**

City Ordinance 1427, dated November 17, 1954, created Improvement District No. 107, to provide for costs of the Kūhiō Avenue Extension (connection) between Seaside and Ka'iulani Avenues.⁴³¹

The City Planning Commission on November 18, 1954, received preliminary cost estimates from its staff for elements of the Bennett-Maier plan. Kalākaua Avenue realignment was set at \$1,473,400. Related acquisition costs for parks upped the cost to \$4,688,300. The Commission voted to hold a public hearing on the matter.⁴³²

The City Planning Commission conducted a public hearing on December 9, 1954, to discuss traffic and parking elements of the Bennett-Maier Plan. The meeting began with a presentation of the plan by the Director of the City Planning Commission, followed by public testimony. Concerns were expressed about the aesthetics of highway structures, keeping through traffic out of Waikīkī, and parking. Especially significant was the testimony given by representatives of the Territorial Highway Division who continued to promote the roadway on the 'Ewa and mauka sides of the Ala Wai Canal and the University Avenue Bridge. The Commission deferred taking any action at the end of the hearing.⁴³³

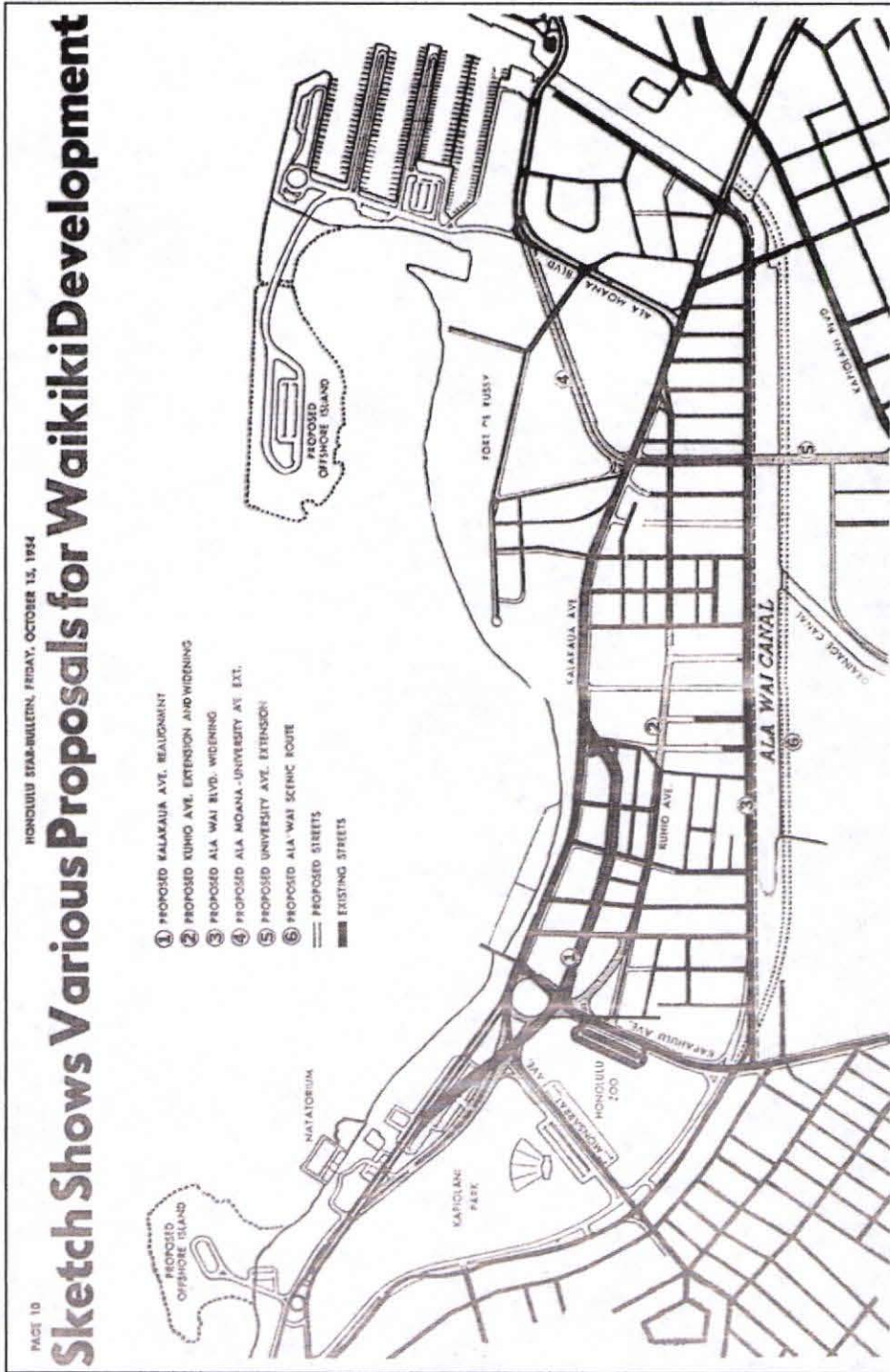


Figure 42: Various proposals for Waikīkī, October 1954

Honolulu Star-Bulletin, "Sketch Shows Various Proposals for Waikīkī Development," October 15, 1954 (p. 19, col. 1). (Map location Latitude 21.276 North, Longitude 157.826 West.)



Figure 43: Bennett-Maier Waikīkī Plan, 1954

Charles Bennett and Eugene Maier, *Studies and Recommendations for the Development of Waikīkī*, (Honolulu: City Planning Commission, 1954), Plate IV. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The City Planning Commission met on December 16, 1954, to discuss the results of the public hearing held the previous week. The Commission then voted to realign Kalākaua Avenue as per the Bennett-Maier Plan. The Commission also recommended a financing program adding \$1.00 per thousand dollar valuation on all real property, estimating that this method would raise over a half million dollars toward amortizing an estimated \$4,700,000 bond issue over a 13 year period.⁴³⁴

The City Planning Commission, during the same December 16, 1954 meeting, objected to plans by the Territorial Highway Division to only construct two of four planned lanes for a McCully Street bridge over the new Mauka Arterial (Lunalilo Freeway, or H-1). The Highway Department claimed no money was available for the third and fourth lanes, while the Commission protested the narrow route.⁴³⁵

4.4.10 STREET DEVELOPMENT 1955-1959

The City and County had the following Waikīkī or near Waikīkī capital improvement road projects either underway or completed during the calendar year 1955:

- Kūhiō Avenue Extension and Improvement District;
- Ka'iulani Avenue Improvement District;
- Waikīkī off-street parking lot.⁴³⁶

On January 6, 1955, the City Planning Commission heard the reply of consultant planner Charles Bennett to the December 9th public hearing on the Bennett-Maier Plan. Bennett discussed positions presented at the public hearing and based his evaluation on reduction of traffic volume on Kalākaua Avenue between Ala Moana Boulevard and Kapahulu Avenue and maintenance of this area for tourism and resident recreation.

Bennett responded to protests against cancellation of the proposed University Avenue Bridge. The City, and then the Territory, had previously pursued plans to

connect University Avenue, Kalaimoku, and Saratoga Roads or University Avenue and Ala Moana Boulevard. The Territory most recently promoted these projects in order to connect the Makai Arterial (Ala Moana Boulevard) with the Mauka Arterial (Lunalilo or H-1 Freeway). Bennett said that public bewilderment of the proposed cancellation of the University Avenue Bridge was understandable because some form of the plan had existed for such a long time. Merchants in Waikīkī also would tend to favor the bridge because it would add to their potential customer base. However, the physical separation of Waikīkī from the rest of the island fortunately acted as an impediment to the use of its streets for through traffic. Building the proposed University Avenue Bridge would only encourage more through traffic, adding to the congestion of Waikīkī's streets.

Bennett saw support for his ideas in the public testimony given by the Waikīkī Association and the Rotary Club to prevent Kūhiō Avenue from becoming an arterial road and the Mānoa Improvement Association's willingness to endorse McCully Street as a Mānoa-Waikīkī route. He replied to aesthetic concerns by stating that he felt any construction could be designed to be made attractive through proper design and landscaping.⁴³⁷

On January 14, 1955, the City Planning Commission received cost estimates for elements of the Bennett-Maier Plan.

- McCully Bridge - \$329,120
- Kalākaua Avenue-Kapi'olani Boulevard Overpass - \$402,000
- Kalākaua Avenue-McCully Street Overpass (Kalākaua Avenue connection with Ala Wai Boulevard) - \$1,432,120
- Atkinson Drive realignment - \$289,745
- Ala Moana Bridge Diamond Head of Atkinson Drive - \$228,800
- New roadway 'Ewa side of Ala Wai Canal - \$146,542

- Ala Wai Boulevard widening from McCully Street to Kapahulu Avenue - \$415,300
- Kūhiō Avenue widening from Ka'iulani Avenue to Kapahulu Avenue as a 70 foot right of way - \$545,000
- Kapahulu Avenue widening from Kalākaua Avenue to Pākī Street - \$45,000
- Kalākaua Avenue widening from South King Street to Diamond Head Road (excluding realignment) - \$1,480,000
- Pākī Avenue widening from Kapahulu Avenue to Diamond Head Road - \$212,000.

Total costs were estimated at \$5,527,000 exclusive of the Kalākaua realignment. The Commission suggested that the project be financed either through dedication of a portion of the City's share of fuel taxes or an increase of one half cent in taxes per gallon of gasoline sold. Funds raised would be used to amortize bonds issued for the project.⁴³⁸

City Planning Commission Resolution No. 634, dated February 10, 1955, amended the Master Plan to redirect Kalākaua Avenue mauka from its original alignment from Kūhiō Beach to the Natatorium.⁴³⁹

Also on February 10, 1955, Jack Myatt of the Territorial Department of Highways met with the City Planning Commission to again discuss Territorial proposals to link the Makai and Mauka Arterials. Myatt suggested that federal money might be available for the project. The Commission replied that the Bennett-Maier plan had already addressed the Department's proposals and that the Commission would adhere to the consultants' plan.⁴⁴⁰

The City Planning Commission on March 17, 1955, heard a request from George Kimball, Trustee for the Estate of Clifford Kimball (owner of the Halekūlani Hotel), to widen Kalia Road by eight feet from Saratoga Road to Lewers Street. The Commission

decided to adhere to its recommendation for a 16 foot setback along the makai side of Kalia Road. The Commission also recommended to the Board of Supervisors that Lewers Street be made one way mauka and Beach Walk one way makai.⁴⁴¹

The City Planning Commission passed Resolution No. 634, amending the Master Plan to realign Kalākaua Avenue mauka from its existing alignment from Kūhiō Beach to the Natatorium, effective March 18, 1955.⁴⁴²

The Territorial Superintendent of Public Works provided the City Planning Commission with a new proposal to deal with through traffic in Waikīkī on March 24, 1955. Initially following the Bennett-Maier plan, a series of ramps would leave Ala Moana Boulevard near Atkinson and follow the 'Ewa side of the Ala Wai canal, pass over both Kalākaua Avenue and McCully Street, and connect on the mauka side of the canal with University Avenue. Federal funding would probably be available for this plan. If the City chose to do so, a separate ramp to Ala Wai Boulevard could be built at municipal expense. The Commission voted to further discuss the proposal and seek cost estimates.⁴⁴³

City Ordinance No. 1446, dated March 25, 1955, established new curb lines and grades along Ka'iulani Avenue from Kalākaua Avenue to Prince Edward Street.⁴⁴⁴

The Board of Supervisors discussed the Bennett-Maier plan with the City Planning Commission on March 30, 1955. Based upon that meeting, the Commission, on March 31st, voted to endorse six street projects of the plan separately for Board action:

- McCully Street Bridge to six lanes;
- Kūhiō Avenue from Ka'iulani Avenue to Kapahulu Avenue;
- Lewers Street from Kalia Road to Kalākaua Avenue;

- Kalia Road from Saratoga Road to the Matson Navigation Company property near Helumoa Road;
- Helumoa Road and extension to Lewers Street; and
- elimination of University Avenue Bridge.⁴⁴⁶

The City Planning Commission also again voted on March 31, 1955, to adhere to the planned widening of the Kalia Road right of way. Both George Kimball and Roy Kelley had asked for a six foot widening of the road only between Saratoga Road and Lewers Street.⁴⁴⁸

On April 7, 1955, the City Planning Commission received information that J. Miyahira had requested a building permit for property at Kalākaua and Lili'uokalani Avenues within the setback area for the realigned Kalākaua Avenue. The Commission requested that the Board of Supervisors condemn the property immediately.⁴⁴⁷

City Ordinance No. 1448, adopted April 28, 1955, created Frontage Improvement No. 95 to cover costs of work along Ka'iulani Avenue between Kalākaua Avenue and Prince Edward Street.⁴⁴⁸

City Planning Commission Resolution No. 662, dated May 12, 1955, amended the Master Plan street layout for the McCully-Kapahulu-Waikīkī area, to provide for the widening of the McCully Street Bridge to six lanes.⁴⁴⁹

City Planning Commission Resolution No. 663, also effective May 12, 1955, amended the Master Plan for the McCully-Kapahulu-Waikīkī area by eliminating the University Avenue-Kalaimoku Street bridge over the Ala Wai Canal.⁴⁵⁰

City Planning Commission Resolution No. 665, a third Resolution passed on May 12, 1955, amended the Master Plan for the Kalia-Waikīkī area by widening Kalia Road to 56 feet between Saratoga and Helumoa Roads.⁴⁵¹

The staff of the City Planning Commission offered a revised plan for the widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues to the Commission on May 26, 1955. They proposed widening more on the mauka side where lots were deeper and the buildings older. The Commission decided to approach area landowners about the proposal.⁴⁸²

City Planning Resolution No. 666, dated May 26, 1955, amended the Master Plan to widen and extend Helumoa Road from Kalia Road to Lewers Street. The Resolution was then forwarded to the Board of Supervisors for approval.⁴⁸³

City Planning Commission Resolutions No. 662, 663, and 665, which widened the McCully Bridge, eliminated the University Avenue Bridge, and would widen Kalia Road, were all effective June 17, 1955.⁴⁸⁴

The City Planning Commission held a public hearing on the widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues on June 21, 1955. The hearing began as a presentation of past plans for the street, including the 1942 adoption of a 56 foot right of way (based upon an eight foot setback on either side from Ka'iulani to Paoakalani Avenues and then varying setbacks for the remaining distance); a 1952 hearing for a 70 foot right of way for the complete distance; the Bennett-Maier plan's desire for a minimum of four moving traffic lanes; and the most recent proposal to widen Kūhiō to 70 feet mostly from the mauka side in order to save as many structures as possible. (Widening the Avenue on the mauka side under the most recent proposal would save \$49,000.) The Commission also noted that the large number of intersections and a 25 mile per hour posted speed limit would discourage the use of Kūhiō Avenue as an arterial roadway.

The subsequent bulk of public testimony consisted mostly of landowners and lessees who stated their opposition to a 70 foot right of way because considerable

private construction, both planned and completed, had occurred since 1942 based upon the Master Plan of that time.⁴⁵⁵

The City Planning Commission on July 7, 1955, responded to a series of questions posed by the representatives of the Lili'uokalani Trust during the June 21, 1955 public hearing held over the Commission's Kūhiō Avenue widening proposal between Ka'iulani and Kapahulu Avenues. The Commission felt the following issues could only adequately be addressed by widening that stretch of the street.

- **Loading and Unloading Zones:** The existing practice by businesses of performing both the loading and unloading of provisions on the narrow street was a significant impediment to traffic flow.
- **Business Zoning:** Kūhiō Avenue was a natural site for increased business activity because the Kalākaua Avenue realignment plan would dislocate businesses which would want to remain in the Waikīkī area and because portions of Kūhiō Avenue were already located in business districts.
- **Relationship of Building Heights with Street Widths:** Changes to the Building Code were under study but no decisions had been made. However, narrow streets would negatively impact the potential heights of buildings.
- **Improvements for Nearby Streets:** While Ke'alohilani and Paoakalani Avenues had received improvements, Lili'uokalani Avenue and similar streets Diamond Head of Lili'uokalani remained in need of upgrades. A setback was under consideration for Paoakalani Avenue.

The Commission then advised the Trust representatives that traffic control was the domain of the Traffic Safety, rather than the City Planning Commission, and their questions would need to be addressed by that body. Also, the Board of Supervisors would be holding a public hearing on off-street parking requirements within 30 days.⁴⁵⁶

The Board of Supervisors notified the City Planning Commission on July 14, 1955, of its disapproval of City Planning Commission Resolution No. 664, widening Lewers Street from Kalākaua Avenue to Kalia Road and City Planning Commission Resolution No. 666, widening and extending Helumoa Road from Lewers Street to Kalia Road. The Board was more interested in building setbacks than road widening for the area. The Commission, however, responded to the Board by labeling building setbacks as a cumbersome process to undertake and enforce compared to road widening, and stating that only road widening could improve traffic problems.⁴⁵⁷

On September 1, 1955, the Chief Engineer's Office presented the City Planning Commission with two proposals featuring a University Avenue Bridge and a widened Ala Wai Boulevard. Scheme A would widen Ala Wai Boulevard from University to Kapahulu Avenues at a cost of \$5,280,000 by placing the mauka portion of the roadway on a bridge structure over the Ala Wai Canal. Scheme B would cost \$4,200,000 and fill in the Ala Wai Canal from its junction with the Mānoa-Pālolo Drainage Canal Diamond Head to Kapahulu Avenue. The Commission felt that both Schemes would encourage rather than discourage through traffic in Waikīkī. Scheme B might also aggravate drainage problems. The Commission noted that it had already voted to delete the University Avenue Bridge from the Master Plan.⁴⁵⁸

The City Planning Commission held a public hearing on December 5, 1955, to discuss a number of street and land use proposals for the area between Ka'iulani and Kapahulu Avenues in Waikīkī.

- widening Kūhiō Avenue from 20 and 40 foot rights of way to a continuous 70 foot right of way;
- widening Koa Avenue to a 60 foot right of way and extending the street to 'Ōhua Avenue;

- adding 37 feet to the right of way of Prince Edward Street and turning it into a public parking lot;
- deleting Ke'alahilani Avenue from Kalākaua to Koa Avenues to consolidate two smaller blocks; and
- adding 17 feet to the Ke'alahilani Avenue right of way between Kūhiō and Koa Avenues and turning it into a public parking lot.

The consensus of testimony during the hearing centered on the objections of Kūhiō Avenue property owners to the new planned width for their street. The owners viewed the change as a means to create a new throughway in Waikīkī and accommodating new business zoning for the area.

A major surprise during the hearing was a presentation by the Lili'uokalani Trust. The Trust had hired private consultants Belt, Collins, and Associates to produce a long range program for the Trust's 16 acres of land in the area that complemented the Bennett-Maier plan. This study had several significant elements.

- Planning must be long term (over 20 years into the future) and facilitate highest possible use.
- The Trust's property was ripe for redevelopment predominately as a Hotel and Apartment District. A complementary business district would be necessary nearby but the existing street system was inadequate to support such redevelopment.
- City proposals for street widening and public parking lots on existing Trust land could be facilitated through a series of land exchanges between the City and Trust. The Trust agreed to the widening of Kūhiō Avenue to a 70 foot right of way and similar side street projects but desired to consolidate some of its smaller

holdings by closing those parts of Koa and Ke'alahilani Avenues adjacent to Trust lands.

- The Trust wanted to undertake redevelopment to promote better interaction of pedestrians, shops, services, parking, and hotels; and unobstructed views.⁴⁵⁹

During the year 1956 the Municipal Department of Public Works continued to oversee construction of the Kūhiō Avenue Improvement District between Seaside and Ka'iulani Avenues.⁴⁶⁰

The City Planning Commission, after discussion on January 26, 1956, voted to approve the widening of Koa Avenue from Ka'iulani to Lili'uokalani Avenues using a ten foot setback along the mauka side of the street. The Commission also approved Belt, Collins, and Associates' plan for the Lili'uokalani Trust to eliminate Ke'alahilani Avenue and portions of Koa Avenue in order to create a major new hotel site.⁴⁶¹

On February 2, 1956, the City Planning Commission examined the proposal to amend the Master Plan to widen Kūhiō Avenue from Ka'iulani to Kapahulu Avenues from 56 to 70 feet. The Commission noted 60 parcels, owned by 55 people, fronted Kūhiō Avenue. Forty-three of the lots were fee simple, and 12 leased from the Lili'uokalani Trust. Over 83 percent of the landowners and lessees had protested the proposed 70 foot width. However, the Commission voted to approve the amendment to the Master Plan based upon projected traffic growth created by future business, hotel, and apartment use in the area.⁴⁶²

City Planning Commission Resolution No. 738, dated February 23, 1956, amended the Master Plan street layout for Waikīkī by widening Koa Avenue between Ka'iulani and Lili'uokalani Avenues, deleting the remainder of Koa Avenue from Lili'uokalani to Ke'alahilani Avenues, and deleting all of Ke'alahilani Avenue from Kalākaua to Kūhiō Avenues.⁴⁶³

City Planning Commission Resolution No. 743, dated March 1, 1956, gave Commission approval to the widening of Kūhiō Avenue between Ka'iulani and Kapahulu Avenues to a 70 foot right of way.⁴⁸⁴

The Board of Supervisors on March 22, 1956, notified the City Planning Commission that the Board had disapproved City Planning Commission Resolution No. 738, amending the Master Plan to widen Koa Avenue, and City Planning Commission Resolution No. 743 to widen Kūhiō Avenue.⁴⁸⁵

City Ordinance No. 1517, effective July 6, 1956, established new curb lines and grades for Saratoga Road between Kalia Road and Kalākaua Avenue.⁴⁸⁶

The City Planning Commission undertook a public hearing on August 9, 1956, to return the planned alignment of Kalākaua Avenue between the Natatorium and Poni Mō'i Road to its existing route. Testimony by landowners supported the move.⁴⁸⁷

On December 6, 1956, the City Planning Commission examined proposals for the Makai Arterial mauka of Waikīkī. Planner Charles Bennett had made a suggestion to connect the makai and mauka arterials through a highway parallel or above the Mānoa-Pālolo Drainage Canal. The Territorial Highway Department stated it had considered such a proposal in the past as part of a proposed highway mauka of the canal. The City Department of Parks and Public Recreation, the municipal Department of Public Instruction, and 'Iolani School all voiced concerns over impacts these highway projects might have on their own activities. The Commission asked for more information from the Territorial Highway Department.⁴⁸⁸

The City Planning Commission on January 3, 1957, decided to postpone a public hearing on the Makai Arterial in order to allow property owners a better chance to study the latest proposals. As evolved, the plan envisioned an elevated highway near Keawe Street and Ala Moana Boulevard, a surface freeway near the proposed Ala Moana

Shopping Center, grade separation at Atkinson Drive, a route along the 'Ewa side of the Ala Wai Canal, and grade separations at Kalākaua Avenue and McCully Streets. Possible additions would include building a ramp to Ala Wai Boulevard; extending the overhead roadway along the Ala Wai Canal to preserve boating activities at Ala Wai Park and 'Iolani School; and follow the Mānoa-Pālolo Drainage Canal to the Mauka Arterial.⁴⁶⁹

Public correspondence filed by the City Planning Commission on January 17, 1957, addressing the Makai Arterial proposals included a protest from the American Society of Landscape Architects. The Society believed that the City should be compensated where land was taken from the park system for highway purposes. The Bishop Estate, meanwhile, recommended that Kīlauea Avenue should be widened and connected to Date Street as part of the project.⁴⁷⁰

The City Planning Commission asked the Board of Supervisors on January 17, 1957, to correct Board of Supervisors Resolution No. 10, requesting the Commissioner of Public Lands to set aside land within Ala Wai Park for the extension of University Avenue to Ala Wai Boulevard. The Commission noted a change in the Master Plan had eliminated the proposed University Avenue Bridge over the Ala Wai Canal. Present proposals would terminate University Avenue at the Makai Arterial along the mauka side of the Ala Wai Canal. The Resolution needed to reflect that change.⁴⁷¹

City Ordinance No. 1559, effective February 14, 1957, provided financing for Frontage Improvement District No. 98, widening Saratoga Road between Kalia Road and Kalākaua Avenue.⁴⁷²

On February 28, 1957, the Territorial Highway Engineer notified the municipal Board of Public Parks and Recreation and the City Planning Commission that the

Territory would reimburse the County for any park properties taken for highway projects.⁴⁷³

The City Planning Commission on March 14, 1957, voted to lessen the building setback for Kalaimoku Street from 15 feet on both sides to eight feet. The reason for this change was that the deletion of plans for the University Avenue Bridge over the Ala Wai Canal meant Kalaimoku would no longer have any arterial function. The new proposed eight foot width would allow for a 76 foot right of way.⁴⁷⁴

The City Planning Commission held a public hearing on the Kalaimoku widening issue on May 9, 1957. The consensus of opinions expressed was against widening the existing street. After hearing testimony the Commission decided to further narrow the planned right of way from 76 to 70 feet.⁴⁷⁵

The 1957 session of the Territorial Legislature did not provide any funds for the realignment of Kalākaua Avenue. This led the City Planning Commission on May 16, 1957, to consider alternative financing plans. It was proposed to use the improvement district statutes, assessing the area bounded by Seaside Avenue, Ala Wai Canal, Kapahulu Avenue, and Kalākaua Avenue. Private property owners in this section would pay \$1,743,000, the City \$873,000, for a total cost of \$2,616,000. The Commission then decided to approach the Mayor, Board of Supervisors, and Chamber of Commerce for support of this finance plan.⁴⁷⁶

City Planning Commission Resolution No. 845, adopted May 29, 1957, amended the Master Plan by reducing the designed width of Kalaimoku Street from 90 feet to 70 feet. (This change reflected cancellation of the University Avenue-Kalaimoku link.) The Board of Supervisors approved the Resolution on June 18, 1957, and it became effective July 5, 1957.^{477, 478}

City Planning Commission Resolution No. 872, dated July 18, 1957, amended the Master Plan by increasing the planned widening of McCully Street from 70 to 80 feet between South King and South Beretania Streets. This was to be accomplished by adding an additional ten feet to the existing 10 foot building setback on the Diamond Head side of the street. The Resolution became effective August 23, 1957.⁴⁷⁹

The City Planning Commission, as part of the Kūhiō Avenue Extension project, on January 23, 1958, approved name changes for several previously dead end roads off Ala Wai Boulevard to reflect their new status as through streets connecting to Kūhiō Avenue. Thus Kānekapolei Place became Kānekapolei Street, Nāhua Place became Nāhua Street, Nohonani Place became Nohonani Street, and Walina Place became Walina Street.⁴⁸⁰

The City Planning Commission again discussed the Kalākaua Avenue Realignment project on March 13, 1958. The Commission was faced with a request to authorize a building permit for a 12 story apartment and business complex at Kalākaua and Ke'alohilani Avenues in the realignment path. Condemnation financing continued to be such a major problem that the Board of Supervisors was considering deleting the entire realignment plan. Meanwhile, the Chamber of Commerce hoped to save the realignment in some form by endorsing a September 1957 Commission staff proposal scaling the project back to save \$1,580,000. The Commission then recommended the modified staff/Chamber of Commerce plan to the Board.^{481, 482}

City Planning Commission Resolution No. 950, voted May 1, 1958, amended the Master Plan by modifying the planned realignment of Kalākaua Avenue and establishing Kalākaua as a roadway 100 feet in width. Resolution 950 became effective June 6, 1958.⁴⁸³

City Planning Commission Resolution No. 470, establishing the width of the University Avenue Extension at 80 rather than 90 feet, was adopted by the Board of Supervisors and notification was received by the Commission on July 17, 1958. The Commission had previously recommended 70 feet.⁴⁸⁴

City Ordinance 1670, effective October 24, 1958, established new curb lines and grades on McCully Street from Kapi'olani Boulevard to the Ala Wai Canal.⁴⁸⁵

On October 30th the City Planning Commission was presented with information on plans by the Hawaiian Land Company, Ltd. for improving access to the Ala Moana Shopping Center site. While the shopping center was scheduled to open in 1959, Territorial plans to upgrade Ala Moana Boulevard to freeway status as the Makai Arterial were projected to be undertaken 8 to 10 years in the future. Hawaiian Land Company was thus offering to pay for a series of improvements for the interim including relocating existing breaks in median strips; reorganizing the Pi'ikoi Street-Ala Moana Boulevard intersection; widening Ala Moana Boulevard an additional 6 feet on both the makai and mauka sides to provide 38 feet of pavement and three lanes of traffic in each direction; installation of electronic traffic signals; and construction of sidewalks (including moving the makai sidewalk to the park side of the Ala Moana Park wall).⁴⁸⁶

The City and County had the following Waikīkī or near Waikīkī capital improvement road projects either underway or completed during the calendar year 1959:

- Kalia drain and link to shoreline; and
- McCully Street widening between Kapi'olani Boulevard and Ala Wai Boulevard.⁴⁸⁷

In January of 1959 the Honolulu Chamber of Commerce produced a study entitled *Proposed Waikīkī Beach Improvement*. Included were widened sidewalks along the makai side of Kalākaua Avenue into Kapi'olani Park.⁴⁸⁸

City Ordinance No. 1731, effective October 8, 1959, made Kūhiō Avenue between Ka'iulani Avenue and Makee Road one way 'Ewa bound.⁴⁸⁹

On October 13, 1959, the *Honolulu Star-Bulletin* announced that the Planning Commission had approved a \$184 million six year Capital Improvement program. Included were \$1,480,000 towards Kalākaua Avenue widening between Uluniu Avenue and Ala Wai Boulevard planned for 1964-65 and \$1,000,000 toward a Kapahulu Improvement District for 1965. The Capital Improvement program was forwarded to the City Council and Mayor for adoption.⁴⁹⁰

4.5 ANALYSIS OF STREET DEVELOPMENT

4.5.1 THE CHALLENGE: DEVELOPING A STREET SYSTEM TO SERVICE AND FACILITATE LAND DEVELOPMENT

Waikīkī is an excellent example of how streets foster land development and intensive land development then places new demands upon the transportation system. Using these concepts, street development in Waikīkī can be organized into four types. While there existed a degree of temporal overlap between types of street development, the general order was:

1. initial road to the beach;
2. extension of through roads beyond Waikīkī;
3. overlaying of an urban street grid;
4. widening of major streets into and out of the district.

These stages reflect both changes in technology and an increase in population which encouraged urbanization.

4.5.2 PARTICIPANTS

As was the case with reclamation projects, the ability of stakeholders to influence decision making in road development has historically depended upon the breadth of democracy in the political system.

During the early monarchy period the population of the Waikīkī district consisted mostly of Native Hawaiian commoners who lived outside the cash economy and pursued agriculture activities in the fields mauka of the beach. Members of the ali'i also lived adjacent to the beach. Gradually mercantile activities increased at the harbor at Honolulu, necessitating overland improvements between town and the royal compounds at Waikīkī. The ali'i used the traditional system of labor requirements placed upon the maka'āinana to improve the traditional trail between the two locations.

By the latter half of the 19th century a new mercantile leisure class occupying beach lots led to private construction of an extension of Waikīkī Road into Kapi'olani Park and the initial development of Kapahulu Avenue. These residents were also successful in gaining government funding for the extension of Ala Moana Road (Boulevard) into Waikīkī.

Simultaneous to these events was the ascension of the real estate developer. William Achi, Bruce Waring, and Percy Pond, among others, began to subdivide larger parcels for mostly middle class houseslots. Unfortunately these were mostly simple (but often incompatible) plats with minimal infrastructure.

The Territorial Board of Health became alarmed by the increasing use of low lying lands for housing that suffered potential flooding, mosquito infestation, cesspool leaks, and other threats to human health. Eventually the Governor, Legislature, City Planning Commission, City Engineer, Mayor, and Board of Supervisors all became involved as it became apparent that the Waikīkī district would become urbanized and

that the scale of work necessary to prevent repetition of urban ills suffered in town would require extensive government investment.

The Territorial and City governments did indeed become major stakeholders in street development. Such investment included upgrades on the Ala Moana Road (Boulevard); the 1906 Pinkham Plan; the 1922 City Planning Commission street layout program; the Frontage and Improvement district programs; and construction of Kapi'olani Boulevard.

Government, real estate developers, and lot purchasers developed working relationships over time based upon government subdivision requirements that offered subsidies for infrastructure, a guaranteed level of product quality, integrated road grids, and other amenities. The added supply of new houselots allowed large numbers of people to purchase their own homes for the first time. Included in this group were large numbers of Asian Americans.

The Honolulu Rapid Transit and Land Company was another investor in Waikīkī, creating McCully Street as a route between the new subdivisions and town.

Waikīkī renters, particularly in the older sections of the peninsula, struggled to maintain their lifestyle as landlords joined Frontage Improvement programs which enhanced conditions but raised rents.

By 1930 most of the network of streets had been developed on the peninsula. The remaining parcels, located on the 'Ewa side, underwent subdivision in the 1950s.

Studies from this later period identified several distinct users of the road system. These included commercial operations (which often had no off-street loading and unloading facilities), tourists, Waikīkī residents, and island residents living outside of Waikīkī.

Through traffic and parking became divisive issues. Nearly everyone opposed overpasses that offered more capacity but might create visual blight. Those living mauka of the Ala Wai Canal sought construction of a proposed bridge over the canal. Waikīkī residents, including lessees and large and small landowners, usually held a "NIMBY" (Not In My Back Yard) approach to where any new roadway construction would occur. The latter group was able to block widening of Kūhiō Avenue until after the 1950s, when market forces had changed the character of that street.

4.5.3 VISIONING

Original street plans for Waikīkī envisioned country-style housing, with few amenities such as drains, wide roads, etc. Developers were allowed to create incompatible street plats that have plagued Waikīkī ever since.

Increases in population, problems with crowding in town, health concerns, and technological progress in land reclamation convinced an increasing number of Territorial and municipal officials that large scale, central planned urbanization would be required for Waikīkī. The desire became to organize the area to most efficiently provide cross town and mauka-makai street access and infrastructure such as water and sewer service. Updated building codes would ensure public health and create attractive new communities while replacing substandard neighborhoods.

The type of subdivision envisioned evolved from an upper class to a middle class residential environment during the time of the Waikīkī Reclamation Project.

Completion of the wave of subdivision in the 1920s, further population increases, the success of commercial activities in Waikīkī, and government desires to increase employment opportunities encouraged property owners to intensify land use. Between 1920 and 1959 Waikīkī saw an increase in commercial zoning, replacement of single

family homes by apartments in “residential” areas, second and third generation structures erected on the same lots, and an increase in the height of construction. Unfortunately all this development put increased strain on the street system to provide both access and storage for vehicles.

4.5.4 PLANNING PROCESS

Street planning was central to the development of Waikīkī.

The initial rural road system focused on the beach. Potential layouts for streets included the Pinkham Plan, which favored a gridiron design such that the broad faces of blocks would have faced the ocean. The 1922 City Planning Commission also favored a gridiron plan, but on a mauka-makai axis. City Beautiful advocate Charles Robinson and architect Charles Dickey both suggested winding streets. The chosen plan, the 1922 City Planning Commission design, provided the opportunity to preserve mauka-makai views and take advantage of trade winds within Waikīkī.

The City Planning Commission, Mayor John Wilson, and City Engineer Fred Ohrt desired that the 1922 plan be used to direct the platting of lots and streets; installation of utilities; and location and spacing of buildings.

The overlaid urban street system was predicated upon the decision of the Waikīkī Reclamation Project planners to draw off water from the area using canals rather than a system of box drains. An integrated street plan across multiple private properties improved access for residents and lessened circulation problems. The street system as designed favored smaller lots affordable to a larger segment of the population. Following standard real estate development practice, the Waikīkī Reclamation Project and City Planning Commission plans placed private development closest to the desired amenity—the beach—and public parks on the less desirable areas (to be developed

later) farther away across the canal. The Reclamation plan added to the value of lots on the mauka side of the peninsula by providing unobstructed canal views. Later plans included the development of McCully Street, the extension of Kapahulu Avenue to the beach, and the construction of Monsarrat Avenue/Diamond Head Road, which facilitated movement by non-residents into Waikīkī for purposes of employment and recreation.

The City also had a major challenge in unifying the pre and post reclamation road systems. On the Diamond Head side of Waikīkī, the Kekio subdivision was separated from the Lili'uokalani Estate by the old Kuekaunahi Stream bed. The 'Āinahau Subdivision was centered on Cleghorn Drive with few connections to adjacent developments. Kūhiō Avenue existed in two separate sections. The older subdivisions featured narrow rights of way and did not always have proper drainage. The City sought to connect and extend Kūhiō Avenue from Kalākaua and Kapahulu Avenues, while improving the substandard streets Diamond Head of Ka'iulani Avenue.

The 1954 Bennett-Maier report recognized the direct relationship between land use density and transportation capacity. While most of Waikīkī's streets were designed on the single family lot concept, continued increases in land use density have for some time threatened to overwhelm the transportation system. The question remained whether Waikīkī and other high density areas could continue to depend upon surface transportation rather than supporting some form of high capacity separated guide way.

4.5.5 IMPLEMENTATION

The original 1906 Pinkham plan set specifications for the development of suburbs in Waikīkī. While the 1922 City Planning Commission plan differed somewhat from that of the 1906 plan, potential subdividers were required to meet standard requirements for street and right of way widths; road construction; water distribution;

sewer collection; and utilities. These requirements actually assured developers free publicity as to project quality and construction uniformity.

Sales of Waikīkī lots were facilitated by improved access to the area. Territorial Governor Charles McCarthy proposed and championed the development of Kapi'olani Boulevard to connect town and Kalākaua Avenue, the traditional entrance to Waikīkī. This project was subsequently completed by the City. The City also extended Kalākaua Avenue to Beretania Street in order to lessen congestion at the South King Street-Kalākaua Avenue intersection.

The City completely reversed its infrastructure development policy. Instead of waiting for subdivisions to be completed and having the new residents petition for water, sewer, and street improvements, the City cooperated with developers to help finance and build specified infrastructure through the Improvement District Laws while the subdivision was first being constructed. These actions prevented the ripping up of streets for utility and services installations while ensuring standards compliance.

The City government continued to tighten subdivision regulations by closing the major loophole of the Land Court Subdivision, setting rules for "private driveways" to multiple dwellings, and imposing private on-site parking standards. In addition it was determined by the courts that the City could refuse both water and sewer service to developments not adhering to municipal zoning and building codes.

Incentives for desired development undertaken by the Territory included placement of the Ala Wai Boulevard so as to provide permanent views mauka from properties along the makai side. This was successful in the initial development phase of Waikīkī as witnessed by the number of expensive houses built along the Boulevard. Even in 2007 such sites are offered on the real estate market at a premium because of the protected view.

Local government was successful in gaining agreements from landowners along Kalākaua Avenue to dedicate a ten foot wide building setback in order to receive business zoning of their properties.

The City was also able to better integrate the pre and post reclamation areas of Waikīkī, Kūhiō Avenue was connected and extended from Kalākaua to Kapahulu Avenues, Ka'iulani Avenue was widened, and frontage improvements constructed along some of the substandard streets. The City was, however, thwarted in widening the Diamond Head side of Kūhiō Avenue.

Similarly, the City also hoped to encourage redevelopment of central Waikīkī in the late 1950s through the Bennett-Maier plan's straightening of Kalākaua Avenue to improve views from that area of Diamond Head Crater.

The City also tried to improve Waikīkī street conditions by discouraging through traffic, banning street parking, building public parking lots, encouraging pedestrian circulation; re-routing bus services, and allowing accessory commercial activities within hotel and apartment areas.

4.5.6 DISTRICT EVOLUTION

In the late 19th century only two roads had existed between town and the Kona lands of O'ahu past Diamond Head. These had been the Mō'ili'ili Carriage Road (South King Street and Wai'alae Avenue) and Waikīkī Road (Kalākaua Avenue). Ala Moana Boulevard began as a beach road and was partially extended into Waikīkī in 1890. Kapahulu Avenue had begun as a route toward Kapi'olani Park and Monsarrat Avenue as a road to Fort Ruger. Both the latter roads met at Waikīkī. Thus a rudimentary hub and spoke system had developed, allowing residents of Waikīkī access out of the area and non-area residents in.

Just as important, the reclamation projects slowly provided alternative routes for through vehicles between town and the subdivisions beyond Waikīkī. These routes included Ala Wai Boulevard, Date Street, and Kapi'olani Boulevard. Ultimately Date Street and the Lunalilo (H-1) freeway could be added to this list of roads that helped to discourage through traffic from Waikīkī's streets and improve pedestrian conditions on the peninsula.

Within Waikīkī evidence of its development can easily be seen on the streets. In the Diamond Head side of Waikīkī, for example, original property lines can still be observed where street curbing suddenly ends mid block. Consistent narrowness of roadways and rights of way in the Kekio area suggest its origin as a small lot subdivision in rural Waikīkī. The narrowness of curbed streets in the Lili'uokalani Estate tract are reminders of frontage improvement projects based on low density living.

The growth in population created by the post reclamation subdivisions led to increased business activity on the peninsula. As early as the 1940s the character of older areas such as Beach Walk had changed to business without upgrades in infrastructure. Landlords in the Lewers area were successful in blocking plans for road widening but at the price of losing potential prominence as a tourist center adjacent to the beach and the Royal Hawaiian Hotel. Most recently the Waikīkī Beach Walk project has attempted to lessen the sense of density in the area by creating some open space without surrendering any land to road widening.

By the 1950s, Kalākaua Avenue in front of the Queen Emma property had become the business center of Waikīkī. This being the case, the Queen Emma Estate wished to have the bulk of its property there used for business purposes. The Estate made an agreement with the City to connect two nearby previously constructed Kūhiō Avenue segments with a 70 foot right of way across the rear of its property, creating a

third automobile route across the peninsula. The Queen Emma lands were given the desired business zoning where developments such as the International Market Place were constructed.

The Lili'uokalani Estate shocked many of its lessees by agreeing with City planners that high rise development would be the future of its property, requiring lot consolidation, infrastructure upgrades, and road widening.

The Ruddy Tongg properties, along Kaio'o Drive, then completely skipped development as single family homes by developing as walk-up apartments—the land had simply become too expensive to do otherwise. As part of the subdivision process, Kaio'o Drive and Hobron Lane were constructed according to City specifications, replacing the narrow area entrance off Ala Moana Boulevard.

One way that the City continued to respond to this increasing density of people and structures was by engaging in street widenings at the entrances to Waikīkī. Immediately after World War II, Kalākaua Avenue had been widened through Kapi'olani Park. Ala Moana Boulevard was extended and widened in the 1950s. McCully Bridge was replaced and also expanded in the 1950s. (Monsarrat/Diamond Head Road was widened in the 1960s, and Kapahulu Avenue most recently). These street widenings reflect the growth of both Waikīkī's population and economy.

One of the biggest threats to the continued viability of Waikīkī could, ironically, be seen by the late 1950s along the only street on the peninsula built specifically as a highway using federal financial assistance. This is Ala Moana Boulevard. Construction of the new Ala Moana Shopping Center made Ala Moana Boulevard the most direct route from central Waikīkī to the new commercial complex. Local dependence upon private vehicular surface transportation has meant that the Ala Moana corridor has faced increasing congestion ever since. The fact that the road occupies the great majority of

the right of way means that individuals on foot are limited to a narrow sidewalk and a less than pleasant pedestrian experience.

4.5.7 LESSONS FOR THE FUTURE

An examination of the history of street planning in Waikīkī reveals the importance of long term planning and the costs of not doing so. Waikīkī would be much less tenable if, for example, the whole peninsula had been designed on the model of the Kekio and 'Āinahau subdivisions, with narrow streets, poor connections, inadequate drainage, cesspools, etc. Indeed, the regular street pattern, wide rights of way, sidewalks, and storm drainage systems enjoyed by the 'Ewa half of Waikīkī were directly the result of long term, integrated planning.

Part of long term planning, however, requires periodic reassessment of and commitment to making upgrades. Street drainage is a good example. Increases in density in the Lewers and Seaside areas led to greater amounts of impervious surfaces and larger volumes of water deposited on those streets during heavy rainstorms. Such areas became famous among local people for many years as areas to avoid because of flooding. But government was slow to improve the drainage systems.

Waikīkī's streets have continued to evolve more and more into a "Manhattan" situation, where an automobile has become more of a liability than an asset. Transportation in Waikīkī is not an enjoyable visitor experience and poor access from other parts of the city has lost Waikīkī businesses significant local patronage (witness the closure of Waikīkī's theaters). Manhattan's solution to this problem, of course, was the development of a grade separated transportation system.

CHAPTER 5: WATER AND SEWER SYSTEMS

5.1 INTRODUCTION

Development of water and sewer systems are dependent upon topography; funding; population pressure; and the locations of population, natural resources, and disposal sites.

The Native Hawaiian population developed over many generations an extensive agricultural system within the greater Waikīkī ahupua'a. A study of the 1881 Hawaiian Government Survey S.E. Bishop Map (see illustration) shows the complexity of this system. The Bishop map also shows the beginnings of urbanization (along the coast) within Waikīkī that would overwhelm the area's ability to provide clean water and dispose of human waste.

5.2 WATER SYSTEM

The first recorded wells developed in Honolulu were private projects, constructed in the 1820s in or near the village of Honolulu.¹ Examples of this type of well construction can be seen on the grounds of the Mission Houses Museum on South King Street.

The first attempt to transport water over any distance occurred in 1847. At that time lead pipe was used to draw water from a taro patch behind the French Consul's home mauka of South Beretania Street between Fort and Queen Emma Streets to the Harbor Master's Office at the makai end of Nu'uaniu Street.²

More ambitious plans called for the transportation of less brackish water from Nu'uaniu Valley. A small brick cistern built near Bates Street, combined with a four inch main, provided service from 1851. Ten years later a much more sophisticated system was developed by William Webster, collecting water near Kapena Falls, storing it in a

new brick reservoir 100 feet by 80 feet in size near Nu'uaniu Avenue and Bates Street, and transporting the water through a twelve inch main to Queen Street. Further rights to water were purchased in Nu'uaniu Valley from Charles Bishop in 1869.^{3,4}

The development of this successful system illustrated that each of the mauka valleys – Kalihi, Nu'uaniu, Pauoa, Makiki, Mānoa, and Pālolo – offered the possibility of use as watersheds. The importance of clean mountain water to the growing town of Honolulu in 1872 was great enough to warrant a separate Bureau of Water Works within the government. Surveys of water sources and water rights were undertaken in Mānoa, Makiki, and Kalihi Valleys.

The discovery of artesian water by James Campbell at Honouliuli and by Dr. Augustus Marques near Punahou School led to a series of well boring experiments across the Kona plain that gathered important information.

- It was discovered that wells drilled over 42 feet above sea level could provide good water but would require pumping.**
- Wells differed greatly in mineral quality.**
- Previous drilling experience in an area could predict the likelihood of success of subsequent wells.**

Meanwhile, water rights were purchased and a reservoir developed within Makiki Valley. The Makiki Reservoir could hold 750,000 gallons of water.

In 1880 the government appointed a Superintendent of Water Works and provided \$10,000 to drill artesian wells to supplement the existing reservoir system. (Artesian wells were preferred because they did not contain suspended plant matter, were less expensive to construct than dams, and did not require extensive land purchases necessary for the reservoirs.)⁵

Between 1882 and 1884 the government drilled five artesian wells. One of the government wells drilled was located at Pāwa'a and an existing well was purchased at Pualeilani, Waikīkī, for \$5,500.⁶

The government conducted a survey of wells, reservoirs, and water lines in 1883. A map of the Waikīkī portion shows a water line along Waikīkī Road (Kalākaua Avenue) to 'Ena Road to Kalia Road, back to Waikīkī Road as far as the entrance to Kapi'olani Park.

Concern about overdrawing of the aquifer led to regulation of artesian wells in 1884.

In 1890 the Government replaced the old Pualeilani well built on Queen Kapi'olani's property with a new one located on Queen Lili'uokalani's Waikīkī estate. Two new Nu'uauu reservoirs had also reached completion, and a third one was under construction.

A drought in 1891 drew down the available water supply so much that Water Works authorities were forced to experiment. A fire engine pump was attached to an artesian well located at Thomas Square in order to supplement the available water in the city system. The experiment proved the efficiency and economy of pumping water from artesian wells. In the aftermath of the drought plans were developed for permanent artesian well pumps and a fourth reservoir in Nu'uauu Valley.

When drought conditions returned in 1893, a permanent steam pumping plant installed at a well in Makiki provided 1,500,000 gallons a day to the Makiki Reservoir. Contracts were then let for a 3,000,000 gallon facility at Beretania and Alapa'i Streets, with McCandless Brothers drilling two ten-inch artesian wells and Honolulu Iron Works constructing the pumping plant. In 1899 a similar facility was erected at Kalihi, consisting of three 12 inch artesian wells and pumps for a 5,000,000 gallon per day

facility. A third major urban artesian water source, initially privately developed to serve the Kaimukī and Pālolo developments and subsequently taken over by the government, offered an additional capacity of 3,000,000 gallons per day. The Kaimukī facility included a reservoir on Telegraph Hill (height behind the Kaimukī Fire Station).

In 1900 an 875,000 gallon reservoir was built on the slopes of Diamond Head. This reservoir was connected to the Kaimukī system in 1904, increasing the reliability of water service within Waikīkī.

The year 1905 saw construction undertaken on both the Makiki Reservoir and Nu'uuanu Reservoir No. 4. The latter facility, first suggested by William Brunner in 1891 and completed in 1910, had a capacity of 625,000,000 gallons, greatly augmenting the storage capacity of the system for times of drought.^{7, 8}

Improvements in the Waikīkī water system are illustrated in a 1909 Department of Public Works map. At that time water lines are shown the length of Kalākaua Avenue from South King Street to Diamond Head Road; along 'Ena and Kalia Roads; on Ala Moana Road makai of Kalākaua Avenue; on Makee Road connecting to Kapahulu Avenue; along the length of Pākī Avenue; and along the 'Ewa two thirds of Lē'ahi Avenue.

During 1910 two additional wells and the necessary pumps were placed in service at the Beretania Station, adding 3,000,000 gallons to the water system.

Between 1910 and 1912 the government replaced the original Kaimukī Reservoir, a structure plagued by leaks, with a new reinforced concrete structure. The Kaimukī Pumping Station was also upgraded with two new 12 inch artesian wells and an 18 inch main, with arrangements made for a new electric pump.



Figure 44: Diamond Head Reservoir, 1913

T. Sedgwick, "History of the Honolulu Water Works," in *Report of the Superintendent of Public Works to the Governor of the Territory of Hawai'i for the Year Ending June 30, 1913*, (Honolulu: Hawaiian Gazette Co., Ltd., 1914), between 296-297.

During the same period monitoring of the artesian well head led investigators to conclude that 25,000,000 million gallons per day could be safely drawn from the aquifer, at a time when 35,000,000 gallons per day was actually being drawn. The result was a renewed program to cap unused wells and control other forms of waste.⁹

Territorial Acts 138 and 139 of the 1913 Territorial Legislature transferred the Territorial Water Works and Sewers Department to the City and County of Honolulu effective June 30, 1914.¹⁰

Ordinance 65, dated 1915, set up the organization, rules and regulations of the municipal Water and Sewer Works.¹¹

Ordinance 85, dated August 3, 1915, set standards for water and sewer mains within new subdivisions. The Ordinance required developers to submit plans to the City

for approval and install the planned mains before sales began. Penalties were imposed for noncompliance.¹²

In 1917 the Honolulu Water Commission, a group appointed by the Mayor to investigate the available city water supply, described the existing system as “haphazard” and “overtaxed”. It recommended protection of the Nu’uanu watershed; collection of all surface waters from valleys between Moanalua and Pālolo; redirection of water from windward sources; limiting new artesian wells and plugging unused ones; employing a professional hydraulic engineer to conduct further surveys of water sources for cost and quantity.^{13,14}

In 1920 the City began a series of tunnel borings into the Ko’olau Mountains from Nu’uanu, Pālolo, Makiki, Kalihi, and Mānoa Valleys. The hope was to find additional sources of water, but the results were disappointing.¹⁵

Legislative Act 150, dated April 29, 1925, established the Honolulu Sewer and Water Commission. The Commission was given authority to enter into contracts, condemn land, and construct sewer and water works which would then be turned over to the City. The Act also authorized \$3,000,000 in bonds for construction, to be repaid using revenues from the City Water Works.¹⁶

In 1926 three new artesian wells were constructed at each of the Beretania and Kalihi plants, with an additional two wells drilled at Kalihi in 1927. During the years 1927-1928 the Kaimukī, Beretania, and Kalihi steam pumping plants were reconstructed with new buildings and pumps. In 1928, 24-inch low pressure header mains were built connecting all three plants, greatly increasing reliability throughout the system and lowering insurance rates. Efforts continued to prevent wastage, recover costs, and encourage conservation by capping unused artesian wells and instituting a 100 percent metering program.¹⁷

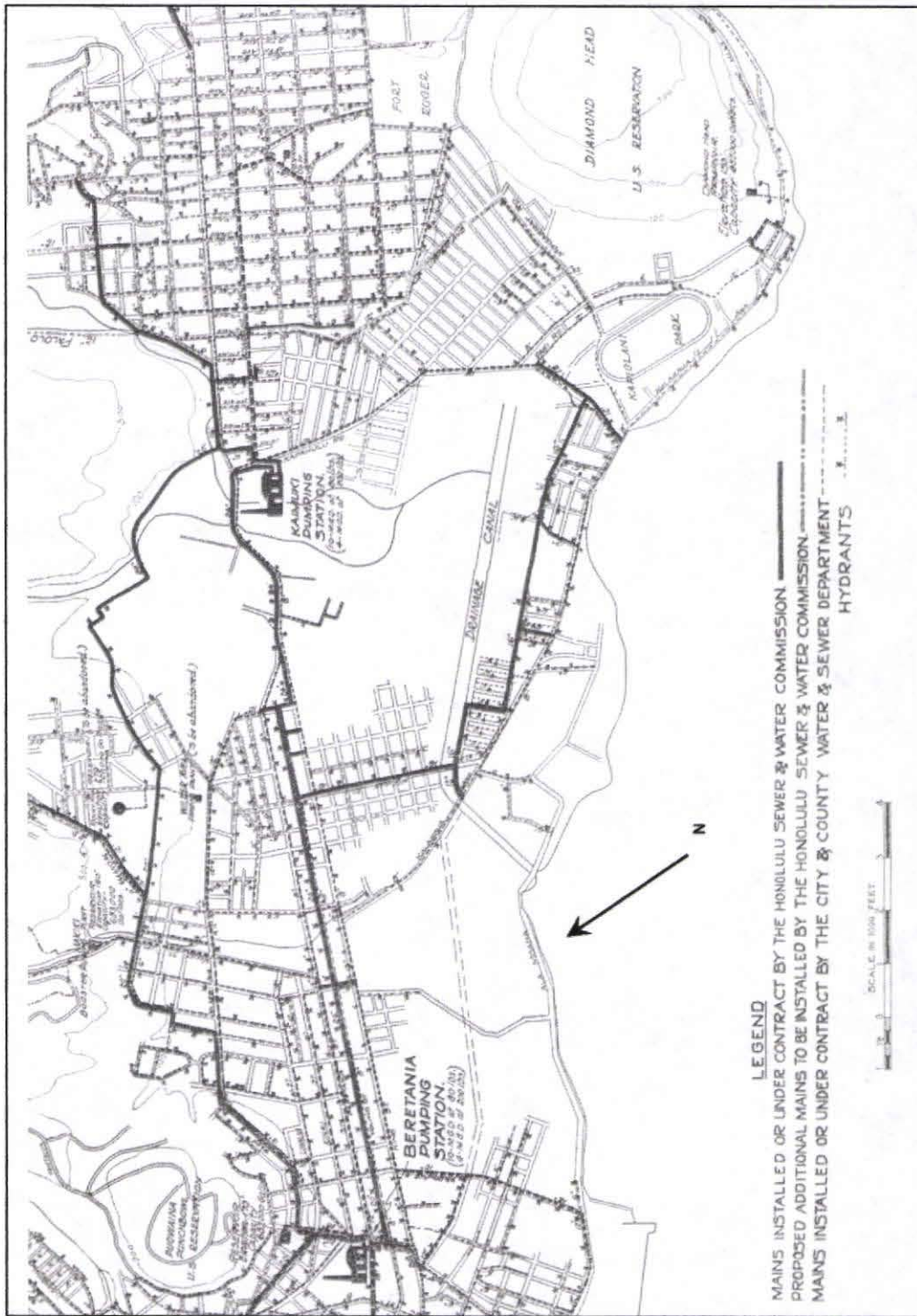


Figure 45: Near Waikiki water system, 1929

G. K. Larson, "Water Supply," in *Report of the Honolulu Sewer and Water Commission to the Legislature of the Territory of Hawai'i, Fifteenth Regular Session*, (Honolulu: Advertiser Print, 1929), Plate 5, between 60-61. (Map location Latitude 21.276 North, Longitude 157.826 West.)

A map of the Honolulu water supply system dated January 21, 1929, illustrated very uneven service levels in Honolulu. What it did show, however, were both installed mains and those under construction contract. Waikīkī's service from the three large municipal pumps, provided by the Honolulu Sewer and Water Commission, consisted of a 16 inch main down McCully Street, then Diamond Head along the Ala Wai, makai on Kuamo'o Street, Diamond Head along the Kūhiō Avenue alignment and ending at Kapahulu Avenue. The Commission also provided 12 inch lines between Kalākaua Avenue and McCully Street on Ala Wai Boulevard; Lewers Street between Kalākaua Avenue and Kūhiō Avenue; Ka'iulani Avenue between Kalākaua Avenue and Kūhiō Avenue; and Kapahulu Avenue between Kalākaua Avenue and Pākī Avenue. The City and County similarly provided a 12 inch main makai along Kapahulu from the Kaimukī pump; an eight inch main along the length of Kalākaua Avenue from South King Street to Poni MōT Road; six inch mains on Hobron Lane from Ala Moana Boulevard to 'Ena Road, 'Ena Road from Kalākaua Avenue to Ala Moana Boulevard, Lewers Street from Kalākaua Avenue to Kalia Road, Uluniu Avenue from Kalākaua to Kūhiō Avenue, along central alleyways from Pa'ū Street to Launiu Street, and a line mauka along Ka'iulani Avenue then 'Ewa approximately three blocks long following Ala Wai Boulevard. Also provided by the City in the Kapi'olani Park area were a 12 inch main along Pākī Avenue from the Diamond Head Terrace area to Kapahulu Avenue and a 12 inch line along Monsarrat Avenue from Fort Ruger to Kalākaua Avenue (around the mauka-'Ewa side of the Kapi'olani Park Racetrack).¹⁸

The semi-autonomous Board of Water Supply was established by Act 96 of the Territorial Legislature on April 27, 1929. Effective July 1, the Board was given complete authority over the municipal water system; empowered to issue and sell bonds; and fix

and adjust water rates to meet expenses.¹⁹ The Board took over actual management of the municipal Water Works on February 1, 1930.^{20, 21}

Work within the greater Waikīkī area in 1931 included additions to the low pressure arterial system in the area bounded by Kapahulu Road (Avenue), Pāhoa Avenue, Trousseau Street, and Monsarrat Avenue. (Included were 11,100 feet of 16 inch, 450 feet of 12 inch, 6,800 feet of eight inch, and 600 feet of 6 inch mains.)

In 1932, 1,200 feet of 8 inch and 415 feet of 6 inch water mains were added on Lewers Street and Kalia Roads in Waikīkī.²²

The Board of Water Supply undertook a survey of existing water mains during 1933-1934. The program of cutting waste, comprehensive development of resources and transmission systems, recovery of costs, and 100 percent metering resulted in a reduction of draft on artesian reserves and a rise in the artesian head. This would be very important in sustaining the increase in population due to the defense build up during the last pre-war and war years.²³

In 1935 the Board of Water Supply took advantage of financial assistance from the federal Public Works Administration and its own bond funds to begin construction of an underground pumping station in Kaimukī near 16th and Claudine Avenues (Wilhelmina Rise) and connecting it to the distribution system mauka of Kaimukī.²⁴ The project was completed in 1937 at a cost of \$106,359.80 for construction and \$11,985 for pumping equipment.

The Board of Water Supply in 1937 sold \$450,000 in bonds authorized by the Legislature and Congress. This money, added to Public Works Administration assistance, was applied to various projects throughout the city and improvements to the Waikīkī water system. On the peninsula, John Hansen was awarded in 1938 a \$153,292.07 contract to install 5.8 miles of cast iron water mains consisting of 19,500

feet of 12 inch main, 9,216 feet of 8 inch main, and 1,970 feet of 6 inch pipe. Included were 67 additional fire hydrants.²⁵ The work was finished in August of 1939.²⁶

Development of underground water sources in the North Hālawā Valley was begun on April 28, 1942, with a 42 inch main between North King Street and that source was completed on December 1, 1944. Additional transmission systems toward the Waikīkī area were completed through the McCully District on July 14, 1947.²⁷

During 1952 contractor Gilbert Kobatake completed work on a \$17,595 project to install 1,100 feet of 8 inch cast iron pipe along Beach Walk in Waikīkī.²⁸

February of 1953 was the completion date of a major cross town water main construction project along South Beretania, Isenberg, Date, Kapahulu, and Ho'olulu Streets. O'ahu Construction Company placed 1,187 feet of 42 inch main, 8,566 feet of 30 inch main, and 700 feet of 20 inch cast iron mains. In October of that same year contractor J. Tanaka installed 1,536 feet of six and eight inch cast iron mains along Hobron Lane from Ala Moana Boulevard to 'Ena Road as part of street improvements.

In 1954 Pacific Construction Company laid 16,400 feet of 12, 8, and 6 inch cast iron mains as part of the McCully Improvement District. American Contracting Company also placed 895 feet of 12 inch and 1,550 feet of eight inch cast iron mains along Mānoa and Waikīkī streets, including Nāhua, Walina, and Kānekapolei Places.²⁹

The American Contracting Company in May of 1956 finished installation of 4,045 feet of 16 inch, 202 feet of 12 inch, and 236 feet of 8 and 6 inch cast iron mains from the corner of McCully Street along Ala Wai Boulevard, to Kuamo'o Street, to Kūhiō Avenue, to Seaside Avenue.³⁰

During December 1957 J. Tanaka, Inc., completed work on 2,566 feet of 12 inch and 1,867 feet of 8 inch cast iron mains in Waikīkī along Kalaimoku and Lewers Streets and Seaside, Ke'alohilani, and Paoakalani Avenues.

The importance of constructing these extensive water transmission systems was well illustrated in the 1957-1958 Biennial Report of the Board of Water Supply. Data from the Report showed that the North Hālawā well was providing 34 percent of the total artesian draw being utilized in 1958.³¹

As of 1959 the bulk of the capital improvement projects destined to be undertaken by the Board of Water Supply were to accommodate the needs of new suburban areas.³²

5.3 SEWAGE SYSTEM

As is the fate of any port city, Honolulu has been at risk to introduced diseases such as cholera and typhoid. These diseases can be spread by water contaminated by human waste.³³

Cities have constructed sewage systems to remove and later also to remedy these threats to public health. Honolulu's efforts at sewage collection (and later treatment) reflect a cyclical series of investments predicated upon the incident of disease, public awareness, population density, population increase, technology, and the availability of funds.

Honolulu's initial sewage system was designed by Rudolph Hering of New York City, a noted Sanitary Engineer, who arrived in 1896.³⁴ In 1899 the firm of Vincent and Belser was awarded a contract to construct sewers within the area bounded by Honolulu Harbor, River, Beretania, Alapa'i, and South Streets; and Ala Moana Boulevard. (Also included was South King Street to Thomas Square and construction of a sewage reservoir.) In 1900 a second contract was signed with Vincent and Belser to expand service from Liliha to Artesian Streets.

By 1900 the Kewalo sewer outfall was complete, running 1300 feet offshore and constructed of 24 inch steel pipe.³⁵ However, work on the sewer system was

discontinued in 1901 after funds ran out. Furthermore, southerly winds continued to cast foul odors over Honolulu from overflowing cesspools and polluted ponds within the Kewalo District.³⁶

The Legislature of 1901 responded to this situation and passed Act 4 appropriating \$25,000 for sewers and a "ditch" in the Kewalo District. The project was completed in 1904.^{37, 38}

On March 20, 1911, a Sanitation Commission was appointed, which included a former Territorial Governor, a United States Public Health and Marine Hospital Service representative, the Director in Charge of Federal Leprosy Investigation Station in Hawai'i, a former Territorial Attorney General, a representative of the University of Hawai'i, and a licensed contractor. The Commission was to investigate all types of sanitation in Honolulu and make recommendations to prevent disease and improve conditions.³⁹

Act 138 and 139 of the Territorial Legislature of 1913 transferred the Territorial Water Works and Sewers Department to the City and County of Honolulu.⁴⁰ The transfer became effective June 30, 1914.⁴¹

By June of 1914 a Sanitary Census had been organized to monitor conditions and respond to problems quickly. The city was systematically divided into 9 districts and 720 subdistricts. Each subdistrict map contained information as to the number of dwellings, the purposes of each dwelling, the location of outhouses, piggeries, dairies, privies, streams, and roads. Periodic inspections were made, with no time between inspections longer than 21 days. Record books were carried by inspectors and violations recorded as warnings were issued.⁴²

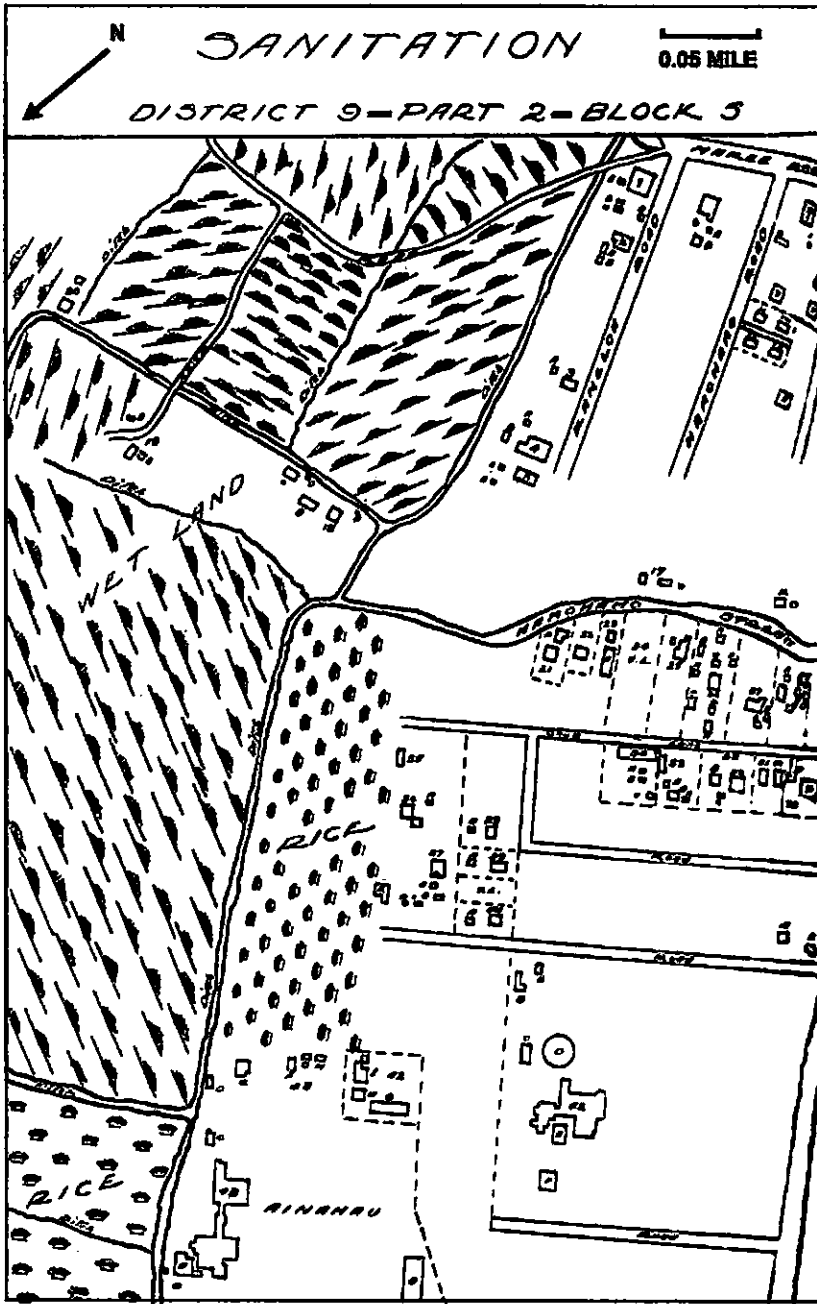


Figure 46: Page from city-wide Sanitary Census, showing 'Āinahau, 1914.

Included are structures, cisterns, cesspools, roads, etc.

Hawai'i (Territory), Board of Health, *Report of the President of the Board of Health of the Territory of Hawai'i for the Twelve Months Ended June 30, 1914*, (Honolulu: Hawaiian Gazette Company, 1915), 54. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The President of the Board of Health in 1915 stated that population growth in Pu'unui, 'Ālewa Heights, and Waikīkī made it necessary to construct new sewer lines there "as soon as practicable".⁴³

The President of the Board of Health in 1920 repeated the need for new sewers. He noted "gross contamination that is at present taking place in the Nu'uanu Stream. It is time that Honolulu cease using the stream as an open sewer". He expressed alarm, however, about proposals for a new outfall sewer proposed by the Public Works Department that he felt was too close to Waikīkī Beach.⁴⁴

Problems with the sewage system had reached the point that the public approved the issuance of bonds to finance sewers in Waikīkī and Kalihi.⁴⁵

Late in 1921 the 24 inch main sewer outfall was found to be broken in numerous places, discharging sewage inside the reef.⁴⁶ The pipe was replaced in 1923. The new pipe discharged raw sewage into 16 to 18 feet of water outside the reef.

In 1923 the Hawaiian Contracting Company was awarded the contract to build a Waikīkī sewage system.⁴⁷

In the latter half of 1923 and into 1924 the Board of Health received numerous complaints about overflowing cesspools in Pālolo, Kaimukī, and Waikīkī. Hawaiian Contracting Co. meanwhile, completed approximately 70 percent of the new Waikīkī Sewer System. Completion of the Waikīkī System was expected to alleviate problems at over five hundred cesspools.⁴⁸

By June of 1925 the Board of Health annual report stated that the Waikīkī sewer main work had been completed, and that as soon as alterations were finished at the Main Pumping Station to accommodate the additional load, the Waikīkī lines would be connected to the city system.

One problem area in Waikīkī remained, however. That section bounded by Kalia Road, Dewey Avenue, Ala Moana Road, and the beach remained without sewers because rights of way had not been granted to the government. The government planned to issue orders to the local trust companies in charge of these properties to construct the sewer laterals and connect them to the government sewer mains.

The Board recommended extension of sewage systems as a solution to increasing cesspool problems in Mānoa, the mauka-‘Ewa side of Kaimukī, and the makai side of King Street.⁴⁹

Act 150 of the 1925 Territorial Legislature created the Water and Sewer Commission.⁵⁰ The Commission set about administering relief projects proposed by the Hawai‘i Chapter of the American Association of Engineers.⁵¹

In 1926 work was undertaken on gravity systems to service upland areas of the city. One gravity system was to intersect numerous lines above it west from Pālolo Valley to the corner of Beretania and Kapi‘olani (Ward Avenue) Streets. The second gravity system was to begin at Houghtailing Road and School Streets and collect all sewage above, meeting the first gravity system at Beretania and Kapi‘olani/Ward. This system, as planned, then followed Ward Avenue makai, to discharge 3,600 feet from shore near the Kaka‘ako Incinerator site.⁵²

Act 40 of the 1927 Legislature appropriated an additional \$3,000,000 towards the expansion of sewer and water systems.^{53, 54}

In 1928 Territorial Board of Health noted the new gravity sewer outfall had been put into operation, partially relieving the lower elevation pumping system. The Waikīkī Sewer System was operating and being extended into reclaimed areas that were rapidly being developed. The elimination of cesspools in older Waikīkī, particularly the John ‘Ena Tract, was slowly being accomplished. However, the 1928 annual report stated

that "Waikīkī Beach will never be safe until the discharge of sewage into the ocean is eliminated".⁵⁶

In 1929 the Honolulu Sewer and Water Commission was abolished. Urban water supplies then came under the jurisdiction of the Honolulu Board of Water Supply. Rural water systems and all sewers were to be administered by the Honolulu Water Supply and Sewer Department. (In 1932 the Honolulu Water and Sewer Department was changed to the Bureau of Rural Water Supply and Sewers, and in 1940 was reorganized and divided into the Suburban Water System and the Division of Sewage).⁵⁶

City Ordinance 520, passed in 1930, provided for the cost of sewers in Improvement District 32 in the Robinson and McCully Tracts.⁵⁷

The McCully District, Kapahulu Pumping Station, and Ala Moana Park Pumping Stations were all completed or upgraded during 1932.⁵⁸

In 1933 the City Planning Commission approved a list of sewer improvements to be paid for using National Recovery Act grants and loans. Included were extension of the Mānoa-Kaimukī Interceptor Sewer, the West Kaimukī Interceptor Sewer, and the Date Street and Campbell Avenue Main Trunk Sewer, all located mauka of Waikīkī.⁵⁹

Water samples taken in 1936 by the Territorial Board of Health from the Ala Wai Canal, Ala Moana Park area, and Kewalo Basin found the water there to be unfit for swimming. Strong northwesterly winds brought material from the sewer outfalls toward Waikīkī and forced the Board of Health to close Waikīkī Beach. The President of the Board recommended detailed studies of water circulation near the beaches so as to better understand the threat that pollution posed to tourists and residents.⁶⁰

In 1937 the Bureau of Rural Water Supply and Sewers installed a ventilator at the Waikīkī Beach Walk Sewage Pumping Station after receiving complaints from nearby homeowners about noxious odors.⁶¹

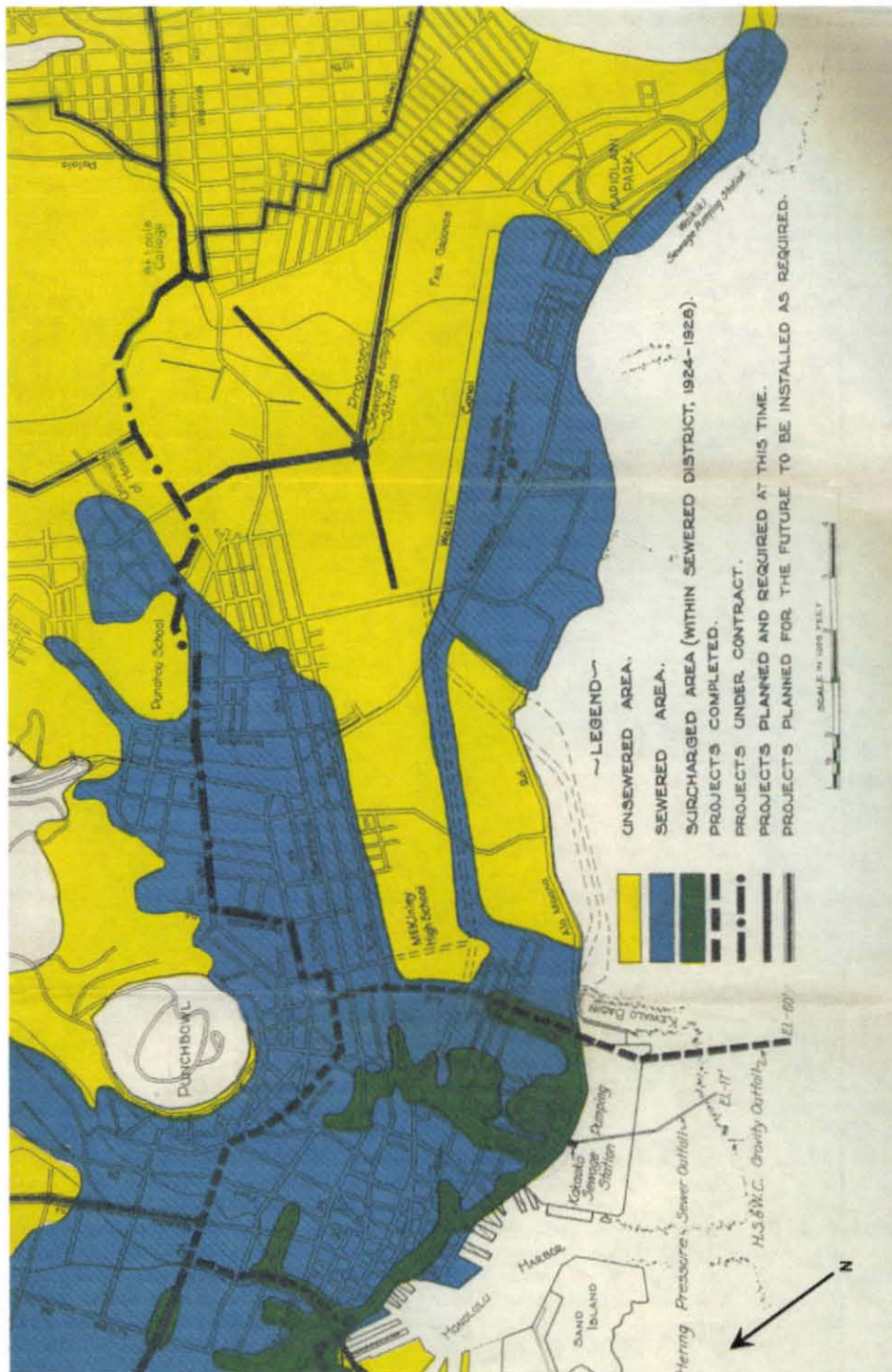


Figure 47: Near Waikiki sewer system, 1929

Robert Mowry, "Sewer Division", in *Report of the Honolulu Sewer and Water Commission to the Legislature of the Territory of Hawai'i, Fifteenth Regular Session*, (Honolulu: Advertiser Print, 1929), Plate 1, between 24-25. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The Director of the Territorial Bureau of Sanitation in 1938 complained that while the 1937 Territorial Legislature had provided \$1,750,000 towards extending the City's sewer system, no money had been spent. The City had not changed its policies, preferring to continue a 55 percent frontage tax for the financing of sewers rather than using general funds. As the system stood, homeowners were under no incentive to pay such a tax, thus increasing the number of cesspools, stalling the expansion of the sewer system, and leaving the \$1,750,000 idle.⁶²

In 1941 the municipal Public Works Department reported that the Ala Moana Sewage Pumping Station had been completely rebuilt the previous year. A study undertaken in March of 1941 to examine problems of the sewage system led to a contract awarded on October 17, 1941 for \$71,404.65 to contractors Walker and Moody for construction of a new Waikīkī Sewer Pressure Line.⁶³

The entry of the United States into World War II led to the suspension of most civilian projects because materials and labor were redirected to the war effort. Plans to replace the Public Baths Sewage Pumping Station equipment and lay a new Waikīkī Sewer Pressure Line were among the first affected. The City was forced to keep the original Public Baths unit running. Blackout regulations meant that a night time break in the old 12 inch Kūhiō Avenue sewer line had to be left unrepaired until morning.

The military government did, however, undertake some positive changes. Begun as General Order No. 122, issued July 1, 1942, a general cleanup of all refuse disposal facilities was undertaken. Harrison Eddy, a consulting Sanitary Engineer with the federal government, assisted the City in applying for federal money for two municipal incinerators. Eddy was also asked to assist with similar applications for water and sewer systems assistance.⁶⁴

By 1943 the City had been able to resurrect the 20 inch Waikīkī Sewer Pressure Line project from the Beach Walk Pumping Station to Kalākaua Avenue and Kapi'olani Boulevard and the replacement of the Public Baths Sewage Pumping Station. The City Administration appointed a Honolulu Sewerage Committee which conducted a study of the Honolulu system. (During the term of the study, the River Street Sewage Force Main broke six times). The Committee decided to seek an outside consultant and contacted the firm of Metcalf and Eddy to make recommendations for improvements.⁶⁵

Sewage system construction in 1944 included both the Public Baths and Kūhiō Avenue lines and a reconstruction of the Beach Walk Sewage Pumping Station. The City also placed a Kaimukī Interceptor Sewer on its "wish list for post war projects".⁶⁶

The Honolulu Sewerage Committee was presented, on December 31, 1944, with a capital improvement sewerage plan by Metcalf and Eddy, Engineers from Boston, Massachusetts.

Metcalf and Eddy expressed concern that the increasingly important tourist industry be protected. The report noted that during regular periods of trade wind weather, sewage solids from the existing Kewalo outfalls had not been found at Waikīkī Beach. However, during periods of lee (Kona) winds (especially westerly winds), waters off Waikīkī registered unacceptable levels of pollution. Unacceptable bacterial counts had also been documented at the Ala Wai Yacht Basin and Canal.

The report recommended a treatment plant using sedimentation and separation of sludge be located on Sand Island. An ocean outfall two thirds of a mile off Sand Island would discharge the effluent. The treatment plant, outfall sewer, relief sewers and force mains would cost an estimated \$15,517,000.

Immediate construction included trunk sewers in the Kaimukī, Date Street, and Kapahulu areas that frequently were experiencing difficulties with cesspools; Ala Moana

force main and new pumping station; Kūhiō Avenue relief sewer, Sand Island treatment plant; and outfall. The estimated cost over five years of work was \$9,403,000.

Second stage construction included other trunk sewer extensions and relief sewer work in Pālolo Valley and again in the Date Street-Kapahulu Avenue area. Costs over ten years were estimated at \$1,768,000.

Third stage construction consisted of other relief sewers and sewer extensions into new areas. Included was work in Mā'ili'i and an outlet force main from the treatment plant to outfall to manage the increased volume of waste. Estimated cost was \$4,346,000.

As a result of the *Metcalf and Eddy Report on Sewerage and Sewage Disposal*, the City:

- signed a contract with the consulting firm of Austin and Towill for surveys and preparations of plans and specifications for 21 sewage collection facilities;
- signed a contract with the consulting firm of Metcalf and Eddy for surveys and preparations of plans and specifications for six sewage disposal facilities;
- negotiated and reserved a site with the U.S. Army for the Sand Island sewage disposal plant; and
- approached the Territorial Legislature for financial assistance.

Meanwhile, work continued on both the Beach Walk and Public Baths Sewage Pumping Stations.⁶⁷

During 1946 city wide sewage collection surveys, plans, and specifications were undertaken and completed by consultants Austin and Towill; city wide sewage disposal surveys, plans, and specifications were undertaken by Metcalf and Eddy, consultants; and President Harry Truman issued an executive order approving a city sewage treatment plant on Sand Island.⁶⁸

Acts No. 68 and 69 of the 1947 Territorial Legislature authorized a sewer bond issue to finance \$6,500,000 in city wide sewer system upgrades and extensions as recommended by the two consulting firms.⁶⁹ The Beach Walk Pumping Station reconstruction and improvement was finished. Mauka of Waikīkī where the contamination of groundwater by cesspools had been the worst in the city, the Bingham and Wai'ālae-Kapahulu Extensions were also completed, and the Pālolo Relief Sewers placed under construction.⁷⁰

The Legislature in 1949 authorized an additional \$4,500,000 in bonds to continue construction of the Metcalf and Eddy sewer program.⁷¹ During this same year the Honolulu Board of Supervisors established Improvement District No. 67, Date-Kapahulu Sewerage District, to cover costs of improvements there.⁷²

In 1950 the City and County had the Ala Moana Force Main (including Sand Island), Sand Island Sewer Outfall, and the Date Street-Kapahulu Improvement District Sewers either under construction or completed.⁷³

The Honolulu Board of Supervisors in 1951 passed Ordinance 1222, Improvement District No. 73, to cover the costs of the Kaimukī-West Sewerage District.⁷⁴ The Supervisors also passed Ordinance 1237 as part of Improvement District 82 to cover the costs of the Date-Kapahulu Sewerage District II.⁷⁵

The Honolulu Board of Supervisors passed Ordinance 1311, Improvement District No. 83, to finance improvements within the McCully Tract.⁷⁶ Work underway in 1952 included the Kūhiō Avenue Relief Sewer, McCully Tract Improvement District; Ala Moana Pumping Station upgrade; Ala Moana Sewage Force Main (including Sand Island); and the Date Street-Kapahulu Improvement District Sewers.⁷⁷

In 1953 an additional \$2,000,000 in bonds was authorized by the Territorial Legislature.⁷⁸ The City Board of Supervisors passed Ordinance 1362, Improvement

District No. 103, providing for the costs for the Date-Kapahulu Sewerage District III.⁷⁸

Work in progress included the Kūhiō Avenue Relief Sewer; Ala Moana Pumping Station upgrade; East End Sewer; Date-Kapahulu Sewers; and sewer work within the McCully Tract Improvement District.⁸⁰

During 1954 the City had work underway at the Ala Moana Pumping Station and within the Date-Kapahulu Sewerage District.⁸¹ This work continued into 1955.⁸²

Five million dollars was authorized in 1957 by the Legislature for sewer construction.⁸³ However, the only sewer work shown in records from the municipal Public Works office for areas in or near Waikīkī is for "East End Relief, Ala Moana".

The Lewers Street Relief Sewer, Mānoa Trunk Sewer Extension, and the Date-Kapahulu Sewers were completed in 1958. Construction was underway on the Mānoa Trunk Relief Sewer and the University Avenue Extension Sewer.⁸⁴

The Division of Sewers of the municipal Department of Public Works annual reports for 1950 and 1958 noted the increased volumes of waste that the Beach Walk Sewage Pumping Station was moving out of the Waikīkī area.

Table 5.1. Growth By Gallons Pumped By The Beach Walk Sewage Pumping Station, 1945-1958

YEAR	MILLION GALLONS PUMPED PER ANNUM	MILLION GALLONS PUMPED PER DAY (AVERAGE)
1945	797.246	2.18
1950	806.175	2.21
1955	987.197	2.70
1958	1,174.220	3.22

Honolulu (City and County), Department of Public Works, Division of Sewers, *1950 Annual Report*, (Honolulu, 1951), 18; *1958 Annual Report*, (Honolulu, 1959), 11.

The municipal Department of Public Works noted in its 1959 report that the number of miles of sewers had increased from 371 miles in 1950 to 708 miles in 1959. Projects completed that year mauka of Waikīkī included the Mānoa Trunk Relief Sewer

and the University Avenue Extension. The Waikīkī Relief Sewer was underway at a cost of \$226,646.⁸⁵

The Honolulu Star-Bulletin on October 13, 1959, reported that the Planning Commission had approved \$184,000,000 as part of a 1960-1965 Capital Improvement Program. Included in the program was \$451,000 for Kaimukī West Section Sewers Section II to be constructed mauka of Waikīkī in 1964-65. The program was to be sent to the City Council and Mayor for final approval.⁸⁸

5.4 ANALYSIS OF WATER AND SEWER SYSTEMS

5.4.1 THE CHALLENGE: PROVIDING INFRASTRUCTURE SUPPORT FOR INTENSIFYING DEVELOPMENT IN A LOWLAND ENVIRONMENT

The initial impetus for the Waikīkī Improvement Project was the desire by the Territorial Board of Health to improve living conditions in order to prevent disease. At the end of the 19th century the Board had had some success in isolating disease carriers in the port of Honolulu, but had also experienced disaster in a fire that consumed a major district of Honolulu. The Board subsequently determined that population density and building construction were major factors facilitating the spread of disease and conflagration. It recommended dispersion of the town population and upgraded building codes. Included in this program were development and/or expansion of water and sewer systems.

5.4.2 PARTICIPANTS

Development of safe water and adequate sewer systems impacted all citizens of Honolulu for purposes of public health and safety. Costs initially limited development of both systems to those areas requiring the least investment in terms of numbers served and distance from source or disposal. Those in need of such services otherwise had to

provide their own catchment basins or cesspools until a line became available in their area.

Lack of available public funds and the willingness of those with means to pay for sewer installation led to gross injustices in the development of the sewer system. Mānoa Valley, for example, received such service early in the 20th century, while portions of the Nu'uuanu Stream traversing poorer sections of town remained an open sewer.

Later City sewer system development programs also found that personal economics would continue to frustrate the City's efforts to end cesspool dependence and link all residents to the sewer lines. Some homeowners preferred to remain dependent upon cesspools rather than pay the costs of hookup and maintenance of the new sewer lines. The City was thus forced to mandate such hookups.

5.4.3 VISIONING

The Territorial Board of Public Health's vision for urban dispersal differed from that of many land developers in two important ways. The Board's vision encompassed a broader section of families including those from the most crowded sections of the city. The Board also saw Infrastructure and strengthening of building codes as a means to improve and maintain public health rather than as marketing tools to entice families into the new developments.

Developers and real estate speculators, however, first focused on the segment of the population most able to afford land purchases and a commute to town. This led to ideas of Waikīkī as an upper class suburb with amenities designed to attract such clientele both locally and from abroad. Government officials and developers gradually changed their view of the market to focus on the middle class while still providing levels

of infrastructure including sewers, wide roads, and water. This was personified by ex-Governor and Waikīkī landowner Charles McCarthy, who came to advocate designing smaller lots and blocks to make the subdivisions more affordable.

Plans for smaller lots thus led to increased requirements for both water and sewer service.

5.4.4 PLANNING PROCESS

The Board of Health recommendation for population dispersal logically meant that those areas at the periphery of town would be urbanized. Unfortunately, on both the 'Ewa and Diamond Head sides of town the immediate areas consisted of lowlands and tidal flats. Private parties, realizing this, had begun to subdivide the more easily developed upland areas instead.

The development of the uplands and nature of the lowlands threatened to increase costs of lowland urbanization. Upland terracing could, for example, change drainage patterns below. Upland cesspools could degrade lowland wells. Lowland water and sewer lines, located at or near the water table, would be especially subject to corrosion and thus higher maintenance costs. Low lying areas also suffered from poor water and waste drainage.

The sheer size of the Waikīkī district, for example, encouraged large scale government planning to accommodate both population dispersal and growth. The special challenges of low lying area development encouraged government to include both upgraded water and sewer services as part of the overall development project. This may be one reason why plans such as Charles Dickey's curved street pattern were rejected in favor of a grid of straight streets.

5.4.5 IMPLEMENTATION

The first water system developed for urban use caught and distributed mountain runoff downhill to provide for commercial, domestic, and fire protection needs for those living in the congested town of Honolulu. This system was then extended into other watersheds such as Makiki and Mānoa Valleys. The development of artesian wells, which required less initial investment and could be more easily distributed across the landscape, greatly extended the areas and population that could be provided with potable water. Waikīkī was an early beneficiary of artesian wells with water drawn from Mō'ili'ili, at Queen Kapi'olani's home, and at Queen Lili'uokalani's home.

Rapid growth in the number of artesian wells resulted in a massive draw down of the artesian lens which threatened the supply for the entire city. To prevent this, the government instituted regulation of artesian wells. The government also promoted conservation of water by changing its permit system for water use rights from unlimited use to a metering system. Greater charges for greater use drastically curtailed wastage.

By constructing new sources or purchasing existing private facilities, the City eventually developed a municipal water system with major water pumping units at Kalihi, Beretania, and Kapahulu, storage facilities at Kaimukī and Diamond Head, and a redundant distribution system. This ensured both quality and quantity of supply.

Potable water supplies reached Waikīkī from both the 'Ewa and Diamond Head ends. Major water lines ran along both Kalākaua and Kūhiō Avenues.

New water sources such as Hālawā Valley and expanded transmission systems throughout the urban core in the 1950s assured adequate supplies for Waikīkī's postwar tourist boom.

Sewer system development also began as a service to the congested town area. The initial 1900 system required force pumps to push the material through flat areas and

then out to sea. The outfall itself soon proved a health threat along the shore as the pipe became quickly corroded and untreated sewage emptied inside the reef. Population growth both 'Ewa and Diamond Head of the original town site necessitated new miles of sewer lines and upgrades in force pumps along the coast. Subdivisions in the hills utilized a gravity system of lines focused on Ward Avenue. Sewer facilities were paid for using a system of Territorial construction grants and use of municipal Improvement District and Frontage Improvement programs. The City also changed its Improvement District program to facilitate installation of water and sewer service before, rather than after, initial subdivision construction.

The sewer system as built in the 1920s initially collected waste water through a system of pipes laid within utility corridors in the newer sections created as part of the Waikīkī Reclamation Project and under the surfaces of streets within the older subdivisions. The Waikīkī sewer system focused on the Waikīkī Sewer Pumping Station located off the makai side of Kūhiō Avenue near Kai'olu Avenue. Waikīkī's effluent was then sent through a coastal force main first to a pump located 'Ewa of the Atkinson Drive entrance to Ala Moana Park and then on to the ocean outfall.

Continued population expansion, coupled with numerous maintenance problems, encouraged the federal government to provide financial assistance to upgrade and extend the sewer system throughout Honolulu. Waikīkī benefited from this work throughout the late 1940s and 1950s through increased sewer capacity and removal of sewer outfalls to a location farther 'Ewa from Waikīkī Beach. Thus Waikīkī's infrastructure could accommodate the tourist boom of the 1950s.

5.4.6 DISTRICT EVOLUTION

The Waikīkī Reclamation Project and the Improvement District laws provided the volume of clean water and sewer service necessary to remove Waikīkī's dangerous dependence upon cesspools and provide for subdivision growth.

The fundamental design of water and sewer facilities in Waikīkī continued to follow the outline based upon the 1920 systems. Water users enjoyed the security of multiple sources accessed through redundant systems. Sewer users, however, continued to be dependent upon the force main system centered on the Waikīkī Sewage Pump Station and line to Ala Moana Park.

The one major change from the initial Waikīkī Reclamation Project design for water and sewer line installation that did occur was the abandonment of mid-block utility corridors in the newer districts by utility organizations that preferred to upgrade or replace lines under the wider city streets.

Waikīkī's water and sewer systems were continuously subjected to problems with corrosion and unstable soil. Repairs were historically made on a "need" basis and wholesale replacement of lines undertaken most often when market demand threatened to overwhelm existing facilities. Government did indeed upgrade line capacity in the 1950s, just in time to accommodate the wholesale growth of tourism on the peninsula that was underway later in that decade.

5.4.7 LESSONS FOR THE FUTURE

During recent years the City and State have seemingly been successful enough in the development of water and sewer systems in Honolulu that service is often taken for granted. However, history illustrates the danger of this attitude. Provision for

adequate supplies of clean water and satisfactory disposal of waste water necessitate continuous, rather than cyclical, investment of resources.

Clean water supplies require funding water source development, monitoring and control of the amount of water drawn, creation of an interlocking distribution system that limits disruption caused by water main breaks, a mobile potable water backup distribution system, and a scheduled maintenance program. Population increases, both horizontally and vertically, create new complexities as new sources and distribution capabilities are required that do not overtax any particular watershed.

Waste water disposal requires examination and monitoring of ground water contamination due to cesspool use; capital investment in sewage collection, treatment, and disposal; providing distance between outfall and beaches; scheduled maintenance; and provision for expansion.

Local history relates that water and sewer service improvements were repeatedly instituted under crises conditions. Water service has been impacted by droughts, earthquakes; conflagrations; the threat of disease; large numbers of illegal taps lowering water pressure; lack of conservation incentives; and poor maintenance. The sewer system was subjected to oversubscription; disposal issues; outmoded equipment, and maintenance problems. Municipal resources were so meager and conditions so bad that the Territorial government on several occasions felt it necessary to either build or administer such services. The federal government also made large financial contributions to the sewer system beginning in the 1930s.

The City's historic preference to couple most sewer system extensions through the use of the improvement statutes rather than relying on general funds was also often criticized as slowing the growth and use of the sewer system in established neighborhoods.

The practice of postponing capital improvements until a crisis developed led to an unfortunate cycle wherein a large number of aging facilities needed replacement at the same time. This resulted in both fiscal strains upon the municipal budget and multiple traffic impediments being erected across the city. Indeed, the downside of cyclical sewer system investment was experienced by the City's Hanneman Administration after the Kai'olu Street break in 2006.

The problems of cyclical investment can only be aggravated by increases in population and building density. Increased population and building density further raise the need for both redundancy in service systems and proactive maintenance. While the City did undertake redundancy for the water system within the urban core in the 1940s and 1950s, it has not accomplished the same with the sewer system. This is indeed an important issue. After all, potable water can be brought by vehicles if necessary into a high density district, but lack of sewer service (or worse, a spill) can make an area temporarily uninhabitable. This scenario is unacceptable in any urban district, and much more so in an area seeking to attract large numbers of tourists.

CHAPTER 6: LAND USE

6.1 INTRODUCTION

Land use is a function of natural resources, access, market demand, available utilities, investment, and government authorization. Previous chapters discussed many of these elements. This chapter will focus on zoning, zoning variances, density, and land utilization.

The idea of separating urban functions began in the 19th century over issues of health. San Francisco, for example, in 1867 prohibited slaughterhouses, hog storage, and hide curing within certain sections of that city. In 1895 the courts in Los Angeles upheld laws based not just on specific land uses but the relationship between uses.¹ In 1916 such laws were combined by New York City into a comprehensive Zoning Resolution that specified land use, building placement, and building height. In January of 1926 the Supreme Court of the United States upheld the policy of comprehensive zoning in the Village of Euclid, Ohio vs Ambler Realty Company.²

6.2 CREATING AN URBAN LANDSCAPE

6.2.1 LAND USE 1900-1919

Similar to the mainland, the predecessors of zoning in Honolulu were public health and safety measures that included elements of what would later become separate health, building, and zoning codes. These involved on site examinations, surveys, and eventually comprehensive mapping.

- City Ordinance 4 (February 9, 1909) prohibited tenements.
- City Ordinance 6 (August 4, 1909) detailed the appointment of a Plumbing Inspector, description of the powers and duties of the office, building plumbing and drainage rules, and penalties for violations.

- **City Ordinance 8 (August 4, 1909) described the appointment of Sanitary Inspectors and their duties.**
- **City Ordinance 18 (March 24, 1910) established Fire Limits for the City and County of Honolulu and regulated the erection and alteration of structures within them.³**

Private organizations were also involved. In 1914 the first Sanborn Map Company Insurance Map was produced for the central portion of the city of Honolulu. These maps, by a private New York based firm, provided local insurance companies with detailed information about structures throughout the city, including their construction, height, location, and use for determining property insurance rates to be offered to the general public.⁴

By June of 1914 the Territorial Board of Health had organized a Sanitary Census that mapped structures and their use in order to monitor conditions and respond to problems quickly. The city was systematically divided into nine districts and 720 subdistricts. Each subdistrict map contained information as to the number of dwellings, the purposes of each dwelling, the location of outhouses, piggeries, dairies, privies, streams, and roads. Periodic inspections were made, with no time between inspections longer than 21 days. Record books were carried by inspectors and violations recorded as warnings were issued.⁵

On July 17, 1915, the City and County of Honolulu followed the example of many other municipalities within the United States by establishing an official planning organization. City Ordinance 90 established the City Planning Commission as a group of advisors to the Board of Supervisors.⁶

Territorial Act 212, effective May 2, 1917, confirmed the right of the City Board of Supervisors to limit and regulate the construction and repair of wooden and inflammable

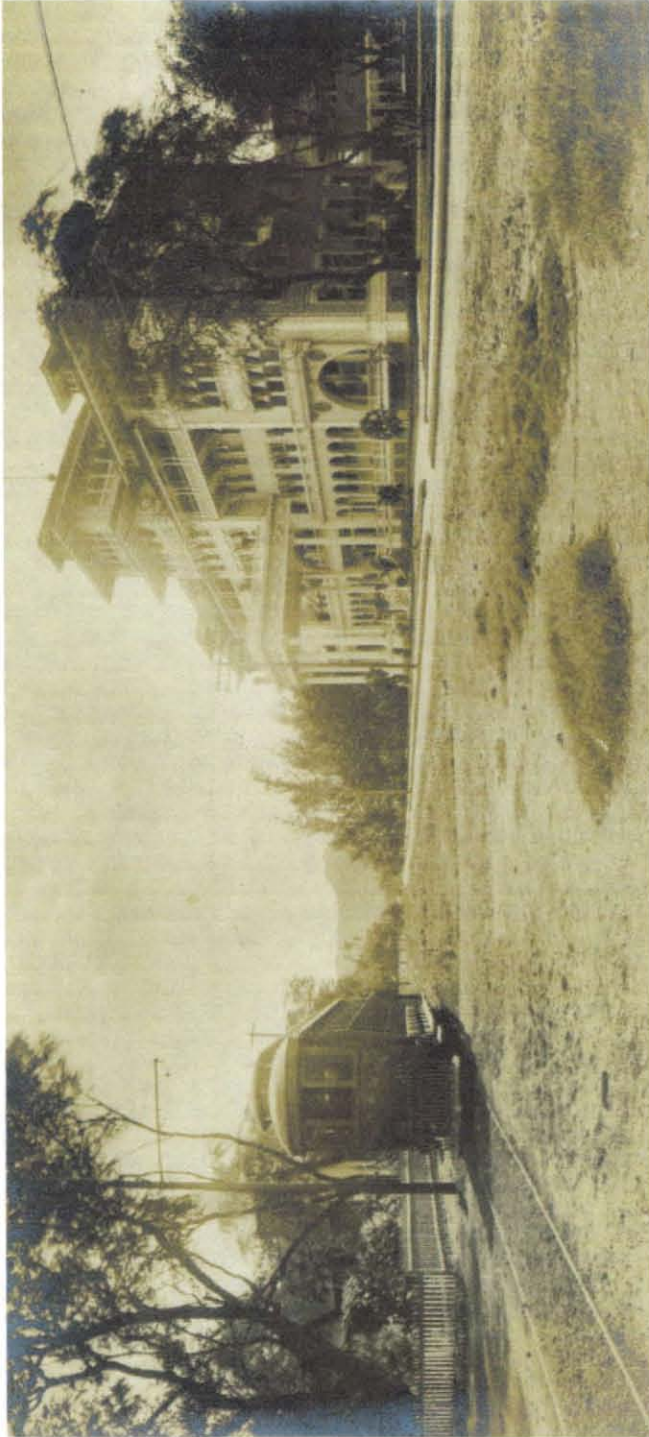


Figure 48: Waikiki Church and School (on left) face the new Moana Hotel (on right), post 1901

Image No. SP_73255. Bishop Museum Archives.

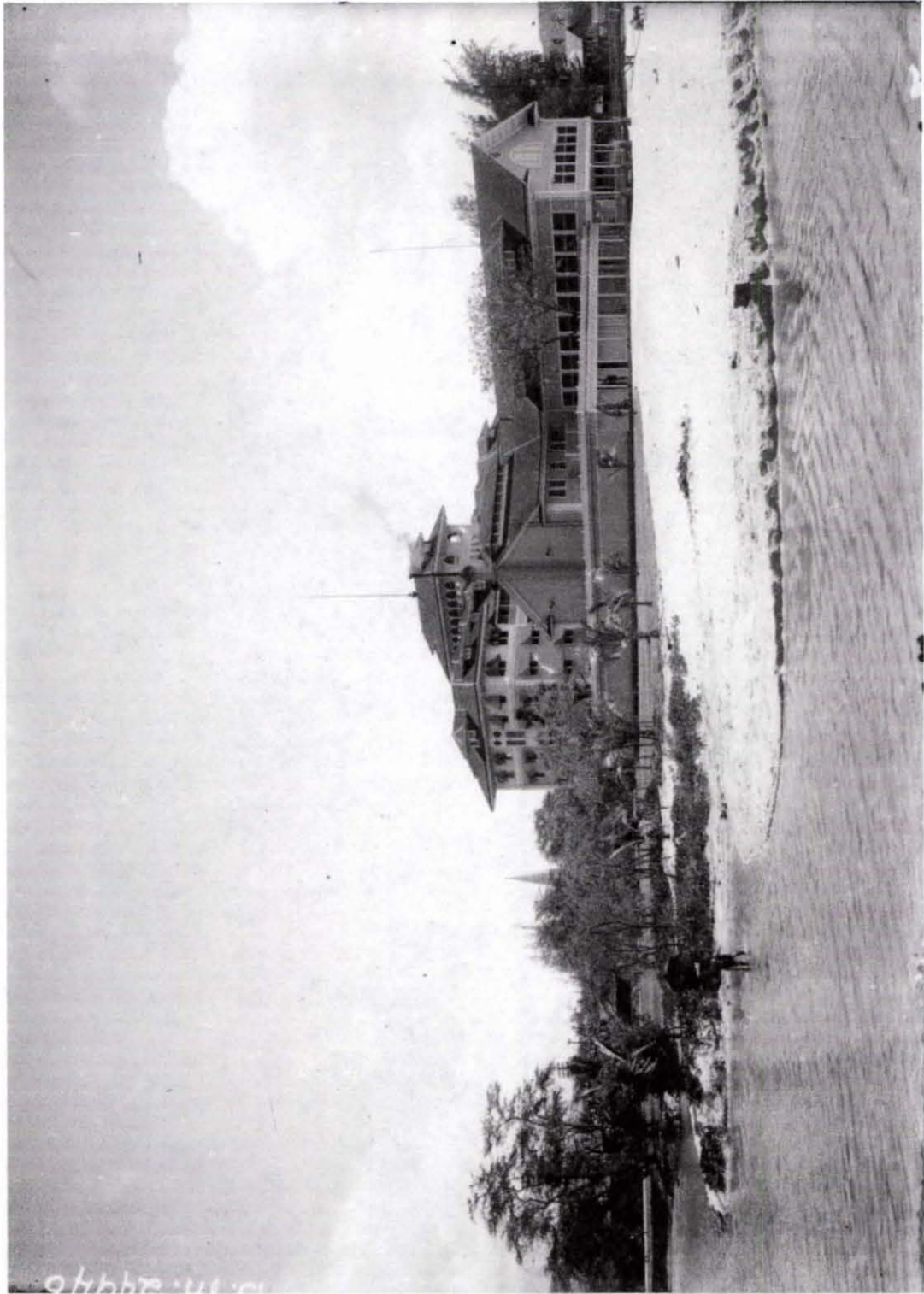


Figure 49: Moana Hotel and spire of Waikīkī Church in left distance, circa 1901-1916.

L. E. Edgeworth, Image No. SP_24940, Bishop Museum Archives.

Honolulu, March 2nd, 1916.

We, the undersigned members of the Board of Trustees of Kawaiahao Church (incorporated), after a meeting of said Board specially convened to consider such business, for the considerations hereinafter set forth, hereby consent to sell and convey to the Territorial Hotel Company, Limited, an Hawaiian corporation, all of the land, and appurtenances, at Waikiki in the District of Kona, Island of Oahu, described in Land Patent Grant No. 6168, containing an area of 22,044 square feet, and being the same premises heretofore used as a church site:

The consideration for this conveyance to be Seven Thousand Seven Hundred Fifteen and 40/100 Dollars (\$7,715.40), and upon condition that the Kawaiahao Church reserve the right to occupy the premises for the services of the church for a period not to exceed September 30, 1916; and that the Kawaiahao Church will remove all remains and coffins buried in the churchyard (so far as practicable) and re-inter them in some cemetery or cemeteries in the District of Honolulu within such period, the cost of such removal and re-interment, together with all necessary expenses connected with the transfer of the property, to be borne by the Territorial Hotel Company, Limited.

M. O. Smith
John H. Kawandula
Jas. H. S. Kales
Jos. Brodie
Peter Pascal
Edward N. Woodward
Edward N. Lilikalanui

Figure 50: Sale agreement, relocating historic Waikīkī Church and cemetery away from Kalākaua Avenue, 1916

Waikīkī Church, Waikīkī Property Correspondence 1915-1942, Kawaiaha'o Church Archives

buildings within designated areas. The Supervisors were given the authorization to extend such zones as the city grew.⁷

The City Engineer's Department first began regularly providing the Planning Commission with detailed, comprehensive maps of Honolulu on September 3, 1919, supplementing the data available from the private Sanborn Map Company.⁸

City Ordinance 175, effective December 29, 1919, split the City into two Districts.

- A Fire and Industrial District that covered the area approximately from the ocean to Ward Avenue, then by King, Alapa'i, Beretania, Vineyard, Liliha, and then again to the waterfront.
- The remainder of the city constituted the second District.

Outside the Fire and Industrial District of the city no building could be used as a store, public garage, tenement house, factory, theater, dairy, or laundry without the consent of all property owners within a radius of 500 feet. Existing businesses could remain in their structures, provided that any building repairs not total more than 50 percent of the assessed value of the structure. Should such repairs exceed 50 percent of the structure value, the business owner would be required to obtain the approval of adjacent property owners for construction of a new building. The City reserved the right to condemn unsafe structures and approve new building plans before issuing any building permit. The new Ordinance thus had the effect of regulating the physical growth of business districts.⁹

6.2.2 LAND USE 1920-1924

The City Planning Commission, during a meeting held on February 3, 1921, discussed elements of a draft zoning code. The conversation centered on whether hotels and apartments should be able to be built in residential areas without securing

signatures from 60 percent of nearby property owners. Waikīkī was seen by some members as a natural area for apartment living, while Chairman James McInerney felt that existing apartments in Waikīkī had depreciated property values there. Concern was expressed by members of the Commission that allowing apartments should not lead to erection of tenements and that the width of streets in the Royal Grove (originally single-family) subdivision in Waikīkī was already unsatisfactory.¹⁰

Further discussions held by the City Planning Commission on February 10, 1921, led to proposals that hotel and apartment districts be created in both Waikīkī and Makiki. The Waikīkī district would be bounded by the makai-Diamond Head corner of Fort DeRussy; Kalia Road; Lewers Street; 500 feet mauka of Kalākaua Avenue; Kapi'olani Park; the ocean; and back to the point of origin.¹¹

On September 14, 1921, the Aloha Amusement Park was opened on land located in the block bordered by Kalākaua Avenue, John 'Ena Road and Fort DeRussy.¹² The park was financially backed by prominent local businessmen but bitterly opposed by many area residents. It was the first major man-made attraction in Waikīkī, eclipsing a previous water slide and other beach related activities, and refocused potential commercial activities away from the Moana Hotel area.

City Ordinance 207, dated April 7, 1922, established the first true zoning districts.

- Fire District No. 1 encompassed the Central Business District, commencing approximately from the waterfront to Punchbowl Street, then Beretania Street, River Street and back to the waterfront.
- Fire District No. 2 occupied those areas immediately adjacent to Fire District No. 1, including the 'Ewa end of today's Kaka'ako District, the Vineyard area, part of Liliha, and lower Kapālama.

- **Industrial District No. 1 covered much of the area mauka and 'Ewa of Fire District No. 2. This included part of the waterfront, Kapālama and lower Kalihi to Fort Shafter, and those areas mostly makai of the then existing O'ahu Railway and Land Company's original rail line back to Fire District No. 2.**
- **Industrial District No. 2 covered today's Kaka'ako from the boundary of Fire District No. 2 to Kamake'e Street to the waterfront.**
- **Residential Districts included all parts of the City not included in the Fire and Industrial Districts.**
- **Business Districts were designated parts of the "Residential District" where sixty or more percent of property owners/lessees within a 500 foot radius were using the premises for purposes other than as a residence.**
- **Two Hotel and Apartment Districts were created, one in Waikīkī, and the other in Makiki. Hotel and Apartment Zone A, in Waikīkī, was bounded by the Diamond Head side of Fort DeRussy from the ocean to Kalia Road, Kalia Road to Lewers Street, Lewers Street to 500 feet mauka of Kalākaua Avenue, parallel to Kalākaua Avenue as far as Kapi'olani Park's 'Ewa boundary, following the Park boundary to the ocean, and back to the point of origination.**

Provisions in the Ordinance included:

- **allowable building uses;**
- **fireproofing;**
- **maximum lot coverage for access to light and air;**
- **maximum height (75 feet); and**
- **access requirements.**

Penalties for violating the Ordinance included imprisonment for one year and a \$1,000 fine.¹³

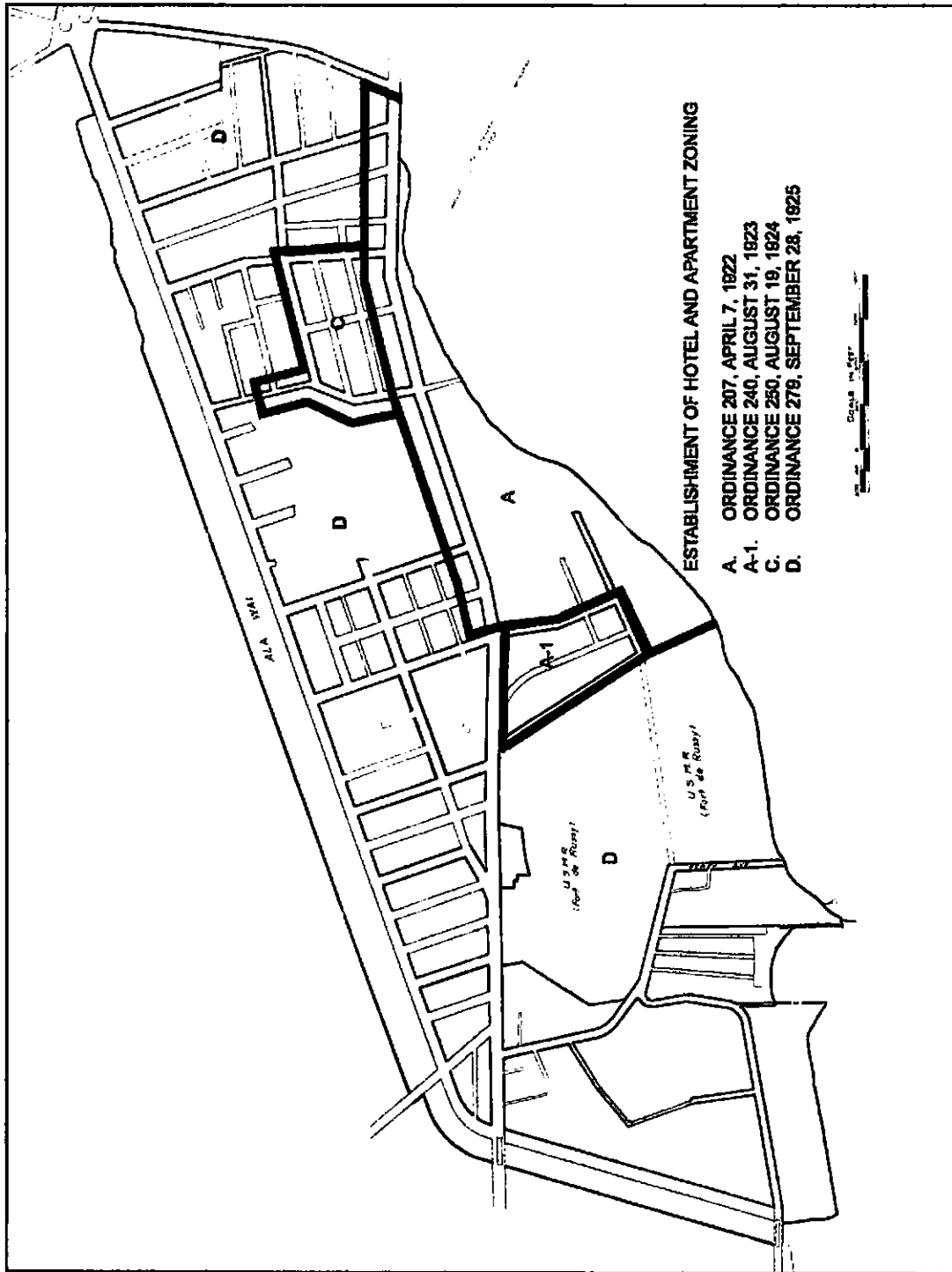


Figure 51: Growth In Hotel and Apartment zoning In Walkiki, 1922-1925

Adapted from Hawai'i (Territory), Tax Map Bureau, *Territory of Hawai'i, First Tax Division, City and County of Honolulu*, Map 2-6, (Honolulu: No date). (Map location Latitude 21.276 North, Longitude 157.826 West.)

City Ordinance 237, dated June 21, 1923, set apart Business from Residential Districts. It increased the percentage of nearby landowners/lessees required to consent to such a change from 60 percent to 75 percent.¹⁴

City Ordinance 240, effective August 31, 1923, established Hotel and Apartment Zoning for the two blocks bounded by Kalia Road, Saratoga Road, Kalākaua Avenue, and Lewers Street.¹⁵

City Ordinance 249, approved August 19, 1924, provided for an increase of two members for the City Planning Commission. These two positions were to be occupied by a practicing engineer and a practicing architect.¹⁶

City Ordinance 250, also approved August 19, 1924, established Hotel and Apartment Zone C, covering much of the Royal Grove and 'Āinahau Subdivisions—those lots facing either Koa or Prince Edward Streets, and portions of Ka'iulani, Lili'uokalani, and Kūhiō Avenues, and Cleghorn Street.¹⁷

6.2.3 LAND USE 1925-1929

On March 12, 1925, the Commission voiced no opposition to a legal move by Mānoa residents asking the Territorial Legislature to grant the City and County Board of Supervisors "restrictive district" zoning powers further limiting activities in residential areas. The Commission viewed this as indirect support for its zoning program.¹⁸ (This Mānoa legal move paralleled efforts by upper class mainland subdivisions to restrict housing within their neighborhoods.)

On July 30, 1925, a proposal from the Board of Supervisors was presented to the City Planning Commission to create a hotel and apartment district for the remainder of the Waikī peninsula not already in that classification. The proposal met with opposition from the Commission on several counts:

- the Commission felt that lands bordering Ala Wai Boulevard should be excluded from hotel and apartment zoning;
- if not, lands along Ala Wai Boulevard should be protected by an ordinance to ensure uniform building character (including height, design, and setbacks) on property facing the canal; and
- properties bordering the waterfront, makai of Kapi'olani Park and Kalākaua Avenues, should be excluded from such hotel and apartment zoning and instead purchased for public park space.¹⁹

On September 3, 1925, the City Planning Commission discussed a policy change such that the creation of any new business district in the city should automatically make such area a Second Class Fire District. A Second Class Fire District entailed that buildings therein be constructed "with walls of masonry or concrete supports of adjacent floor loads, with interior floors supported by studded partitions or by columns and girders, with the roof or roofs constructed of incombustible material".^{20, 21}

The majority of the City Planning Commission, during the September 3, 1925 meeting, expressed dismay that the Board of Supervisors was contemplating increasing the allowable building height from 75 feet to 150 feet. (The Board was considering this in order to accommodate a new Royal Hawaiian Hotel up to twelve stories in height.) The Commission was "loathe to see sky scrapers come to Honolulu, protesting that they are not consistent with the typical Hawaiian beauty we are all anxious to conserve, and offer no distinctive feature".²²

City Ordinance 279, effective September 28, 1925, established Hotel and Apartment Zone D covering those areas not already part of Hotel and Apartment Zones A and C. This included the bulk of the Ala Moana and Ala Wai areas, and the eastern and western stretches of Kūhiō Avenue.²³

In 1926 the Heen Estate purchased the Cressaty, Hummel, and Pierpoint properties near Ala Moana Boulevard for \$385,000. The Estate undertook renovation and apartment construction to create the Niumalu Hotel.²⁴

The City Planning Commission was notified on April 22, 1926, that the Building Inspector had received the required number of signatures to create a business zone in Waikīkī. The area in question was along Kalākaua Avenue from Ala Wai Boulevard to Fort DeRussy near the Amusement Park. The petition had been widely protested, particularly by the Waikīkī Improvement Club. The Commission recommended to the City Board of Supervisors that, should the Board agree to such a change, an ordinance be drawn up to have such new business districts be designated as Fire Districts, and that a common building line be created for new structures along the property line for visual consistency.²⁵

The City Board of Supervisors notified the City Planning Commission on May 6, 1926, that the Board had declined the Commission's recommendation designating all new Business Districts as Fire Districts. The Board reasoned that such action was "discriminatory".²⁶

On May 27, 1926, representatives of Realty Associates, a large landowner along Kalākaua Avenue, approached the Commission with a proposal to develop a Business District along the mauka side of that street between McCully Street and the Moana Hotel. The project would include building setbacks of 10 feet from the sidewalk or 22 feet from the curb, lawn and other shrubbery, and a provision that all business buildings be constructed of stucco or concrete. If this suggestion was not followed, Realty Associates would sell off the property to individuals, probably sacrificing uniformity of appearance and setback. The Commission preferred that the area remain residential but felt that commercialization of the property was inevitable.²⁷

On June 3, 1926, the City Planning Commission approved and sent on to the Board of Supervisors a plan to create a Business District between Kalākaua and Kūhiō Avenues with the stipulation that a perpetual building setback of 10 feet from the property line be established.²⁸

The City Planning Commission on July 29, 1926, debated possible changes to the Business District Ordinance. While it was agreed that the existing method wherein property owners could petition for rezoning should continue, the Commission felt that final action should be through legislation by the Board of Supervisors, rather than action by the Office of the Building Inspector. The Commission made this recommendation to the Board of Supervisors and also reiterated to the Board its earlier suggestion that new Business Districts encompass second class construction or higher.²⁹

The City Planning Commission considered a new draft Business District Ordinance during a meeting held October 28, 1926. Provisions of the draft included:

- consent of 75 percent of landowners within a radius of 400 feet;
- Business Zones, which might be any size, could cover one lot or many lots; and
- second class construction would be required, as all such buildings would be commercial in nature.³⁰

City Ordinance 313, effective December 13, 1926, replaced sections of law applying to the creation of Business Districts. The Deputy City and County Attorney had declared the previous ordinance void because it illegally authorized delegation of power by the Board of Supervisors. The order of procedure to create business districts was changed.

- A petition signed by 75 percent or more of landowners within a radius of 400 feet from the center of the proposed district would be submitted, no longer to the City

Building Inspector, but rather to the City Planning Commission. (The proposed District could be any size.)

- Public hearings then would be held by the Commission to gather information as to the desirability, need, and compatibility of the proposed District within both its immediate environment and the overall development of the city.
- The Commission would then accept or reject the proposal and send their recommendation to the City Board of Supervisors.
- The Board would then take final action.^{31, 32}

The City Planning Commission noted during 1927 the large number of applications being made for new business districts outside the central business district. The Commission in its annual report expressed concern that developers were seeking business zoning in outlying districts as a means of inflating land values for resale, having the effect of creating more business zoned land than there existed demand for, and resulting in unused business zoned land in the old business area. The City had to defend itself in court in a test case against the Bailey Groceteria challenge to the Board of Supervisors and Planning Commission over a refusal to grant a petition for such zoning in Kaimukī.³³

Also during 1927 the Sanborn Map Company, for the first time, produced fire insurance maps covering the Diamond Head side of Honolulu, including Waikīkī.³⁴

On February 1, 1927, the second Royal Hawaiian Hotel (popularly known as the "Pink Palace") opened. Noticing the increase in travel world wide after World War I, Matson Navigation Company officials decided to undertake a "grand scheme" that would make Hawai'i an important luxury tourist destination. This involved construction of a first class luxury liner (the "Malolo") and a first class hotel on the beach at Waikīkī. Inexperienced in hotel operations, Matson bought into the Territorial Hotel Company,

which already owned the Moana, Seaside, and Alexander Young Hotels. The \$3,500,000 Royal Hawaiian was designed by a nationally known architectural firm (Warren and Wetmore), built by a local contractor (Ralph Woolley), featured the work of a famous landscape architect (R. T. Stevens), and created its own golf course (the Royal Hawaiian, now known as Wai'alaē).³⁶

The City Planning Commission on February 10, 1927, received formal application for a Business District in Waikīkī submitted by Realty Associates, Guardian Trust Company, and Bishop Trust Company—owners of the entire area. A public hearing was scheduled and Engineer Charles Welsh asked to interview the landowners concerning their stated intention to establish a ten foot setback line along Kalākaua Avenue and deed such to the City and County.³⁸

On March 3, 1927, the City Planning Commission received a guarantee from Realty Associates, Guardian Trust Company, and Bishop Trust Company that a ten foot setback line would be established along Kalākaua Avenue and that all buildings built on that street would be designed by professional architects with plans approved by the present landowner/developers for visual consistency. The Commission had set this as a condition for creating a Business Zone for the companies' properties on Kalākaua Avenue.³⁷

The public found itself in three different camps during a March 10, 1927 public hearing held on the first rezoning of residential land in Waikīkī to business:

- those who opposed the rezoning;
- landowners mauka of Kalākaua who had submitted the petition; and
- landowners from the makai side of Kalākaua who expressed concern that any later petition on their behalf would be opposed by the mauka landowners who would benefit from the zoning as submitted.

After initial hesitation, Eaton Magoon, owner of land on the makai side of Kalākaua agreed to a ten foot setback plan for his property.

The Commission subsequently decided to submit to the Board of Supervisors a proposed Business District ordinance focused on the mauka properties but with the understanding that once the mauka area was established, the Commission would consider adding the makai portion to the Business District.³⁸

As expected, a petition was received on March 31, 1927, from landowners on the makai side of Kalākaua Avenue, asking that their properties be added to the upcoming Business District on the mauka side of the street.³⁹

City Ordinance 340, effective April 21, 1927, established the first Business District in Waikīkī. This Business District extended along the mauka side of Kalākaua Avenue between Ala Wai Boulevard and Kalaimoku Street. Included were the whole Kalākaua Avenue-Ala Wai Boulevard-McCully Street block, a one block extension at the Kūhiō Avenue-Kalākaua Avenue intersection, and then an average one lot depth along Kalākaua Avenue to Kalaimoku Street.⁴⁰

On the same day that City Ordinance 340 became law, the City Planning Commission was notified that the ten foot building setback had been formally accepted by the City and recorded. The Commission then forwarded to the Board of Supervisors their recommendation that the same setback be part of any rezoning action for properties makai of Kalākaua Avenue.⁴¹

City Planning Commission President James McInerny on June 23, 1927, expressed regret that Hotel and Apartment zoning existed on the makai side of Kalākaua Avenue at the entrance to Kapi'olani Park.⁴²

The City Planning Commission voted August 11, 1927, to add four more lots to Business District No. 39 along the makai side of Kūhiō Avenue between Kalaimoku and

'Olohana Streets 'Ewa of the Kalākaua Acres subdivision.⁴³ The Board of Supervisors subsequently confirmed the Commission's action by passing City Ordinance 371, dated August 24, 1927, adding the 19,000 square feet to the Business Zone.⁴⁴

City Ordinance 374, effective August 30, 1927, created a Business Zone along the makai side of Kalākaua Avenue between Ala Wai Boulevard and Fort DeRussy.⁴⁵

During 1928 Clifford Kimball purchased the hotel, Grey's By the Sea, for \$150,000.⁴⁶

City Ordinance 413, dated March 21, 1928, established Business Zoning for depths of 110 feet along Kalākaua Avenue. On the mauka side, this extended between Kalaimoku Street and Makee Road. On the makai side, this extended from Saratoga Road to Lewers Street.⁴⁷

City Ordinance 475, effective April 6, 1929, created Hotel and Apartment Zone E on a triangular shaped piece of beachfront property opposite Kapi'olani Park, approximately from Monsarrat Avenue to the Queen's Surf site.⁴⁸

The City Planning Commission, meeting on July 11, 1929, denied a petition from businesses along Kalākaua, between Lewers Street and Seaside Avenue, to extend such zoning mauka. Residential property owners further above Kalākaua had objected, and the Commission agreed with the residents that extending business zoning would encourage commercialization of the whole district.⁴⁹

6.2.4 LAND USE 1930-1939

During 1930 Clifford Kimball spent \$250,000 to purchase the Halekūlani Hotel.⁵⁰

The City Planning Commission on March 27, 1930, recommended a change of zoning from Hotel and Apartment to Business for the 'Ewa side of 'Ena Road between Hobron and Kalākaua Avenue for a depth of 100 feet. The Commission noted that the

area had been functioning as a business area since before the passage of the Zoning Ordinance.⁵¹

City Ordinance 509, dated April 18, 1930, created Business District No. 32 along the 'Ewa side of John 'Ena Road mauka of Hobron Lane.⁵²

On July 10, 1930, the City Planning Commission heard a presentation by Edward Bassett, past President of the National Conference on City Planning, and special counsel for the City of New York's comprehensive Regional Plan. Emphasis was on basic laws and enabling legislation for city planning and zoning functions.⁵³

The City Planning Commission, after a meeting held September 11, 1930, recommended the addition of a single lot of the Kalākaua Acres Tract to the Business Zone at the corner of Nāmāhana Street and Kūhiō Avenue.⁵⁴ City Ordinance 525, dated October 7, 1930, added that property to Business Zone No. 34.⁵⁵

On June 18, 1931, the City Planning Commission was petitioned by the Territorial Hotel Company, owner of the Moana and Royal Hawaiian Hotels, for Business Zone designation for its properties on the makai side of Kalākaua Avenue from Lewers Street to near Ka'iulani Avenue. Included within the petition was the fact that the area was becoming commercialized (some nearby residential structures were in fact being used as shops) and a claim it was unfair that properties across the street from the hotels did have business zoning. The Commission noted that the Territorial Hotel Company had at one time requested not to be included in the Business Zone. The Commission then approved the petition and sent it to the Board of Supervisors.

During the same meeting the City Planning Commission also approved a petition to increase Business Zoning in the Kalākaua Acres subdivision to accommodate the growing Lau Yee Chai Chop Suey Restaurant on Kūhiō Avenue. This involved lots 57 and 61, Tax Map Key 2-16-15, between Kuamo'o and Nāmāhana Streets.⁵⁶

City Ordinance 545, dated July 2, 1931, created Business Zone 36 along the makai side of Kalākaua Avenue between Lewers Street and Ka'lulani Avenue.⁵⁷

City Ordinance 546, effective July 8, 1931, created a two lot Business Zone 37 in the block between Kuamo'o and Nāmāhana Streets mauka of Kūhiō Avenue.⁵⁸

The City Planning Commission on January 7, 1932, rejected a petition for additional Business Zoning from Towne and Country Homes. The petitioners hoped to extend their business into lots 31 and 36 of the Kalākaua Acres subdivision mauka of Kūhiō Avenue between Keoniana and Kuamo'o Streets. The Commission disapproved because the lots bordered side streets and any business there would have encroached upon a residential area.⁵⁹

The City Planning Commission, during a September 15, 1932 meeting, heard suggestions from the Automobile Dealers Association concerning gasoline stations. There existed at the time approximately 275 gasoline stations on O'ahu with an estimated 100 more being added each year. Most of these stations had been built with the gasoline pumps at the curb. This resulted in traffic tie ups and safety issues. The Commission agreed that traffic safety could be grounds for an ordinance governing the placement and design of future stations. The Commission's engineer was requested to draft such an ordinance for their further study.⁶⁰

On January 1, 1933, the City Board of supervisors discontinued funding for the City Planning Division of the Department of Public Works. This action raised difficulties both for the public requesting information about their properties and for the Commission needing professional engineering help.⁶¹

The City Planning Commission on June 28, 1934, tried to compromise between the wishes of Waikīkī developers and residents over the development of the proposed Waikīkī Theater on Kalākaua Avenue near Seaside Avenue. The developers needed an

increase in Business Zone depth to 275 feet from Kalākaua Avenue in order to accommodate the theater. Residents did not want business activity nearby and the additional street parking demand that the theater would create. The Commission decided to recommend increasing the size of the Business Zone for the theater on condition that free off-street parking for 200 cars be provided to theater patrons.

The City Planning Commission also disapproved that same day a request from the Alexander Young Estate to increase the depth of the Business District along Kalākaua Avenue to 200 feet from Saratoga Road to Lewers Street and also extend such zoning to the service road mauka of Kalākaua Avenue between Lewers Street and Seaside Avenue. The Commission said it preferred to examine specific cases rather than general changes, prevent the encroachment of business into Residential and Hotel Zoned areas, and confine business (service) entrances to Kalākaua Avenue.⁶²

The City Planning Commission on September 13, 1934, heard a reapplication by Hawaiian Hotels Company, Ltd., for the zoning change on Kalākaua Avenue near Seaside Avenue needed to accommodate the Waikīkī Theater. The previous petition had sought an adjustment of boundaries to accommodate the theater but had received numerous public protests. The new application used a different legal route for approval by receiving the signature endorsements from 90.16 percent of landowners within a 750 foot radius of the property. The Commission approved the application on the latter basis.⁶³

City Ordinance 628, dated October 12, 1934, created Business District No. 46 on Kalākaua Avenue near Seaside Avenue to accommodate the depth off Kalākaua Avenue needed for the Waikīkī Theater.⁶⁴

The City Planning Commission in its annual report for 1935 expressed its desire for Hotel and Apartment Zoning on both Kapi'olani Boulevard between Kalākaua Avenue

and Wai'alaie Avenue, and Ala Moana Boulevard from Kamake'e Street to Kalākaua Avenue.⁶⁵

The City Planning Commission ended its 1936 report requesting that the Board of Supervisors restore positions of a full time engineer and office staff to facilitate City planning functions.⁶⁶

The City Planning Commission on February 6, 1936, approved a 30 foot extension of Business Zoning along Seaside Avenue to accommodate parking for the new Waikīkī Theater.⁶⁷

In March of 1936 the City Board of Supervisors authorized the Chief Engineer of the Department of Public Works to permit a Bureau of Plans engineer to work part time on city planning with the City Planning Commission.⁶⁸

City Ordinance 652, dated March 10, 1936, created the additional Business Zoning area (No. 49) along Seaside Avenue to accommodate parking for the new Waikīkī Theater.⁶⁹

The City Planning Commission approved another extension of Business Zoning on March 19, 1936, to accommodate the Lau Yee Chai Restaurant near the corner of Kūhiō Avenue and Kalākaua Avenue. The expansion was justified on the grounds that it was done to permit the expansion of an already established business.⁷⁰

City Ordinance 661, effective May 8, 1936, created Business Zone No. 53, between Kuamo'o and Nāmāhana Streets mauka of Kūhiō and Kalākaua Avenues.⁷¹

The City Planning Commission heard a request from the Alexander Young Estate on July 23, 1936, for extension of Business Zoning along the mauka side of Kalākaua Avenue to a service road (Lau'ula Street) between Seaside Avenue and Lewers Street. Despite protests from several district property owners that this action further extended business activity onto the side streets, the Commission granted the request.⁷²

On August 20, 1936, concerns over Business Zone abutment against the narrow service alley (Lau'ula Street) mauka of Kalākaua Avenue, adjacent to Lewers Street, Royal Hawaiian, and Seaside Avenues, led the City Planning Commission to rescind Business Zoning for a ten foot distance from the alley.⁷³

City Ordinance 675, dated October 20, 1936, established Business Zone 57, further adding to Business Zoning along Seaside Avenue mauka of Kalākaua Avenue.⁷⁴

In 1937 American Factors opened the first branch of its Liberty House retail store outside downtown Honolulu in Waikīkī, demonstrating the increasing importance of tourism and the Waikīkī retail trade in the Hawaiian economy.⁷⁵

The City Planning Commission, during a February 11, 1937 meeting, officially recognized the organization of the Waikīkī Improvement Association and urged its cooperation in local planning activities.⁷⁶

The City Planning Commission on October 7, 1937, heard a petition for Business Zoning by Bishop Trust Company for a part of the old Aloha Amusement Park site on the Diamond Head side of 'Ena Road extending to Fort DeRussy. As no protests were filed against the petition, the Commission approved it.⁷⁷ City Ordinance 712, effective October 26, 1937, created Business District No. 60 on the property.^{78, 79}

City Ordinance 721, passed December 10, 1937, declared that Waikīkī utility alleys, although owned by the City, were to be used only as service corridors and specifically prohibited vehicular use.⁸⁰

The Territorial Commissioner of Public Lands during December of 1937 asked the City Planning Commission for input on a request to lease public property at the intersection of Kapahulu Avenue and Ala Wai Boulevard for a service station. The City Planning Commission unanimously rejected the idea at a meeting held on December 16, 1937.⁸¹

On February 3, 1938, the City Planning Commission was notified by the Building Department that E. L. Peacock had constructed five apartments on residentially zoned land near the Elks Club. His building permit had only allowed a duplex. The Building Department had ordered the developer to conform to the permit as issued.⁸²

The City Planning Commission was notified on February 10, 1938, of proposed City Charter revisions that would:

- provide the Commission with authority over building along mapped streets;
- require Commission approval before subdivisions could be recorded in the Land Court;
- direct the Commission to undertake comprehensive zoning control through development of a master plan;
- require Commission approval for changes in the master plan or a vote of no less than five members of the City Board of Supervisors to overturn the decision of the Commission.⁸³

On April 7, 1938, the City Planning Commission expressed its displeasure with the actions of the Building Department. The Department had originally issued a building permit at Diamond Head to E. L. Peacock for a duplex, only to find that Peacock had also built an additional three units. The Department had initially told the Commission that it had demanded that the building permit be honored. Peacock had then removed stoves from three units, technically turning the units into rooms to follow the letter, if not the intent of the law. The Commission asked the City Attorney whether Peacock could be forced to comply with the original building permit.⁸⁴

The City Attorney on May 5, 1938, gave his opinion in the E. L. Peacock zoning violation case. The City Attorney ruled that, if stoves and iceboxes were removed, Peacock was within his rights to rent the three additional rooms. The City Planning

Commission asked that the Building Department carefully monitor the removal of the equipment from the units "because of the precedent involved".⁸⁵

The City Planning Commission, after hearing protests from Kūhiō Avenue residents on May 19, 1938, voted to write the Liquor Commission about a night club operating in this Hotel and Apartment Zoned area. The Planning Commission wished to clarify the rationale behind the existing zoning, wherein a hotel would be allowed to operate a restaurant catering to its customers. What had not been anticipated was that restaurants would solicit general business and that the repeal of Prohibition would change the character of such establishments.⁸⁶

City Ordinance 739, dated May 25, 1938, created Hotel and Apartment District H encompassing the area between Kalākaua Avenue, South King Street, Kapahulu Avenue, and the Ala Wai Canal. At the time of designation the area was mostly undeveloped. The Planning Commission felt that, although much of the property might not be ideal for residential purposes, the construction of hotels and apartments would provide both needed housing and a commercial use for the land. Such hotels and apartments would make adjacent Kapi'olani Boulevard more aesthetically appealing than creation of a retail Business Zone.^{87, 88}

Lewis Mumford, internationally known city planning writer, on September 25, 1938, released a study of Honolulu for the City Park Board. He observed that existing City planning efforts had failed to prevent "spotty and erratic" development and that the profile of Waikīkī had been marred by two "gawky" hotel structures. Mumford felt that planning must become central to government operations, better financed, long term, comprehensive, and apolitical. Mumford recommended that:

- a comprehensive survey be conducted of the city to determine its essential characteristics;

- policy development be undertaken for maintaining and conserving important urban elements;
- a master plan be created to direct future development.⁸⁹

On January 5, 1939, the City Planning Commission was notified that the Board of Supervisors had agreed to fund positions for a full time engineer and draftsman requested by the Commission. The Commission requested these positions to provide it with professional help in planning activities and office support for public inquiries.

Also on January 5th a City Planning Commission committee examining the subdivision law made three recommendations:

- immediate emphasis on the creation of a master plan to guide subdivision development;
- legislation be undertaken to pool small or irregular lots into a comprehensive subdivision layout; and
- the subdivision ordinance be changed to prohibit issuance of building permits within any subdivision not approved by the Commission.⁹⁰

City Planning Commission records indicated that on April 20, 1939, the Commission was notified that the City Attorney successfully prosecuted a test case against a business illegally operating on Seaside Avenue near Ala Wai Boulevard in the Hotel and Apartment Zone. While the defendant was given a suspended sentence, the Court ordered her business closed and banned from the Hotel and Apartment Zone. Several other illegal businesses, faced with similar legal action, also agreed to close.⁹¹

Territorial Act 242, approved May 16, 1939, gave Territorial recognition of the City Planning Commission and its efforts to create a Honolulu city plan. This Act had several important provisions.

- **The Commission was given a minimum budget floor to be provided by the City Board of Supervisors.**
- **The Commission was required to prepare a city plan by December 31, 1941. The master plan was to cover all public and private improvements, safety, zoning, and transportation, providing for future growth and development of the city.**
- **The Commission was to develop subdivision rules and regulations. No real estate development could be recorded at the Territorial Bureau of Conveyances or the Land Court without first being approved by the Commission, ending major loopholes used to bypass regulations in the past.**
- **The Commission became an executive rather than an advisory body. It was given the right to zone on its own initiative. The City Board of Supervisors needed five votes to override the Commission. (This high number would support most Commission actions.)⁸²**

The City Planning Commission noted on May 18, 1939, that the City Board of Supervisors had received a petition for Business Zoning by groups operating illegally in the Hotel and Apartment Zone. The area affected was along Lewers Street between Kalākaua Avenue and Helumoa Road. The Commission expressed disapproval of legalizing any such operations because owners/operators should have been aware at the start of business activity that such land use was illegal. The Commission, however, did note that any business operating before the start of the zoning law would have the right to continue their business in the existing location.

Supervisor James Gilliland subsequently withdrew a proposed ordinance to extend Business Zoning along Koa Avenue between Uluniu and Lili'uokalani Avenues to accommodate the zoning needs of a longstanding business there that would be "grandfathered" under the Commission's program.⁸³

On June 1, 1939, Legislative Act 242 granting the City Planning Commission administrative authority became effective. The Commission could now pass resolutions that had the force of law unless vetoed within 30 days by five or more votes of the Board of Supervisors.⁸⁴

The City Planning Commission began utilizing its new administrative authority under Legislative Act 242 on June 22, 1939. The Commission passed Resolution No. 1, to create Hotel and Apartment District J at Sierra Drive and Keanu Street in Kaimukī.⁸⁵

City Planning Commission minutes from July 6, 1939, noted the closure of one illegal business along Lewers Street and the "grandfathering" of three businesses that had proved their existence on site before passage of the zoning law.

That same day the City Planning Commission went on record opposing changing the classification of the Elks Club property to Hotel and Apartment until completion of the Master Plan.⁸⁶

The Board of Supervisors gave final approval to City Planning Commission Resolution No. 1, creating Hotel and Apartment District J at Sierra Drive and Keanu Street in Kaimukī, on July 11, 1939.⁸⁷

On July 13, 1939, the City Planning Commission discussed updating the subdivision law and recommended a minimum residential lot size of 5100 square feet with a minimum width of 60 feet and an average depth of not less than 85 feet.⁸⁸

The City Planning Commission on December 28, 1939, adopted a change in the minimum residential lot size to 5000 square feet. The Commission also called for a public hearing on proposals to create single family residential districts. (While in the past any area not zoned Business or Industrial had automatically had a designation of Residential, the existing Residential Zoning category allowed the construction of multiple residences on any lot as long as the spacing requirements of the Building Code were

met. Some property owners were thus seeking legal assistance to preserve a one house per lot ratio in their neighborhoods.)^{89, 100}

The City Planning Commission made several observations in its annual report at the end of 1939.

- The growth of tourism in the local economy was making the aesthetics of development increasingly important.
- The Commission was considering separating zoning for hotels and apartments and creating restricted business areas in order to protect some activities while discouraging others.
- The irregular property patterns unique to Hawai'i created difficulties in master planning the city's growth. The Commission hoped that some form of legislative action could be undertaken to reorganize landholdings.¹⁰¹

6.2.5 LAND USE 1940-1944

On January 10, 1940, the City Planning Engineer issued a progress report on the Master Plan to the City Planning Commission. Much work had been done on mapping the city on 500 foot to the inch and 200 foot to the inch drawings showing both existing and planned infrastructure. Upcoming decisions would need to be made as to the location of the arterial highway and updating of the zoning code. Irregular landholdings were a particular problem in subdivisions and for road placement.

The City Planning Commission on January 11, 1940, discussed the problem of existing irregular lot shapes and sizes which made subdivision difficult. The Commission expressed the hope that the Territorial Legislature would allow pooling of properties and readjustment of boundaries to facilitate comprehensive planning.¹⁰²

On January 25, 1940, the City Planning Commission, after hearing from property owners near Hobron Lane, went on record as opposed to Business Zoning for this residential area.¹⁰³

The City Planning Commission passed Resolution No. 8, dated February 1, 1940, to establish Business District No. 77 along the makai side of Kalākaua Avenue opposite the beginning of Kūhiō Avenue. This was done to equate both the zoning and lot lines for the property.¹⁰⁴

City Ordinance 819, dated February 6, 1940, created Class "A" Residential Districts to contain either one house on a minimum 5,000 square foot lot or the equivalent, being two houses on a minimum 10,000 square foot lot.¹⁰⁵

On February 13, 1940, the Board of Supervisors approved City Planning Commission Resolution No. 8, creating Business Zone 77 along the makai side of Kalākaua Avenue near Kūhiō Avenue.¹⁰⁶

City Planning Commission Resolution 10, dated March 14, 1940, was passed by the Commission to create Hotel and Apartment District L makai of Kalākaua Avenue between the Natatorium and the Diamond Head property line of the Elks Club. The Commission had hoped to establish a 25 foot building setback on the makai side of these properties as part of the rezoning but could not get the owners to agree. Fortunately, all the properties involved were party to the Waikīkī Beach agreement of October 19, 1928, that provided a 75 foot public right of way created by any beach reclamation project along the shore. The Board of Supervisors subsequently approved City Planning Commission Resolution No. 10 on March 26, 1940.¹⁰⁷

City Planning Commission Resolution 21, dated September 12, 1940, was passed by the Commission to create Business Zone 81 between two existing Business

Zoned parcels on the Diamond Head side of 'Ena Road. The Board of Supervisors then approved this City Planning Commission Resolution on September 25, 1940.¹⁰⁸

City Planning Commission Resolution No. 26, dated September 26, 1940, was passed by the Commission to create Business District 83 along 'Ōhua Avenue near Kalākaua Avenue. The Commission felt this was necessary to correlate zoning with property lines. The Board of Supervisors subsequently approved City Planning Commission Resolution No. 26 on November 11, 1940.¹⁰⁹

The City Planning Commission, during a December 19, 1940 meeting, expressed concern that the Elks Club property might face subdivision. One of the agreements for the recent rezoning to Hotel and Apartment was that the property would not be subdivided. While the Elks leaders blamed real estate promoters for such rumors, the Commission decided to hold off publishing the zoning change, thus holding the rezoning technically in abeyance.¹¹⁰

On January 30, 1941, the City Planning Commission recommended to the Board of Supervisors that the deadline for completion of the Master Plan be extended to December 31, 1943. The Commission suggested that grade data for proposed streets be omitted from the Master Plan in order to speed production of the document, and that the Territorial Legislature consider some method of consolidating odd shaped land plots that could be utilized in the Master Plan.¹¹¹

City Ordinance 881, dated March 14, 1941, prohibited certain activities within Hotel and Apartment Zones. Banned were gasoline service stations, amusement houses, theaters, dance halls, office buildings, etc.¹¹²

The City Planning Commission on April 10, 1941, heard the Consolidated Amusement Company's request for the use of three additional lots along Seaside Avenue mauka of Kalākaua Avenue to serve the parking needs of Waikīkī Theater

patrons. The Commission felt that any paid parking facility would require rezoning to Business, and was on record as opposing extension of such zoning further into the Hotel and Apartment District. The Commission sought legal counsel whether some provision could be created to allow theater parking only until such use was no longer needed, and that the property would then revert to Hotel and Apartment Zoning.¹¹³

The City Planning Commission on May 22, 1941, was notified that existing zoning law did not allow temporary permits for non-complying purposes. The City and County Attorney did recommend the use of a zoning variance as applied on the mainland for such situations. A draft of such an amendment authorizing such variances was submitted to the Commission and sent with their recommendation to the Board of Supervisors.

The City Board of Supervisors notified the City Planning Commission on May 22, 1941, that the Governor had signed Senate Bill 474, postponing the deadline for completion of the Master Plan to December 31, 1943.

Also on May 22, 1941, the City Planning Commission advised the City Building Department to examine potential violations of the Zoning Ordinance at Kalākaua Avenue and Poni MōʻT Road, where apartments were under construction in a residential area.¹¹⁴

City Ordinance 900, effective June 21, 1941, allowed the City Planning Commission to approve variances to regular zoning requirements. Such variances could be issued when “strict enforcement of the existing regulations would involve practical difficulty or unnecessary hardship and further that desirable relief may be granted without substantially detracting from the intent and purpose of the zoning regulations”. The Commission was authorized to require conditions for such variances if it felt conditions were warranted.¹¹⁵

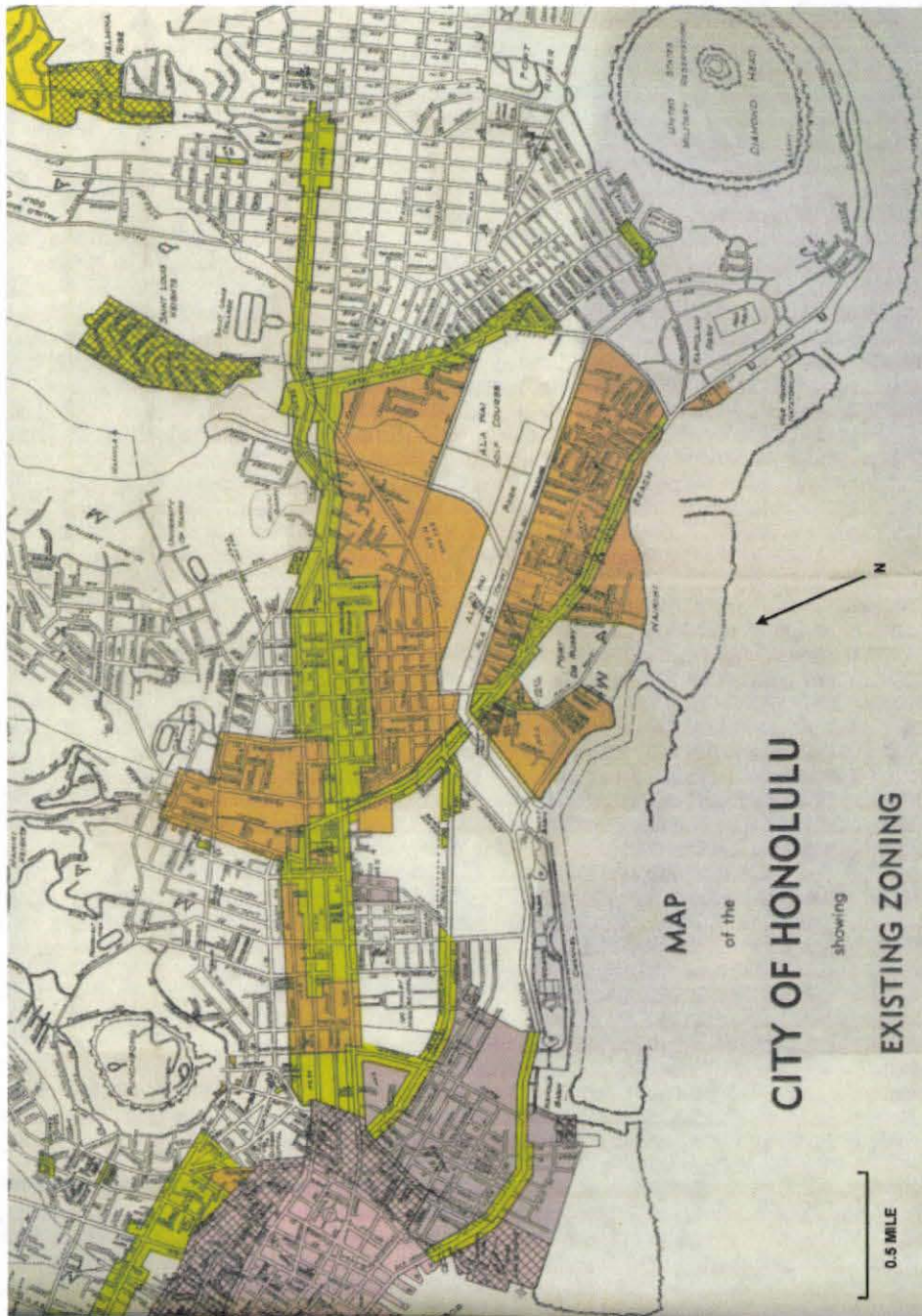


Figure 52: Zoning map of greater Waikiki area, January 1941.

Green designates Business, orange Hotel and Apartment, pink Fire District Nos 1 and 2, purple Industry, and yellow Residential.

Honolulu (City and County), City Planning Commission, "Map of the City of Honolulu, Showing Existing Zoning," included in *Honolulu's Master Plan: A Progress Report, January 1941*. Back pouch. (Map location Latitude 21.276 North, Longitude 157.826 West.)

The City Planning Commission conducted a public hearing on July 31, 1941, over zoning violations at the well known Kau Kau Corner Restaurant (located at the makai-Diamond Head corner of Kalākaua Avenue and Kapi'olani Boulevard). Problems included parking outside the Business Zone and the main building extending into the Hotel and Apartment Zone. No protests were received over the variance proposal.¹¹⁶

On August 21, 1941, the City Planning Commission gave approval of a "technical subdivision" of land on the Diamond Head side of the Moana Hotel. This legal maneuver allowed the United States Army to construct a machine gun nest on Matson Navigation Company property for purposes of national defense.¹¹⁷

Zoning Variance No. 1, dated August 28, 1941, was issued by the City Planning Commission to the Consolidated Amusement Company for property located on Seaside Avenue mauka of Kalākaua Avenue. The property was to be used for Waikīkī Theater parking and would revert to Hotel and Apartment Zoning when no longer used for that purpose.¹¹⁸

Zoning Variance No. 3, dated September 11, 1941, was issued by the City Planning Commission for the Kau Kau Corner Restaurant at the corner of Kapi'olani Boulevard and Kalākaua Avenue. The property was to be used as an open air parking lot until expiration of the on lease July 1, 1952.¹¹⁹

City Planning Commission Resolution No. 74 was passed by the Commission on January 8, 1942, to create Hotel and Apartment District S from the Westervelt to the Harrison properties Diamond Head of the Elks Club. The Board of Supervisors approved City Planning Commission Zoning Resolution No. 74 on January 27, 1942.¹²⁰

On February 26, 1942, the City Planning Commission expressed concern about military emergency projects under construction that disregarded the Master Plan. It was determined that contacts be increased with the responsible military authorities at once to

explain the importance of the Master Plan and the activities of the Planning Commission.¹²¹

The City Planning Commission meeting on June 11, 1942, examined a new method used by developers to subdivide lots. Properties developed as rentals in the Unrestricted areas were originally subject only to building code restrictions as to the number of structures allowed on the lot, unlike Restricted Zones that specifically detailed lot sizes and the number of homes allowed per lot. Developers in the Unrestricted Zones were beginning to break up their multi-unit rental properties, claiming that the change of ownership for individual units would not affect the visual character of the neighborhoods. The Commission felt such developer actions threatened the integrity of the entire zoning system as court-style housing was popular throughout the city.¹²² The City Planning Commission subsequently recommended to the Board of Supervisors that Unrestricted Residential Zoning be eliminated entirely. Duplex or two family units would be restricted only to hotel and apartment zoned areas.¹²³

The War Department of the United States Government responded on October 30, 1942, to City Planning Commission concerns over "temporary" war construction conflicts with the Master Plan. Major Charles Marek, Real Estate Officer, noted that federal contracts with property owners stated that:

- all construction remained the property of the United States Government during the lease term;
- upon expiration of the lease to the federal government, the property owner was assumed to have knowledge of the local laws and to make a determination of whether the structure was legal or illegal.

- The federal government did offer the landowner the option to have the government remove the structure and restore the property to its original condition.

Major Marek requested a copy of the City's Master Plan and stated that the federal government would remove all structures found in conflict with the Plan at the end of hostilities. The consensus of the Commission was that it would be easier to enforce compliance with permanent building and zoning codes in the postwar environment if removal stipulations were already in place rather than to initiate such stipulations and enforcement after the fact.¹²⁴

On November 6, 1942, the Honolulu Board of Supervisors approved the City Planning Commission's comprehensive zoning plan for the city.¹²⁵

The Breakers, located along the shore next to Kapi'olani Park, was opened for armed services personnel recreational use on December 2, 1942. It featured dancing, club activities, swimming, and refreshments.¹²⁶

On January 19, 1943, the City Planning Commission suggested to the Mayor that legislation be sought to create a City Realty Corporation. This corporation would be designed to facilitate improvements in plat and transportation layouts in areas of irregular property lines and/or narrow streets. This corporation would purchase property, reorganize it, upgrade utilities, and offer the original owners first right of repurchase. It would be non-profit, and utilize a revolving fund.¹²⁷

The City Attorney on January 29, 1943, issued an opinion that designation of Zoning Districts on the Master Plan was not sufficient to create those Districts without enactment by resolution of the City Planning Commission.¹²⁸

City Ordinance 992, dated August 4, 1943, suspended building, electrical, and plumbing ordinances to allow the use of substitute materials during the wartime

emergency plus six months. A bond was required to ensure that the work would be upgraded or removed at the end of the stated period when regular materials became available.¹²⁹

City Ordinance 994, dated August 30, 1943, authorized non-conforming uses and buildings in residential districts during the war emergency. This specifically allowed the operation of rooming or boarding houses to accommodate more persons than would have been allowed under existing City ordinances.¹³⁰

The City Planning Commission on October 29, 1943, approved a request by the owner of the Glass Bottom Boat concession at Ala Wai Boulevard and Kalākaua Avenue Bridge to build a temporary landing shelter for business patrons. Permission for the shelter was to be withdrawn, like other emergency, temporary construction, at the end of the war plus six months.¹³¹

The City Planning Commission during a meeting held November 5, 1943, decided to ask the City Attorney for assistance in writing legislation setting off-street parking requirements through the regular zoning code. This was believed more practical than the existing practice of granting restricted use variances for parking.¹³²

On November 12, 1943, the City Planning Commission granted preliminary approval for a change from Hotel and Apartment to Business Zoning for property between Ala Moana Boulevard and the Ala Wai Boat Harbor on the Ala Wai Canal side.¹³³

City Planning Commission Resolution 136, effective November 19, 1943, was designed to create Business District 96 for the P. Y. Chong property between Ala Moana Boulevard and the Ala Wai Boat Harbor. The Resolution was subsequently held in abeyance by request of Chong and never approved by the Board of Supervisors.¹³⁴

The City Engineer notified the City Planning Commission on December 23, 1943, that nineteen sections of the Master Plan for the City had been completed, and thirteen reports written.¹³⁵

However, military needs and other reasons throughout 1944 continued to shrink the pool of experienced staff available to the City Planning Commission for completion of the Master Plan.¹³⁶

On May 19, 1944, the City Planning Commission agreed with the Park Board to include in the Master Plan the offshore area between Kewalo Basin and Fort DeRussy. The Commission also noted the Park Board had authorized its engineering staff to study the possible creation of "offshore atolls" to beautify the approach to the harbor.

The City Planning Commission also heard on May 19, 1944, from the Library of Hawai'i staff about plans for expansion of the Territorial library system. It had been determined by the Territory that Waikīkī and Kalihi-Pālama were the two neighborhoods found most in need of upgraded library facilities.¹³⁷

Zoning Variance No. 14, dated May 26, 1944, was adopted by the City Planning Commission to allow operation of a portrait studio at 238 Lewers Street in a Hotel and Apartment District. The property had originally been "grandfathered" as a non-conforming use in operation previous to the zoning law, but during the war had, for a short time, become entirely a domicile. The Commission thereupon felt the variance was necessary for renewed business use. The variance was for the duration of the war plus 6 months.^{138, 139}

On June 2, 1944, the Public Works Committee of the City Planning Commission recommended that all government land along the shore between Kewalo Basin and Fort Armstrong be used for the disposal of incinerator refuse and as a proposed sewage

treatment plant site. This government land was central to the City, offering easier and more economical collection and disposal of waste material.¹⁴⁰

The City Planning Commission, during a meeting held October 20, 1944, discussed ways to ensure adequate off-street parking within Business Districts. The Commission had initially tried to require parking by first granting Business Zoning to one portion of a property and then providing separate Hotel and Apartment Zoning with an off-street parking Zoning Variance on the other portion. However, the method was cumbersome and problematic. A suggestion was made to examine whether the zoning laws could be used to limit building coverage as a set percentage of land in order to provide open space for vehicles.¹⁴¹

The City Planning Commission on November 3, 1944, again discussed ways to ensure adequate off-street parking within Business Districts. Using building coverage through a revision of the Zoning Ordinance would allow an entire area to be zoned for business in one operation, offering orderly development and guaranteed parking. A building to parking ratio of 60 percent to 40 percent was suggested using the coverage system. The Commission then requested that its staff prepare a tentative Resolution employing this concept.¹⁴²

In December of 1944 the City Planning Commission released an update of work on the Master Plan entitled: *Report 1939-1944: Master Plan City and County of Honolulu*. A land use survey included in the document demonstrated that automobiles were dispersing growth and parts of the municipality were deteriorating. The Commission felt that government was often dealing with immediate needs instead of coordinating future development. The Plan thus contained a list of city-wide road, school, and park improvements and sample designs for them. Included in these proposals were several Waikīkī projects.

- Waikīkī Beach was offered as the perfect site for a war memorial using open space rather than buildings. Acquiring the whole of Waikīkī Beach from the Moana Hotel to the Diamond Head side of the Elk's Club (18.3 acres at an estimated cost of \$2,551,000) was seen as a way to unite all members of the war effort – veterans and those who worked at home – in a sense of community.
- Waikīkī Elementary School could be relocated from its Kāneloa location.

The Plan then listed a series of recommendations for new legislation.

- Subdivision maps approved by the Planning Commission should be recorded by the Bureau of Conveyances.
- A municipal urban renewal agency should be created to reverse deterioration.
- A system of off-street parking lots should be developed to alleviate parking problems. (The first five lots would all be in downtown Honolulu, however.) Financing possibilities included bonds, taxes, and user fees.¹⁴³
- Additional time was requested to continue work on the Master Plan.

On December 1, 1944, the City Planning Commission disapproved a subdivision petition from Richard Imada near Ka'iulani and Kūhiō Avenues due to inadequate size.

The property lay in the Hotel and Apartment Zone, Tax Map Key 2-6-21-1.¹⁴⁴

6.2.6 LAND USE 1945-1949

At a January 12, 1945 meeting the City Planning Commission discussed possible changes in Territorial legislation needed to permit creation of off-street parking facilities through the Improvement District laws.¹⁴⁵

City Planning Zoning Variance No. 29, dated April 29, 1945, allowed the Hobron Land Trust to use land at Ala Moana for boat construction and repair during the length of

the war plus six months. The permanent zoning for the land was for Hotel and Apartment use.¹⁴⁶

On May 25, 1945, the City Planning Commission discussed a preliminary federal plan to place emergency housing in Kapi'olani Park. Of special concern were 100 units to be located at the Diamond Head side of the park where the Commission planned to realign Kalākaua Avenue. The Commission requested a meeting with federal housing officials to discuss the housing project.¹⁴⁷

City Planning Commission Zoning Variance No. 30, dated June 22, 1945, allowed F. K. Aona to temporarily use Hotel and Apartment Zoned land off Hobron Lane for public luaus, entertainment, and dancing for the duration of the war plus six months.¹⁴⁸

The Federal Public Housing Authority, on July 27, 1945, stated that temporary housing structures were to be removed two years after the end of the declared (war) emergency, unless local conditions demanded otherwise. The City Planning Commission was concerned that, due to the wartime housing shortage, pressure would be exerted to continue the use of "temporary" housing structures far into the future.¹⁴⁹

During a meeting held August 24, 1945, the City Planning Commission recommended to the Board of Supervisors that no further temporary structures or wartime variances be allowed due to the end of hostilities and that Ordinances 992 and 994 allowing such variances be repealed. The Commission hoped to remove all temporary construction and bring units up to code within six months.¹⁵⁰

The City Planning Commission on September 28, 1945, denied a request from Ernest Akina for Business Zoning along Kūhiō Avenue between Nāmāhana and Kalaimoku Streets. Akina offered to circulate a petition for the rezoning if the

Commission approved it. The Commission declined, concerned that a precedent might be established breaking down the City's comprehensive zoning plan.¹⁶¹

On October 5, 1945, the City Planning Commission was notified by the Commanding General Mid-Pacific that many landowners had, upon termination of the lease, purchased the temporary buildings placed on their land by the Army instead of having the structures removed. To date the military had not received any complaints from landowners over this practice. The City Planning Commission decided to compile a list of such structures that were in violation of local building and/or zoning codes and send this list to the General's office.¹⁶²

The City Planning Commission, at a meeting held October 12, 1945, was presented with a letter from the Commandant of the 14th Naval District suggesting that any problems with the disposal of temporary structures be directed to him. The Commission decided to request that the Board of Supervisors address letters to all property owners found to have non-conforming structures built by the Army or Navy on their properties, stating that such structures must be torn down or made to conform to existing building and/or zoning codes.¹⁶³

The City Planning Commission held a public hearing on November 2, 1945, over an application by the Waikiki Tavern, Ltd., for Business zoning. The property involved was makai of Kalākaua Avenue between Ka'iulani and Lili'uokalani Avenues. As the majority of properties nearby were also Business zoned and no protests were filed, the Commission voted to approve the zoning change from Hotel and Apartment.

Also on November 2, 1945, the City Planning Commission received a request from Capital Properties, Ltd., for Hotel and Apartment Zoning for the Chris Holmes (Queen's Surf) property. Some of the members felt this area was unsuitable for a hotel location as the property was surrounded on three sides by public parklands and parking

was problematic. However, the Board of Supervisors had made known its unwillingness to purchase the property. The Commission voted to postpone its decision until more plans were presented by the applicant.

That same day the Honolulu Board of Supervisors advised the City Planning Commission of its approval for an off-street parking program. The Commission decided to follow the recent example of Pasadena, California, in obtaining community input for decisions as to facility location, size, financing, etc.¹⁵⁴

City Planning Commission Resolutions Numbers 191 and 192 were adopted November 9, 1945. Resolution 191 created Business District 117 makai of Kalākaua Avenue between Ka'iulani and Lili'uokalani Avenues, subject to final approval by the Board of Supervisors. Resolution 192 redefined Business District 36 to include the area makai of Kalākaua Avenue between Lewers Street and Ka'iulani Avenue. The Board of Supervisors gave final approval of City Planning Zoning Resolutions No. 191 and 192 on November 20, 1945.¹⁵⁵

The City Planning Commission on November 9, 1945, was notified that the Superintendent of Buildings had issued notices to all private owners of "temporary" buildings erected by the Army and Navy that it was the owners' responsibility to follow the requirements of the Building Code for these structures.¹⁵⁶

The City Planning Commission on November 16, 1945, turned down a request for Business Zoning made by Francis Moylan for property at the corner of Kūhiō Avenue and the proposed Kai'olu Avenue. The Commission felt it was being consistent with decisions made in the past maintaining the Hotel and Apartment Zoning for this area.

During the same meeting the City Planning Commissioners circulated amongst themselves material on multi-story parking garages. These were seen as a possible solution to parking problems in areas of congestion and high land values.

A third issue discussed by the City Planning Commission on November 16th was the shortage of storage facilities within Honolulu and anticipated public pressure to use temporary structures for such purposes beyond the post war six month time limit for temporary structure demolition. The Commission decided to await the February deadline to determine the extent of this demand.¹⁶⁷

City Planning Commission Resolution No. 193, dated November 30, 1945, established Hotel and Apartment District No. 6. on the Chris Holmes (Queen's Surf) property along Kalākaua Avenue opposite Kapi'olani Park. The Board of Supervisors gave final approval of this Resolution on December 11, 1945.¹⁶⁸

The City Planning Commission on December 14, 1945, denied a request by Jesse and Leslie Jackson to extend Business Zoning across an additional ten feet of his property to reach the makai boundary of Lau'ula Place. Lau'ula Place had been created by the original area developer with disregard of the City Planning Commission's 1922 Plan by using the loophole of Land Court Registration. Lau'ula Place had remained a narrow, dead end private right of way. The Commission felt that Lau'ula Place was too narrow to support such business activities.¹⁶⁹

The City Planning Commission held a public hearing on December 21, 1945, to hear testimony about the upcoming six month post-war variance deadline for non-conforming warehouses erected by the military. The Commission decided to extend such variances for warehouse use only to June 30, 1946.¹⁶⁰

On January 3, 1946, the City Planning Commission issued Variance No. 37 to the Aloha Broadcast Company for its radio studio and broadcast tower located in a Hotel and Apartment District. The facility was located on Ala Wai Boulevard between Kalākaua Avenue and Ala Moana Boulevard.¹⁶¹

The City Planning Commission on February 14, 1946, denied a request by the Hobron Land Trust to continue boat building activities off Ala Moana until June 30, 1946. The Commission felt that the existing underlying Hotel and Apartment Zoning was a more appropriate use of the property.¹⁶²

The City Planning Commission held a public hearing on February 21, 1946, to hear testimony on a request by Waikīkī Tavern for Hotel and Apartment Zoning for its property immediately Diamond Head of the Elks Club on Waikīkī Beach. The developers stated that they intended to subdivide the property. As no protests were filed, the Commission gave preliminary approval for the zoning change.¹⁶³ However at its next meeting, held February 28, 1946, the City Planning Commission authorized its Engineer to contact the Board of Supervisors to inquire if this parcel might be purchased for public use instead.¹⁶⁴

On March 7, 1946, the City Planning Commission conferred with a Territorial Department of Public Works representative about the Ala Wai Boat Harbor. It was agreed to request that the Governor allow the Diamond Head shore of Ala Moana Park facing the Harbor be used for boat building and repair and that the Harbor itself be reserved for recreational boats.¹⁶⁵

City Planning Commission Resolution No. 205, dated March 7, 1946, created Hotel and Apartment District No. 7 makai of Kalākaua Avenue and immediately Diamond Head of the Elks Club. The Board of Supervisors gave final approval on March 19, 1946.¹⁶⁶

The City Planning Commission held a public hearing on March 28, 1946, to hear comments over the potential expansion of Business Zoning into the Hotel and Apartment District mauka of Kalākaua Avenue along the 'Ewa side of Pa'ū Street. No protests were filed from the public and the Commission gave preliminary approval for the request.¹⁶⁷

Subsequently, City Planning Commission Resolution No. 210, dated April 4, 1946, created Business District No. 123 for this property. The Board of Supervisors provided final approval for the zoning on April 16, 1946.¹⁶⁸

On May 16, 1946, the City Planning Commission denied temporary use of a Class A residential area at 2909 Coconut Avenue below Diamond Head for use as a retail dress shop.¹⁶⁹

The City Attorney's Office on May 31, 1946, stated that the City Planning Commission erred on issuing a Zoning Variance at 238 Lewers Street. The property had originally been a "grandfathered" non-conforming Business use in a Hotel and Apartment area, then occupied as a residence during the wartime housing crisis, and lastly given a short term variance to return to business use. The City Attorney felt that wartime conditions made the switch to residential use temporary and thus the landowner retained the benefits of non-conformity over those of a temporary variance. The Commission voted to drop the matter.¹⁷⁰

The Territorial Board of Harbor Commissioners reported on June 30, 1946, that negotiations were underway with the United States Government for return of control of the Ala Wai Boat Harbor to the Territory. In lieu of restoration of facilities the Commissioners had offered to accept twenty buildings erected on the property for \$4,000. The Harbor Commissioners also noted that two dinghy docks had been erected adjacent to the cat walks.¹⁷¹

On July 11, 1946, the City Planning Commission heard a talk by Paul Williams, architect and former member of the Los Angeles, California, City Planning Commission. Williams discussed issues of projecting tourist growth, aesthetic design approval, off-street parking, and limiting building to the mauka side of streets along the shore.¹⁷²

The Congressional Military Affairs Committee wrote the Honolulu Board of Supervisors on September 5, 1946, asking both the Board and City Planning Commission's opinions on using the Ala Wai Golf Course site for federal housing programs. The Commission endorsed the use of the golf course site for housing.¹⁷³

The City Planning Commission, meeting on September 12, 1946, denied an application by Arthur Trask for Business Zoning at 414 Kuamo'o Street. The Commission felt that granting the request would lead to similar requests from other property owners and thus change the character of the neighborhood.¹⁷⁴

On September 26, 1946, the City Planning Commission refused to engage in what it called "spot zoning" by denying a request for approval to operate a business in an area designated Hotel and Apartment at 451A 'Ena Road.¹⁷⁵

The Governor's Coordinating Committee on Housing on November 29, 1946, recommended that the City Planning Commission provide variances for up to five years for use of ex-military buildings for shelter purposes. The Commission wrote back that it already had granted variances for this purpose.¹⁷⁶

On January 9, 1947, the Hawaiian Dredging Company wrote the City Planning Commission of its desire to hire Harlan Bartholomew and Associates, nationally known planners from St. Louis, Missouri, to study its Kalia landholdings. Hawaiian Dredging was seeking professional land use advice for the area that eventually became Ala Moana Shopping Center.¹⁷⁷ The City Planning Commission acknowledged this effort during a meeting held January 23, 1947. The Commission, which had considered industrial and business proposals in the past for the area made by Hawaiian Dredging, and which considered Hotel and Apartment Zoning across from Ala Moana Park the best option for the land, voted to inform the Company that, "as far as the Commission's plans are concerned, the area in question is already zoned and a master plan adopted".¹⁷⁸

On February 21, 1947, the City Planning Commission decided to relocate Waikīkī School by placing the school either mauka of Campbell Avenue between Kauna'oa and Hīnano Streets or makai of Kana'ina Avenue 'Ewa of Monsarrat Avenue.¹⁷⁹

The City Planning Commission on March 6, 1947, postponed a request by Louis Stephens to receive zoning for apartment, but not hotel, use on Poni Mō'i and Diamond Head Roads in the Diamond Head Terrace Tract. The applicant was advised that the Commission was considering such a zoning classification and had decided to ask the City Attorney's Office to draw up an ordinance for apartments only.

The City Planning Commission on March 6, 1947, heard L. Deming Tilton, Consultant for City Planning of San Francisco, discuss off-street parking and the establishment of municipal redevelopment programs.¹⁸⁰

On March 20, 1947, the City Planning Commission Zoning Committee heard an appeal by nine property owners within the Diamond Head Terrace Tract asking for Apartment Zoning for their lots. A study by the Commission noted several problems with this request, including the small size of lots, insufficient street width, satisfaction by the majority of area residents with the existing zoning, and limited number of lots used for other than purely single family purposes. On this basis the request was denied.¹⁸¹

On March 27, 1947, the City Planning Commission examined possible amendments to the Zoning Code providing for separate Residential Apartment and Hotel and Apartment Zones.

- The Residential Apartment Zone would prohibit hotels and require one parking stall per two units.
- The Hotel and/or Apartment Zone would require one stall per four units.

Professional buildings were to be allowed in this area provided 40 percent of the lot was reserved for parking

The Commission then decided to undertake a study as to where such zoning districts might be established before actually creating the new zoning classifications.¹⁸²

The City Planning Commission on April 30, 1947, heard two requests for business zoning near the intersection of Ala Moana Boulevard and Hobron Lane. Herbert Lee was denied such zoning after the Commission had visited the site. The Commission based its disapproval upon traffic concerns, potential future growth of business activity, desire to avoid spot zoning, and the probability of similar requests for rezoning by other nearby property owners. The situation of Kem Young was handled differently. Young's property, on the mauka 'Ewa side of the intersection, had been occupied by a "grandfathered" store for many years. The store building now faced demolition as part of the widening of Ala Moana Boulevard and Young wished to replace it. The Commission thus requested a legal opinion as to the rights of an applicant for continued use of his property for a non conforming function when impacted by government action.¹⁸³

The City Planning Commission on May 8, 1947, received a lengthy letter from George Kimball of the Halekūlani Hotel discussing the fact that the existing Building Code contained nothing requiring a property owner to provide parking facilities on the premises. It was Kimball's argument that, although he understood the construction of such facilities involved potentially great cost, the lack of off-street parking facilities was having an increasingly negative impact on the area. He recommended a change in the Building Code be considered for future hotels and apartments.¹⁸⁴

On May 22, 1947, the City Planning Commission was notified by developers Roy Kelley and Charles Parrent that their Hobron Lane project, already approved by the Commission, had run into technical problems because Bishop National Bank had overcommitted itself to project financing. The developers wished to continue with

multiple financiers, but Federal Housing Administration requirements demanded that the project be formally reorganized into separate projects. The developers planned to retain the same design and submitted their reapplication to the Commission. After examination and clarification of project details, the Commission's Zoning Committee recommended approval.¹⁸⁵

During a meeting held May 29, 1947, the City Planning Commission discussed potential off-street parking requirements and concluded that Hotels should have the equivalent of 40 percent of their property areas dedicated to parking; Residential-Apartments provide one stall per unit; and combined Hotel and Apartment areas furnish one stall per three guests. Potential Waikīkī off-street parking sites for public use were also identified as 'Ewa of Saratoga Road in Fort DeRussy and at Kapi'olani Park at Monsarrat and Kalākaua Avenues.¹⁸⁶

The City Planning Commission was notified on June 12, 1947, that the Traffic Safety Commission and the Building Department had endorsed the Commission's recommendations for off-street parking. It was decided to forward these recommendations to the Board of Supervisors.¹⁸⁷

The City Attorney on July 10, 1947, advised the City Planning Commission that Kem Young, operator of a "grandfathered" grocery business at Ala Moana Boulevard and Hobron Lane, could legally continue his operation by substituting a new building after the old one was impacted by road widening.¹⁸⁸

The City Planning Commission, during a meeting held September 4, 1947, discussed the need to separate Business Zoning into different classifications.

- A Limited Commercial Zone would allow only retail establishments found in community shopping centers. A detailed list of potential stores was included.

- **A General Business Zone would contain any of thirty economic activities found along highways. A detailed list of potential stores was also included for this category. Parking would require a 60 percent lot coverage.**
- **The Central Business District would include all uses except Semi-Industrial, Industrial, and Noxious Industry.**
- **Professional Buildings would be a separate category to end the existing practice of providing variances for their construction.¹⁸⁹**

City Planning Commission Zoning Variance No. 79, dated October 9, 1947, was adopted to allow a garden restaurant on the mauka side of Kalākaua Avenue directly across from the Royal Hawaiian Hotel. This eatery, by entrepreneur Don Beach, was to be known as "Don the Beachcomber's Restaurant".¹⁹⁰

On February 19, 1948, the City Planning Commission discussed a loophole in the zoning law that was being utilized to expand business operations within the Hotel and Apartment Districts. A lengthy case was that of Roy Kelley, owner of the Islander Hotel. Kelly had leased a portion of his premises to a curio shop, claiming that the store was a "pertinent function" of his hotel. However, the shop had direct street access and signs visible from the street advertising its products which served to entice non-hotel guests into the shop. The usual policy of the City Planning Commission to such zoning violations was to seek resolution either through the City Attorney's Office or the Building Department. In this case, the City Deputy Attorney determined that Kelley was in violation of the zoning code.¹⁹¹

The City Planning Commission on March 25, 1948, turned down two petitions and upheld one for Business Zoning in the Ala Moana Boulevard-Hobron Lane area. P. Y. Chong had requested rezoning for the makai side of Ala Moana Boulevard and was rejected, the Commission citing traffic concerns. Albert Yee was also rejected for a

request for rezoning on the mauka-Diamond Head side for the same reason. Herbert Lee was given Business Zoning for a lot on Hobron Lane and Kaio'o Drive after Lee promised to provide 40 percent of the property for patron parking while leaving that portion of the property along Ala Moana Boulevard in hotel and apartment use.¹⁹² The City Planning Commission approved Resolution No. 275, dated April 8, 1948, to create Business District 149 off Ala Moana Boulevard at Hobron Lane and Kaio'o Drive.¹⁹³

The City Planning Commission held a public hearing on April 29, 1948, after receiving requests from four Diamond Head Terrace residents to change their lots to Hotel and Apartment Zoning. After hearing arguments pro and con from area residents the Commission voted to recommend to the Board of Supervisors disapproval of the zoning request.¹⁹⁴

The Board of Supervisors that same day denied the recommendation of the City Planning Commission Resolution No. 275 creating Business Zone 149 at Hobron Lane and Kaio'o Drive. The Board called the Resolution spot zoning.¹⁹⁵

The City Planning Commission on May 13, 1948, gave preliminary approval to William Char for Business Zoning along the 'Ewa side of the proposed Ala Moana Extension from Kalia Road to Kalākaua Avenue. This was done under the stipulation that existing private land to be used for a portion of the road extension was to remain unbuilt upon until the project actually began.¹⁹⁶

On May 20, 1948, the Manager and Chief Engineer of the Board of Harbor Commissioners communicated his concerns to the City Planning Commission about the legality of boat repair operations conducted at the Ala Wai Boat Harbor. The City Planning Commission replied that such operations that had occurred previous to establishment of the area in Hotel and Apartment Zoning, such as the boat repair activities, were exempt (grandfathered). Any new activities, such as a restaurant, would

be non-conforming and needed to be discontinued, or an application made for a Zoning Variance.¹⁸⁷

City Planning Commission Resolution No. 285, dated June 10, 1948, created Business District No. 152 on the mauka 'Ewa side of the proposed Ala Moana Boulevard Extension to Kalākaua Avenue. The Commission's Resolution was approved by the Board of Supervisors on July 16, 1948.¹⁸⁸

On September 9, 1948, the City Planning Commission heard a presentation by the Hawaiian Dredging Company for use of its property between Pi'ikoi, Kona and Māhukona Streets, Atkinson Drive, and Ala Moana Boulevard. Lowell Dillingham stated the Company desired to construct a regional shopping center on the site and asked the Commission for suggestions as to the desirable ratio of stores to shopping space and widths of nearby roads. The Commission considered the idea as potentially beneficial to the public but recommended further market and engineering studies.¹⁸⁹

The City Planning Commission on September 23, 1948, approved a proposed property subdivision requested by the Matson Navigation Company, at that time a major land and hotel owner in Waikīkī (including the Moana and Royal Hawaiian Hotels) and a major provider of passenger accommodations to and from the mainland. Matson wished to subdivide part of the Royal Hawaiian Hotel lot at the makai-Diamond Head corner of Kalākaua Avenue and Lewers Street in order to create two parcels, one of 14.953 acres and the second of 45,591 square feet. The smaller lot, located on the corner, was to be used for business activities.²⁰⁰

The City Planning Commission, during a meeting held October 7, 1948, heard details of the development plan from the Matson Navigation Company for that property along Kalākaua Avenue Diamond Head of Lewers Street. Fifteen shops and parking for 130 cars were to be constructed on the site. The Commission recommended that the

plan have entrances and exits only from the Royal Hawaiian Hotel access drive or Lewers Street in order to prevent increased congestion on Kalākaua Avenue.

Also on October 7, 1948, the City Planning Commission authorized the Hawaiian Dredging Company to prepare construction plans for property to be zoned as Business, bounded by Pi'ikoi and Kona Streets and the Ke'eaumoku and Auahi Street Extensions. Total area involved was approximately 22.61 acres. Included were to be department stores, women's and men's apparel stores, shoe stores, food shops, a supermarket, drug stores, jewelry shops, theaters, offices, a service station, etc. The Commission recommended that copies of the construction plans be sent to both the Chamber of Commerce and Retail Board.²⁰¹

City Planning Commission Zoning Variance No. 106, dated November 4, 1948, was passed to permit Hawaiian Electric Company to construct a substation on a substandard sized lot of 3,561 square feet on Kai'olu Street.

During the same meeting, the City Planning Commission decided to circulate copies of allowable uses within proposed separate Business Zones and Regional Shopping Center Zones for input from the business community. The Hawaiian Dredging Company which was undertaking plans for the first such center, was to be given a copy.²⁰²

The City Planning Commission on December 2, 1948, assured Dr. Samuel Allison that the Hibiscus Drive area within the Diamond Head Terrace Tract would remain in Residential Class A Zoning. Allison had raised the question because he wished to remodel his home and did not wish to have a zoning change negate his investment.²⁰³

On February 3, 1949, the City Planning Commission Review Committee recommended approval of a resubdivision of Matson Navigation Company's property

mauka and 'Ewa of the Royal Hawaiian Hotel. The resubdivison request was made to increase the lot depth from Kalākaua Avenue so as to accommodate a service road and allow more back lot parking space. The lots had all utilities and street improvements, and met the lot size requirements.

That same day the City Planning Commission recommended to the Board of Supervisors that the next Legislature should consider changes to the mechanism of funding off-street parking. The existing system used the Improvement District format where nearby property owners and the City bore the costs. Recommended instead was the use of revenue bonds, backed by parking fees, to cover the cost of off-street parking construction.

Also on February 3rd the Commission gave official support to a proposed Urban Redevelopment Act promoted by the Honolulu Chamber of Commerce. This act would empower the City to create a redevelopment agency to replan and rebuild blighted and deteriorated areas.²⁰⁴

The City Planning Commission held a public hearing on March 24, 1949, on a request by the Hawaiian Dredging Company for a zoning reclassification to Business for portions of its Kalia property then zoned as Hotel and Apartment. The specific land involved was bounded by Pi'ikoi Street, a mauka service road (Kona Street), the proposed Ke'eaumoku Street extension, and proposed Auahi Street extension. No protests were made at the hearing, so the Commission granted tentative approval as long as at least 40 percent of the property was reserved for parking.²⁰⁵

City Planning Commission Resolution No. 322, dated March 31, 1949, created Business District No. 165 on the Diamond Head side of Pi'ikoi Street between the proposed Auahi Street Extension and the 60 foot service road (Kona Street) reaching

Diamond Head to a proposed Ke'eaumoku Street Extension. This action by the Commission was subject to final approval by the Board of Supervisors.²⁰⁶

The City Planning Commission looked with alarm on April 21, 1949, at the establishment of a drive in restaurant at Ala Moana Boulevard and Pi'ikoi Streets and plans for a second one at 'Ena Road and Ala Moana Boulevard. The Commission felt such businesses as the Kapi'olani Drive Inn did not belong in Hotel and Apartment Districts because they solicited general public patronage. The Commission requested a legal opinion from the City Attorney's Office.²⁰⁷

The Board of Supervisors approved City Planning Commission Resolution No. 322, changing Hotel and Apartment to Business Zoning in the Kalia area for Hawaiian Dredging Company on May 6, 1949.²⁰⁸

Territorial Act 379, dated May 23, 1949, authorized counties to create urban redevelopment agencies. The Board of Supervisors subsequently created the Honolulu Redevelopment Agency on October 11, 1949, to replan and rebuild blighted areas of the city.²⁰⁹

The City Planning Commission undertook a public hearing on November 10, 1949, for another zoning change and road plan refinements requested by Hawaiian Dredging Company for its Kalia properties. The major request was a change from Hotel and Apartment to Business for the area bounded by the Kona Street Extension, a proposed Road "A" between Kona Street and Atkinson Drive (Māhukona Street), Atkinson Drive, Ala Moana Boulevard, and Pi'ikoi Streets that had not previously been rezoned by City Planning Commission Zoning Resolution No. 322. The Ke'eaumoku Street extension makai of Kapi'olani Boulevard to Kona Street was to be widened, while the Ke'eaumoku Street extension makai of Kona Street was to be eliminated. Kona Street from Pi'ikoi Street to Road A would be widened from 40 to 80 feet. Fifty percent

of the area was to be reserved for parking for the new regional shopping center. A 100 foot wide park strip would also be established as a buffer to Ala Moana park along the mauka side of Ala Moana Boulevard from Pi'ikoi Street to Atkinson Drive and mauka along Atkinson to Road A. As no protests were filed against the zoning request and street revisions, the Commission gave the plan preliminary approval.²¹⁰

City Planning Commission Resolution No. 339, dated December 1, 1949, redefined the boundaries of Business District No. 165 to include areas of 2007's Ala Moana Shopping Center that previously did not have such zoning.²¹¹

6.2.7 LAND USE 1950-1954

The Honolulu Board of Supervisors gave final approval to City Planning Commission Resolution 339, rezoning portions of Hawaiian Dredging Company's Kalia property, on January 6, 1950.²¹²

City Planning Commission Resolution No. 356, passed May 18, 1950, initiated Business District No. 175 along the Diamond Head side of Saratoga Road makai of Kalākaua Avenue.²¹³

City Planning Commission Resolution No. 358, dated June 15, 1950, created Business District No. 177 along the 'Ewa side of Lewers Street mauka of Kalākaua Avenue.²¹⁴

The Board of Supervisors gave final approval for City Planning Commission Resolution No. 356, creating Business District No. 175 on Saratoga Road, on June 23, 1950.²¹⁵

The Board of Supervisors provided approval for City Planning Commission Resolution No. 358, creating Business District No. 177 along the 'Ewa side of Lewers Street, on July 21, 1950.²¹⁶

On August 31, 1950, the City Planning Commission officially disagreed with the Board of Public Parks and Recreation, the Harbor Board, and the Chamber of Commerce as to a new site for the Aquarium. The latter three groups wanted to utilize the old "Breakers" site while the Commission favored leaving that area as ocean front open space and instead acquiring the McInerny property Diamond Head of the Natatorium for the new Aquarium.²¹⁷

Zoning Variance No. 127 was approved by the City Planning Commission on November 2, 1950, to allow the Steiner Estate to conduct an auction business in a third class building. The City had notified the Estate of its intention to condemn this land makai of Kalākaua Avenue for park purposes but had not yet raised the money for purchase. The Estate did not wish to invest further in the property if the condemnation succeeded but desired rental income in the interim. The Variance was to expire May 1, 1951.

Zoning Variance No. 128 was also approved by the City Planning Commission for variance from existing hotel and apartment regulations to permit off-street parking on property on the makai side of Koa and Uluniu Avenues.²¹⁸

On November 16, 1950, the City Planning Commission discussed suggestions for the new permanent location of the Aquarium. Included were the McInerny property Diamond Head of the Natatorium, a Kapi'olani Park site mauka of Kalākaua Avenue next to the tennis courts, and another site within Ala Moana Park.²¹⁹

Zoning Variance Nos. 127 and 128, allowing temporary use of the Steiner property for an auction house and Uluniu Avenue Hotel and Apartment zoned land for parking purposes, were approved by the Board of Supervisors and notification was received by the City Planning Commission on November 30, 1950.²²⁰

The City Planning Commission Resolution No. 371, passed December 14, 1950, amended part of the Master Plan to establish a municipal auditorium site on the Diamond Head side of Ward Avenue between Kapi'olani Boulevard and South King Street (location of 2007's Blaisdell Center). The Honolulu Board of Supervisors approved City Planning Commission Resolution 371 on January 19, 1951.²²¹

The City Planning Commission voted on April 19, 1951, to request that the Territorial Board of Harbor Commissioners cooperate in eliminating the use of Army type moveable structures within the Hotel and Apartment District adjacent to the Ala Wai Boat Harbor.²²²

Examination on May 24, 1951, by the City Planning Commission of a Board of Public Parks and Recreation preliminary Master Plan for Kapi'olani Park, led the Commission to express concerns about parking. The off-street parking facilities proposed for land freed by the removal of Pākī and Monsarrat Avenues appeared elongated, would divide open space, and were far from the beach. The limited number of entrances and exits would also make departure from the lots difficult after popular events.²²³

On July 19, 1951, the City Planning Commission received word from the City Attorney's Office that laws similar to the Commission's proposed off-street parking requirements for businesses had passed constitutional requirements in other jurisdictions on the mainland. The Commission then discussed raising the parking requirement to 50 percent of the lot area and requiring such parking be on site or within 400 feet of the premises.²²⁴

On August 2, 1951, Henry Chun Hoon requested that a land use study be undertaken by the City Planning Commission for the area bounded by Poni MōT Road,

Hibiscus Drive, Coconut Avenue, and Kalākaua Avenue. Chun Hoon wished to rezone the area into a Hotel and Apartment District.²²⁵

The City Planning Commission, on August 9, 1951, rejected a proposal by R. M. Belt, Territory Highway Engineer, to place the new Aquarium between the Public Baths and the Natatorium. The Commission instead favored acquisition of the McInerny property for the Aquarium.²²⁶

The Board of Regents of the University of Hawai'i advised the City Planning Commission on September 20, 1951, that the University, which operated the Aquarium, was willing to build the new facility following the Belt suggestion adjacent to the Natatorium. If the Commission did not approve of that site the University planned to proceed with construction of a new Aquarium building at the original Aquarium location. While the Commission continued to prefer the McInerny property, the Belt proposal did follow the Commission's desire to concentrate any new structures erected makai of Kalākaua Avenue to improve an open panorama along the shore. The Commission thus compromised, reversed itself on the proposal, and scheduled a public hearing.²²⁷

The City Planning Commission reviewed proposed off-street parking regulations at a meeting held on September 27, 1951. The Commission first discussed compliance when property owners expanded existing facilities. Exemption to newer, tighter regulations would be allowed in areas assessed by the City for development of municipal lots. The Commission also gave itself authority to make modifications to requirements when it felt such modifications were necessary and not contrary to the intent of the law.²²⁸

The City Planning Commission conducted a public meeting on October 4, 1951, over a compromise plan to build a new Aquarium 'Ewa of the Natatorium and create

open space on the original Aquarium site. No public protests were made during the meeting.²²⁹

City Planning Commission Resolution No. 399, dated on October 4, 1951, approved the new location for the Waikīkī Aquarium closer to the War Memorial and created an Open Beach Area designation on the original Aquarium site. The Board of Supervisors approved the relocation on November 9, 1951.²³⁰

City Planning Commission Resolution No. 401, passed October 11, 1951, set minimum lot areas and widths. Lots under 6,000 square feet in area were to have a 50 foot frontage and lots over 6,000 square feet 60 foot frontages. The purposes of this Resolution were to prevent odd lot configurations and the attempted use of shared rights of way by developers in determining lot sizes. The Board of Supervisors approved City Planning Resolution 401 on November 19, 1951.²³¹

On December 20, 1951, the City Planning Commission granted Zoning Variance No. 140 to A. J. Mendonca for use of a parcel off Koa Avenue for parking in a Hotel and Apartment Zone.²³²

On January 16, 1952, George Kimball of the Halekūlani Hotel began a series of articles in the *Honolulu Advertiser* expressing concern about what he perceived as a lack of potential hotel locations along Waikīkī Beach and inadequate space zoned for hotels and apartments. The City Planning Commission staff then conducted a survey of the area between Kalaimoku Street and Lill'uokalani Avenue from the Ala Wai Boulevard to the ocean, noting that of the 121 acres zoned Hotel and Apartment, only 66.4 percent were being put to that use.²³³

The City Planning Commission on March 6, 1952, was presented by its staff with a potential plan for Waikīkī Beach development that followed guidelines established by the Master Plan over several years.

Multi-story hotel sites were to be located mauka of Kalākaua Avenue between Kā'iulani and Kapahulu Avenues. Hotels were to be spaced apart to ensure views. Mauka roads were to be widened and redeveloped for service and through traffic functions, lessening the vehicle count on Kalākaua Avenue. Pedestrian underpasses would provide access to the beach. The Queen's Surf building was to remain as a multi-purpose museum, assembly room, police station, water ambulance facility, Parks Board headquarters, and comfort station.

Two options were submitted for the area between the Natatorium and Poni MōT Road in order to accommodate hotel development there. The first would move Kalākaua Avenue more makai and construct hotels mauka of the new roadway location. The second would simply construct hotels between the existing Kalākaua right of way and the beach, offering tourists hotels directly on the beach. Although Commissioner (and ex-Mayor) Lester Petrie objected to use of parts of Kapi'olani Park for hotel use, the Commission voted to submit the plan (including the second option) to the Board of Supervisors for consideration.²³⁴

The City Planning Commission on April 3, 1952, instructed its staff to study the possibility of creating an improvement district in Waikīkī to build municipal parking lots. The Commission suspected that property owners would welcome this proposal because the number and size of existing privately provided lots had proven inadequate.²³⁵

On May 29, 1952, the City Planning Commission received an updated report from the Hawaiian Land Company about plans for the future Ala Moana Center site that the Commission had rezoned as a Business District. Hawaiian Land Company stated that it was actively seeking mainland financing for the project and had begun further filling of the site to grade.²³⁶

A study by the City Planning Commission staff examining off-street parking in Waikīkī was presented to the Commission on July 3, 1952. The report noted that the City owned 508 curb side stalls along the length of Kalākaua Avenue, and one block mauka and one block makai of Kalākaua, between Kalaimoku Street and Monsarrat Avenue. Private concerns owned 892 stalls in the same area. The study also related that three types of parking had developed. The first, for business, appeared to be adequately served by the existing facilities. The second, for apartments, was an overnight problem that the staff felt best be handled by private enterprise. The third, for beach patrons, was acute and required action by the Board of Public Parks and Recreation. Shared facilities for both apartment and beach patrons were a possibility because of opposite time of day demands.²³⁷

On August 7, 1952, the City Planning Commission heard its Director discuss research he had undertaken as to how mainland cities encouraged development of private parking facilities. It had been suggested locally that the City provide tax adjustments to private owners who agreed to keep permanent parking facilities. While some mainland cities had waived or abated taxes for developers, the most common method was for the municipality to undertake construction and then hire a private corporation to operate the facility.²³⁸

The City Planning Commission on September 11, 1952, was presented with copies for study of a Hawai'i Visitors Bureau financed study by the firm of Harris, Kerr, Forster, and Company. The *Report on Survey of Hawaiian Hotel Situation, Facilities, Needs and Recommendations* examined the growth of the visitor industry and focused heavily on the necessity for additional visitor accommodations in Waikīkī.

The issue has been acute with the rapidly growing need for the development of additional hotel facilities to support the fast-growing tourist industry. The entire beach section has been tied up for ten years in an impasse during which there

has been no conclusive decision made as to the course eventual beach development will take. The hiatus must be overcome.²³⁹

(These sentiments echoed those of hotel owner George Kimball earlier in the year, and to which the Commission had already felt it necessary to respond.)²⁴⁰

On September 18, 1952, the City Planning Commission was advised by the City Attorney's Office that the Commission had the legal right to amend any existing land use ordinance to create new use districts. The Commission desired to use this authority in restricting activities within Business Districts.²⁴¹

The City Planning Commission responded to the Hawai'i Visitors Bureau study on September 25, 1952, by sending the Mayor and Board of Supervisors a series of recommendations:

- Immediate acquisition of the Waikiki Tavern and Queen's Surf sites for park purposes to end speculation of those sites for hotel use;
- development of hotels mauka of Kalākaua Avenue between the Surfrider Hotel and Kapi'olani Park;
- government assistance to small landowners to consolidate lots more suitable for hotel development; and
- identification of potential new hotel sites at Fort DeRussy, 'Ewa of the Royal Hawaiian Hotel, and 'Ewa of the Moana Hotel.

The Commission determined that at least five major hotels could be constructed through this program, thus addressing the Hawai'i Visitors Bureau criticism of the City's plans to meet projected tourist accommodation needs.²⁴²

The City Planning Commission conducted a public hearing to possibly reclassify portions of the Diamond Head Terrace Tract to Hotel and Apartment zoning on October

9, 1952. The Commission decided against the proposal after 58 percent of the property owners nearby voted against the rezoning.²⁴³

The Matson Navigation Company notified the City Planning Commission on October 23, 1952, of its intentions to build a new major hotel at the end of Kalia Road near the Royal Hawaiian Hotel (a site suggested by the Commission to the Hawai'i Visitors Bureau earlier that year).²⁴⁴

City Ordinance 1315, dated December 3, 1952, established requirements for multi-level parking garages.²⁴⁵

On February 19, 1953, the City Planning Commission was presented with a proposal by Helene Magoon to construct a 10 story 40 unit cooperative apartment complex on 48,716 square feet of land makai of Diamond Head Road. The Commission expressed doubts about this project but advised the applicant that she had the right to circulate a petition among affected property owners to request a public hearing on her application.²⁴⁶

The City Planning Commission on April 9, 1953, discussed legislation proposed by the Board of Supervisors that would more easily allow the Board to overturn Commission actions. Specifically, the proposals would have permitted the Board to disallow Commission resolutions by only four votes compared to the existing five. In instances where 30 percent of property owners within 100 feet protested adoption of Commission Resolutions, the Board would require only four votes, rather than a unanimous vote, to overturn the Commission. The Commission sent a written protest to the Mayor and Board.²⁴⁷

On May 28, 1953, the City Planning Commission discussed possible modifications of ordinances governing business activities in hotels. The City Planning Commission, the Building Department, and the City Attorney's Office had been caught in

a conflict between businesses wishing to expand and Waikīkī residents desiring to maintain their neighborhoods. While the Commission could deny rezoning applications after conducting public hearings, landowners and businesses were encouraged by simple economics to flout the intent of the zoning laws by encouraging the general public into hotel shops and restaurants. The City thus looked for a compromise between providing for the needs of hotel and apartment occupants while preventing wholesale invasion of such districts by business. Permitted would be restaurants, barber shops, beauty parlors, massage studios, flower shops, newsstands, gift shops, and other incidental retail activities. All businesses would be required to primarily service hotel guests, locate public entrances to shops within the hotel building, and have no signs visible from the street.²⁴⁸

The Matson Navigation Company opened the Princess Ka'iulani Hotel on Kamehameha Day, June 11, 1953. The hotel was the largest built in the Territory since the Royal Hawaiian Hotel in 1927.²⁴⁹ The Princess Ka'iulani represented a change in investment strategy by the hotel industry because the site was not located on or adjacent to the beach.

The City Planning Commission on July 2, 1953, conducted a public hearing on a request by Insurance Factors, Ltd., to develop an office building on the makai side of Ala Moana Boulevard near the Ala Wai Canal. The area was viewed as unfavorable for hotels because of marine mercantile activity on Territorial land nearby at Ala Wai Boat Harbor. Objections to the Business District application were raised by Roy Kelley, owner of a large hotel project in the area, who wished the area to remain for hotel and apartment use.^{250, 251}

On July 23, 1953, the City Planning Commission denied a request by Susan Westney to conduct a dressmaking business at 201 Lewers Street in a third class

building within a Hotel and Apartment District. The Commission also noted several other businesses operating in the Hotel and Apartment area and requested that the City Attorney's Office investigate those possible violations.²⁵²

The City Planning Commission Resolution No. 518, dated July 30, 1953, created Business District No. 197 along the makai side of Ala Moana Boulevard beginning 210 feet Diamond Head of the Ala Wai Canal.²⁵³

The City Planning Commission discussed on site parking requirements on August 4, 1953. Apartments, boarding, or lodging houses were to have one parking space per 1 ½ units; hotels and clubs one parking space for every four guest rooms; and professional business buildings to have 40 percent of their total land area used for parking. It was the consensus of the members present that more stringent requirements would probably be "killed" by property owners and the Board of Supervisors.²⁵⁴

City Planning Commission Resolution No. 518, creating Business District No. 197 on Ala Moana Boulevard, became effective September 4, 1953.²⁵⁵

The City Planning Commission held a public hearing on September 10, 1953, to discuss a request for Business zoning of property on the 'Ewa side of the intersection of Koa Avenue and Uluniu Street. The land, owned by the Steiner Estate, was to provide support functions for the new Walkīkī Biltmore Hotel. The Commission decided to grant preliminary approval for the proposal, provided that a plan be established for parking.

Also on September 10, 1953, the City Planning Commission tried to address major popular misconceptions about long range planning. The City's inability to immediately purchase beach properties had led to landowner claims of "blight" and loss of freedom to use their properties as they wished. The Commission's position had been that planning, as a long range activity, did not prevent existing use of private properties.

The Commission also noted the public purposes to which planning was devoted, and the limited number of acres impacted.

- The total urban area of the city was 35,555 acres.
- The total area encumbered for the Master Plan was 1,023 acres.
- Of the areas encumbered by the Master Plan, road widening totaled 204 acres, parks 93 acres, schools 139 acres, and redevelopment 158 acres.²⁵⁶

The Honolulu Chamber of Commerce on September 16, 1953, rekindled a proposal to realign Kalākaua Avenue mauka of its existing alignment from Ka'iulani to Kapahulu Avenues. This suggestion, originally made by Territorial Senator William Nobriga, was designed to create five hotel beach sites and a landscaped promenade.²⁵⁷

The City Planning Commission Resolution No. 529, passed October 8, 1953, created Business District No. 199 along the makai side of Koa Avenue, beginning 85 feet 'Ewa of the intersection of Koa Avenue and Uluniu Street. City Planning Commission Resolution No. 529 became effective November 13, 1953.²⁵⁸

On December 3, 1953, the City Planning Commission heard a presentation by the Hotel Committee of the Chamber of Commerce on a plan to reroute Kalākaua Avenue. The area in mind was between Ka'iulani and Kapahulu Avenues. Moving Kalākaua mauka, first along Koa Avenue and then a similar distance mauka until Kapahulu would provide space for a public beach promenade and beach hotel sites. Hotels would be placed to ensure views, retail establishments could operate along Kūhiō Avenue, and a possible redevelopment program undertaken in the older areas mauka. While discussion occurred about the stimulation of the local economy that the plan might foster, issues of finance, recent opposition to the widening of Kūhiō Avenue, and the plights of small landowners and present occupants received scant attention in the presentation.²⁵⁹

On December 10, 1953, the City Planning Commission received reports on zoning violations in the Kalia-Lewers-Saratoga area. The investigator noted that many of the businesses in the area had begun operations during the War and, for the most part, had been allowed to continue during the next twelve years. Periodic efforts by the Commission and Building Departments to enforce the rules had closed down several businesses, but some of these had returned claiming inconsistency of enforcement. Several businesses established after the War had, however, decided to go the legal route by seeking and receiving variances. The investigator suggested that the Commission's plans to accommodate businesses operated as part of nearby hotels might clarify the situation.²⁶⁰

The Chamber of Commerce met again with the City Planning Commission on December 17, 1953, to present financing details for its Kalākaua Avenue realignment project. Creation of off-street parking was expected to cost \$1,333,625 and to be financed by a bond issue amortized by the Fuel Tax fund. Hotel and beach sites would run \$4,751,391 to be financed by providing an additional \$0.10 per \$100 of the assessed valuation. The Commission voted to approve the proposal in principal subject to satisfactory plans to consolidate properties, provide adequate road access (including Kūhiō Avenue), and creation of a zoning plan.²⁶¹

The City Planning Commission held a public hearing on January 14, 1954, to discuss the existing Business Districts and zoning violations along Lewers Street, Kalia Road, Saragota Road, and Kalākaua Avenue. The Commission heard testimony from both landowners and business establishments. At the end of the hearing the Commission voted that all violations be cleared as of March 1954 and suggested that the landowners cooperate on such issues as off-street parking, road widening, and property use necessary for the operation of a business district.²⁶²

City Planning Commission Resolution No. 553, dated January 28, 1954, set rules for accessory uses within Hotel and Apartment Districts. Applicable to hotels of 20 units or more, such uses were to be an adjunct to regular hotel operations and not for general public use. Thus no shops doing approved business were to be open to the street or to display signs of their presence. Included were restaurants, barber shops, apparel stores, massage studios, and gift shops.²⁶³

The City Planning Commission held a public hearing on February 4, 1954, to discuss proposals for off-street parking requirements. The proposal had business and commercial buildings place 50 percent or more of their total area for parking; auditoriums and theaters 1 space for every ten seats; hospitals one space for every four beds; hotels one space for every four guest rooms; two unit apartment complexes one space per unit; and three or more unit apartment complexes one space per every one and a half units. After hearing testimony the Commission voted to defer action.²⁶⁴

On February 10, 1954, the Board of Supervisors unanimously disapproved the City Planning Commission Resolution No. 553 designed to permit certain accessory uses otherwise prohibited within Hotel and Apartment zoned areas. The Commission decided to meet with the Board over this issue.²⁶⁵

The City Planning Commission Resolution No. 555, dated February 18, 1954, created Business District No. 202 on the 'Ewa side of Beach Walk, beginning 150 feet makai of Kalākaua Avenue. The property owner had agreed to provide 49 percent of the total area for parking.^{266, 267}

City Planning Commission Resolution No. 559, passed by the Commission February 18, 1954, created Business District No. 203 at the makai 'Ewa corner of Koa Avenue and Uluniu Street.²⁶⁸

Also on February 18, 1954, the City Planning Commission responded to questions by the general public about a proposal to locate a civic auditorium on the Diamond Head side of the Ala Wai. The Commission stated that the Ward property was its first choice site for such a facility and that the Ala Wai location would face major traffic and parking problems.²⁶⁹

The City Planning Commission Resolution No. 561, dated February 25, 1954, created Business District No. 204 along the Diamond Head side of Kalaimoku Street mauka of Kalākaua Avenue. The Commission took this action because the property was to be impacted by the widening of Kalaimoku Street as part of the University Avenue extension. Creating additional business space within the remaining property would preserve its functionality. The property was to be occupied by the Canlis Charcoal Broiler Restaurant.^{270, 271, 272}

Zoning Variance No. 195, also approved by the City Planning Commission on February 25, 1954, permitted off-street parking in a Hotel and Apartment District for the Canlis Restaurant at Kalaimoku Street and Kalākaua Avenue.

That same day the City Planning Commission held a public hearing to discuss its latest effort to better define where and what business activities would be permitted in areas such as Waikīkī. The Commission created a Restricted Business District classification which permitted apartment houses, apartment hotels, hotels, professional offices, non-profit private clubs, dress and tailoring shops, and restaurants. Public comment contained no protests.²⁷³

On March 3, 1954, the City Planning Commission held a public hearing to discuss realigning Kalākaua Avenue and widening Kūhiō Avenue, both between Ka'iulani and Kapahulu Avenues. Numerous speakers gave their opinions. The Chamber of Commerce spokesperson stressed the need for additional hotel facilities

and the potential income to the Territory that business taxes might provide. Matson Navigation Company announced financing of a Waikīkī land use and transportation study that questioned the need for beachside hotels. Questions were raised whether Waikīkī was being reorganized on a mainland model and if local businesspeople would be left out by large scale development.²⁷⁴

On March 18, 1954, the Board of Supervisors notified the City Planning Commission of the Board's approval of Variance No. 195, permitting off-street parking for the Canlis Restaurant in a Hotel and Apartment District near Kalaimoku Street and Kalākaua Avenue.²⁷⁵

The City Planning Commission Resolution 562, dated March 18, 1954, was passed by the Commission to create the Restricted Business District classification within the Zoning Ordinance. This classification permitted hotels, apartments, medical or dental clinics, architectural and engineering design offices, law offices, realty and appraiser offices, certificated public accountant offices, non profit clubs, restaurants (on a variance basis), custom dressmaking, eleemosynary institutions, and accessory uses permissible in hotel and apartment districts. Apartment houses were required to have minimum lots of 7,500 square feet and 60 feet lot width; hotels and apartment hotels minimum 7,500 square feet lots and 75 feet lot width, and professional business buildings minimum 7,500 square feet lots and 60 feet lot width.²⁷⁶

On March 25, 1954, the City Planning Commission again discussed proposed off-street parking requirements. The Commission decided to adopt a ratio of one parking space for every three units for transient apartments (properties with leases of 90 days or less) and one parking space for every two units for non-transient apartments.

The Commission also met that day with staff to determine the work needed for a development study of Waikīkī, including both land use and transportation. Up-to-date

maps of land use, lot sizes, age of structures, and tax valuations would need to be created, as well as a study of recent road development proposals. The Commission considered hiring both an out of state city planner and traffic engineer to assist the local staff in these activities. Included in the list of potential outside city planners were Robert Moses of New York; Skidmore, Owens, and Merrill of Chicago; Carl Gardner of Chicago; and Charles Bennett of Los Angeles.²⁷⁷

City Planning Commission Resolution No. 555, creating Business District No. 202 on the 'Ewa side of Beach Walk, became effective March 26, 1954.²⁷⁸

City Planning Commission Resolution No. 559, creating Business District No. 203 on the makai corner of Koa Avenue and Uluniu Street, also became effective March 26, 1954.²⁷⁹

City Planning Commission Resolution No. 561, creating Business District No. 204 along the Diamond Head side of Kalaimoku Street mauka of Kalākaua Avenue, became effective April 2, 1954.²⁸⁰

City Planning Commission Resolution 562, creating a Restricted Business District classification, became effective April 23, 1954.²⁸¹

City Ordinance No. 1395, dated April 28, 1954, defined accessory uses (businesses) appropriate within Hotel and Apartment Districts. This law was to apply to complexes of 20 or more units within the Hotel and Apartment Districts because it was felt that only the larger complexes could support such business activity. To prevent outside patronage, no business signs were to be visible from the street, and no direct access to the businesses was to be provided from the street.²⁸²

The City Planning Commission, on May 6, 1954, held a public hearing to discuss a zoning variance request for the Rosalei Apartments on Kai'olu Street. The developer wished to build commercial accessory uses for tenants in the building. The City Attorney

had stated that the facility could not be classified as a hotel because it had no room service offered, was thus ineligible for accessory uses under the Hotel zoning provisions, and required the variance. After hearing no testimony in protest of the application, the Commission voted to favor the application.²⁸³

The City Planning Commission on May 13, 1954, gave tentative approval to accept an offer from the Chamber of Commerce to help finance the hiring of mainland land use and traffic specialists for a study of Waikīkī. The Commission required that the study adhere to the existing Master Plan such as the Kūhiō Avenue widening and acquisition of beach front property between the Surfrider Hotel and Kūhiō Beach Park; approval of use of private funds by the City Attorney; and the understanding that the City would not be bound by the recommendations made by the study.²⁸⁴

Zoning Variance No. 210, granting accessory uses incidental to the operation of the Rosalei Apartments on Kai'olu Street, was approved by the City Planning Commission and forwarded to the Board of Supervisors on May 20, 1954.

The City Planning Commission on May 20, 1954, also discussed zoning violations in the Beach Walk, Lewers, and Diamond Head Terrace areas. Progress had been made in closing commercial activities in residential zones, removing street signs, and relocating taxi businesses. Investigation of other shops had identified "grandfathered" operations and others needing to file variance applications.²⁸⁵

On May 26, 1954, local realtor Charles Pietsch released *A Study of the Economic Feasibility of the Realignment of Kalākaua Avenue*. The purpose of the Kalākaua Avenue realignment proposal was to create highly desirable additional beach side hotel sites while preserving public access to Waikīkī Beach. While such new hotels would be spaced apart, however, the existing ocean view from Kalākaua Avenue would be blocked.

Pietsch suggested that, should the proposal go ahead, the owners consider combining their holdings and negotiate together with the government over land purchases or exchanges. Should it be necessary, a special government authority could be organized to undertake the project. Legislative authority to sell bonds would probably be required, and a decision made to either lease or sell the newly developed hotel lots. Land to be acquired under the proposal included 62 parcels owned by 38 individuals or corporations. Cost was expected to be \$6,150,000 and existing parkland on Kalākaua Avenue between Kapahulu and Monsarrat converted to additional hotel space.

The major legal questions as to whether the City or Territory could condemn private property and then rent or sell such property to private parties was not addressed by Pietsch.

Pietsch concluded that the project was economically feasible, stating that in his estimation the total increase in taxes attributable to extra business generated by the project would equal the cost of the project in one and a half years.^{286, 287}

While the City Planning Commission and Board of Supervisors had already endorsed construction of a new municipal auditorium on the Ward property, public suggestions to place the facility on the Diamond Head side of the Ala Wai Canal led the Commission to discuss the proposal on June 3, 1954. A Commission staff report, suggesting filling in the Canal 4,025 feet to the Mānoa-Pālolo Drainage Canal, would cost approximately \$1,300,000 and included fill material, walls, large box drains, engineering, etc. A Parks Board plan was more modest at an estimated cost of \$145,000, creating a four acre site by filling only 900 feet of the canal with construction waste and building a smaller system of box drains. The Commission decided to hold a public hearing on the issue.²⁸⁸

The City Planning Commission on June 10, 1954, was presented with an application by Ruddy Tongg for change of zoning at Diamond Head Terrace. The area, zoned Class A Residential in 1943, would be changed to Hotel and Apartment to allow Tongg to build a three story 35 unit complex on the makai side of Coconut Avenue. The Commission denied the request.

Zoning Variance No. 210, allowing accessory business activities in the Rosalei Apartment complex, was approved by the Board of Supervisors and notice received by the City Planning Commission on June 10, 1954.²⁸⁹

City Planning Commission Resolution No. 583, dated June 10, 1954, redefined Business District No. 197 makai of Ala Moana Boulevard and Diamond Head of the Ala Wai Canal by changing part of this Business District to Hotel and Apartment Zoning.²⁹⁰

On June 24, 1954, Belt, Collins, and Associates released its *Waikiki Traffic and Land Use Study* for the Matson Navigation Company. The purpose of the study was to examine the future development potential of Waikiki, determine Matson's role, and to suggest improvements to facilitate the orderly development of a "Greater Waikiki".

Belt, Collins, and Associates felt it important to study Waikiki as an integral part of the city of Honolulu and representative of the fate of the State of Hawai'i. They expressed concern that the growth of manmade Waikiki ("amusement park commercialism") was beginning to endanger the natural resources of the area.

Belt, Collins, and Associates noted a number of problems within Waikiki and blamed them on sporadic and unregulated growth. These included service activities on Kalakaua Avenue, narrow streets, small lots, makeshift subdivision of single family homes for apartments, inadequate beach access, and the erection of beach eroding sea walls.

The study noted several factors that impacted land use in Waikīkī. These included a change in population composition from single family homeowners in 1932 to a more transient population; an increase in the number of residents by 54 percent between 1940 and 1950; and the erection of three major new hotels in 1955. While overall population density remained low due to large undeveloped tracts and low rise construction on small lots, change would occur.

Factors favoring change included the growth of the national tourist industry; the westward migration of population nationally; continuing steady growth of Hawai'i's tourist industry; Hawai'i's potential as a retirement center; improvements in air travel time and capacity to Hawai'i; continued demand for new hotels and apartments; impact of tourist promotion programs; and development of a large tract of unimproved land in the center of Waikīkī for multi-family use. The limited amount of land, coupled with demand for hotel and apartment units threatened to create excessive densities and traffic congestion.

The vehicle for these density problems was often a multi story building covering the entire lot, designed to maximize the number of possible units, constructed without relation to adjoining properties, and frequently developed for speculation rather than occupation. Such structures needed to be controlled by height and lot coverage ordinances.

The study authors did feel that zoning had successfully separated land uses in Waikīkī. Four distinct neighborhoods had developed.

- The area from the Surfrider Hotel to Fort DeRussy was the hub of Waikīkī activity. The Moana and Royal Hawaiian Hotels had preserved the charm of old Waikīkī. Recent Kalia redevelopment (including remodeling of old bungalows and erection of well designed high rises) created an improved sense of space.

Business owners were realizing the necessity of providing off-street parking, helping to lessen a critical problem.

- **A second important neighborhood consisted of the residential area mauka of Kalākaua Avenue from Seaside Avenue 'Ewa. A transition from single family residential to low density garden apartments had been occurring, first near Seaside Avenue and Lewers Street and gradually moving 'Ewa.**
- **The third neighborhood was the Ala Moana area between the Niumalu (Hawaiian Village) and the canal. The road pattern in the Hobron area was well planned, but the predominance of "barrack type" structures was highly criticized, giving the area "some of the characteristics of a tenement district". Potential improvements included the State Harbor Division's plans for the Ala Wai harbor and redevelopment of properties adjacent to and including the 'Ena Estate.**
- **The fourth recognizable neighborhood covered the area from Ka'iulani Avenue to Kapahulu Avenue, from the Ala Wai Canal to Kūhiō Beach. This area had tended to be isolated from development by several factors, including the then abrupt end of Kūhiō Avenue at Ka'iulani Avenue, the narrowness of streets, the smallness of lots, and a wall of businesses along Kalākaua Avenue hiding its more residential character. Nominally blighted, the buildings in the area actually tended to be well maintained and provided satisfactory accommodations for those with limited incomes. Low population densities, increasing land values, short remaining leases on Lili'uokalani Estate properties, and the development of the Biltmore and Princess Ka'iulani Hotels favored long term redevelopment. The study noted that improving streets through the Improvement District laws or urban renewal programs could be used to improve standards while maintaining low densities.**

The study reported several problems with existing business zoning along Kalākaua Avenue. Designed in the 1920s, the business lots were often only 110 feet deep, discouraging development of on site parking. The Planning Commission had also tried, unsuccessfully, to create different classifications to business zoning (and on site parking requirements) that would discourage such activities as bowling alleys and auto shops.

The report ended with a series of observations and recommendations.

- The then limited number of permanent buildings in Waikīkī facilitated redevelopment.
- The minimally developed and extensive Queen Emma Estate lands (behind Macy's in 2007) presented a unique development opportunity.
- The City's beach park plans, if realized, would enhance the area's greatest natural resource.
- The area from the Elks Club to Poni Mō'ī Road should be developed as a resort.
- The sale of the Ala Wai Golf Course could be used to finance Waikīkī improvements.
- Waikīkī still had major potential as a retirement center.
- Fort DeRussy offered opportunities for additional hotels.
- Shallow lands makai of the existing shoreline could be developed and new beaches created.
- The proposal to move Kalākaua Avenue mauka of its existing route would concentrate development and lead to more congestion.
- Another proposal, to fill in the Ala Wai Canal to provide land for a civic auditorium would destroy one of Waikīkī's greatest assets – the canal itself.²⁹¹

City Planning Commission Resolution No. 583, changing property makai of Ala Moana Boulevard from Business to Hotel and Apartment, became effective July 16, 1954.²⁸²

The City Planning Commission on July 22, 1954, conducted a public hearing on an application by Capital Apartments, Ltd., to provide on-site accessory business activities at its planned complex on Kalākaua Avenue and Lewers Street.²⁸³

The City Planning Commission discussed on August 5, 1954, elements of a proposed contract for two mainland land use and traffic consultants. The consultants were to review the Master Plan and all other existing plans, public and private, for Waikīkī. Included in the study were to be issues of zoning for hotels, apartments, and businesses; off-street parking; and schools, parks, and beach development. A special request was made for information as to other uses for land occupied by the Ala Wai Golf Course. The consultants were asked to devise methods of financing and suggested legislation to accomplish the plan.²⁸⁴

On August 12, 1954, the City Planning Commission was notified by the Queen's Hospital that it was negotiating a master lease for its property in Waikīkī with mainland interests. The land involved the bulk of the property bounded by Seaside Avenue, one half block mauka of Kūhiō Avenue, Ka'ūlani Avenue, and Kalākaua Avenue (minus the Princess Ka'ūlani Hotel). The possible lessee was Paul Trousdale.²⁸⁵

Zoning Variance No. 211, permitting accessory business uses in the Capital Apartments, was approved by the Board of Supervisors and word of their decision received by the City Planning Commission on August 26, 1954.²⁸⁶

The joint City-Chamber of Commerce Waikīkī land use and traffic study was released to the public on November 4, 1954. Charles Bennett, Los Angeles Planning Director, and Eugene Maier, Houston Traffic Engineer authored *Studies and*

Recommendations for the Development of Waikīkī. Major land use elements of the Bennett-Maier plan included:

- selling the Ala Wai Golf Course, replacing it with apartments and constructing another golf course elsewhere;
- that the Planning Commission restudy zoning regulations, seek to control land use densities and building heights, and strengthen off-street parking requirements so as to better relate development to street capacities;
- realign Kalākaua Avenue in line with the stretch between Seaside Avenue and Ka'iulani Avenue, improving vistas of Diamond Head from central Waikīkī and providing additional land for Kūhiō Beach Park near Monsarrat Avenue;
- encouraging development of major hotels mauka of the realigned Kalākaua Avenue opposite Kūhiō Beach Park;
- leasing existing Kapi'olani Park land makai of Kalākaua for hotel use in order to pay the costs of the Kalākaua Avenue realignment and creation of desirable new park space at Kūhiō Beach Park.^{267, 268}

The City Planning Commission, also on November 4, 1954, undertook preliminary discussions on the Bennett-Maier study. The Commission found several land use advantages of this study over previous studies.

- Recreational and park space would be created where it was most in demand.
- Potential hotel sites would be created on private property mauka of Kalākaua Avenue with unobstructed views of the ocean.
- Three new hotel sites could be provided on the ocean which could provide revenue for the Department of Parks and Recreation.
- A beach promenade was provided.

- The dollar cost of the plan was expected to be exceeded by increased property values in Waikīkī, benefiting the government and encouraging new private development.
- The legal issue of public condemnation of lands for private use, a concern of the original Chamber of Commerce proposal to realign Kalākaua Avenue, would be avoided.
- The goal of public ownership of all beachfront lands from the Surfrider Hotel to Kūhiō Beach Park would be accomplished.²⁹⁹

On November 18, 1954, the City Planning Commission received estimates for acquisition and construction costs for elements of the Bennett-Maier plan. Park expansion was estimated at \$3,214,900 and total costs including road relocation at \$4,688,300. The Commission voted to hold a public hearing on the matter.³⁰⁰

The City Planning Commission held the public hearing on the Bennett-Maier Plan on December 9, 1954. During the first portion of the meeting the Director outlined details of the Plan and then opened the hearing to public discussion. Members of the public providing testimony included the Chamber of Commerce, Waikīkī Association, landowners, hotel operators, business owners, commuters, and 'Iolani School officials. The City Department of Parks and Recreation objected to potential loss of open space at Ala Wai Golf Course, along the Ala Wai Canal, in front of the Honolulu Zoo; and in Kapi'olani Park but was very enthusiastic over the expansion of Kūhiō Beach Park. The Territorial Highway Department continued to pursue proposals for an 'Ewa and mauka highway along the Ala Wai Canal and a University Avenue bridge that would both consume existing park space.³⁰¹

The City Planning Commission met on December 16, 1954, to discuss the results of the public hearing held the previous week. The Commission then voted to realign

Kalākaua Avenue as per the Bennett-Maier Plan and to rezone to hotel use the area bounded by Uluniu Street, the realigned Kalākaua Avenue, Kapahulu Avenue, and an extension of Koa Avenue. The Commission also recommended a financing program adding \$1.00 per thousand dollar valuation on all real property, estimating that this method would raise over a half million dollars towards amortizing an estimated \$4,700,000 bond issue over a 13 year period.³⁰²

The City Planning Commission on December 23, 1954, voted to deny an application for business zoning on the mauka 'Ewa side of Beach Walk. Testimony from nearby landowners had been mixed. The Commission's decision was based upon this lack of consensus among property owners as to both the nature of commercial activities and improvements appropriate to the area. The Commission also instructed its staff to examine any zoning violations in the area.³⁰³

6.2.8 LAND USE 1955-1959

On January 6, 1955, the City Planning Commission discussed proposals for financing municipal off-street parking lots in the Waikīkī area. The first proposal suggested was an area assessment method, charging \$0.17 per square foot for properties on the Waikīkī peninsula (minus Fort DeRussy). The Commission questioned whether property owners would accept such a broad assessment, perhaps favoring a weighted system based upon proximity to the proposed lots. The second proposal would charge parking fees at \$0.10 per hour, combined with a \$5.00 curb charge for overnight parking, which was estimated to bring in \$477,000 per annum. After administrative and amortization costs the latter proposal was expected to provide \$144,000 available for further construction of municipal off-street parking in Waikīkī. The

Commission voted to accept the Bennett-Maier off-street parking plans and submit financing information to the Board of Supervisors.

Also on January 6, 1955, the City Planning Commission discussed zoning changes as part of the Kalākaua realignment plans. Approximately 210,000 square feet was to be changed from Business to Hotel and Apartment Districts. As part of this the Commission voted to rezone part of Business District No. 25, along Kalākaua Avenue between Uluniu and Ke'alahilani Avenues, to Hotel and Apartment Districts 52-A and 52-B. The Commission simultaneously examined where to find new acreage for commercial activities. Considered were granting Business zoning to the entire block bounded by Ka'iulani, Koa, Uluniu, and Kalākaua Avenues as well as Koa and Kūhiō Avenue frontages of the block bounded by Ka'iulani, Kūhiō, Lili'uokalani, and Koa Avenues. Both the Matson Navigation Company and the Watumull family already had requests for changes to business zoning within these blocks. The Commission voted to hold a public hearing on the Matson and Watumull requests.³⁰⁴

The Mayor, Board of Supervisors, members of the Territorial Legislature, and the City Planning Commission met on January 20, 1955, to discuss the Bennett-Maier Plan for Waikīkī. Included in the discussion were cost estimates for park expansion provided by the Kalākaua Avenue realignment estimated at \$1,515,900. The Commission recommended to the others that an additional property tax assessment of \$1.00 per \$1,000 assessed valuation be imposed to finance this portion of the project and other acquisitions at Kūhiō Beach and Queen's Surf. It was estimated that a revenue bond could be amortized using this method over a period of 14 years. The precedent of the Cunha and Ward properties was cited in support of this plan. The Commission also recommended that a combination municipal parking lot usage fee and overnight street parking charge be used to finance a system of municipal off-street parking lots in

Waikīkī. The Supervisors, Legislators, and Mayor discussed these finance proposals but no consensus was reached.

Also on January 20, 1955, the City Planning Commission held a public hearing extending business zoning to Koa Avenue between Ka'iulani and Uluniu Avenues. No objections being made, the Commission agreed to prepare a resolution changing the zoning to Business.³⁰⁵

The City Planning Commission on February 3, 1955, discussed a draft resolution for off-street parking requirements on private property. New business buildings were to be required to reserve 50 percent of their lot areas for parking and additions to existing business buildings would require the addition to comply with this requirement. Hotels were to provide one parking space for every four guest rooms. Apartments and multiple family dwellings would need one stall for each two units. Transient occupancy facilities would be allowed one stall per three units.

Also on February 3, 1955, the City Planning Commission was faced with its first threat of legal action by owners of Business zoned land objecting to the rezoning of their properties as part of the Kalākaua realignment plan. A representative of the Joseph Boyd Trust cited examples of mainland courts declaring rezoning as a taking of property. The Commission voted to seek legal assistance.³⁰⁶

The Board of Supervisors wrote the City Planning Commission on February 9, 1955, asking the Commission to rescind Resolution No. 634, realigning Kalākaua Avenue from Kūhiō Beach to the Natatorium, and Resolution No. 638, establishing parking areas A, B, C, and D. The Board was seeking more economical options to Waikīkī's traffic problems. While the Commission stated its willingness to listen to suggestions from the public, it felt the Resolutions were based upon the best information available and thus voted to immediately resubmit the Resolutions to the Board.³⁰⁷

City Planning Commission Resolution No. 634, adopted February 10, 1955, amended the Master Plan to realign Kalākaua Avenue mauka from its existing alignment from Kūhiō Beach Park to the Natatorium, delete all existing public rights of way between the beach and the new alignment, and create a new Open Beach Area makai of the new alignment.³⁰⁹

City Planning Commission Resolution No. 640, adopted February 24, 1955, established Business Districts Nos. 215-A and 215-B at the makai Diamond Head corner of Ka'iulani and Koa Avenues.³⁰⁹

The City Planning Commission on February 24, 1955, also reached agreement in principle with the Waikīkī Development Company and the Queen's Hospital for development of their centrally located Waikīkī property mauka of Kalākaua Avenue. While the bulk of the land was to be used for business, the mauka most stretch above Kūhiō Avenue was to consist of apartments. Parking requirements were also discussed during the meeting based on a 40 percent lot area parking standard.³¹⁰

The Board of Supervisors notified the City Planning Commission on March 10, 1955, that the Board had again rejected Commission Resolution No. 638, establishing Off-Street Parking Areas A, B, C, and D in Waikīkī. The Board had received complaints over the proposal from landowners, lessees, and residents. Lessees of the Lili'uokalani Trust were especially vocal because their contracts with the Trust stated that condemnation funds would be paid only to the Trust and not to lessees whose improvements occupied Trust land.^{311, 312}

The City Planning Commission subsequently, on March 17, 1955, deleted those proposed off-street parking lots requiring condemnation and recommended construction of lots only at Fort DeRussy, the Waikīkī Sewer Pumping Lot, and Kapi'olani Park.

City Planning Variance No. 266, providing application by the Watumull family for use of property at Koa and Uluniu Avenues for off-street parking, was approved by the Board of Supervisors and word received by the City Planning Commission on March 17, 1955.

City Planning Commission Resolution No. 640, creating Business Districts Nos. 215-A and 215-B on Ka'iulani Avenue and on Uluniu and Koa Avenues, was approved by the Board of Supervisors and the Commission so notified on March 17, 1955.³¹³

City Planning Commission Resolution No. 634, which amended the Master Plan by realigning Kalākaua Avenue mauka from its alignment from Kūhiō Beach Park to the Natatorium, deleted all existing public rights of way between the Beach and the new alignment, and created a new Open Beach Area makai of the new alignment became effective March 18, 1955.³¹⁴

City Planning Commission Resolution No. 655, voted March 24, 1955, rezoned part of Business District No. 203 near Uluniu and Koa Avenues and created Hotel and Apartment District No. 54.³¹⁵

Also on March 24, 1955, the Board of Public Parks and Recreation presented its concerns regarding the Bennett-Maier plan to the City Planning Commission. The Board wished to move the relocated Kalākaua Avenue in front of the Zoo makai as much as possible in order to save large trees and provide the Zoo with a proper entrance. The Board was opposed to use of any park land for private hotels. It asked the Commission for input on road plans in order to provide for necessary parking. The Commission advised the Board that plans for the rerouted Kalākaua were already in force and that the Commission did not wish to change those plans. The placement of hotels in Kapi'olani Park, however, was officially only an idea under consideration.

A third item covered by the City Planning Commission on March 24, 1955, was a proposal to the Legislative Committee of the Board of Supervisors, recommending that \$300,000 to \$400,000 be allocated each year from the Territory for acquisition of lands for parks, playgrounds, and street improvements contained in the Master Plan.³¹⁶

The Board of Supervisors and the City Planning Commission conferred on March 31, 1955, on a proposed Resolution for off-street parking requirements on private property. The final draft read that Business and Commercial buildings would be required to have 50 percent of their lot space reserved for parking; hotels one stall per four units; apartment and multiple family structures one stall per two units; and transient accommodations one stall per three units. The Board was to certify any variance granted by the Commission. The draft was then sent to the City's legal office before returning to the Board for final approval.³¹⁷

City Planning Commission Resolution No. 640, establishing Business District Nos. 215-A and 215-B at the makai Diamond Head corner of Ka'iulani and Koa Avenues, became effective April 1, 1955.³¹⁸

City Planning Commission Resolution No. 657, passed April 7, 1955, established three Off-Street Parking Areas at Kalia and Saratoga Roads; Kūhiō Avenue and Kai'olu Street; and Monsarrat and the realigned Kalākaua Avenue.³¹⁹

The City Planning Commission on April 7, 1955, also continued negotiations with the Waikīkī Development Company and Queen's Hospital over parking requirements.

- Within Business Districts, parking areas were to be equivalent to the size of the building footprint.
- Hotels were to have one stall per four rooms.
- Apartments were to provide one stall per two units.

- **Additional off-street parking would be constructed upon agreement with the landowner, lessee, and the City Planning Commission.**

The Commission was especially concerned about adherence to the rules by sublessees and requested that the agreement be examined by City attorneys to ensure adherence.³²⁰

City Planning Commission Zoning Variance No. 269, granting permission to operate an off-street parking lot at Uluniu and Koa Avenues, was approved by the Board of Supervisors and notice received by the City Planning Commission on April 14, 1955.

Also on April 14, 1955, the City Planning Commission was informed that the Territorial Legislature was considering empowering the Board of Supervisors to override the Commission on zoning changes by the same five to two vote that the Board could already use to override the Commission on changes to the Master Plan.³²¹

City Planning Commission Resolution No. 655, rezoning part of Business District No. 203 near Uluniu and Koa Avenues and creating Hotel and Apartment District No. 54 became effective April 29, 1955.³²²

On May 5, 1955, the City Planning Commission examined a staff study of the area bordered by the Ala Wai Canal, Kapahulu Avenue, and the ocean. The study included several headings.

- **Land Use: Of 288 acres, 40 acres were zoned as Business Districts, 238 acres for Hotel and Apartment use, and the remainder for parks, schools, and eleemosynary uses. Of the business zoned areas, only 27.1 acres were actually in business use, while 5.5 acres were used for both business and residential purposes. Vacant land occupied 30 acres.**
- **Ages of Structures: Of the 1,984 buildings in existence, 319 were 31 years of age or older, 513 were 21 to 30 years, 767 were from 11 to 20 years, 117 were from**

six to ten years, and 268 were one to five years. The average age was at least 18 years.

- **Building Heights:** One story buildings numbered 1340, two stories 572, three stories 50, four stories 12, five stories 2, six stories 2, seven stories 1, eight stories 2, ten stories 2, and twelve stories 1. Interestingly, 96.4 percent of all buildings were one or two stories in height.
- **Population Density:** According to the 1950 census the population was 9,924, or a density of 36 persons per acre.
- **Valuation:** Assessed valuation of land and buildings was \$47,091,867, which at a tax rate of \$16.25 per thousand generated \$710,429 per annum to the City.
- **Traffic:** The majority of the streets in the district were considered adequate to accommodate traffic needs. Inadequate streets had been identified in the Master Plan for widening.

The Commission then discussed potential use of urban renewal statutes to improve low rental areas; ties between taxes and land use; other municipalities' height policies; separating zoning for hotels and apartments; and pending Territorial legislation impacting both the Kalākaua widening and off-street parking plans.³²³

City Planning Commission Resolution No. 661, dated May 12, 1955, created Business District No. 216 mauka of the existing Business District No. 25 along Kalākaua Avenue. The new District No. 661 extended between Seaside and Ka'iulani Avenues to reach Nohonani, Nāhua, and Kānekapolei Places.³²⁴

City Planning Commission Resolution No. 657, establishing three Off-Street Parking Areas near Kalia and Saratoga Roads; Kūhiō Avenue and Kai'olu Street; and Monsarrat and the realigned Kalākaua Avenue, became effective May 13, 1955.³²⁵

The City Planning Commission received an estimated value of the Lili'uokalani Trust lands expected to be condemned as part of the Kalākaua realignment project. Land and improvements would cost \$619,338. Leases on the land ran as late as 1977.³²⁶

City Planning Commission Resolution No. 661, creating Business District No. 216 mauka of the existing Business District No. 25 along Kalākaua Avenue, became effective June 17, 1955.³²⁷

Territorial Act 273 of the 1955 Legislature, dated June 22, 1955, provided for the issuance of \$5.3 million in bonds for the Kalākaua Avenue realignment project, subject to ratification by Congress.³²⁸

On July 7, 1955, the City Attorney's Office provided the City Planning Commission with a favorable opinion on the constitutionality of rezoning the Boyd property as part of the Kalākaua Avenue realignment project.³²⁹

City Planning Commission Resolution No. 629, adopted July 21, 1955, rezoned part of Business District No. 25 at Kalākaua Avenue and Lili'uokalani and Ke'alahilani Avenues as Hotel and Apartment Districts 52-A and 52-B.³³⁰

City Planning Commission Zoning Resolution No. 683, dated July 28, 1955, established Business District No. 217 on the 'Ewa side of Beach Walk approximately 240 feet makai of the Beach Walk-Kalākaua Avenue intersection. The property was adjacent to an existing business area.³³¹ The Commission received notification of the Board of Supervisors' approval of the Resolution on August 11, 1955.

City Planning Commission Zoning Variance No. 283, allowing use of property along Beach Walk for off-street parking, was approved and notice received by the Commission also on August 11, 1955.³³²

City Planning Commission Resolution No. 629, rezoning part of Business District No. 25 at Kalākaua Avenue and Lili'uokalani and Ke'alahilani Avenues as Hotel and Apartment Districts 52-A and 52-B, became effective August 25, 1955.³³³

City Ordinance No. 1468, dated August 29, 1955, established off-street parking requirements throughout the city.

- Single family residences were to have a minimum of one parking stall.
- Hotels, apartments, multi-family units, and rooming houses were to have one parking space per four units.
- Business buildings were to have no less than 40 percent of their total lot area dedicated to parking.³³⁴

The City Planning Commission on September 1, 1955, heard a proposal to place a three level, 620 stall, parking garage on 2.3 acres of land at Kūhiō and Ka'iulani Avenues. Land acquisition, construction, and interest charges were projected to be \$3,208,000 over twenty years, financed by parking fees of \$0.25 an hour. The project was expected to provide a profit of \$16,590 annually. The Commission decided to meet with representatives of the owners of the land, the Queen's Hospital.³³⁵

City Ordinance No. 1468, establishing off-street parking requirements, became effective October 1, 1955.³³⁶

City Ordinance No. 1471, approved October 20, 1955, redefined the types of support businesses allowed within the Hotel and Apartment District.³³⁷

The City Planning Commission also decided on October 20, 1955, to deny a variance request from the Young Women's Christian Association (YWCA) on Kalia Road to allow a commercial taxi stand on their premises. The YWCA was seeking to raise funds for a new facility on its land. Although the Commission was sympathetic to this

landowner, it felt that it could not grant the request when other landowners nearby had been denied.³³⁸

City Planning Commission Zoning Variance No. 301, dated October 27, 1955, gave Kaiser Community Homes permission to construct accessory business uses outside the main Kaiser Hawaiian Village Hotel buildings. The shops would face the Hotel parking lot. The Commission had approved this request because the shops did not face any public street.³³⁹

The City Planning Commission on November 10, 1955, turned down an application to change property zoning at Hibiscus and Coconut Drive to Hotel and Apartment. The area was predominantly single family residential in character and the Commission had turned down similar reclassification requests in the past.

Also on November 10, 1955, the City Planning Commission was approached by a representative of landowner Mrs. H. A. Harris to either acquire her property at the corner of Kalākaua Avenue and Lemon Road as part of the realignment project or issue her a building permit. The Commission's response was to forward a request for condemnation to the Board of Supervisors.³⁴⁰

Zoning Variance No. 301, allowing the development of accessory shops at the Kaiser Hawaiian Village Hotel outside the main hotel structure and facing the private parking lot, was approved by the Board of Supervisors and word was received by the City Planning Commission on November 23, 1955.³⁴¹

The City Planning Commission held a public hearing on December 5, 1955, to discuss land use and street widening proposals for the area between Ka'iulani and Kapahulu Avenues:

- zoning the area bounded by Ka'iulani, Kūhiō, 'Ōhua, and Koa Avenues from Hotel and Apartment to Business;

- widening of Kūhiō Avenue from 20 and 40 foot rights of way to a continuous 70 foot right of way as shown on the updated Master Plan;
- widening Koa Avenue and extending the street to 'Ōhūa Avenue;
- widening Prince Edward Street and turning it into a public parking lot;
- deleting Ke'alohilani Avenue from Kalākaua to Koa Avenues to consolidate two smaller blocks; and
- widening the Ke'alohilani Avenue right of way between Kūhiō and Koa Avenues and turning it into a public parking lot.

The bulk of testimony during the hearing centered on the objections of Kūhiō Avenue property owners to street widening and introduction of additional business zoning. The owners viewed the change as a means to create a new throughway in Waikīkī and accommodating such business expansion.

A major surprise during the hearing was a presentation by the Lili'uokalani Trust. The Trust had hired private consultants Belt, Collins, and Associates to produce a long range program for the Trust's 16 acres of land in the area that complemented the Bennett-Maier plan. This study had several significant elements.

- The district was ripe for redevelopment. The street system was inadequate and lot sizes too small (reflecting the area's original development as a single family residential area), most structures were over 20 years of age, and population density high. Most leases on property within the area expired in either 1962 to 1969 or in 1977. The whole of the Trust's lands were zoned Hotel and Apartment.
- City proposals for street widening and public parking lots on existing Trust land could be facilitated through a series of land exchanges between the City and Trust. The Trust agreed to the widening of Kūhiō Avenue to a 70 foot right of

way and similar side street projects but wished to consolidate some of its smaller holdings by closing parts of Koa and Ke'alahilani Avenues.

- The Trust agreed to additional business zoning.
- Redevelopment design should promote erection of hotels on the mauka side of Kalākaua Avenue; architectural unity; better interaction of pedestrians, shops, services, parking, and hotels; and unobstructed views.³⁴²

City Ordinance No. 1486, dated December 30, 1955, provided business zoning to Kenneth Brown for his property on Beach Walk, 240 feet makai of the intersection of Beach Walk and Kalākaua Avenue. The same property had been approved for business through City Planning Commission Resolution No. 683 but had been denied a unanimous vote by the Board of Supervisors when 30 percent of adjacent property owners objected to the rezoning. Due to this conflict, the Commission decided to hold another public hearing on the matter.³⁴³

On January 12, 1956, the Board of Supervisors requested the City Planning Commission reconsider City Planning Commission Resolution No. 629, which downzoned the Business District along Kalākaua Avenue to Hotel and Apartment. The Board was of the opinion that lands mauka of the new Kalākaua Avenue realignment should indeed be zoned Hotel and Apartment, but that property makai of that line should remain Business in order to guarantee landowners a fair appraisal for their land during condemnation. The Commission declined the Board's request. The Commission felt that altering the Resolution could jeopardize the plan and that a fair appraisal of former business zoned value could still be obtained even with the rezoning.³⁴⁴

The City Planning Commission, after a public hearing held January 19, 1956, reaffirmed the Board of Supervisors' rezoning of the Brown property on Beach Walk to Business.³⁴⁵

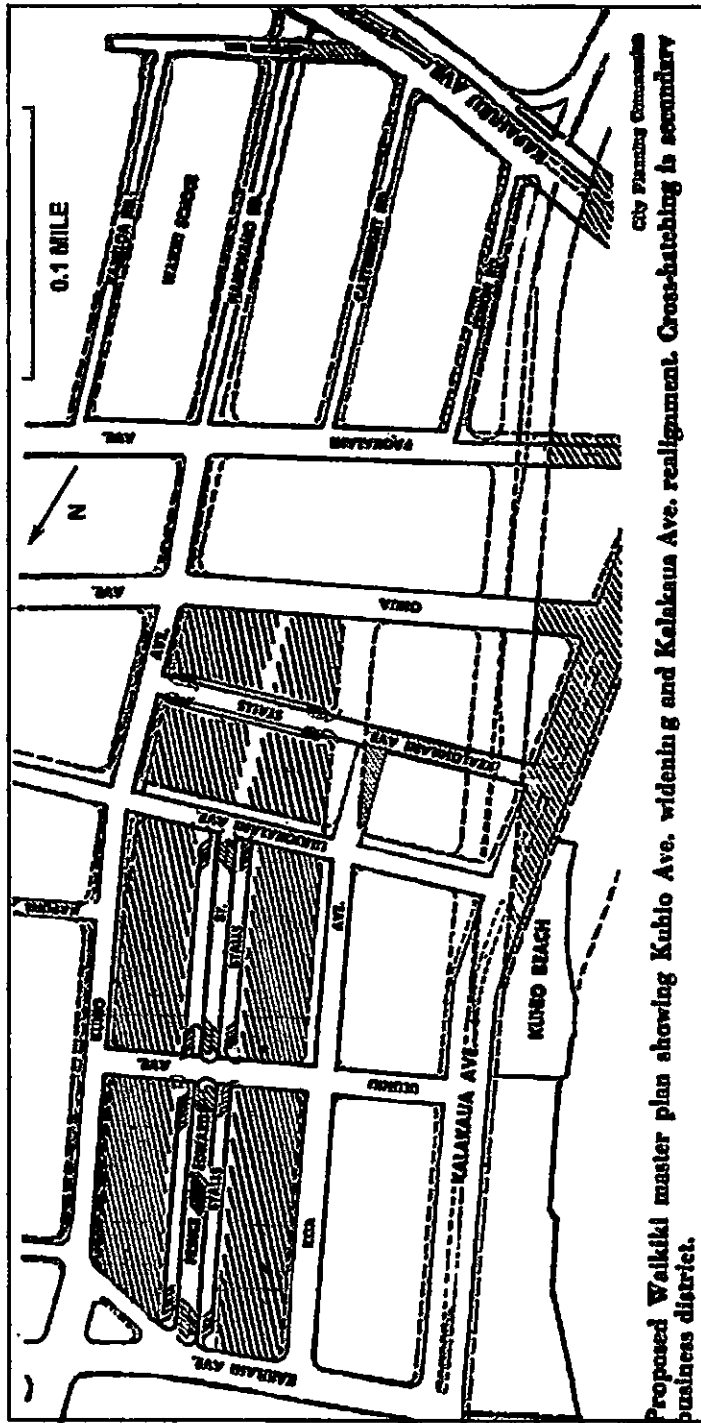


Figure 53: Proposals to rezone off-Kalākāua Avenue properties to Business and develop existing streets as public parking lots. Part of Kalākāua Avenue Realignment proposals, 1954

Honolulu Advertiser, illustration accompanying "Early Decision Unlikely on Waikiki Master Plan," December 11, 1955, (p. A4, col. 4). (Map location Latitude 21.276 North, Longitude 157.826 West.)

On February 2, 1956, the City Planning Commission again examined land use issues as part of the Kalākaua Avenue realignment. The block bounded by Ka'iulani, Kūhiō, Lili'uokalani, and Koa Avenues, had been suggested for business zoning. The area contained 51 lots owned by 51 individuals, 74 percent of the lots being below 5,000 square feet in size. The Commission noted that 13.7 percent of the landowners had protested the proposed rezoning. Based upon the Kalākaua realignment plan and the landowner vote, the Commission decided that while this block was desirable for business, the timing of lot rezoning should depend upon individual landowner development presentations made to the Commission.³⁴⁸

The Board of Supervisors notified the City Planning Commission on February 9, 1956, of its final approval of business zoning for Kenneth Brown on Beach Walk. The Commission had held another public hearing on this subject on January 19, 1956.³⁴⁷

On February 16, 1956, the City Planning Commission gave tentative approval to rezone newly reclaimed land makai of the Waikīkīan Hotel from Unrestricted Residential to Hotel and Apartment. The area involved 29,374 square feet and extended 800 feet makai of the previous property line. The property was created as part of a settlement over the Territory's Crescent Beach (2007's Duke Kahanamoku Beach) and Ala Wai Boat Harbor projects.

Also on February 16, 1956, the City Planning Commission again voted to deny a request for Hotel and Apartment zoning for property in the Diamond Head Terrace Tract. An attorney for landowner Adolph Sendel requested the change for land at 3019 Kalākaua Avenue between Poni Mō'ī Road and Coconut Avenue. The Commission noted previous similar rezoning attempts by others had been rebuffed by the majority of nearby landowners.³⁴⁸

The Board of Supervisors on March 15, 1956, advised the City Planning Commission that it was considering an ordinance to void City Planning Resolution No. 629. The Board wished to restore the Business District along the original Kalākaua Avenue alignment. The Board reasoned that the Commission's action to rezone before condemnation put the landowners at a disadvantage in compensation negotiations.³⁴⁹

On March 22, 1956, the City Planning Commission majority voted in favor of business zoning for the Magoon Brothers, Ltd., property on the mauka side of Hobron Lane and Līpe'epe'e Street. There had been dissention within the Commission that the area was better suited as a Hotel and Apartment District.³⁵⁰

City Planning Commission Resolution No. 745, dated March 29, 1956, created Hotel and Apartment District No. 60 on portion of reclaimed land between the Ala Wai Yacht Harbor and previous shoreline at the Hawaiian Village Hotel.³⁵¹

The City Planning Commission on March 29, 1956, received a copy from the Board of Supervisors of a draft ordinance mandating that variances granted by the Commission for zoning have the approval of the Board of Supervisors. The Commission voted to accept this proposal.³⁵²

The Board of Supervisors notified the City Planning Commission on April 19, 1956, that the Board had approved Ordinance No. 1501, returning Business zoning to Hotel and Apartment Districts 52-A and 52-B as Business Districts 25-A and 25-B. Pursuant to law, the Commission voted to call a public hearing on the matter.³⁵³ On May 3, 1956, the City Planning Commission held a public hearing on revision of Hotel and Apartment Districts 52-A and 52-B to Business Districts 25-A and 25-B. After the hearing, the Commission voted to concur with the Board of Supervisors and approved the rezoning.³⁵⁴

City Planning Commission Resolution No. 745, which created Hotel and Apartment District No. 60 on a portion of reclaimed land between the Ala Wai Yacht Harbor and the previous shoreline, became effective May 4, 1956.³⁵⁵

City Ordinance No. 1504, approved May 7, 1956, adopted the 1955 Edition of the Uniform Building Code for the City and County of Honolulu.³⁵⁶

Board of Supervisors Resolution No. 256, granting a variance to Hawai'i Builder's Supply Co., Ltd., for a variance from the 40 percent off-street parking regulations was discussed by the City Planning Commission on May 10, 1956. The Board's rationale was that the business would not engage in any retail activity and so the parking requirement could be waived. The Commission suggested that the Board be careful in granting such variances due to issues of consistency.³⁵⁷

City Planning Commission Resolution No. 759, passed May 24, 1956, created Business District No. 229 at the intersection of Hobron Lane and Līpe'epe'e Street. The Resolution became effective June 29, 1956.³⁵⁸

Zoning Variance Permit No. 322, voted by the City Planning Commission on May 31, 1956, allowed Kaiser Community Homes to construct and operate a beach club in a Hotel and Apartment District near Dewey Way (Paoa Place). Incidental uses included a bath house; lockers; showers; surfboard and canoe storage; and parking.³⁵⁹

City Planning Commission Resolution No. 767, dated May 31, 1956, reinstated Business Zoning to portions of Hotel and Apartment Districts 52A and B. The new Business Districts 230 A and B were located on the mauka side of Kalākaua Avenue near Lili'uokalani and Ke'alahilani Avenues.³⁶⁰

Also on May 31, 1956, the City Planning Commission decided to voice its disapproval of Ordinance No. 1501 passed by the Board of Supervisors. Ordinance 1501 reversed previous actions by the Commission and restored the Business District

along Kalākaua Avenue. The Commission symbolically voted its disapproval of Ordinance No. 1501, then complied with the Board's wishes by passing Resolution 767 to create Business Districts No. 230-A and 230-B along Kalākaua Avenue.

The Board of Supervisors on May 31, 1956, notified the City Planning Commission of the Board's approval of the name "Duke Kahanamoku Beach" for the man-made crescent beach Diamond Head of the Ala Wai Boat Harbor.³⁸¹

Zoning Variance Permit No. 322, allowing Kaiser Community Homes to develop a beach club in a Hotel and Apartment District near Dewey Way, was approved by the Board of Supervisors and word was received to that effect on June 14, 1956.³⁸²

The City Planning Commission on June 28, 1956, granted approval to reorganize the Elks Club property along Kalākaua Avenue into two lots of 73,804 square feet each. (The 'Ewa end would later become the new Outrigger Canoe Club site.)³⁸³

On July 5, 1956, the City Planning Commission tentatively approved a subdivision of the Queen's Hospital property in central Waikīkī. Queen's Hospital had made a master lease agreement with the Waikīkī Development Company, which was in turn making rental agreements with Liberty House, Donn Beach, and others to create shops and the International Market Place on the property. The City was concerned about building height, density, and parking requirements. Plans for the pedestrian-oriented Market Place and agreements to provide an equivalent of 40 percent of land area for parking led to the Commission's endorsement.³⁸⁴

City Planning Commission Resolution No. 767, rezoning portions of Hotel and Apartment Districts 52-A and 52-B into Business Districts 230-A and 230-B, became effective July 6, 1956.³⁸⁵

The City Planning Commission, on July 12, 1956, gave tentative approval for construction of a service station within a parking garage on the Kaiser Hawaiian Village

grounds. The original plan had been to erect a free standing facility on the corner of Ala Moana Boulevard and Kalia Road, but the Commission had objected to this site as interfering with traffic flow. The new service station location required a variance in the Hotel and Apartment District.

The City Planning Commission heard a presentation on July 12, 1956, by George Mason, Director of the Territorial Economic Planning and Coordination Authority, and Donald Wolbrink, representative of Harland Bartholomew and Associates. The two men were seeking information needed for an inventory and study of local land use. Included were the physical characteristics of the land; water resources and use; existing land use; and future planned land use. The Commission agreed to share any information on file that might be of use for the study.³⁶⁶

City Ordinance No. 1519, dated July 23, 1956, allowed the City Planning Commission to modify off-street parking requirements for private property where lot size, shape, dimension, and/or topography would make strict adherence to regulations impractical.³⁶⁷

The City Planning Commission on August 2, 1956, received an update from its staff on proposals to limit building height in Business Districts. It had previously been recommended that the total maximum floor area allowance be set at 400 percent of the total land area. Subsequent study indicated that the existing 40 percent lot parking requirement would not be adequate for 400 percent building coverage. A new proposal would set the amount based upon building bulk, rather than lot size, to govern the formula for parking requirements. It was further recommended that a floor area to parking ratio be followed for any total floor area allowance above 200 percent. Beyond the 200 percent floor area allowance level, any increase of 100 percent of floor area

would require an additional 20 percent for parking, up to a maximum floor area of 500 percent.³⁶⁸

Real estate developer Henry Kaiser opened his Hawaiian Village Hotel on August 4, 1956. Kaiser, who foresaw the coming of mass tourism, had purchased and combined the John 'Ena property and Niumalu Hotel on the 'Ewa side of the Waikīkī peninsula. Over the next several years he would construct a series of high rise hotel buildings in a master plan setting to accommodate the expected influx of tourists. The success of this complex would expand the center of Waikīkī hotel and commercial activities from near the Royal Hawaiian and Moana Hotels into the 'Ewa direction.³⁶⁹

City Planning Commission Resolution No. 742, dated August 9, 1956, created Business District 228 along the Diamond Head side of Ka'iulani Avenue between Prince Edward Street and Koa Avenue. The petitioner had been Ellen Fullard-Leo.^{370,371}

Zoning Variance Permit No. 329, authorizing the construction of a service station within a Hotel and Apartment Zone for Kaiser Community Homes, was approved by the City Planning Commission on August 9, 1956.³⁷²

The City Planning Commission was notified on August 23, 1956 that the Board of Supervisors had approved the master parking agreement between the Queen's Hospital, Waikīkī Development Company, and the City of Honolulu covering off-street parking on the Queen's Waikīkī property. The agreement had subsequently been forwarded to the City Clerk for recordation.³⁷³

Zoning Variance Permit No. 332, approved by the City Planning Commission on September 6, 1956, allowed Henry Kaiser to build an auditorium on land zoned as a Hotel and Apartment District makai of Kalia Road. The proposed building, a geodesic dome fashioned from designs by R. Buckminster Fuller, later became known as the "Kaiser Dome".³⁷⁴

The City Planning Commission held a public hearing on September 13, 1956, to discuss rezoning of property within the Diamond Head Terrace Tract from Residential Class A to a Hotel and Apartment District. A petition had been signed by 76 percent of the landowners within a radius of 750 feet to rezone the Adolph Sendel property on the makai side of Kalākaua Avenue between Poni Mōʻī Road and Coconut Avenue. Complaints made by nearby residents to the rezoning included destruction of the only residential area left in Waikīkī, accusations of spot zoning, setting a rezoning precedent, and overburdening the existing road system. The developer claimed that the project would increase available housing, have adequate on-site parking, and was not precedent setting. The Commission decided to defer action on the rezoning application.

City Zoning Variance Permit No. 329, granting permission to Kaiser Community Homes to construct a service station makai of Kalia Road in a Hotel and Apartment District, was approved by the Board of Supervisors and notification of approval received by the City Planning Commission on September 13, 1956.

The City Planning Commission on September 13, 1956, also received word that the Board of Supervisors had also approved a variance to allow developer Henry Kaiser to construct a 14 floor hotel building on his Hawaiian Village property off Dewey Way.³⁷⁵

City Planning Commission Resolution No. 742, creating Business District 228 along the Diamond Head side of Kaʻiulani Avenue between Prince Edward Street and Koa Avenue, became effective September 14, 1956.³⁷⁶

The City Planning Commission decided on September 27, 1956, to deny a rezoning application to Adolph Sendel for property in the Diamond Head Terrace Tract. The Commission cited inadequate public streets, earlier public protests to such rezoning applications, and the potential precedent setting effect one such successful rezoning might have on the area.³⁷⁷

Zoning Variance Permit No. 338, approved by the City Planning Commission on October 11, 1956, allowed Kaiser Community Homes to construct a radio tower on the grounds of the Hawaiian Village Hotel.

The City Planning Commission also on October 11, 1956, voted to deny a variance from Hotel and Apartment District regulations that would have allowed the Diamond Head Ambassador Apartments to operate a small convenience store within their complex. The petitioner claimed that he had thought such an operation legal, had purchased equipment for the store, and then claimed hardship.³⁷⁸

Zoning Variance Permit No. 332, allowing developer Henry Kaiser to develop an auditorium in a Hotel and Apartment District on the Hawaiian Village grounds, was approved and word of approval received by the City Planning Commission on November 1, 1956.

Zoning Variance Permit No. 333, authorizing developer Henry Kaiser to erect a broadcast tower and operate a radio station within the Hotel and Apartment District located on the grounds of the Hawaiian Village Hotel, was approved by the Board of Supervisors and notification received by the City Planning Commission on November 1, 1956.³⁷⁹

On November 29, 1956, the City Attorney notified the City Planning Commission that suggested beach setbacks at Waikīkī and Mākaha were illegal unless the City condemned and paid for the land. The City had attempted to create these setbacks in place of wholesale lot condemnations.³⁸⁰

During 1957 the City Planning Commission undertook a series of increasingly "comprehensive" plans. Master planning was expanded to new areas of O'ahu including Wai'anae, Waialua, Hale'iwa, Lā'ie, and Punalu'u. Other studies undertaken included the arterials, business zoning, industrial zoning, and creation of an Airport District.³⁸¹

City Planning Commission Resolution No. 818, dated January 30, 1957, restored the boundaries of Hotel and Apartment District No. 35 between the Natatorium and the Diamond Head Terrace subdivision.³⁸²

City Planning Commission Resolution No. 819, also dated January 30, 1957, deleted the proposed realignment of Kalākaua Avenue from the Natatorium to Poni Mōʻī Road and also the Open Beach Area as proposed along the shoreline within this section.³⁸³

City Ordinance No. 1561, approved by the Mayor on February 14, 1957, increased off-street parking requirements.

- **While Hotels were still required to have one stall per four units, whenever the number of units was not evenly divisible by four, an additional stall would be required.**
- **Hotels with accessory business activities on premises were required to use the above system or have a minimum of 40 percent of the total lot dedicated to parking, whichever provided the greater number of stalls**
- **Apartments and multiple family dwellings were required to have one stall per every four apartments or dwelling units. Where the number of units was not evenly divisible by four, an additional stall would be required.**
- **Business and Restricted Business Districts would require no less than 40 percent of the lot area reserved for parking.³⁸⁴**

The City Planning Commission on February 7, 1957, received a letter from the Spencedliff Corporation, operators of the Queen's Surf complex, requesting the Commission's help in providing additional parking within Kapi'olani Park. The Commission recommended to the Mayor and Board of Supervisors that such parking be constructed in accordance with the Master Plan.³⁸⁵

The City Planning Commission decided on February 28, 1957, to defer action on a request by developer Henry Kaiser to build an Executive Health Center in Waikīkī. The Commission decided to notify the Chamber of Commerce and the Hospital Association of the developer's request, and advise the latter that the only legal issue faced by the developer was the height of the proposed building.³⁸⁸

Zoning Variance Permit No. 349, approved by the City Planning Commission on March 7, 1957, granted the Grace Weill Estate permission to use 4,888 square feet of land on Saratoga Road for off-street parking purposes in conjunction with adjacent land in the Business District.³⁸⁷

City Planning Commission Resolutions 818 and 819, which redefined Hotel and Apartment District No. 35, realigned Kalākaua Avenue, and deleted the Open Space area along the beach Diamond Head of the Natatorium, became effective March 8, 1957.³⁸⁸

City Ordinance 1561, setting off-street parking requirements, received the City Planning Commission's disapproval on March 14, 1957. The Commission would have supported the Ordinance but felt that the 40 percent lot dedication requirement for off-street parking for hotels providing accessory commercial functions needed further study.^{389, 390}

The City Planning Commission on March 14, 1957, discussed a variance request from developer Henry Kaiser to build his Executive Health Center at the corner of Kalia Road and Dewey Way to a height of approximately 150 feet. Existing regulations based the allowable building height to one and a half times the width of Dewey Way (35 feet times one and a half equaling 52 feet). The Commission decided to defer action.³⁹¹

On March 21, 1957, the City Planning Commission heard representatives of Emma Mossman request that the City either condemn her property or remove municipal

plans to acquire it. The Mossman land, located at Kalākaua and Paoakalani Avenues, was located between the existing and projected Kalākaua Avenue realignment and slated for increased park space. The Commission recommended that the Board of Supervisors fund the acquisition immediately.³⁹²

City Ordinance No. 1561, establishing off-street parking regulations, was unanimously approved by the Board of Supervisors on March 25, 1957. This vote overturned the City Planning Commission's disapproval of the measure.³⁹³

The City Planning Commission on March 27, 1957, received a protest from the Waikīkī Improvement Association over required off-street parking provisions of Ordinance 1561. It was the Association's opinion that the City was imposing Business District standards on hotels.³⁹⁴

On April 25, 1957, the City Planning Commission expressed its concerns to the Board of Supervisors about proposed Ordinance 1573. This Ordinance deleted requirements for hotels with approved accessory uses to have 40 percent of their total lot area for parking and replaced it with one stall per four guest rooms plus one additional stall for any number of rooms not divisible by four. The Commission felt hotels with approved accessory uses should be held to both the 40 percent lot coverage and the one stall per every four guest rooms rules.³⁹⁵

Zoning Variance Permit No. 356, allowing the Kaiser-Burns Development Corporation to erect doctors' offices and a hospital at the corner of Kalia Road and Dewey Way, was approved by the City Planning Commission on May 9, 1957.³⁹⁶

Territorial Act 73, dated May 13, 1957, gave the City Planning Commission authority to zone for off-street parking facilities.^{397, 398}

The City Planning Commission on May 29, 1957, held a public hearing to discuss proposed regulations for height, yard space, and parking requirements within different zoning districts.

- **Apartment Districts:** Maximum building height was to be limited by the total floor area, which could not exceed 90 percent of the total lot area. Yard space varied from 10 to 25 feet depending upon the building height. Parking requirements were one stall for every three units.
- **Hotel Districts:** Maximum building height was limited by total floor area, which in turn could not exceed 180 percent of lot area. Yard space was 10 to 25 feet based upon building height. Parking requirements were one space per four rooms. Where accessory activities were permitted, an additional 40 percent of the total floor area dedicated to accessory uses must be provided for parking.
- **Business District:** Maximum building height was limited by total floor area. Total floor area could not be more than 500 percent of total lot area. Yard space was governed by the city building code and based upon occupancy and construction type. Parking requirements were of two types. Where the building did not exceed 200 percent of the lot area, then 40 percent of the lot was required to be dedicated to parking. Where the total building area was greater than 200 percent of the lot area, an area equal to an additional 20 percent of the lot would be required for parking purposes.

Public testimony included requests for additional time for study, concerns of small property owners as to the impacts of such regulations, and the question whether the City was considering separating hotel from apartment zoning. The Commission deferred action on the proposals.

City Planning Commission Resolution No. 857, dated May 29, 1957, required that hotels and apartment hotels provide one off-street parking stall per four rooms, and where the number of rooms was not divisible by four, an additional parking stall was required. Where such enterprises also provided accessory business activities to their guests, there was an additional requirement of 40 percent of the total floor area dedicated to accessory uses be designated for parking.

The City Planning Commission staff also on May 29, 1957, presented the Commission with a land use study for the area bounded by the Ala Wai Canal, Kalākaua Avenue, Ala Moana Boulevard, Kalia Road, Dewey Way, and the ocean. Seventy acres of land were involved, of which 7.2 acres were zoned Business and 62.6 acres as Hotel-Apartment. Eighteen acres were vacant. Lot sizes, excluding the Henry Kaiser holdings, ranged from 5,000 to 10,000 square feet in size.³⁹⁹

Zoning Variance Permit No. 356, permitting developer Henry Kaiser to build a medical complex in the Hotel and Apartment District, was approved and word of approval received by the City Planning Commission on June 6, 1957.⁴⁰⁰

The City Planning Commission was notified on June 13, 1957, that Act 260 of the Territorial Legislature had been signed by Governor Samuel King, making the Territorial Land Commissioner an ex-officio member of the City Planning Commission.⁴⁰¹

City Planning Commission Resolution No. 845, reducing the proposed widening of Kalaimoku Street to 70 feet, was approved by the Board of Supervisors on June 18, 1957.⁴⁰²

On June 25, 1957, the City Planning Commission discussed financing the Kalākaua Avenue Realignment. It was felt that it would be difficult to get the immediate property owners to cooperate in an Improvement district. Other options included use of real property or fuel taxes. Needed upcoming school construction projects limited the

City's ability to borrow funds. While the Legislature had authorized \$1.5 million bond fund issue (Act 289 of the 1957 Legislature) that the City and County Attorney said could be used to acquire property mauka or makai of Kalākaua Avenue, the Commission was afraid to commit such funds to the Kalākaua Avenue project if no further money was forthcoming from the Legislature to purchase beach lands. The Commissioners decided to meet with the Board of Supervisors to develop a financial scheme.⁴⁰³

The City Planning Commission held a public hearing on July 11, 1957, over another request to rezone Residential Class A housing within the Diamond Head Terrace Tract to Hotel and Apartment. Specifically involved was the area makai of Kalākaua Avenue from Poni MōT Road to Coconut Avenue. The City Planning Commission recommended that any rezoning be accompanied by the establishment of building setbacks on Kalākaua, Coconut, and Kiele Avenues because of insufficient road width. While there was testimony for and against the rezoning, the building setback came as a surprise to most participants and was very unpopular. The Commission voted to postpone action.

The Board of Supervisors the same day notified the City Planning Commission that it was returning Commission Resolution No. 857 relating to off-street parking requirements. The Board instead replaced it with Ordinance No. 1573.⁴⁰⁴

The City Planning Commission on July 18, 1957, tried to gauge support for financing the Kalākaua Avenue realignment project through the improvement district statutes. The Commission mailed letters, maps, and return postcards to property owners and lessees within the area bounded by Seaside Avenue, Ala Wai Boulevard, Kapahulu Avenue, and the ocean. Results received by August 1, 1957, showed that only 9 percent of those sent letters were in favor of the proposal, 34 percent against it, while 54 percent of landowners and lessees did not respond at all. Comments received

revealed that landowners and lessees were often misinformed as to the purpose of the project, some wanted the City to pay more or all of the project costs, and others suggested shrinking or widening the assessment area. The Commission noted that the Matson Navigation Company, which had major investments in Waikīkī area hotels, voted in favor of the proposal, while the Bishop Estate voted against it. The Commission staff felt the poll results were inconclusive. The Commission then voted to hold a public hearing on the improvement district finance proposal.⁴⁰⁶

The City Planning Commission also continued a discussion on rezoning of portions of the Diamond Head Terrace Tract to Hotel and Apartment on August 1, 1957. A potential developer had suggested that streets within the subdivision be made one way and pavements increased from 24 to 28 feet in width. Complaints were received on this proposal from existing residents. The Commission then decided to deny both the zoning change and street widening plans. The area was then declared feasible for hotel and apartment use, but developers would be required to provide plans with adequate setbacks, lot sizes, and off-street parking.

On August 1, 1957, the City Planning Commission voted to deny a variance permit request for the Park Surf Hotel on Kapahulu Avenue. The Hotel, built before parking requirements were in place, wished to operate a taxi stand from the only two parking stalls on its lot. The Commission reasoned that present law, which required four parking stalls for the hotel, should not be usurped by diminishing the number of stalls available for off-street hotel parking.⁴⁰⁸

The City Building Department on August 15, 1957, notified the City Planning Commission that developer Henry Kaiser had been issued permits for a 15 story hotel containing 679 guest rooms; a 2,150 seat assembly room; and 35,492 square feet of

shops and dining areas. Total parking required was 432 spaces, while the property already held 476.⁴⁰⁷

Zoning Variance Permit No. 363, approved by the City Planning Commission on August 22, 1957, allowed the Kaiser Foundation to construct a hospital and medical office building on Ala Moana Boulevard.⁴⁰⁸

The Board of Supervisors on August 29, 1957, voted their disfavor over the boundaries of the proposed Kalākaua Avenue realignment plan improvement district, indicating that landowners along Ala Wai Boulevard should not be included.⁴⁰⁹

During September of 1957, the staff of the City Planning Commission examined options for reducing the scope of the Kalākaua Avenue Realignment project in order to reduce costs and make the project more financially palatable. The original plan endorsed by the Chamber of Commerce would have required acquisition of 3.04 acres for roads and 2.88 acres for parks at a cost of \$5,156,000. The Commission staff developed a new plan to acquire 2.48 acres for roads and 0.82 acres for park space at a cost of \$3,526,000. The latter plan would provide an average increase in park depth of 150 feet from the then existing Kūhiō Beach Park and save \$1,580,000.⁴¹⁰

The City Planning Commission on September 5, 1957, was notified by developer Ruddy Tongg that he was willing to increase the number of off-street parking stalls within his proposed high-rise apartment building to be located near the intersection of Kalākaua and Coconut Avenues in the Diamond Head Terrace Tract. The new plan created parking in excess of legal requirements by providing one parking stall per unit. The Commission voted to hold a public hearing on the matter.⁴¹¹

The City Planning Commission on September 26, 1957, received notification that landowner Robert McEldowney had requested that the City delete his 5,000 square foot lot on the makai side of Lemon Road from the Kalākaua Avenue realignment project

plan. McEldowney had requested a building permit for a 24 unit apartment building for the site. The Commission responded by requesting that the Board of Supervisors acquire the property.

Zoning Variance Permit No. 363, allowing the Kaiser Foundation to erect doctors' offices and a hospital on the makai side of Ala Moana Boulevard, was approved by the Board of Supervisors and that approval was recorded by the City Planning Commission on September 26, 1957.⁴¹²

The City Planning Commission on October 3, 1957, held a public hearing on another request to change the zoning of lots within the Diamond Head Terrace Tract from Class A Residential to Hotel and Apartment.

Representatives of 82 of the approximately 132 landowners in the area objected to the rezoning, citing concerns over "spot zoning", destruction of the residential character of the neighborhood, noise and traffic, inadequate parking, small lot sizes, imposition of building set-backs, commercial activities, and post approval substitution of plans by the developer. The anti-development speakers noted that Diamond Head Terrace was the only residential area left in Waikīkī, and asked that development occur elsewhere.

Pro-development speakers rejected the preceding presentation, stating that legally only those landowners within a 750 foot radius of the development site had to be considered. They then cited the growth of the tourist industry and its importance to the economy; the market demand for beachfront property, the existence of apartments and hotels 'Ewa of the subdivision, and the developer's willingness to increase the number of parking stalls.

After hearing testimony, the Commission reiterated its position that the area was a natural site for apartment construction. However, the Commission voted to require

covenants restricting building heights, setting parking use for apartments only, and prohibiting accessory commercial activities. It was also suggested that, because of the many small lots involved, that minimum lot size be established before consideration would be taken for any further rezoning.⁴¹³

On October 31, 1957, the City Planning Commission met with representatives of Kaiser Community Homes and the Consolidated Amusement Company. Consolidated Amusement was unhappy with an announcement that the Kaiser Dome was to show the movie *Around the World in 80 Days*. Consolidated Amusement questioned the legality of this activity, which it viewed as a competitive business operated under Zoning Variance Permit No. 332 within a Hotel and Apartment District. The Commission's response was that, while it had expected the Dome to be used as an auditorium, it had perceived that such use would be in relation to hotel activities. The City Attorney ruled that the Dome could show motion pictures but not as a primary use. The Commission decided to monitor the situation and examine whether the wording of the variance permit should be changed.⁴¹⁴

In November of 1957, the federal Home and Finance Agency approved a request for an Urban Planning Grant for Honolulu. The City was given up to \$118,000 in matching grants to cover planning costs for both urban and urbanizing areas. The plans were to be completed in two years. This grant accelerated growth and integration of island-wide planning.⁴¹⁵

City Planning Commission Resolution No. 902, creating Hotel and Apartment District No. 85 along the Koko Head side of Coconut Avenue near the end of Kalākaua Avenue in the Diamond Head Terrace subdivision, was approved by the Commission after discussing the matter on November 14, 1957. The City Attorney, the City Planning Commission, and a representative for developer Ruddy Tongg had met to examine

proposed restrictive covenants for the Diamond Head Terrace Tract. The Commission had desired property use restrictions be adopted before granting a change in zoning from Class A Residential to Hotel and Apartment. Developer Tongg agreed to limit his project to seven stories; have no commercial activities of any kind on the premises; construct one parking space per unit; and provide a building setback for future street widening. The City Attorney stated that the Commission was not authorized to make the City party to such an agreement and a zoning change could not be granted on the basis of stipulations. He observed that the Tongg agreements were encumbrances binding on subsequent owners; and that adjacent property owners became third party beneficiaries to the agreement with the right to enforce the covenants. Developer Tongg then agreed to increase the third party beneficiaries to a 750 foot radius of his property line in order to encourage passage of the Resolution. On the basis of these actions the Commission approved the Resolution.⁴¹⁶

The Board of Supervisors on November 26, 1957, passed on first reading a bill of its own initiative to increase business zoning in Waikīkī. The Board included two areas. The first area was bounded by the 'Ewa side of the Ala Wai Canal, Ala Moana Boulevard, Kalia Road, Dewey Way, and the ocean. The second area covered the mauka side of Ala Moana Boulevard from the Ala Wai Canal to 'Ena Road, and the 'Ewa side of 'Ena Road from Ala Moana Boulevard to Hobron Lane. The Board reasoned that additional business activities were necessary to support increasing tourist activities and the general growth in population. The Commission responded with information it had on hand as to building ages, types of construction, etc. The Commission questioned whether the Board's argument of promoting business to foster nearby hotel development was valid, and suggested a land use study. Due to staff shortages, the Commission recommended that the study be conducted by an outside consultant.⁴¹⁷

On November 27, 1957, the City Planning Commission was notified of a possible exchange of beach lands between the City and the Steiner Estate suggested by developer Ruddy Tongg. The Steiner Estate and Tongg wished to acquire the land already condemned by the City next to the Surfrider Hotel in place of their own property immediately Diamond Head. This would consolidate both the City's beach holdings and nearby hotels, but would frustrate the City's effort to acquire the Steiner/Tongg parcel. The Commission was afraid that agreeing to this land exchange would alienate support from the Matson Navigation Company for the Kalākaua Avenue realignment project. The Commission voted to express their concerns to the Board of Supervisors.⁴¹⁸

On December 2, 1957, the City Planning Commission was presented with a letter from David Watumull, local businessman, who had conducted a poll at his own expense to determine landowner opinion on the Kalākaua Realignment plan. He found support from 49 percent of affected property owners for creation of an improvement district to finance the project. He reminded the Commission that legally 55 percent of area landowners were needed to reject an improvement district. Watumull also found that poll respondents felt that acceptance of a land exchange between the City and the Steiner Estate and Tongg interests would be viewed as eliminating makai open space and remove critical support for the improvement district.

Also on December 2, 1957, the City Planning Commission received a request for information from the Board of Supervisors over revising the required ration of parking stalls per apartments. The Board asked if the number should be changed from the then existing ratio of one stall for four apartments. The Commission noted studies in 1956 had recommended a ratio of one stall per two units and again submitted the same recommendation back to the Board.⁴¹⁹

City Ordinance 1617, dated December 26, 1957, granted Business Zoning to several sections of land near Ala Moana Boulevard. These included properties lying:

- between Ala Moana Boulevard and the ocean from the Ala Wai Canal to Kalia Road;**
- from the intersection of Ala Moana Boulevard and Kalia Road along Kalia Road to Dewey Way to the ocean;**
- along the mauka side of Ala Moana Boulevard from the Ala Wai Canal to Kalia Road; and**
- along the 'Ewa side of 'Ena Road to Hobron Lane.⁴²⁰**

During 1958 the City Planning Commission continued to use federal grants for reevaluation of existing rural plans; neighborhood analysis studies; development of future land use plans; preparation of drainage and flood control plans; and review of proposed locations for sewage plants, schools, parks, and civic centers; and examination of the island-wide transportation system.⁴²¹

City Planning Commission Resolution No. 902, creating Hotel and Apartment District No. 85, was approved by the Board of Supervisors and word was received by the City Planning Commission on January 2, 1958. The property was located adjacent to the intersection of Kalākaua and Coconut Avenues in the Diamond Head Terrace Tract.

Also on January 2, 1958, the Board of Supervisors notified the City Planning Commission that it had authorized issuance of a building permit to the Walker-Moody Construction Company for an overhang within the 10 foot building setback along Kalia Road. A lack of available funds to condemn the property was cited as the reason for allowing the permit.⁴²²

The City Planning Commission on January 9, 1958, held a public hearing on proposals to create separate classifications of apartment zones. The Commission felt

that separate standards for apartments and hotels should be developed, and that different subclassifications for apartments would also provide more flexibility in planning for the city. The proposed Apartment District A zoning would permit duplex dwellings on lots of a minimum of 5,000 square feet; proposed Apartment District B zoning would allow for unit apartment buildings on lots of a minimum of 6,000 square feet; and proposed Apartment District C zoning would require a minimum lot of 7,500 square feet. Criticism of the Commission plan came mostly from those fearing spot zoning. The Commission responded that a comprehensive zoning plan for the city was already in effect and that the proposals would not immediately change the zoning of existing hotel-apartment areas. The Commission felt that the proposals simply established minimum standards for such zoning classifications.⁴²³

Ordinance No. 1617, initiated and passed by the Board of Supervisors to create new business zoning in the Ala Moana-Hobron-Kalia area, was the subject of a City Planning Commission public hearing held on January 30, 1958. By law the Commission was required to hold such a hearing and act on the Ordinance by midnight January 30th. Public testimony included complaints over existing limits to business uses in hotel zones and the expectation that upzoning to Business would create more employment. The Commission was willing to rezone property makai of Ala Moana Boulevard to business, but felt further study was necessary for lots located mauka. On this basis the Commission felt it necessary to disapprove the Ordinance and request a meeting with the Board to explain its position.⁴²⁴

The City Planning Commission again discussed the Kalākaua Avenue Realignment project on March 13, 1958. The Commission, for example, was faced with a request to authorize a permit for a 12 story apartment and business building at Kalākaua and Ke'alahilani Avenues within the project area. Condemnation financing

continued to be such a major problem that the Board of Supervisors was considering deleting the entire project. Meanwhile the Chamber of Commerce hoped to save it in some form by endorsing the September 1957 Commission staff proposal scaling the project back to save \$1,580,000. The Commission then recommended the modified staff/Chamber of Commerce endorsed plan to the Board.^{425, 426}

City Planning Resolution No. 937, dated March 13, 1958, created an Apartment District C to permit apartment buildings on lots having a minimum area of 6,500 square feet and height restriction of 36 feet or three stories. The Resolution was then sent to the Board of Supervisors for review.⁴²⁷

A public hearing conducted by the City Planning Commission on March 20, 1958, covered a proposed change in zoning from Hotel and Apartment to Business along Ala Wai Boulevard between Kalākaua Avenue and Līpe'epe'e Street. The area held a radio station operating under Variance Permit No. 37 since 1946. No protests were filed. The Commission favored a change to Business for the area between the Ala Wai Canal, Kalākaua Avenue, 'Ena Road, Hobron Lane, and Līpe'epe'e Street and recommended approval.⁴²⁸

On April 3, 1958, the Board of Supervisors communicated to the City Planning Commission that it favored deletion of the existing Kalākaua Avenue Relignment project and recommended that the Commission draft a replacement based on the Commission staff proposal endorsed by the Chamber of Commerce. The Commission authorized a public hearing to discuss these changes.

Also on April 3, 1958, the City Building Department notified the City Planning Commission that it had issued a building permit to Trade Winds Development Company for property within the area designated for acquisition through the Kalākaua Avenue Realignment project.⁴²⁹

City Planning Commission Resolution No. 1028, changing a portion of Class A Residential District No. 11 to Hotel and Apartment District No. 112, became effective April 3, 1959. The property consisted of Diamond Head Terrace Tract Lot 73 located at 3003 Kalākaua Avenue.⁴³⁰

City Planning Commission Resolution No. 937, creating Apartment District C classification, was approved by the Board of Supervisors and notification received by the Commission on April 3, 1958.⁴³¹

City Ordinance No. 1637, dated April 11, 1958, changed off-street parking requirements for apartment and multiple family dwellings to one stall per every two units. Where the number of apartments or dwelling units was not evenly divisible by two, then one additional stall must be added to the previous parking stall count. The law was to be effective June 30, 1958.⁴³²

On April 17, 1958, a public hearing was again held by the City Planning Commission to discuss the Kalākaua Avenue Realignment project, specifically the Commission staff recommended modification developed during September 1957 for cost cutting purposes. The bulk of testimony was still against the proposal based upon the forced condemnation of property, loss of investment by Lili'uokalani Trust lessees, and questions whether the City could fund even the reduced project. The Commission deferred action.⁴³³

City Planning Commission Resolution No. 947, adopted April 17, 1958, created Business District No. 242 on the Diamond Head side of Ala Wai Boulevard between Kalākaua Avenue and Līpe'epe'e Street. This Planning Commission Resolution became effective May 23, 1958.⁴³⁴

On April 24, 1958, the City Planning Commission again discussed the Kalākaua Avenue Realignment project and the Commission staff recommended modifications from

September 1957. Although the Commission still favored the original Realignment plan, it accepted the staff recommendation to place Kalākaua approximately midway between the Bennett-Maier path and the existing Kalākaua Avenue right of way. The Board of Public Parks and Recreation also endorsed the modified plan suggested by the Commission staff.⁴³⁵

City Planning Commission Resolution No. 950, dated May 1, 1958, amended the Master Plan to encompass the planned realignment of Kalākaua Avenue and establish Kalākaua as a roadway 100 feet in width.⁴³⁶

Ordinance 1637, increasing parking requirements in Apartment areas to one stall per two units, was the subject of a public hearing conducted by the City Planning Commission on May 1, 1958. The Commission stated that the purpose of the Ordinance was to reduce overnight and daytime parking problems on city streets by requiring private provision for parking. A study by the Commission staff recorded that 82 percent of projects four units or larger were already providing one or more stalls for every two units. Testimony covered changes in rules of development, postponement of the effective date of the Ordinance, and difficulties faced by owners of small lots. The Commission deferred action.⁴³⁷

City Ordinance No. 1637, which increased off-street parking requirements in Apartment areas, was approved by the City Planning Commission on May 8, 1958. The Commission then recommended that the effective date be postponed one year. The Commission took this action because it felt that while the standards needed to be strengthened, immediate imposition of rules would be a hardship on recent purchasers of property who had planned to develop under the old rules and small property owners limited in their development options.⁴³⁸

On May 13, 1958, the City and County of Honolulu and O'ahu Planning Associates signed a contract for several studies.

- An Economic Base Study was to analyze the economy of O'ahu, making projections and recommendations for future development.
- A Land Use Study was to provide detailed analysis of present uses and make recommendations for zoning to create highest and best use of land.
- A new Zoning Ordinance was to be developed after examination of existing laws, providing new standards.
- Transportation recommendations were to be made for both the highway and street system.

Based upon these four studies a series of development plans would be produced.

- A Civic Center Plan for public buildings, including regional government complexes;
- A General Plan to include the information needed for a comprehensive Master Plan; and
- A long range capital improvement program.^{439, 440}

City Planning Commission Resolution No. 947, creating Business District No. 242 on the Diamond Head side of Ala Wai Boulevard between Kalākaua Avenue and Līpe'epe'e Street, was approved by the Board of Supervisors and notification received by the Commission on May 15, 1958.⁴⁴¹

City Ordinances 1646 and 1647, passed by the Board of Supervisors on June 2, 1958, gave the Board the authority to grant zoning variances.⁴⁴²

City Planning Commission Resolution No. 950, modifying the alignment of Kalākaua Avenue and established Kalākaua as a roadway 100 feet in width, became effective June 6, 1958.⁴⁴³

City Ordinance 1651, dated June 10, 1958, delayed the imposition of off-street parking requirements mandated by Ordinance No. 1637 to June 30, 1959.⁴⁴⁴

Board of Supervisors Resolution No. 387, reducing the width of the planned University Avenue extension from 90 to 80 feet between the Makai and Mauka Arterial, was the subject of a public hearing held by the City Planning Commission on June 19, 1958. The Territorial Highway Department had recommended a minimum 80 foot width while the Commission was on record as favoring retention of the 90 foot width. While no protests were filed over the Board recommendation, the Commission voted to retain its endorsement for a 90 foot right of way.⁴⁴⁵

Ordinance No. 1651, postponing the effective date of the off-street parking requirements of Ordinance No. 1637 from June 30, 1958 to June 30, 1959, was the subject of a public hearing held by the City Planning Commission on July 10, 1958. As no public protests were made, the Commission voted to approve the Ordinance.⁴⁴⁶

The City Planning Commission refused an off-street parking variance for Chong Hing Tenn at 455 Nohonani Street on August 21, 1958. Tenn had been adding units to an apartment complex he owned without providing additional parking as required by City Ordinance 1468.⁴⁴⁷

Board of Supervisors Resolution No. 608, adopted on August 26, 1958, deleted the modified Kalākaua Avenue Realignment from the Master Plan.⁴⁴⁸

On September 18, 1958, the City Planning Commission held a public hearing on the Board of Supervisor's Resolution No. 608, rescinding City Planning Commission Resolution No. 950. The Board action had abolished the modified Kalākaua Avenue Realignment and returned the street right of way to its original location. Landowners on the mauka side of Kalākaua Avenue, lessees of the Lili'uokalani Estate, and the Roman Catholic Church (owner of St. Augustine Church on 'Ōhua Avenue) all supported the

position. The Chamber of Commerce, cognizant of financial limitations faced by the Realignment, made a substitute suggestion to create more park space makai of Kalākaua Avenue by construction of sand collecting groins. The Commission felt this was not an adequate substitute and recorded its support for the Realignment project.⁴⁴⁹

The City Planning Commission on September 23, 1958, formally disapproved of Board of Supervisors Resolution No. 608, deleting the modified realignment of Kalākaua Avenue from Kūhiō Beach to the Natatorium. The Board immediately reapproved their Resolution on September 23, 1958, making it effective the same date.⁴⁵⁰

The City Planning Commission on October 30, 1958, held a public hearing over a request by Robert Hendry to build a high rise apartment building at 3015 Kalākaua Avenue in the Diamond Head Terrace Tract. The proposed structure would be 13 stories tall, with a first floor and basement dedicated to parking, and 30 stalls for 24 apartment units. The developer volunteered to not operate any accessory business on-site enterprises, provide a six foot setback for future street widening, and establish a minimum 40 foot building setback. However Hendry did not wish to be bound by the limit set by the Ruddy Tongg project of seven stories, preferring the 13 story plan. Local residents were split in their willingness to accept the Hendry project. The Commission decided to defer voting to talk with representatives of the Diamond Head Community Association.⁴⁵¹

City Planning Commission Resolution No. 1004, establishing Apartment District B category to allow construction of apartment buildings on lots of 6,000 square feet or more, was passed by the Commission on November 6, 1958.⁴⁵²

The City Planning Commission on December 4, 1958, again discussed the rezoning to Hotel and Apartment for the Hendry property makai of Kalākaua Avenue in the Diamond Head Terrace Tract. The Commission told representatives of the Diamond

Head Terrace Community Association that although the area was viewed as desirable for rezoning, existing utilities, narrowness of streets, and small lot sizes were impediments to such change. The Association did favor development criteria such as one stall per unit, no commercialization, and a one-way traffic pattern, but felt that the seven story height limit that previous developer Ruddy Tongg had agreed to should apply to all such projects or be abandoned. The Commission then heard that Hendry had added to his list of commitments by agreeing in advance to participate in any street widening and utilities improvements. On this basis the Commission voted with favor on the Hendry development.

City Planning Commission Resolution No. 1004, creating the Apartment District B classification, was approved by the Board of Supervisors and notification of approval sent to the Commission on December 4, 1958.⁴⁵³

On December 12, 1958, the City Planning Commission held a public hearing on a request to change from Hotel and Apartment to Business for the rear portion of property located at 2169 Kalākaua Avenue between Beach Walk and Lewers. No objections being made by the public, the Commission voted in favor of this extension to the existing Business District.⁴⁵⁴

During 1959 the City Planning Commission continued development of comprehensive plans for the entire island of O'ahu. The Commission considered this very important because general economic prosperity was forecast, statehood was expected to increase investment and development in the islands, and tourism was especially felt to be promising and requiring expansion of facilities. Population increases were already averaging 10,000 persons per year. A detailed land use study of Waikīkī was initiated as part of this planning process.

City Planning Resolution No. 989, permitting conditional uses relating to zoning, was adopted by the City Planning Commission on January 22, 1959.⁴⁶⁵

On January 29, 1959, the City Planning Commission held a public hearing on proposed Resolution 1017, establishing Off-Street Automobile Parking District(s) in order to allow businesses without adequate off-street parking facilities to use adjoining lots in residential or hotel zones for parking. No protests were received from the public.⁴⁶⁶

City Planning Commission Resolution No. 1014, dated February 5, 1959, amended the Master Plan on the makai side of Kalākaua Avenue between Poni MōT Road and Coconut Avenue. Portions of the Hendry property were changed from Class A Residential District No. 11 to Hotel and Apartment District No. 111.⁴⁶⁷

City Planning Commission Resolution No. 1021, another Resolution dated February 5, 1959, changed a portion of Hotel and Apartment District A to Business District No. 255. This area was part of the original Beach Walk Tract, between Beach Walk and Lewers Street, makai of Kalākaua Avenue.⁴⁶⁸

On February 12, 1959, the City Planning Commission held a public hearing on a request to rezone land within the Diamond Head Terrace Tract to Hotel and Apartment. Owned by Jack Leong and located at 3003 Kalākaua Avenue, the 16,957 square foot lot would contain a 10 story building. The landowner agreed to a third party beneficiary contract including covenants providing one stall per unit; a six foot road widening setback; prohibition of any commercial activity; and an agreement to participate in any street widening or utility improvement district. No public protests were received and the Commission voted then to recommend the plan.⁴⁶⁹ City Planning Commission Resolution No. 1028, dated February 26, 1959, amended the Master Plan by changing this portion of Class A Residential District No. 11 to Hotel and Apartment District No. 112.⁴⁶⁰

City Planning Commission Resolution No. 989, allowing conditional uses relating to zoning, became effective February 27, 1959.⁴⁶¹

City Planning Commission Resolution No. 1017, dated March 5, 1959, created the Off-Street Automobile Parking District in lieu of granting variances. These areas were designated solely for off-street parking. The final Resolution included impact mitigating design criteria for parking lot openings, lighting, fencing, etc.⁴⁶²

City Planning Commission Resolution No. 1014, amending the Master Plan from Residential to Hotel and Apartment for the Hendry property on the makai side of Kalākaua Avenue between Poni MōT Road and Coconut Avenue, became effective March 13, 1959.⁴⁶³

City Planning Commission Resolution No. 1021, changing a portion of Hotel and Apartment District A to Business District No. 255, became effective March 16, 1959.⁴⁶⁴

City Planning Commission Resolution No. 1017, creating the Off-Street Automobile Parking District, became effective April 10, 1959.⁴⁶⁵

City Planning Commission Resolution No. 1028, amending the Master Plan by changing the Leong property located on the makai side of Kalākaua Avenue between Poni MōT Road and Coconut Avenue from Class A Residential District No. 11 to Hotel and Apartment District No. 112, became effective April 3, 1959.⁴⁶⁶

The City Planning Commission held a public hearing on April 16, 1959, to receive testimony on an application by Kalākaua Land Development, Inc., to change the zoning of a parcel at 3065 Kalākaua Avenue from Class A Residential to Hotel and Apartment zoning. The applicant had agreed to a third party beneficiary contract as had previous successful applicants within the Diamond Head Terrace Tract. While the Commission voted to favor this change, it also agreed to not consider other changes in the area makai of Kalākaua Avenue without consolidation of existing small lots.⁴⁶⁷

On April 23, 1959, the City Attorney gave an opinion in regard to enforcement of new off-street parking requirements under Ordinance 1651. Filing of a building permit application before the June 30, 1959 deadline was not sufficient to avoid adherence to the new rules. Only actual construction or sufficient material expenses incurred before that date would suffice. Since no strict criteria for such expenses or amount of construction existed, each case would have to be judged on its individual merits.⁴⁶⁸

City Planning Commission Resolution No. 1040, adopted April 30, 1959, amended the Master Plan by changing another portion of Class A Residential District No. 11 to Hotel and Apartment District No. 113. This property was located at 3065 Kalākaua Avenue within the Diamond Head Terrace Tract.⁴⁶⁹

Also on April 30th the City Planning Commission engaged in discussions with representatives of the Young Women's Christian Association (YWCA) and Roy Kelley, owner of property immediately Diamond Head of the YWCA property. The YWCA was proposing construction of a fourteen story building on their narrow lot that would be in close proximity to Kelley's complex. Kelley objected to the YWCA proposal so much that he had offered to construct a new two story building at his own expense for the group if the YWCA would end plans for its high-rise. Rebuffed, Kelley then hired lawyers in an attempt to find violations of the building code in the YWCA plans in order to block the project. Issues such as parking requirements, setbacks from the street, lot coverage, and defacto subdivision, were brought up and in turn dismissed by the City Attorney, the Building Department, and the Commission. After discussion, the Commission determined that the YWCA project had met all legal requirements and so voted to issue a building permit.^{470, 471}

In May of 1959 the City Planning Commission released the first study jointly financed by federal planning grants and the City. Entitled *Economic Base Study, O'ahu*,

Hawai'i, the purpose of this report was to assemble and analyze data necessary for the development of a new Master Plan for the regional areas of O'ahu. Produced by O'ahu Planning Associates, a consortium of the firms of Community Planning Inc.; Belt, Collins, and Associates, and Charles Bennett and Associates for the City Planning Commission, the study reached a number of conclusions and recommendations.

- The Hawaiian economy had historically rested upon federal spending, agriculture, and tourism, and would continue to do so in the future. Tourism offered the most potential for future economic growth and most of the growth would occur on O'ahu.
- O'ahu's population was expected to reach 750,000 by 1980.
- Recommendations included creation of new tourist developments around the island outside of Waikīkī.⁴⁷²

City Ordinance No. 1704, dated May 25, 1959, adopted the 1958 Uniform Building Code for Honolulu.⁴⁷³

City Ordinance No. 1703, dated May 20, 1959, was proposed to alter the effective date of new off-street parking requirements of Ordinance 1651. Under Ordinance No. 1703, developers were required to obtain a building permit on or before June 30, 1959 and commence construction within 90 days in order to be governed by the older, more lenient parking requirements. Any building permit for apartment and multi-family units issued after June 30, 1959 would be subject to the new rules of one parking stall per two units in apartment and multi-dwelling complexes.⁴⁷⁴ The Ordinance was the topic of discussion at a public hearing held by the City Planning Commission on June 4, 1959. After public testimony the Commission voted to approve it.

Also on June 4th the City Planning Commission responded to a Sheraton Hawai'i Corporation inquiry of the Commission's zoning intentions for both sides of Lewers

Street between existing business zoned areas and Helumoa Road. In response, the Commission noted existing accessory activities within area hotels and business zoning at Lewers Street and Kalākaua Avenue. The Commission then voted favorably on additional business zoning for the area.⁴⁷⁶

City Planning Commission Resolution No. 1040, amending the Master Plan by changing a portion of Class A Residential District No. 11 in the Diamond Head Terrace Tract to Hotel and Apartment District No. 113, became effective June 5, 1959. The property was located at the end of Kalākaua Avenue near Coconut Avenue.⁴⁷⁸

City Planning Commission Resolution No. 1067, voted June 18, 1959, again amended the Master Plan by changing a portion of Class A Residential District No. 11 in the Diamond Head Terrace Tract to Hotel and Apartment District No. 117. Located at 3019 Kalākaua Avenue, the property was owned by Adolph Sendel. Sendel had initially requested the rezoning in 1956.⁴⁷⁷

On June 30, 1959, the Board of Supervisors suggested to the City Planning Commission that any rezoning application for property makai of Kalākaua Avenue from the Natatorium to Coconut Avenue be required to include initiating an improvement district for street widening, street improvements, and utility upgrades.⁴⁷⁸

The new City Charter, effective July 1, 1959, made major changes within the City planning system.

- The City Planning Commission was changed from an administrative entity to an advisory body to the City Council.
- The official designation of the "City Planning Commission" was changed to the "Planning Department".
- The Department was organized into a Planning Director, Planning Commission, a Zoning Board of Appeals, and support staff.

- The Planning Commission was composed of seven members, including the municipal Managing Director and Budget Director as ex-officio members. The remaining members were appointed by the Mayor with Council approval, serving staggered five year terms.
- The Zoning Board of Appeals consisted of three members appointed by the Mayor with Council approval, serving three year terms.
- The Planning Director was appointed by the Mayor with Council approval.⁴⁷⁹

The Planning Department received a request for comments from the City Council on July 7, 1959, pertaining to a project proposed by developer James Shinn. The property in question was to be bounded by Kalākaua, Lili'uokalani, Koa, and Ke'alahilani Avenues, was 23 stories in height, and violated the existing building code for 30 degree angle effects on two sides. The Building Department Superintendent had recommended a modification of building height regulations to accommodate the project. The Commission agreed with its staff that the project, as designed, negatively impacted surrounding access to light and air and potentially created a "canyon" effect. The Commission then voted to disapprove the Shinn project as proposed.⁴⁸⁰

Planning Commission Resolution No. 1067, amending the Master Plan by changing a third portion of Class A Residential District No. 11 owned by Adolph Sendel to Hotel and Apartment District No. 117, became effective July 24, 1959.⁴⁸¹

The Planning Commission on October 22, 1959, discussed the possibility of obtaining federal funds for the study of Waikīkī as had been done for a study of the Central Business District in downtown Honolulu. The Commission asked its staff to contact the appropriate federal agencies.⁴⁸²

The Honolulu Redevelopment Agency contacted the Planning Commission on November 11, 1959, asking for support in placing lots on the 'Ewa side of Kapahulu

Avenue as part of the Kapahulu Rehabilitation Project. The Commission voted to provide such support.⁴⁸³

On December 17, 1959, the Planning Department was given preliminary information on the upcoming Comprehensive Zoning Ordinance. Discussions were reported between the Commission staff, the Corporation Counsel's Office, and private consultants hired as part of the federal Urban Planning Grant contract. One of the important changes mentioned was the separation of hotel from apartment zoning.⁴⁸⁴

6.3 ANALYSIS OF LAND USE

6.3.1 THE CHALLENGE: SUSTAINABLE LAND USE

By the turn of the 20th century in Hawai'i, land had come to be viewed as a resource to be exploited. Waikīkī's recreational resources and improved transportation from town quickly encouraged urbanization. Both the Territorial and municipal governments tried to direct the first stage of development by working with private developers to create the infrastructure to support a single family residential area. The commercial success of Waikīkī businesses, the desire by government to create jobs, property tax laws, and the continued market demand for Waikīkī residences encouraged further generations of development on the same sites. The result was increasing density that began to overburden the transportation system and other infrastructure while also threatening to destroy the very character elements that made the area initially attractive. Municipal planners began to ask questions as to what kind of Waikīkī was desired—a haven for tourists or a joint use area for local residents and visitors? Should continued growth be encouraged? How could it be supported?

6.3.2 PARTICIPANTS

Control of land in Hawaiian history has been a means of both political and economic power. Similarly, changes in land use have reflected changes in technology and the economy.

Government policies from the early 20th century benefited public health by closing tenements, lessening overcrowded urban conditions, and eliminating mosquito breeding grounds.

Government favored the expansion of the town of Honolulu over the interests of those promoting agricultural use of adjacent lands. As mentioned earlier, landowners and lessees of agricultural lands were either forced to close or change their operations as salt-filled materials were spread across the landscape. Conversely, the expansion of building sites benefited the provider of public conveyance, the Honolulu Rapid Transit and Land Company, Ltd.; suburban real estate speculators and developers; major building supply companies such as Lewers and Cooke; and the middle and upper classes pursuing the "American Dream" of single family home ownership.

In Waikīkī the original royal landowners made a series of critical choices. Queen Emma, Queen Lili'uokalani, and Bernice Pauahi Bishop created perpetual trusts, deciding not sell the bulk of their property, but instead to develop the land to create income for eleemosynary purposes. Queen Kapi'olani deeded her lands to relatives who in turn sold the properties for subdivision. The John 'Ena property was organized as a rental subdivision for the benefit of that extended family.

Previous to and during the Reclamation era real estate developers established single family subdivisions adjacent to first the Moana and then the Royal Hawaiian Hotels. Proposals for the first major non-hotel commercial enterprise in Waikīkī, the Aloha/Waikīkī Amusement Park near John 'Ena Road, created divisions within the ruling

hierarchy of Hawai'i because its members included both promoters of the park and Waikīkī residents. The park proposal marked the beginning of many battles between Waikīkī residents and business interests over land use. In this case, promoters of the park were successful in establishing it in 1921. Since that time, commercial activities have gradually and literally gained ground in Waikīkī at the expense of residential areas, spreading along Kalākaua Avenue and then moving both mauka and makai.

The "residential" areas began their own evolution. Originally planned for single family homes, such areas saw the introduction of cottage courts and walk up apartment buildings as Waikīkī's "transient" population grew. Property owners in older subdivisions on the Diamond Head side of the peninsula also increasingly replaced their single family houses with multi-family structures to accommodate these groups.

Until the availability of street parking became limited, Waikīkī's commercial establishments enjoyed the patronage of a sizable local clientele who enjoyed first run movies, mini-golf, "drive-inns", restaurants, and floor shows.

Mass tourism also was underway, even before the arrival of jet planes, as the number of flights from the mainland increased. New visitor facilities, such as the off-beach Princess Ka'iulani and Biltmore Hotels and the Hawaiian Village represented major investments by hotel operators and developers expectant of even further tourism growth.

Conflicts increased between occupants of hotels and apartments. Hotel guests were on site for a short period of time, tended to be more boisterous, paid higher per diem rates, and required more on site services. Apartment owners tended to be the opposite, desiring quiet, requiring less on site commercial amenities, but considerably more parking.

6.3.3 VISIONING

The Territorial Board of Health had originally envisioned Waikīkī as an area to accommodate a broad spectrum of Honolulu's growing urban population in conditions improved from the existing densely populated city core. As Governor, Lucius Pinkham had hoped to attract leisure class investors from the mainland to create a single family residential area adjacent to the Moana Hotel, much like the Kahala residential area today surrounds the Kahala Hotel. However, the housing market dictated that, within the peninsula, middle class housing would predominate. Real estate developers in the 1920s sought to accommodate this demand with government financial assistance.

The commercial potential of Waikīkī beach had led to development of the Long Branch beach recreation facility and a hotel at the MacFarlane property in the 19th century. While the MacFarlane effort failed, the timing for the opening of the Moana Hotel in 1901 was more fortuitous as the number of tourists annually coming to Hawai'i had increased. The subsequent popularity of fairs held at Kapi'olani Park encouraged private investors to construct the Aloha/ Waikīkī Amusement Park on Kalākaua Avenue rather than at previously discussed sites in Mō'ili'ili. Public attendance at the amusement park had a spillover effect, encouraging nearby landowners across Kalākaua Avenue to erect commercial buildings there. As commercial rentals generally provided a higher yield than residences, property owners along the length of Kalākaua Avenue on the peninsula soon were in the process of converting their lots to business uses.

The proposed Royal Hawaiian Hotel, fashioned after similar first class resorts on the mainland, was envisioned to dominate both its stretch of coastline and the Waikīkī skyline. The complex was welcomed by government and the local business community as a quality expansion of the tourist trade.

Continued popular demand for Waikīkī living in the 1930s and 1940s encouraged landowners and developers to remodel single family homes into apartments, or redevelop lots as court cottages or multi-story walk up apartments.

Large numbers of service personnel brought to the islands during World War II centered their recreational activities on downtown Honolulu and Waikīkī. As no money was available for further large scale development during the war, this first taste of mass tourism had to be dealt with commercially by existing business facilities. The memory of these wartime crowds of patrons would inspire the more risk taking portions of the business community to invest in mass tourism facilities in anticipation of statehood and the arrival of jet transportation in the 1950s.

By the late 1950s most open land within Waikīkī had been initially developed. Investors looked to vertical growth of the physical plant to make new projects economically viable.

6.3.4 PLANNING

The first urban planning in Honolulu was undertaken as part of the health laws—providing access, assuring pure water, removing waste, and preventing overcrowding. These were the bases for all subsequent planning both in town and in Waikīkī.

The first major plan for the Waikīkī area was thus a product of the Territorial Board of Health in 1906, which combined an improved building code with population dispersal, infrastructure designs, block and lot sizes, and a financing scheme. Planning for the Waikīkī Reclamation Project set the boundaries of Waikīkī by creating the peninsula and its easily defined edge along the Ala Wai Canal. “Waikīkī” in the popular mind came to mean simply the peninsula and the Kapi’olani Park area, rather than the historic land division leading mauka toward Mānoa and Pālolo Valleys.

The 1922 City Planning Commission Street Plan for the Waikīkī Improvement District refocused the proposed street grid to a mauka-makai orientation and included extensive parks. The focus was on the beach, which was within a few walking blocks of all parts of the peninsula.

The development of a zoning code was undertaken to prevent juxtaposition of incompatible land uses.

Updates of the building code were periodically made to insure structural integrity.

6.3.5 IMPLEMENTATION

While the 1906 Board of Health Waikīkī Reclamation Project plan set the overall shape of the district, the 1922 City Planning Commission Waikīkī Improvement District Street Plan organized parks, roads, and the land plats for those areas not already developed. Use of Improvement Districts and improved building codes in new subdivisions aided marketability by ensuring standards of construction and infrastructure. Use of Frontage Improvement laws in older neighborhoods upgraded roads, helped to integrate road networks, and promoted improvements to existing private properties.

The establishment of zoning districts in Waikīkī as only “Business” and “Hotel and Apartment” classifications represented several factors.

- Commercial zoning was favored by most landowners as offering the highest potential return on investment.
- The City Planning Commission had already abandoned the earlier vision of Waikīkī solely as a residential area outside of the areas occupied by the two existing hotels.

- **Tourism was still viewed as a leisure class activity. Hotel residents were expected to stay for considerable lengths of time, or like occupants of “residential hotels” in Makiki and Mānoa, live in upper class boarding facilities.**

Changes in property zoning followed an established procedure including requiring the signatures of neighboring property owners and filing of a fee to cover notification costs for a public hearing. The signature requirement began the community notification process and provided a preliminary assessment of support or opposition to a zoning change. The public hearing was an opportunity for detailed testimony for or against the proposal. The City Planning Commission between 1939 and 1959 held administrative powers over such zoning changes. Final decisions were made by the Board of Supervisors.

Government subsequently entered into agreements with private landowners desiring zoning upgrades along Kalākaua Avenue by establishing building setbacks as a condition for rezoning.

The end of federal Prohibition law against liquor was the first of many factors that soured the joint “Hotel and Apartment” zoning classification. Many hotels, hoping to retain their client’s spending dollars, had opened restaurants on their premises while Prohibition was in effect. After the repeal, such establishments were often granted liquor and cabaret licenses that extended their business hours of operation, interfering with the quiet that apartment dwellers favored. Such restaurants and other commercial establishments catering to an increasingly mass tourist market further eroded the residential character of neighborhoods along and mauka of Kūhiō Avenue.

Recognition of the relationship between land use and transportation was only slowly recognized. Indeed, two of the greatest failures of Waikīkī land use planning were:

- the granting of piecemeal permission for increased private density without provision for infrastructure upgrades, and
- the inability of the Territorial Legislature to follow historical precedent by facilitating amalgamation of small individually owned lot land plats for redevelopment.

The result of such decisions was the “hodge-podge” development that could already be felt even during the 1940s along the makai side of Lewers Street and the Diamond Head side of Kūhiō Avenue.

While amalgamation of separately owned small land plats continued to be stymied, reorganization of small parcels owned by large landowners was undertaken by both Henry Kaiser and the Queen Emma Land Company. The Queen Emma Land Company joined in a public-private partnership with the City. Historically commercial activities had been discouraged from extending mauka of Kalākaua Avenue into areas that had been predominately residential. The City and Queen Emma Land Company reworked property lines, entered into an Improvement District agreement to connect Kūhiō Avenue across the property, provide Hotel and Apartment zoning along the mauka most section, while establishing business for the bulk of the land. The International Market Place occupies a large portion of this property in 2007.

Building codes were also employed in new ways. Off-street parking became a requirement in order to maintain mobility on the streets. Building setbacks also offered precious ground level open space. (The City entered into a permanent enforcement

battle with some landowners to ensure that such setbacks were maintained as landscaping and not commercial space.)

6.3.6 EVOLUTION

Waikīkī today retains important features of the Building Codes, Frontage Improvement laws, 1906 Pinkham plan, Waikīkī Reclamation Project, 1922 City Planning Commission plan, Improvement District laws, 1922 Zoning Ordinance, and 1926 Ordinance establishing the first Waikīkī Business District. These plans enacted public safety standards; established comprehensive planning; set road patterns; ensured infrastructure development; created open space; encouraged desired private investment; and organized the locations and density of specific types of land use. Methods for accommodating change were instituted based upon public hearings.

Long range planning in Waikīkī has benefited from a change in public attitude toward the use of private property. Unfortunately in the early to mid 20th century landowners looked at designation of their properties for future public purposes as a “blight” that denied them control or future appreciation of their property. As in the case of Diamond Head Terrace, this led to demands by landowners to have the cash strapped City either purchase their properties or allow major land use changes. While the City and Territory struggled with these issues in the 1950s, the issue reached a climax in the 1960s when the City reframed the argument, promoting existing use, denying up zoning, and displaying the resolve to undertake condemnation if necessary. “Freezing the zoning” influenced the market so that today the market reflects the desirability of living in a single family residential neighborhood, rather than the high rise development potential use of the land. Thus the character of the neighborhood is maintained.

Among the standards established for growth in Waikīkī was the enactment of off-street parking requirements. These were created to lessen dependence upon curbside parking and to facilitate access for business patrons and Waikīkī residents. Unfortunately, the organization of the business portion of the law, written as requiring the equivalent of a percentage of a business lot be covered by parking, combined with the profit motive and population pressure, have contributed to a classic case of the “Law of Unforeseen Consequences”—entire lots have been paved over and a monotonous vertical “box upon box” (hotel or apartment tower on top of parking garage) architecture has become established for high rise buildings. Both ground level and high rise structure parking also contributed to storm water drainage problems as impervious surfaces proliferated. Such architecture and land use actions removed much of the greenery of Waikīkī while contributing little to a unique Hawaiian sense of place. During the 1980s public complaints about these practices would lead to the introduction of new policies to encourage openness at ground level.

The lack of consensus necessary to undertake Bennett-Maier Plan features such as the realignment of Kalākaua Avenue, widening of Kūhiō Beach Park, and creation of Diamond Head views from central Waikīkī meant that a golden opportunity to improve on the original Waikīkī development plans was lost.

Fortunately, reminders of Waikīkī’s past have survived in a renewed respect for the past. Public demands for a more pedestrian oriented environment have been heard. Proposals for replacement of the Royal Hawaiian Hotel were defeated. Significant investment, for example, was provided to preserve the Moana Hotel and the character of the remodeled Halekūlani Hotel. The replacement structure of the Waikīkī Theater has maintained the old Theater’s architectural motif and marquee. The City also replaced the street furniture along Kalākaua Avenue to reflect a more “Victorian” theme.

6.3.7 LESSONS FOR THE FUTURE

Comprehensive planning requires that government planners and private parties both recognize that the existing time frame is only part of a continuum.

While it is in the best interest of both the government and private sectors to accommodate growth, growth is usually fostered by unique characteristics that have made the area attractive. Present success can be maintained only if these unique features are identified and maintained at a "sustainable" level.

Further growth can only be possible where greater numbers of those same unique characteristics are preserved. This requires comprehensive planning, designation for future needs and funding, while allowing existing (non destructive) use in the interim.

CHAPTER 7: OPEN SPACE

7.1 INTRODUCTION

Historically Waikīkī has depended upon large parks such as Kapi'olani, Ala Wai, Ala Moana, and Magic Island ('Āina Moana) for open space rather than smaller neighborhood parks. There have been several reasons for this.

- The Victorian era Kapi'olani Park contained a large central open space that was established before subdivisions came to Waikīkī.
- Laws in effect when Waikīkī was subdivided did not include park dedication requirements.
- Most municipal recreation programs were usually created alongside neighborhood schools and parks and often focused on the less affluent and more crowded, older sections of the city. (Examples of this are Mother Waldron and Atkinson Parks in Kewalo, and Beretania Park near Chinatown.) While Waikīkī did have the Waikīkī and Pākī Playgrounds (established in 1913), their locations near schools or within Kapi'olani Park limited their potential impact for open space on the peninsula.¹
- Comprehensive planning in the 1920s and the Depression Era tended to develop larger facilities such as Ala Moana Park. (Ala Wai Park was viewed as an extension of Ala Moana, connecting it to Kapi'olani Park.)
- Park development in the 1920s and beyond on the Waikīkī peninsula was meant to improve access to Waikīkī Beach.

Waikīkī did, however, acquire differing sized parcels for open space. These include Ala Moana, Ala Wai Golf Course, Ala Wai Park, Beach Walk Triangle, Kapi'olani,

Diamond Head Beach, Fort DeRussy, Magic Island (Āina Moana), and the Princess Ka'iulani Triangle.

7.2 A HISTORY OF WAIKĪKĪ OPEN SPACE

7.2.1 ALA MOANA PARK

Ala Moana Park has been written about extensively by author Robert Weyeneth. The site was first suggested as a park in the 1920s, and received the support of both the Outdoor Circle and the Shade Tree Commission as a civic beautification project. The federal government deeded the site to the Territory of Hawai'i in 1927 and the Territory subsequently transferred control to the City and County of Honolulu in 1928. The area was then filled in by Hawaiian Dredging Company, Ltd. The design of the park, overseen by the Outdoor Circle and the Honolulu Park Board, reflected the desire to develop a community facility by including numerous activities such as tennis, rowing, and Polynesian arts and crafts. Construction was partially financed through federal Depression era programs. Interestingly enough, Ala Moana Park was not originally designed as a beach park. The beach, man-made, was developed in June of 1955.²

7.2.2 ALA WAI GOLF COURSE

The Ala Wai Golf Course has its origins at Kapi'olani Park, Pālolo Valley, and Kahului, Maui. The first and last sites were locations of the Territorial and Maui County Fairs, while Pālolo was the location of the first municipal golf course.

7.2.2.1 TERRITORIAL AND MAUI COUNTY FAIRS

Territorial Act 155, signed April 30, 1913, made appropriations for a "mechanical, live stock, agricultural, and horticultural fair, to be held in the City and County of Honolulu, in the year 1914".³ Apparently no Territorial Fair was actually held at that time.

Territorial Act 20, signed by Governor Lucius Pinkham on March 19, 1917, provided for a fair to be held under the administration of a Fair Commission of Hawai'i.⁴ The First Territorial Fair was held at Kapi'olani Park on June 10-16, 1918.⁵ Paid admissions to the Fair were over 100,000.⁶ The Fair was successful enough that Board of Supervisors member Ben Hollinger recommended a permanent, double-decker grandstand be built for the fair at a new site on the mauka side of Kapi'olani Park.⁷

The Second Territorial Fair opened on June 9, 1919 at Kapi'olani Park between Kalākaua Avenue and the racetrack.⁸ Included were agricultural and commercial exhibits; a flower show; and a World War I "No Man's Land" complete with tents, pill box, and simulated broken trees and horse corpse.^{9,10}

R. Brown, Secretary of the Chamber of Commerce, returned to O'ahu from the Maui fair in October 1919. He was impressed that the County of Maui had invested in its fair grounds by leveling a small hill, filling in a low lying area, and constructing permanent exhibition buildings. Brown recommended that the same be done at Kapi'olani Park's lagoons.¹¹

Meanwhile, the Territorial Government had been actively engaged in real estate transactions involving properties mauka of the proposed Waikīkī drainage canal. Existing government lands and acquired lands within 500 feet of the mauka canal line were to be available for "equitable exchanges" of properties that lay in the canal's path wherever possible to avoid outright condemnation.¹²

Act 151 of the 1920 Special Session of the Eleventh Territorial Legislature authorized \$60,000 towards the purchase of a permanent fair ground mauka of the proposed Waikīkī drainage canal. These funds became available April 23, 1921.¹³

On April 29, 1921, the Territory of Hawai'i agreed to purchase 43.26 acres from the Bishop Estate for establishment of a permanent Territorial Fair Grounds for the \$40,000.^{14,15}

Executive Order No. 102, dated June 22, 1921, set aside the former Bishop Estate lands and untraded government properties totaling 66.26 acres for the Territorial Fair Grounds. The Territory added another 2.83 acres of government land on September 21, 1922, under Executive Order 124.¹⁶

During 1922 the Fair Commission also engaged in land clearing, removing fences, and grading the site.¹⁷

One problem for the new fair grounds was access. The fair grounds were not near any existing Honolulu Rapid Transit Company track line. The estimated cost for establishing a double track to the fair grounds was estimated at \$65,000 by the company.¹⁸

A temporary wooden bridge was built over the Ala Wai Canal to improve access between the fair grounds and Waikīkī in 1924.¹⁹

A permanent Proposed Layout Plan for the Territorial Fair buildings developed by architect Hart Wood was presented to the Fair Commission on February 27, 1924. Featured on the plan was a central plaza with town sets of exhibit buildings built on an 'Ewa-Diamond Head axis. Also included was a track and pool.²⁰

Another attempt at developing streetcar access to the fair grounds was made in 1925 but failed again. The Honolulu Rapid Transit Company gave several reasons for its unwillingness to establish such a line, including a narrow right of way near Makee Island (the lagoons had only been partially filled with rubble from the Kaimukī Improvement Project), the limited length of the Territorial Fair each year, and the uncertainty that the fair would be an annual event. The company suggested that the

government pay for the installation of the tracks, and the company would be responsible for maintenance.²¹

The year 1928 was a pivotal year for the Territorial Fair Grounds.

Governor Wallace Farrington, on April 12, 1928, added 3.98 acres to the Territorial Fair Grounds through Executive Order 326.²²

Also in the year 1928 the Chairman of the Fair Commission wrote to the Governor about the possible development of a nine hole golf course on the property and received permission to do so.²³

Other Commission correspondence dated December 10, 1928, noted the continuing deterioration of "temporary" exhibit buildings that had been used during seven annual Fairs. The Fair Chairman asked for \$100,000 for construction of a building to seat 5,000 people.²⁴

Act 191 of the 1929 Regular Session of the Fifteenth Legislature, specifically allowed the Fair Commission to construct tennis courts, playgrounds, and a golf course on the premises for general recreational purposes. Fees could be collected and placed in a special fund to support the Commission's activities. This became effective May 1, 1929.²⁵

A six hole golf course was in existence by February 1930, costing 25 cents per person per day and providing an income of around \$300. New holes were proposed beginning at the McCully Street side of the public property immediately mauka of the Ala Wai Canal. Cost of four completely new holes was estimated at \$8,430.²⁶

The Chairman of the Fair Commission wrote Governor Lawrence Judd on August 18, 1930, requesting money for a revolving fund to be used for construction and upgrading the golf course. In addition, he asked for at least \$20,000 for a wooden clubhouse.²⁷



Figure 54: Acquisition of Territorial Fair Grounds/Ala Wai Golf Course, circa 1940

Blue designates property exchanges, Green condemnation, and Orange lands already owned by the government, and Pink purchased property.

James Dunn, *Territorial Fair Grounds*, No date. Hawai'i State Archives.

On August 17, 1931, 64.078 acres were added by Executive Order 497. This property consisted of the 2007's Ala Wai Park, makai portions of the Ala Wai Golf Course, and the Waikīkī Library site.²⁸

Annual reports of the Territorial Fair Commission over the years note increasing numbers of golfers taking advantage of facilities and a resultant positive cash flow.^{29,30}

In March of 1933 the Parks Department of the City and County of Honolulu requested control of those public lands immediately mauka of the Ala Wai Canal in order to extend park facilities between Ala Moana and Kapi'olani Parks. After examination, the Governor's Office transferred 59.08 acres of land to the Parks Department.³¹

Joint Resolution Number 2 of the 1933 Special Session of the Seventeenth Territorial Legislature provided \$48,400 to purchase 67.40 acres of additional land for the Territorial Fair Grounds. This funding became available January 12, 1934 when signed by Governor Judd.³²

Executive Order 681, dated January 22, 1936, restored 21.633 acres of land controlled by the Parks Board along the Ala Wai Canal to the Fair Grounds. (This property was located Diamond Head of the Mānoa-Pālolo Drainage Canal.)³³

The Territorial Fair Commission began to expand the golf course to 18 holes in 1935.³⁴ By July 1936, using Federal Emergency Relief Administration provided labor, nine new greens and various tees had been constructed.³⁵

Act 75 of the 1937 Regular Session of the Nineteenth Legislature provided an additional \$10,000 to complete purchase of properties condemned as part of Joint Resolution No. 2 of the Special Session of 1933. These funds became available April 26, 1937.³⁶

In 1948 the Fair Commission reported that it had combined different funding sources to cover most of the construction costs of a clubhouse. These included a

\$25,000 grant from Act 201 of the 1940 Legislature, \$50,000 from the 1947 Public Works appropriation, and \$53,000 from the Ala Wai Revolving Fund. A further \$60,000 was requested from the Legislature to cover such costs as paving the parking lot, purchasing and installing lockers, fencing, and furniture.³⁷

The future of the Fair Grounds as a golf course site could not be taken for granted, no matter how popular a location it might be for the game. In 1946 the Congressional Military Affairs Committee wrote the Honolulu Board of Supervisors asking both the Board and City Planning Commission's opinions on using the Ala Wai Golf Course site for federal housing programs. The Commission endorsed the use of the golf course site for housing.³⁸

On January 18, 1951, City Supervisor Nicholas Teves suggested sale of the golf course in order to finance a municipal auditorium and another golf course farther out from the city center.³⁹

The City Planning Commission on February 8, 1951, went on record approving the Teves proposal to sell the Ala Wai Golf Course provided the money raised would be used to acquire the municipal auditorium site from the Ward Estate and two golf courses outside the City were provided as replacements for the Ala Wai.⁴⁰

The Governor signed Executive Order No. 1447 on June 18, 1951, removing 2.626 acres from the Fair Grounds/Ala Wai Golf Course for use by the Waikīkī-Kapahulu Public Library.⁴¹

On November 15, 1951, the Municipal Department of Public Instruction, the City Planning Commission, and the Waikīkī School Parent Teachers Association discussed a proposal to relocate Waikīkī School mauka of the entrance to the Ala Wai Golf Course off Kapahulu Avenue. The Commission voted to present the plan to the Board of Supervisors.⁴²

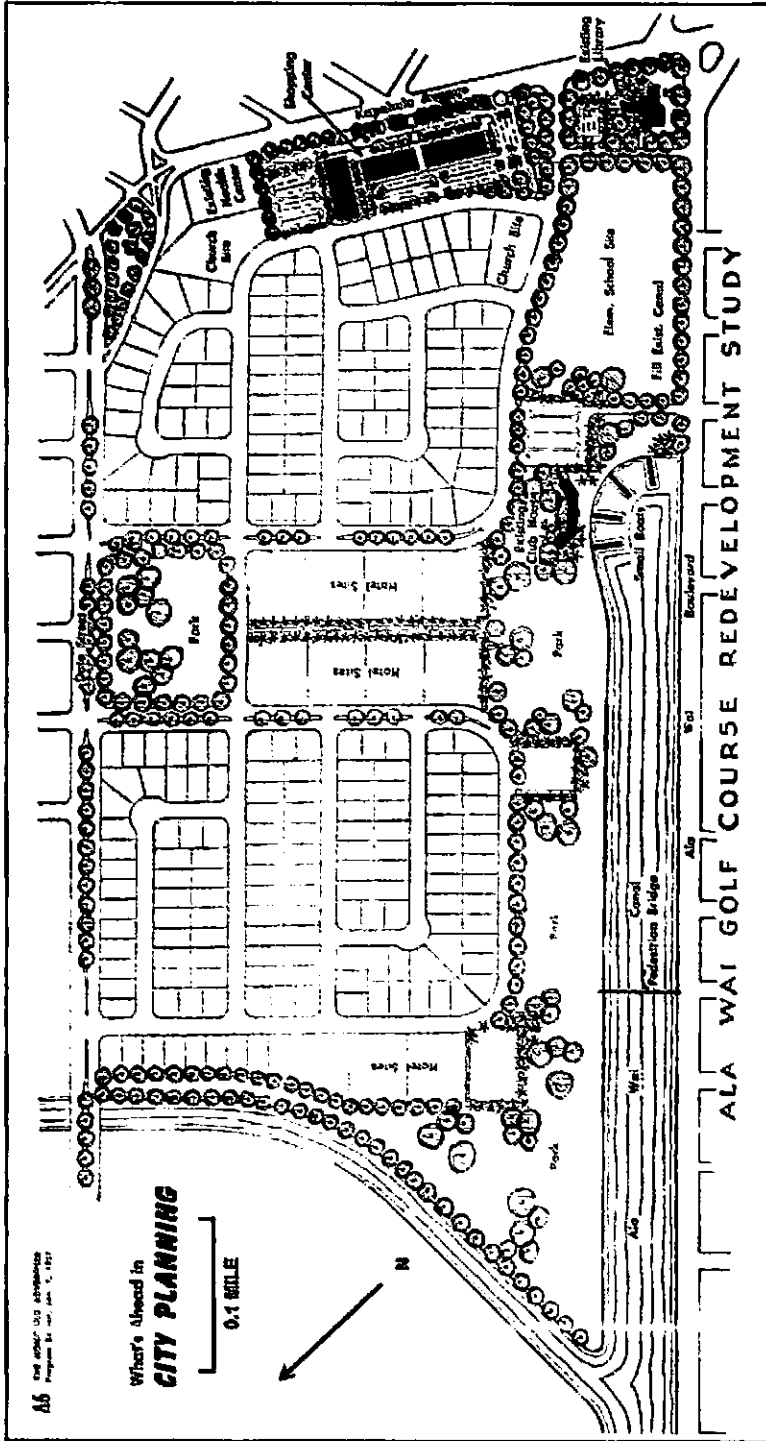


Figure 56: Proposal to redevelop Ala Wai Golf Course for housing, 1957.

Honolulu Star-Bulletin, "Ala Wai Golf Course Redevelopment Study," Progress Edition, January 1, 1957, (p. A6, col. 1). (Map location Latitude 21.276 North, Longitude 157.826 West.)

The City Planning Commission, on March 12, 1953, examined a proposal that the City acquire the Wai'alaie Golf Course if the Ala Wai Golf Course were shut down and redeveloped. The Wai'alaie Course was estimated to have a value of \$1,500,000 while the Ala Wai Course value was \$4,356,000, providing an excellent return to the government. Concerns, however, were expressed regarding the loss of activities at the existing semi-private Wai'alaie. The Commission voted to study the matter further.⁴³

In 1954 Belt, Collins, and Associates produced a plan for Waikīkī financed by the Matson Navigation Company that suggested sale of the Ala Wai Golf Course property in order to finance Waikīkī improvements.⁴⁴ The same year, Charles Bennett and Eugene Maier also recommended the sale of the Ala Wai Golf Course, replacing it with apartments and golf courses to be built elsewhere.⁴⁵

Governor Samuel King was a proponent of the replacement of the Ala Wai Golf Course by hotel, apartment, and residential development. The Governor proposed developing two other golf courses outside the City using funds from the Ala Wai sale. As a result of the Governor's effort, the City Planning Commission staff, on August 16, 1956, presented the Commission with conceptual plans for the Ala Wai Golf Course site. Included were a 39.4 acre park along the Ala Wai Canal, a 10 acre elementary school site, a 2.3 acre church site, maintenance of the existing 2.7 acre Waikīkī Library site, eleven hotel sites, a 7.1 acre shopping center, and 72 acres for hotel and apartment use. During this meeting it was noted that the American Institute of Architects had gone on record against the sale of any golf course lands, stating that the area should remain in the public domain to accommodate civic and recreational needs. The Commission decided to further study the issue.⁴⁶

Governor King even sought support from local golfers for the proposed closure of the Ala Wai Golf Course. In December 1956 he wrote a public letter to the Hawai'i

Public Golf Links Association, reminding them that his proposal would require opening of the two new rural courses before play ended at the Ala Wai.⁴⁷

The City Planning Commission discussed proposals for the Ala Wai Golf Course site on April 9, 1957. The Commission decided to oppose locating a civic auditorium there because the Master Plan had already chosen land on Ward Avenue for which bonds had been sold. Similarly, the Commission turned down proposals to locate a legislative and administrative building at Ala Wai because four acres had been purchased for such activities in the existing civic center area. The Commission, however, felt the Ala Wai land was too valuable to continue as a public golf course. Instead, the Commission recommended that the land be redeveloped under strict design guidelines and replacement golf courses be constructed elsewhere.⁴⁸

7.2.2.2 PĀLOLO MUNICIPAL GOLF COURSE

The first public golf course built in the United States was the Van Cortlandt Golf Course in the Bronx, New York, in 1895. Since that time many other cities within the country developed their own facilities both for local use and the tourist industry.⁴⁹

Honolulu's first golf course was a private affair built by Samuel Damon in 1898 at Moanalua Valley. Built four miles beyond the nearest trolley line (which ended at Pālama), the Moanalua course was simply too far outside of town to use for those without independent private transportation.⁵⁰ Another private course, located in Mānoa Valley, was begun in 1904 and provided improved public access through the Honolulu Rapid Transit Company's system. Suggestion for a public course, to be located on leased Bishop Estate lands behind Kahala Beach, was made in 1920.⁵¹

Actual planning for a Honolulu municipal golf course got underway in 1925. At that time the City Planning Commission looked at several sites:

- the mauka side of Wai'alaie Road, beyond the Quarry;
- land mauka and 'Ewa of the Territorial Fair Grounds;
- Koko Head Park;
- filled land in Ke'ehi Lagoon;
- Nu'uuanu Valley; and
- enlargement of the existing nine hole Moanalua Golf Course.

The Commission wanted a location that was not so far away from the center of population as to deny the game to citizens without automobile transportation; not so dry as to require major irrigation development; large enough to accommodate an 18 hole course; and not adjacent to areas already developed and financially too expensive for the City to acquire. Engineer Charles Welsh was directed to gather information on each proposed site.^{52,53,54}

The impetus for a new municipal golf course was encouraged by visiting civic planners such as H. Hurst Seager, City Planner from Christchurch, New Zealand, who in 1925 was passing through Honolulu on his way home from an international conference on Town Planning held in New York City. Among the Honolulu initiatives he praised were those to build the golf course.⁵⁵

By September of 1925 the Board of Supervisors and the Planning Commission had decided to concentrate their efforts to locate a municipal golf course at Kalihi.⁵⁶ Opposition from landowner Magoon Estate led to a high price of twelve and a half cents per square foot, contingent upon the sale closing by April 1, 1926. The City was unable to finance the purchase by that date and instead considered the possibility of using the condemnation laws which provided both a two year window for legal action and perhaps more flexibility on the price.⁵⁷

In March of 1926 Pālolo Valley landowners G. F. Wright and C. A. Long approached the Commission with a proposal to sell their land to the City for a golf course site at 8 cents per square foot compared to the twelve and a half cents asked by the Magoon Estate for the Kalihi land. The Pālolo scheme also had the advantage of large tracts of Territorial land in the vicinity that could potentially be added to the private land at no cost. The Commission asked for an opinion of the viability of the land to be made by professional golfers from the Nuʻuanu (Oʻahu) Country Club.⁵⁸

The City Planning Commission found itself in increased controversy over the issue of a municipal golf course site. The Kaimukī Improvement Club questioned the use of City funds for a golf course, while others felt the City could use courses on opposite sides of town. The Kalihi location was described by the City Engineer as more favorable as a golf site compared to Pālolo. The Kalihi site, however, had not had a recent impartial appraisal and had an owner who requested a high price or threatened legal action, while the Pālolo site offered no such confrontation and significantly lower costs. The Commission decided to recommend that the Board of Supervisors take advantage of the Pālolo Valley site for an eighteen hole golf course. Simultaneously, the Commission recommended that the City continue condemnation proceedings for the Kalihi Valley site in order to determine the true costs of the site.⁵⁹

After consideration of potential financial and legal costs, the City Planning Commission on May 13, 1926, decided to formally endorse the Pālolo Valley golf course site to the City Board of Supervisors.⁶⁰ Any further consideration for the Kalihi location became moot on June 17, 1926, when Mayor John Wilson refused to sign a condemnation bill.⁶¹

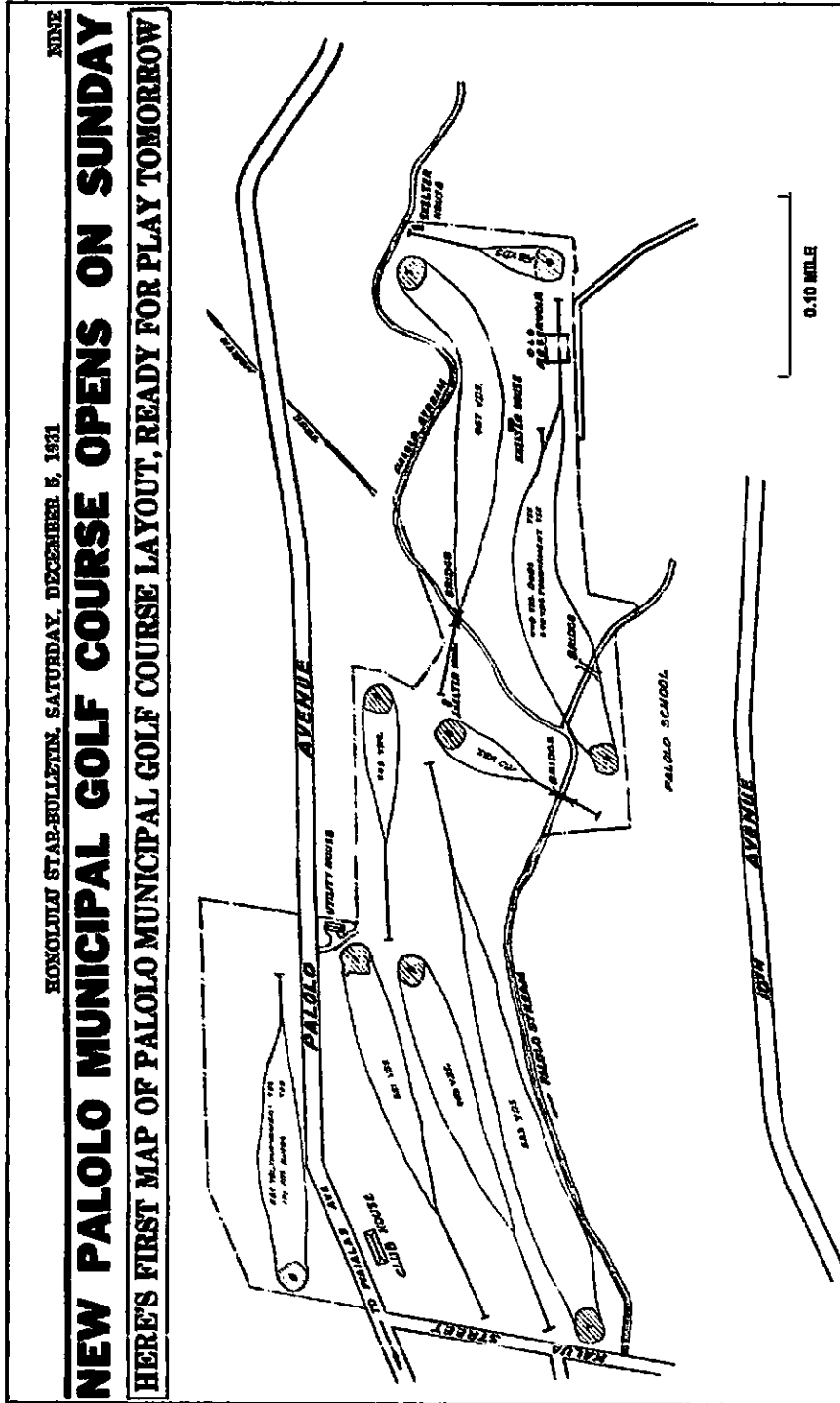


Figure 56: Pālolo Municipal Golf Course, forerunner of the Ala Wai Golf Course

Honolulu Star Bulletin, "New Pālolo Municipal Golf Course Opens on Sunday," December 5, 1931, (p. 9, col. 1). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Legislative Act 271 of the Regular Session of 1927, contributed \$75,000 toward purchase or condemnation of private land in Pālolo Valley for a municipal golf course. The Governor was also requested to transfer nearby Territorial land for the course.⁶²

The City Planning Commission inspected construction of the municipal golf course in Pālolo Valley in June of 1931. Commissioners expressed satisfaction with the construction and made recommendations as to the layout of facilities.⁶³

On December 6, 1931, the Pālolo Valley Municipal Golf Course was officially opened. A full day of golf Monday through Friday cost 50 cents, while on weekends and holidays the fee was 75 cents.⁶⁴ The nine hole links had cost \$100,000 to construct. Dr. Dai Yen Chang, former member of the Board of Supervisors, was credited by the Honolulu Star-Bulletin with being the primary supporter of the project.⁶⁵ The course was never expanded to eighteen holes.

The demise of the Pālolo Valley Municipal Golf Course began during World War II. On September 22, 1944, the Honolulu City Planning Commission granted variances from existing zoning regulations to allow the construction of temporary prefabricated houses on 2400 to 2500 square foot plots on the golf course. This was done to help alleviate the existing wartime housing shortage.⁶⁶ The continued shortage of housing precluded reopening of the golf course. After the War attempts were made by groups such as the Kaimukī Community Council to retain as much of the original golf course lands as possible for public park space.⁶⁷ In 2007 the site is occupied by the Pālolo Valley Community Park and Pālolo Public Housing.

7.2.2.3 CHANGE IN ADMINISTRATIVE CONTROL OF THE ALA WAI GOLF COURSE

Administratively, the Ala Wai Golf Course found itself in an increasingly unorthodox position. While most urban golf courses within the United States were



Figure 57: Abandoned agricultural works at edge of Ala Wai Canal that would later be added to Territorial Fair Grounds, 1934

Print Location PA-83, p. 78, No. 833. Hawai'i State Archives.



Figure 58: War housing in Thomas Square similar to that which precluded redevelopment of the Pālolo Golf Course

Print Location HC-30.101. Hawai'i State Archives.

operated by municipal authorities, the Ala Wai Golf Course was under the jurisdiction of the Territorial Fair Commission of Hawai'i—an organization which had not conducted a fair since 1928.⁶⁸ In 1949, after listening to complaints about Ala Wai Golf Course management and procedures, the Territorial Legislature was reluctant in recommending an administrative transfer of the facility to the City and County of Honolulu, and instead chastised the Fair Commission and recommended a list of changes it wanted implemented.⁶⁹ Section 29, Act 1 of the Special Territorial Legislative Session of 1959 turned administrative control of the Ala Wai Golf Course over to the City and County of Honolulu. The Legislature placed a restriction on the transfer such that the land could only be used as a golf facility. Otherwise the land would revert to State jurisdiction.⁷⁰

7.2.3 ALA WAI PARK

The land upon which Ala Wai Park sits was originally part of a land bank created for the Waikīkī Reclamation District. At that time the Territorial Government was acquiring land of differing sizes and irregular shapes in the path of the Waikīkī Drainage Canal. It was decided that existing Government lands and acquired lands within 500 feet of the mauka canal line might be for “equitable exchanges” of properties in the canal’s path wherever possible to avoid outright condemnation.⁷¹

Governor Charles McCarthy authorized creation of a 500 foot wide “park strip” consisting of 59.08 acres along the mauka side of the Waikīkī Drainage Canal in 1920. This property extended from the Territorial Fair Grounds to McCully Street (and included a small portion of land across Kapi’olani Boulevard that later would become Judd Park). Besides park space, this land could potentially provide additional filling material and sites for schools.⁷²

In 1931 Governor Lawrence Judd transferred the 59.08 acres to the Territorial Fair Commission under provisions of Executive Order 497.

In 1933 Governor Judd issued Executive Order 569, reversing the jurisdictional transfer of the 59.08 acres from the Territorial Fair Commission and giving it to the City and County of Honolulu Park Board. The Board had requested this transfer to complement the canal and link the Ala Moana and Kapi'olani Parks. During this period the Ala Wai Clubhouse, designed by Harry Bent, was constructed by the City and County.⁷³

The Diamond Head half of the original "park strip", consisting of 21.633 acres, was removed from the City Parks Board control and returned again to the Territorial Fair Commission by Executive Orders 680 and 681 in 1936. At this time construction of the Mānoa-Pālolo Drainage Canal was underway, effectively splitting the original park strip property in half. The Diamond Head portion was then used to expand the Fair Commission's Ala Wai Golf Course.

During World War II the United States Navy took control of the Ala Wai Clubhouse on McCully Street for recreational purposes.⁷⁴ Executive Order 1428, dated April 18, 1951, returned the Clubhouse site to the City and County Department of Public Parks and Recreation.⁷⁵

The configuration of the Ala Wai Park was changed again on September 14, 1953, when Governor Samuel King issued Executive Order 1581, removing approximately six acres from the Park for establishment of the Ala Wai Elementary School.⁷⁶



Figure 59: Ala Wai Canal before Diamond Head-makai walls were built as part of Depression Era federal assistance project, 1934

Print Location No. PA-84, p. 83, No. 23, Hawai'i State Archives.



Figure 60: Members of the Outdoor Circle planting trees along Ala Wai Promenade, 1934

Print Location No. PP115-10. Hawai'i State Archives.

7.2.4 BEACH WALK TRIANGLE

This small triangular park was part of the original Beach Walk tract filled in and subdivided by Percy Pond in 1914.⁷⁷ It became part of the municipal park system in 1916.⁷⁸

7.2.5 DIAMOND HEAD BEACH PARK

This open space along the cliffs at Diamond Head, also known as the Diamond Head Reserve, has been protected as open space since 1884.⁷⁹

7.2.6 FORT DERUSSY

Fort DeRussy began as one of a series of coastal defense facilities created by the United States Government after Annexation. Secretary of War William Howard Taft personally visited the Islands and as a result of his reports Forts Ruger, DeRussy, Armstrong, and Kamehameha were developed.⁸⁰

Fort DeRussy was acquired through a series of purchases and condemnations occurring between 1904 and 1915. Original major property owners included T. Hobron, C. Afong, the Bishop Estate, J. McCandless, and M. Noholoa.⁸¹

The City Planning Commission on August 1, 1946, recommended to the Board of Supervisors that the United States Army be approached to release Fort DeRussy to civilian control. The land could then be used for Waikīkī Beach expansion and hotel and apartment development.⁸²

Members of the City Planning Commission on December 26, 1946, were told of unofficial talks with members of the local military about the status of Fort DeRussy. The Commissioners were given to believe that release of the Fort to civilian use was

possible. The Commission voted to approach the Board of Supervisors to seek the Governor's assistance in this matter.⁸³

On June 26, 1947, the City Planning Commission was notified that a proposed off-street parking site on the 'Ewa side of Saratoga Road within Fort DeRussy would not be available because the military was considering construction of housing and recreational facilities there.⁸⁴

The City Planning Commission on April 17, 1952, received Resolution No. 107 from the Board of Supervisors which requested that Congress authorize the transfer of the entire Fort DeRussy area to the Territory of Hawai'i. The Commission felt that while the Fort area was a desirable location for hotel and apartment development that could contribute to the economy, a portion of the property should remain for military recreational use.⁸⁵

The United States Army advised the City Planning Commission on October 6, 1955, that it would not make available for general off-street public parking Fort DeRussy land mauka of the Kaiser Hawaiian Village Hotel. The area was deemed necessary as a reactivated anti-aircraft artillery battery site and expanded reserve training facility. The Commission then voted to request that the Army consider allowing part of the Fort along Saratoga Road for off-street parking use.⁸⁶

The City Board of Supervisors appealed to President Dwight Eisenhower on February 25, 1958, to stop rumored Army plans for construction of \$9,000,000 worth of military housing at Fort DeRussy. The Board asked that the bulk of the land instead be turned over to the Territory for tourist industry development and the beachfront to remain for military recreational use. This action by the Board occurred simultaneously to discussions at the Territorial level to possibly purchase Fort DeRussy or engage in a land exchange with the federal government in order to gain control of the property.⁸⁷

The United States Army stated in May of 1958 that, during the preceding six years, six public and private attempts had been made to acquire portions of Fort DeRussy for tourist development either through purchase or land swaps. The Army's position was that the Fort made an important contribution to meeting the recreational needs of service personnel stationed in Hawai'i and noted that the military's contribution to the local economy equaled that of the sugar, pineapple, and tourist industries. Furthermore, the Army said there appeared to be no clear public consensus as to what alternative use Fort DeRussy might be redeveloped for. The Army then cited Fort Armstrong, which had also been requested for return to civilian use and which had, but once returned, remained largely vacant.⁸⁸

7.2.7 KAPI'OLANI PARK

Kapi'olani Park has also been significantly researched by author Robert Weyeneth. While Weyeneth's research focused on the initial development of the park and the subsequent use of these park lands, this section of the dissertation will discuss the recovery and expansion of open space adjacent to the park.

On November 8, 1876, the Kapi'olani Park Association was formed as a private real estate development. The property consisted of two parcels, one leased from the Kingdom of Hawai'i and the second (further Diamond Head) from Allen Herbert. The attractions of the development were a central racetrack for sports enthusiasts and perimeter beach lots for use as country homes by investors.⁸⁹

During the life of the Kapi'olani Park Association, William Irwin, a prominent businessman, became the single most important investor in Park shares, purchaser of the Allen Herbert property, and developer of an extensive property along the beach.

In 1896 the Republic of Hawai'i changed the administrative organization of Kapi'olani Park. Act 53 transferred control of Kapi'olani Park from the private Kapi'olani Park Association to a new Honolulu Park Commission consisting of three members appointed by the President of the Republic and three members by the Kapi'olani Park Association. The Act had several major features.

- It marked the transition of Kapi'olani Park from a private real estate development into a true public recreational ground.
- No admission charge to the park was allowed.
- A series of land transactions were undertaken that effectively shrank the boundaries of the park. William Irwin used his fee interest in the former Allen Hebert leased park lands to engage in a series of land swaps with the Republic. Irwin deeded part of the properties he owned in order to receive fee title to lots he occupied along the beach (Lot Nos. 101-119) and elsewhere in the park. The Act removed any cloud over his title to those lots.⁹⁰

Irwin was not the only lessee who converted property within Kapi'olani Park into fee simple during the Republic era. Land exchanges were the vehicle to allow lessees to accomplish this. On June 30, 1897, E. S. Cunha acquired fee simple title to beach lots 144-149 within Kapi'olani Park.⁹¹ On July 28, 1898, Abraham Gartenberg acquired fee simple title to beach lots 133 and 134⁹² and Heinrich Von Holt acquired fee simple title to beach lots 140, 141, 142, and 143.⁹³

In 1904 James Castle, an investor in Honolulu Rapid Transit and Land Company, Ltd., and lessee of lots 127 and 128, combined efforts with Charles Cooke to open the original Aquarium along the beachfront. The project was financially supported by Honolulu Rapid Transit and Land Company as an attraction for its customers.⁹⁴

On April 26, 1905, Territorial Act 103 was passed. This Act declared that, upon expiration of existing leases to private individuals, Lot Nos. 121 to 128 (later containing the Public Baths and Aquarium); and Lot Nos. 135 to 139 (immediately 'Ewa of Queen's Surf site) were to become public park land between Kalākaua Avenue and the beach.⁹⁵

In 1919 the Governor of Hawai'i, Charles McCarthy, suggested that those beach lots at Waikīkī still under lease be sold to raise funds for a new Territorial jail.⁹⁶ He also proposed that the University of Hawai'i be given control of the Aquarium and allowed to build research facilities there. Arguments against these proposals to lessen public beach access and open space were made by the Pacific Commercial Advertiser,⁹⁷ members of the Outdoor Circle, Daughters of Hawai'i, Board of Supervisors member Ben Hollinger,⁹⁸ and Daughters and Sons of Hawaiian Warriors.⁹⁹ On March 12 the Pacific Commercial Advertiser editor wrote with great satisfaction that Governor McCarthy had reversed himself and was advocating acquisition of the Cunha and von Holt properties ('Ewa of the Aquarium) for additional beach access.¹⁰⁰ The Governor proposed on March 21, 1919, to pay for these through the sale or exchange of surplus Territorial lands.¹⁰¹

On March 25, 1919, it was announced that the Territory would negotiate with the heirs to the William Irwin Estate for their beach front property along Kalākaua Avenue opposite Kapi'olani Park. This included the Kapi'olani Park Association Lot Nos. 101 to 119 which contained 1200 feet of ocean frontage. The property was to be acquired for a memorial to those Hawai'i soldiers who served in World War I. The Territorial Legislature passed Act 190 appropriating \$200,000 through increased taxation for the purchase of this land.¹⁰²

The Kapi'olani Park Aquarium passed from the control of the private Honolulu Rapid Transit and Land Company to the University of Hawai'i on June 10, 1919.¹⁰³

7.2.8 KŪHIŌ BEACH PARK

Kūhiō Beach Park is a conglomeration of small parcels acquired by the Territory of Hawai'i and the City and County of Honolulu and administered by the City.

Kūhiō Beach Park began as a series of property purchases made by the Territory of Hawai'i from Prince J. Kūhiō Kalaniana'ole between July and October 1920. The land came in three separate parcels with an additional strip of property between the high and low watermarks. All were located makai of Kalākaua Avenue between Ke'alohilani and 'Ōhua Avenue.¹⁰⁴

A second acquisition was that of a small, 2777 square foot, triangle shaped beach lot located Diamond Head of the Prince Kalaniana'ole properties, acquired from the Magoon Brothers by the City and County of Honolulu on January 13, 1928, for the sum of \$7,760.50.¹⁰⁵

The City and County of Honolulu next attempted to expand beach access across from Kapi'olani Park by condemnation of the Hartwell property immediately 'Ewa of the Elks Club on May 1, 1928. Unfortunately the City did not have the \$100,000 necessary to purchase the property. An agreement of sale was negotiated, but expired on April 9, 1930, when funds did not materialize.¹⁰⁶

The Trustees of the Queen Lili'uokalani Estate sold to the Territory of Hawai'i a parcel located between the high and low watermarks and between two of the Prince Kalaniana'ole lots on July 25, 1928.¹⁰⁷ The same Trustees of the Queen Lili'uokalani Estate subsequently agreed to add further to the beach park on March 7, 1930, by engaging in a land swap and partial cash payment for the parcel immediately mauka of the previous acquisition.¹⁰⁸ (The Prince Kūhiō Kalaniana'ole and Queen Lili'uokalani parcels were subsequently placed under the control and management of the Park Board

of the City and County of Honolulu by Executive Order No. 980, Setting Aside Land for Public Purposes, dated March 25, 1942.)¹⁰⁹

Presidential Proclamation 1856, issued October 27, 1928, transferred federal interest to the Territory in approximately 496 acres of Waikīkī located between the high water line along the beach to the breakers offshore.¹¹⁰

In 1928 the City and County attempted to acquire properties at Waikīkī Beach across Kalākaua Avenue from the Kapi'olani Park Bandstand. On May 8 the City began condemnation proceedings against the Emanuel S. Cunha Estate and on May 9 against Mellie Hustace. These proceedings were dropped in both cases on April 6, 1929. Almost immediately Act No. 153 of the 1929 Territorial Legislature on April 30, 1929, was passed, providing \$6,222 to the Cunha Estate as compensation for "deprivation and limitation of use" of its property during that period. A similar law, Act 154, provided \$9,787.42 to Mellie Hustace.¹¹¹

The City and County during the later half of the 1930s again attempted to undertake condemnations of beach property to increase the size of Kūhiō Beach Park. These proceedings were more successful than those of the Cunha and Hustace parcels.

On May 15, 1935, the City acquired 12,845 square feet from the Kapi'olani Estate, Ltd., and Hawaiian Properties, Ltd.¹¹² This property was located 'Ewa of the former Prince Kalaniana'ole property.

The City acquired two lots of 11,768 square feet and 9,828 square feet of beachfront property owned by R. Bernice Stanton on March 5, 1936.¹¹³ These properties were located near Uluniu Street.

On August 6, 1938, the City acquired 11,614 square feet from the Floyd Emmans Estate for \$60,070.¹¹⁴ This property was located 'Ewa of the former Stanton property.

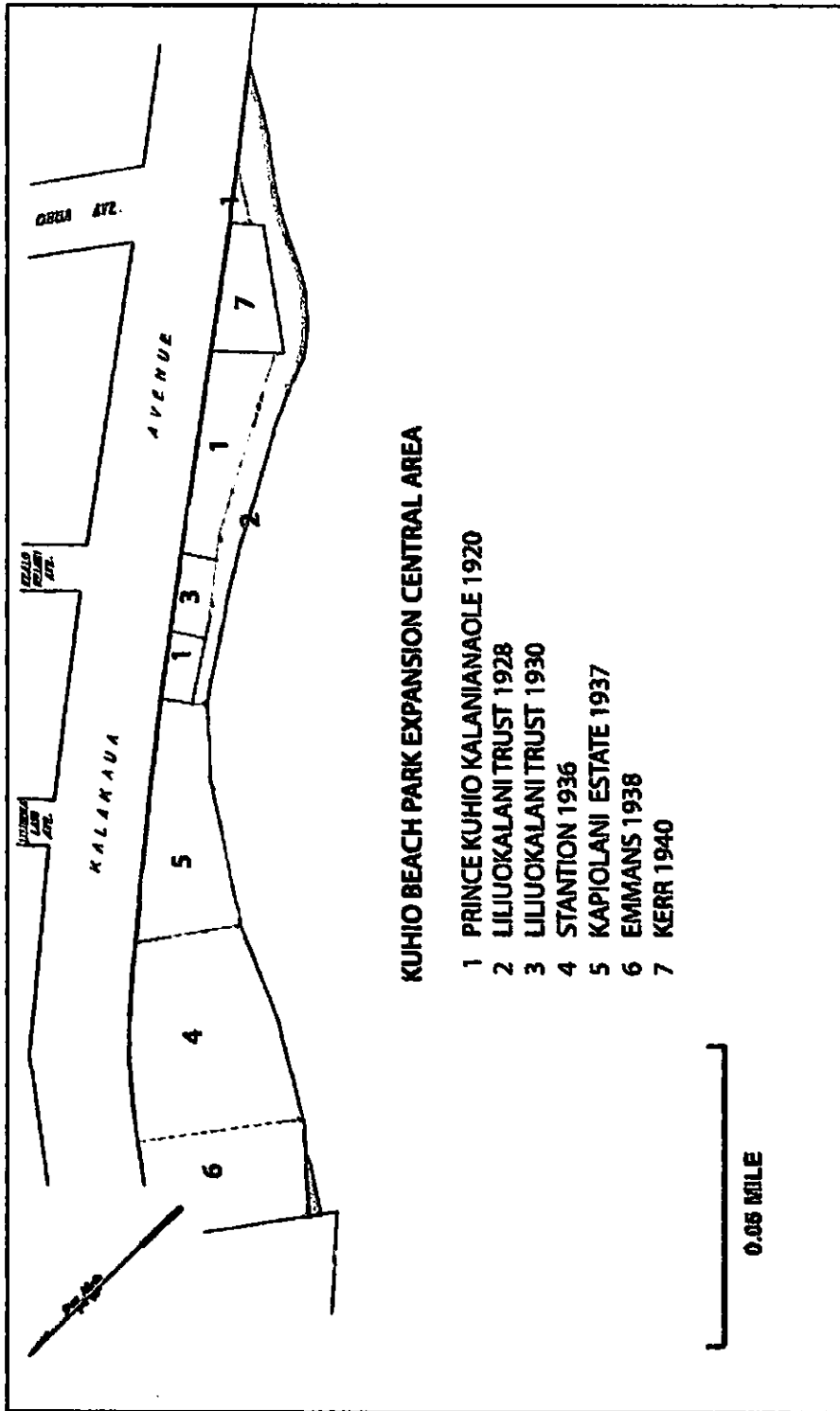


Figure 62: Expansion of central portion of Kūhiō Beach Park, 1920-1940

Adapted from Hawai'i (Territory), Tax Map Bureau, *Territory of Hawai'i, First Tax Division, City and County of Honolulu, Tax Map 2-6-01*, (Honolulu, no date). (Map location Latitude 21.276 North, Longitude 157.826 West.

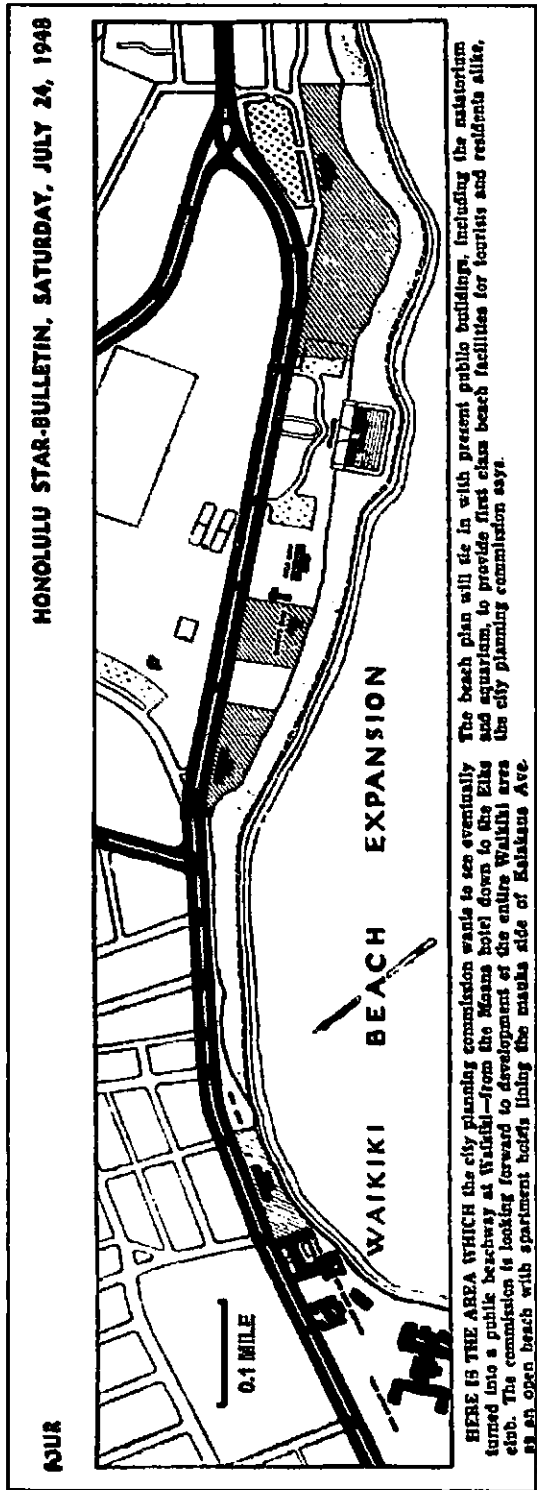


Figure 63: City Planning Commission map for post-War Kūhiō Beach Park expansion

Honolulu Star-Bulletin, "Waikīki Beach Expansion," July 24, 1948, (p. 4, col. 1). (Map location Latitude 21.276 North, Longitude 157.826 West.)

On February 20, 1940, the City acquired 4,908 square feet from the L. B. Kerr Trust.¹¹⁵ This lot was located between two of the former Prince Kalaniana'ole properties.

The City's Master Plan, undertaken in 1939 and published in 1944, made Waikīkī beach park expansion a priority. The City Planning Commission recommended acquisition of all properties Diamond Head of the Moana Hotel to the end of Kapi'olani Park, a total of 18.3 acres, at an estimated cost of \$2,551,999.¹¹⁶

Waikīkī beach park expansion was also a part of the City Planning Commission's postwar project list.¹¹⁷

The next addition to Kūhiō Beach Park was located directly across Kalākaua Avenue from the Kapi'olani Park Bandstand and consisted of parcels that the City had previously attempted to acquire. Known as the Cunha and Hustace/Ward properties, the area consisted of 93,900 square feet, and was made up of parts of Royal Grant 4045 and the original Kapi'olani Park Association Lots 140 to 143. This was purchased in an out-of-court settlement, the Cunha property priced at \$197,000 and the Ward property at \$339,610.60, using bonds financed through a temporary increase in the property tax. The settlement became final on October 27, 1949.^{118,119,120}

The Matson Navigation Company, owner of both the Moana Hotel and property Diamond Head of the hotel, in 1949, sought to have the Master Plan amended in two ways.

First, a perpetual easement owned by the City and Territory on Kalākaua Avenue, directly makai of Ka'iulani Avenue and adjoining the Moana Hotel, would be exchanged for a similar sized property on the Diamond Head end of the Matson-owned old Hustace property. This agreement would join the two Matson properties while giving the Territory fee simple title to 5,413 feet of beach front land. In addition, Matson offered to sell either government an additional 6,477 square feet adjacent to the relocated right

of way.¹²¹ While the property exchange was recorded on May 19, 1950, the additional property purchase was never consummated.¹²²

Second, Matson was successful in removing their Hustace lot from designation as future park space. The Surfrider Hotel occupies the property in 2007.

On April 9, 1953, the City Board of Supervisors stated that no money was available for further purchases of land marked for public use by the Master Plan in Waikīkī. The Board was responding to pressure from development proposals on the Queen's Surf property.¹²³

On May 7, 1953, the City Planning Commission was notified that the Territorial Legislature had passed Senate Bill 426, removing privately held property between the Surfrider Hotel and Kūhiō Beach Park from the Master Plan. The Commission appealed to Governor Samuel King to veto the measure.¹²⁴

The City, however, was able to acquire a portion of the Chris Holmes (Queen's Surf) property on November 28, 1953. The City paid \$317,000 for 53,273 square feet of the mauka portion of the property near Kalākaua Avenue.¹²⁵

In 1954 the City began a drawn out process of condemnation for a 10,903 square foot historical beachside residential parcel – the James Steiner home two lots 'Ewa of the Surfrider site. (Steiner had been an early purchaser of Waikīkī lands. His heirs had leased the property for hotel development and contested the condemnation.)

Another attempt was made in the Territorial Legislature in 1955 to delete property between the Surfrider Hotel and Kūhiō Beach Park from the Master Plan. House Bill No. 47 would have included the Steiner house lot. The Board of Supervisors requested that the Legislature not pass the bill.^{126,127}

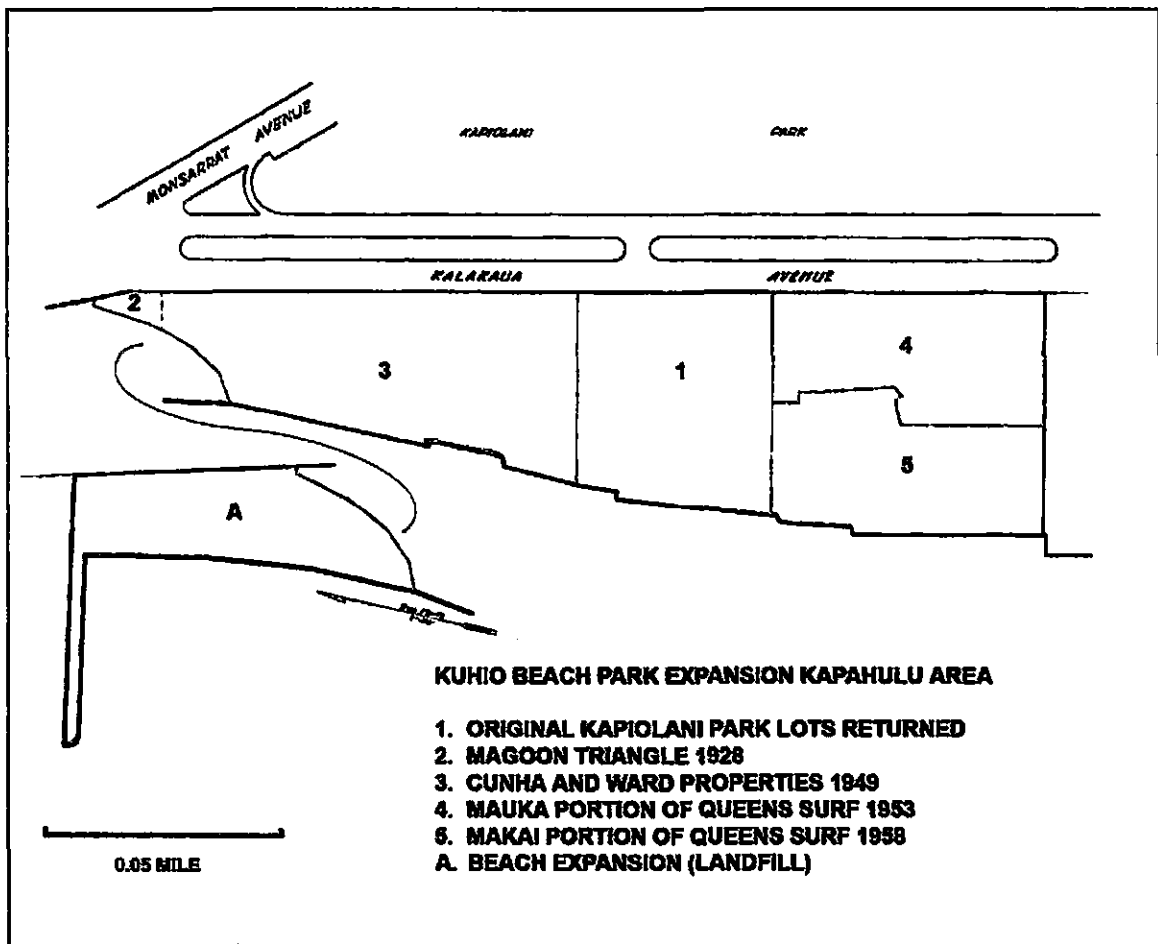


Figure 64: Kūhiō Beach Park expansion, Kāhāhā Area, 1905-1958

Adapted from Hawai'i (Territory), Tax Map Bureau, *Territory of Hawai'i, First Tax Division, City and County of Honolulu, Tax Map 2-6-01*, (Honolulu, no date). (Map location Latitude 21.276 North, Longitude 157.826 West.)

The Territorial Legislature in 1957 provided a \$1,500,000 bond issue authorization for purchase of land for public parks between the Surfrider Hotel and Kūhiō Beach Park.¹²⁸

The condemnation of the Steiner residential property became final November 1, 1957.^{129,130}

On August 11, 1958, the City and County of Honolulu purchased the makai portion of the Chris Holmes (Queen's Surf) property totaling 34,303 square feet for \$1,025,000.¹³¹

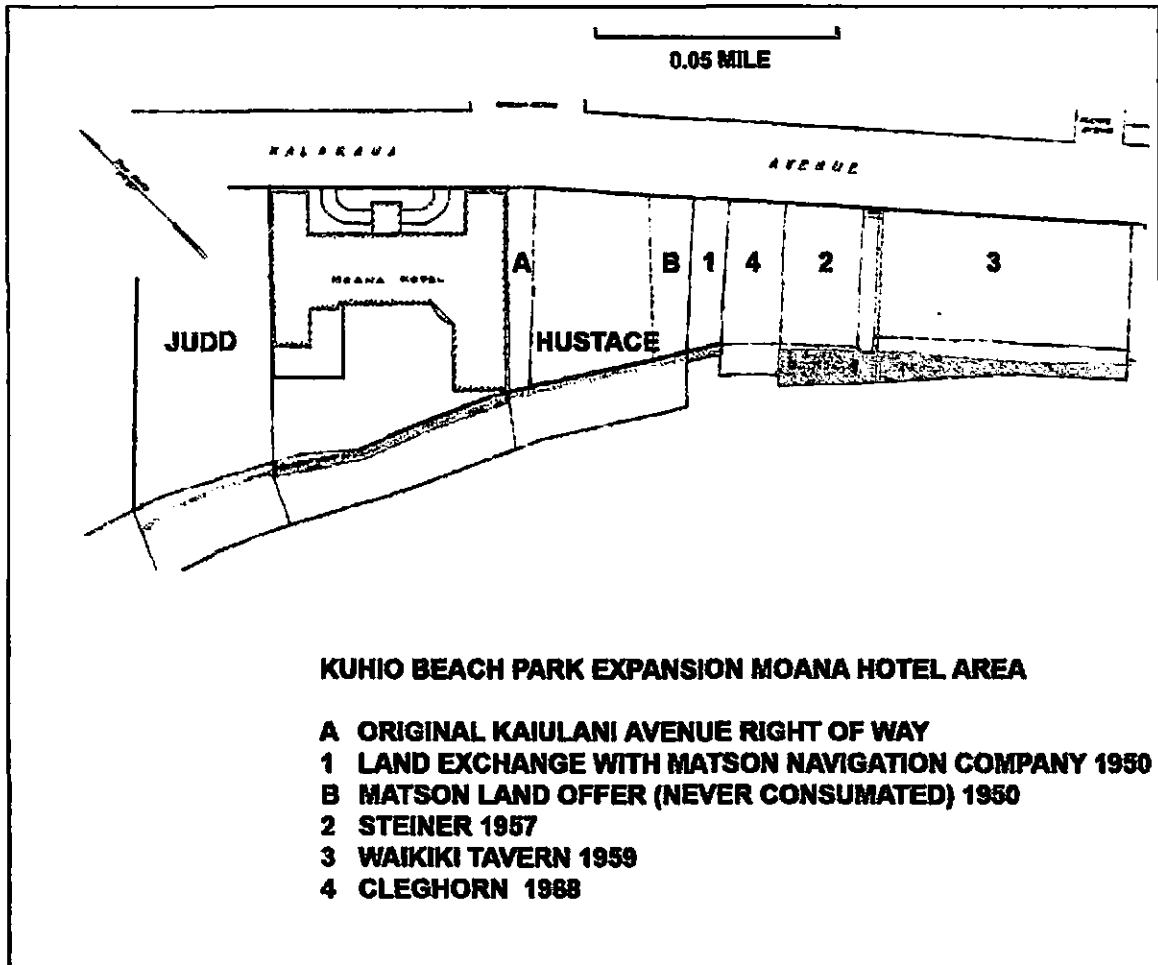


Figure 65: Kūhiō Beach Park expansion, Moana Hotel area 1950-1968

Adapted from Hawai'i (Territory), Tax Map Bureau, *Territory of Hawai'i, First Tax Division, City and County of Honolulu, Tax Map 2-6-01*. (Honolulu, no date). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Meanwhile, condemnation of the Steiner homesite by the City isolated property under the control of developer Ruddy Tongg. Tongg wished to place a hotel on this 34,732 square foot parcel, site of the Waikīkī Tavern. Tongg made the suggestion to the City that a land exchange be conducted similar to that done between the City and Matson Navigation Company but was refused. Instead, the City condemned the Tongg lot, paying \$1,230,000 and assuming control of the property on February 11, 1959.^{132,133}

(The last addition to the Kūhiō Beach Park was the old Cleghorn lot located between the Steiner residence and the Surfrider Hotel. Best known as the location of the old Waikīkī Bowling Alley and more recently as the original site of the four Kahuna stones, the 10,517 square foot lot was condemned by the City in 1966. The City finalized the acquisition in 1968.)¹³⁴

7.2.9 MAGIC ISLAND (‘ĀINA MOANA)

The city of Honolulu is built on over 4,300 acres of filled land.¹³⁵ Ala Moana Park was also created on landfill. Thus it was quite natural that the shallow reef makai of the park would be considered for further dry land expansion.

Municipal records show that the Park Board in 1944 authorized its engineering staff to study the possible creation of “offshore atolls” to beautify the approach to Kewalo Basin.¹³⁶

In 1947 members of the City Planning Commission were invited to examine a prospective layout for development of the Ala Moana reef.¹³⁷

Offshore development plans became more serious in 1948 when the United States Army Corps of Engineers conducted feasibility studies of reef development off the park. The 1949 Waikīkī Beach Improvement Study conducted by Law and Wilson subsequently recommended development.¹³⁸

On October 2, 1952, the City Planning Commission received a request from the Board of Supervisors to study development of the Kewalo reef for park, beach, and playground use. Included in the layout plan would be two bridges to connect the new reef lands to Ala Moana Park if the existing park channel was not to be filled in.¹³⁹

A preliminary plan for filled lands off Ala Moana Park was presented to the City Planning Commission by its staff on October 30, 1952. Included were a 4,000 and a

3,000 foot long beach, 65 acres of play and recreational areas, and parking for 1,200 cars. The Commission asked its staff to work with the municipal Board of Public Parks and Recreation and the Territorial Board of Harbor Commissioners on the project.¹⁴⁰

On December 4, 1952, the Board of Public Parks and Recreation notified the City Planning Commission of its approval of the preliminary plans developed by the Commission for public use of the reef lands off Ala Moana Park.¹⁴¹

The commercial potential of the Ala Moana reef was first discussed in 1954 by developer Henry Kaiser. Kaiser recommended a change in the Organic Act that would permit the Territory to lease the offshore reef. Kaiser or some other developer would then conduct dredging to create a series of islands to contain hotels and other tourist support facilities. The Kaiser plan would create valuable land owned by the Territory, provide a source of new excise and income taxes, and provide tourist accommodations.¹⁴²

The Chairman of the Board of Harbor Commissioners, Benjamin Rush, suggested in 1956 an opposite plan to that of Kaiser – leasing or selling the existing Ala Moana Park for hotel development and creating a new public park on reclaimed lands offshore.¹⁴³

The City Planning Commission discussed construction of the Ala Moana reef on August 16, 1956. Upcoming highway projects were expected to devour 15 acres of Honolulu parkland in the coming years, and the possible closure of the Ala Wai Golf Course led members to look to the reef for replacement open space.¹⁴⁴

The City Planning Commission went on record on April 9, 1957, supporting the Parks Board in recommending the retention of the existing Ala Moana Park. The Commission suggested that, if necessary, commercial hotel development be located in the Ala Wai area instead of within or offshore of Ala Moana Park.¹⁴⁵

7.2.10 PRINCESS KA'IULANI TRIANGLE

Princess Ka'iulani Triangle is the result of the Kūhiō Avenue Extension and Improvement District and the widening of Ka'iulani Avenue in 1954. Historically Ka'iulani Avenue had been a narrow two lane roadway that jogged Diamond Head near Kūhiō Avenue. The City widened Ka'iulani Avenue between Kalākaua Avenue and Prince Edward Street and connected Kānekapolei Place to the end of the widened Ka'iulani Avenue, creating a broad path between Kalākaua Avenue and Ala Wai Boulevard and a small triangle lot makai of Kūhiō Avenue. The 13,988 square foot property was left as open space since that time.¹⁴⁸

7.2.11 THOMAS JEFFERSON ELEMENTARY SCHOOL

The area popularly known as Thomas Jefferson Elementary School actually consists of four sets of property: lots purchased for Waikīkī Elementary School, the Crown lands of Kāneloa, lots purchased for Jefferson Elementary School, and small portions of Kapi'olani Park.

Waikīkī School was founded in 1880 and originally located immediately 'Ewa of Waikīkī Church on Kalākaua Avenue.^{147,148} The school was moved in 1915 to Kāneloa Road and expanded through 1941 to 4.02 acres in size.

The Crown Lands of Kāneloa were located mauka of the Kekio Tract and prior to the Waikīkī Reclamation Project extended across the site of the Ala Wai Canal. During the Hawaiian monarchy, these and other properties were held in trust for the King or Queen, but were placed within the general public domain by the Republican Government.

Thomas Jefferson Elementary School was an English Standard School (a tax supported institution which required proficiency in the English language to attend) that

acquired 9.54 acres (including private properties through condemnation and the bulk of the Kāneloa Lands) between 1919 and 1928.¹⁴⁹

The small triangular lot on the makai side of Thomas Jefferson Elementary School between Makee Road and Kapahulu Avenue is actually part of the grounds of Kapi'olani Park. Functionally, however, the heavy traffic volume of Kapahulu Avenue separates this area from the main body of the Park.¹⁵⁰

Waikīkī Elementary School was moved to its new location on Lē'ahi Avenue in 1964.¹⁵¹

7.2.12 WAIKĪKĪ PUBLIC LIBRARY

The Waikīkī Public Library site was originally part of the Territorial Fair Grounds.

On May 19, 1944, the City Planning Commission met with representatives of the Library of Hawai'i to hear their plans for postwar libraries within the City. A library for Waikīkī was listed as second in priority after a branch for the Kalihi-Pālama area. The existing Waikīkī Library site at Waikīkī School had proved inadequate and a search for a new location would be undertaken. A concrete building of 10,000 square feet was proposed once the new site was determined.¹⁵²

Executive Order 1447, dated June 18, 1951, withdrew 2.626 acres from the Ala Wai Golf Course adjacent to the intersection of Ala Wai Boulevard and Kapahulu Avenues for the new library site.¹⁵³

7.3 PARKS PROPOSED BUT NOT REALIZED

7.3.1 'ĀINAHAU

'Āinahau was centered around what are in 2007 Tusitala, Cleghorn, and Kapili Streets. 'Āinahau became the Waikīkī home of Archibald Cleghorn and his wife Princess Likelike in 1872. (Princess Likelike was the sister of King Kalākaua and Queen

Lili'uokalani; Archibald Cleghorn and Princess Likelike were the parents of Princess Ka'iulani.)

The grounds were a maze of tropical foliage and the house contained a collection of Native Hawaiian antiques. Archibald Cleghorn, who outlived both his wife and daughter, upon his death in 1910, willed the property to the Territory as a public park. However the Legislature did not accept the gift. Lots were then offered for sale by developer Percy Pond in May of 1919. The original house, previously frequented by such luminaries as author Robert Louis Stevenson, burned to the ground in 1921.^{164,155}

Interestingly, it was developer Pond who was instrumental in temporarily saving Princess Ka'iulani's famous banyan tree as part of a 2,400 square foot minipark at 'Āinahau. The tree survived until 1949, when it was cut down due to complaints by immediate residents about its maintenance and attraction to rodents and birds.¹⁵⁶

7.3.2 ALA MOANA SHOPPING CENTER PERIMETER

The Hawaiian Dredging Company, Ltd., as part of its effort to obtain Business Zoning for its Kalia property that became the Ala Moana Shopping Center, offered part of that property to the City of Honolulu for an expansion of Ala Moana Park on October 27, 1949. Included was a 100 foot strip along Ala Moana Boulevard from Pi'ikoi Street to Atkinson Boulevard and an 80 foot strip along Atkinson Boulevard from Ala Moana Boulevard to "Street A" (Māhukona Street).¹⁶⁷

During a second set of rezonings for the Kalia property, a Hawaiian Dredging Company representative stated on November 10, 1949, that should the Board of Public Parks and Recreation not accept the proposed park strips, the company would "be forced to maintain the area". The Board of Public Parks and Recreation had gone on record endorsing the plan but noted that acceptance of the land was contingent upon the

actual carrying out of the shopping center project, issuance of a formal offer from Hawaiian Dredging, and final approval by the Board of Supervisors.¹⁵⁸

City Planning Commission Zoning Resolution No. 340, dated December 1, 1949, placed the proposed park strip on the Master Plan for the Ala Moana-Kewalo area. The Resolution was given final approval by the Board of Supervisors on January 6, 1950.¹⁵⁹

On February 28, 1957, the City Planning Commission received a request for a zoning variance for a 100 foot strip mauka of Ala Moana Boulevard and an 80 foot strip 'Ewa of Atkinson Drive set aside on the Master Plan as park land and zoned as Hotel and Apartment. The landowner, Hawaiian Land Company (also known as the Dillingham Corporation and Hawaiian Dredging Company), wanted to use the property for off-street parking. The company promised to establish a "green belt" on the land to shield the commercial activities of the proposed Ala Moana Shopping Center from both streets. No buildings were to be constructed on the property except for ramps to the Shopping Center's upper parking deck. The Commission felt the plan had merit, considering that the Board of Public Parks and Recreation had no money to develop the property. A public hearing was then scheduled.¹⁶⁰

The City Planning Commission on March 21, 1957, held a public hearing for a zoning variance to allow development of off-street parking on Hotel and Apartment District land mauka of Ala Moana Boulevard and 'Ewa of Atkinson Drive as part of the development of the Ala Moana Shopping Center. Developer Hawaiian Land Company stated that the area would be landscaped at the developer's expense. No objections by the public were raised by the request and the Commission decided to proceed with the variance request.¹⁶¹

Zoning Variance Permit No. 353, allowing existing Hotel and Apartment District land along Ala Moana Boulevard and Atkinson Drive for off-street parking purposes, was

submitted to the Mayor and Board of Supervisors by the City Planning Commission on April 4, 1957.¹⁸²

Zoning Variance Permit No. 353 was approved by the Board of Supervisors and notification received of its action by the City Planning Commission on April 25, 1957.¹⁸³

7.3.3 ALA WAI BOAT HARBOR

The Board of Public Parks and Recreation notified the City Planning Commission on September 29, 1949, that it had declined an offer to purchase land for park purposes from Hawaiian Property Management. This property was located on Ala Moana Boulevard near the Ala Wai Boat Harbor.¹⁸⁴

7.3.4 JAEGER ESTATE

In 1922 the City Planning Commission became aware that the Jaeger Estate was to be offered for sale and hoped to make the site a public park. This property, bounded by South Beretania, Punahou, and South King Streets, and the proposed Kalākaua Avenue Extension between South King Street and South Beretania Streets, would be surrounded by thoroughfares and lay at the traditional entrance to Waikīkī. The property also contained a collection of rare trees and shrubs. The owners cooperated with the Commission, holding off the sale until the Legislature met that year.¹⁸⁵ Unfortunately no funding became available, Young Street was cut through, and the property subdivided.

7.3.5 JUDD ESTATE/OUTRIGGER MAIN HOTEL

Two properties were involved. The first, located immediately 'Ewa of the Moana Hotel, had been the beach home of the local Judd family. The second was the original location of the Outrigger Canoe Club next door, owned by the Queen's Hospital.

The Judd property was being used as a parking lot for Matson Navigation Company employees in 1955. The City, concerned about the removal of the Outrigger Canoe Club to the Elks property on the periphery of Waikīkī, was looking for a new location to store canoes, surfboards, and other ocean sports equipment used by the public. At a meeting of the City Planning Commission held on August 18 it was suggested that the Judd property be acquire for this purpose. A representative of the Board of Public Parks and Recreation, Delos Seeley, expressed interest in the proposal.¹⁶⁶

On September 1, 1955, the Tourist Industry Committee of the Chamber of Commerce heard this proposal. The consensus of the meeting was that, if private enterprise would not provide such services, government should do so.¹⁶⁷

The City also began considering purchasing the Queen's Hospital Outrigger Canoe Club site for the storage of canoes and surfboards. Estimated costs were \$569,000 for the 31,000 square foot Judd property and \$1,405,000 for the 65,447 square foot Queen's property.¹⁶⁸

Unfortunately these two projects never moved beyond the proposal stage.

7.3.6 KALĀKAUA AVENUE REALIGNMENT

As mentioned earlier in this paper, in the 1950s several proposals were made to realign Kalākaua Avenue mauka fronting Kūhiō Beach Park.

The Honolulu Chamber of Commerce supported a September 16, 1953 suggestion to realign Kalākaua mauka between Ka'iulani Avenue and the entrance to the Honolulu Zoo. Such a design would have created five beach front hotel sites and a beachfront promenade.¹⁶⁹ A January 1954 rendition of the proposal placed parking lots

(presumably open to the public for beach access) between each of the hotels on a mauka-makai direction.¹⁷⁰

The Bennett-Maier *Studies and Recommendations for the Development of Waikīkī*, released November 4, 1954, also recommended realigning Kalākaua Avenue. This plan suggested straightening Kalākaua Avenue by extending its course from midblock between Uluniu and Lili'uokalani Avenues to Paoakalani Avenue before arching gradually to the Natatorium. The straight street would have provided a better view of Diamond Head from central Waikīkī and provided an additional 2.88 acres of park space fronting Kūhiō Beach.^{171,172}

Inability to reach consensus on a financing proposal for the Bennett-Maier plan led the staff of the City Planning Commission to recommend a modified Kalākaua Avenue realignment plan in 1958. This modified plan would have provided an additional 0.82 acre of park space fronting Kūhiō Beach.¹⁷³

The modified plan did not receive the necessary community support. Subsequently the Board of Supervisors on August 26, 1958, adopted Resolution No. 608, deleting the modified Kalākaua Avenue Realignment from the Master Plan and recognizing the existing route.¹⁷⁴

7.3.7 KAPUA

Kapua is the traditional name of the area on the Diamond Head side of the Natatorium. While portions of this land became part of Kapi'olani Park, the bulk of the near shore section has remained private property highly desired for public beach park expansion.

The first attempt at acquisition occurred on May 1, 1928, when the City and County of Honolulu tried to condemn the Hartwell property immediately 'Ewa of the Elks

Club property. The City undertook an agreement of sale that extended until April 9, 1930, hoping to raise the \$100,000 necessary for purchase during that time. When the funds did not materialize, the project was abandoned.¹⁷⁵

The development of the City's Master Plan during 1939-1944 included a proposal to extend public beach lands from the Moana Hotel to Poni Mō'i Road. Lack of objection to this proposal at a public meeting held July 30, 1942, led the City Planning Commission to place these "waterfront properties" on its final approved version of the Master Plan on September 17, 1942.¹⁷⁶

In 1950 the City Planning Commission recommended that the new Aquarium be built on the McInerny property immediately adjacent to the Natatorium.¹⁷⁷

On November 22, 1950, a petition was filed with the City Planning Commission by owners of property located between the Natatorium and the Elks Club requesting that the area be removed from park or public purpose designations on the Master Plan. The Commission reaffirmed its stand on maintaining such public designation.¹⁷⁸

The City Planning Commission was notified on January 4, 1951, by the City and County Attorney's Office that the Commission, rather than the Parks Board, had the authority to determine the new location of the Aquarium.¹⁷⁹

The City Planning Commission was advised on January 18, 1951, that real property tax revenues for private property between Kūhiō Beach and the Elks Club was only \$32,000 annually. The implication was that condemnation of this land would not materially damage municipal income in the future.¹⁸⁰

The Waikīkī Improvement Association notified the City Planning Commission on February 15, 1951, of its opposition to condemnation of land beyond the McInerny property along Waikīkī Beach.¹⁸¹

On March 15, 1951, the Board of Supervisors queried the City Planning Commission about a proposal to condemn a 50 foot beach stretch of land between the Natatorium and the Elks Club. The Commission recommended instead the acquisition of all the property from the Surfrider Hotel to the Diamond Head end of the Elks Club property.¹⁸²

The City Planning Commission went on record April 19, 1951, opposing a Territorial Senate Bill (No. 526) which would set time limits for purchase of private property for park use by the government. Under the Senate proposal land then currently designated for future parks would have a three year window for purchase, while areas chosen for parks in the future would have four years. Acquisition failure would require deletion of future park designation for such properties from the Master Plan. While the City had had a record of difficulty in raising money for such acquisitions, the Commission felt the Senate Bill was unreasonable because the Bill would require a financial burden on the City for acquisitions long before such lands would be needed for civic purposes.¹⁸³

Territorial Act 321, a general funding bill of the Regular Session of 1951, dated June 15, 1951, provided a one time general bond authorization of \$200,000 for "Waikīkī beach, acquisition of land and improvements".¹⁸⁴ The Board of Supervisors subsequently requested in July 1951 that the City Planning Commission, City Controller, and City Attorney coordinate efforts to annually raise funds for Master Planned park acquisitions.¹⁸⁵

Based upon the possibility of park funding, the City Planning Commission on August 9, 1951, rejected a proposal by R. M. Belt, Territory Highway Engineer, to place the new Aquarium between the Public Baths and the Natatorium in favor of purchasing the McInerney property.¹⁸⁶

The City Planning Commission on August 23, 1951, was asked by the Bishop Trust Company, agents for the McInerney Foundation, to delete the park purpose designation for lands on the makai side of Kalākaua Avenue between the Surfrider Hotel and Poni Mōʻī Road. Bishop Trust Company also asked that the land be rezoned for Hotel and Apartment use. The City Planning Commission had hoped to use \$200,000 provided by the Legislature under Act 321 to purchase the McInerney property as a new site for the Aquarium. Unfortunately for the Commission, the Territorial Attorney General presented a legal opinion at the meeting that the appropriation could only be used for beach development and not land acquisition. The Commission then asked for support for the McInerney site from the Parks Board.¹⁸⁷

The Chamber of Commerce notified the City Planning Commission on September 20, 1951, of its desire to have the City remove all remaining private property between the Natatorium and Poni Mōʻī Road from the Master Plan. The Chamber recommended that the land then be developed by private enterprise. The Commission instead voted again to adhere to the Master Plan's expansion of Waikīkī Beach parkland from the Natatorium to Poni Mōʻī Road.¹⁸⁸

The City Planning Commission was notified on September 27, 1951, that the Board of Supervisors had approved issuance of a building permit for the construction of an apartment building at 2947 Kalākaua Avenue within the area designated for park expansion by the Master Plan.¹⁸⁹

The Board of Supervisors Resolution No. 578 requested that the City Planning Commission delete from the Master Plan acquisition of private property between the Natatorium and Poni Mōʻī Road.¹⁹⁰

The City Planning Commission held a public hearing November 1, 1951, over the Board of Supervisor's request to delete the Natatorium-Poni Mōʻī Road area from the

Master Plan. The Board of Public Parks and Recreation asked that the area remain planned for public acquisition. Landowners in the area called such designation a “blight” on their properties, requested their removal from the Master Plan, and spoke of tax benefits that private development might provide to the City. A message from Honolulu Mayor John Wilson was read that threatened to veto any deletion of the property from the Master Plan and to find money for its acquisition.¹⁶¹

The City Planning Commission on November 8, 1951, requested a meeting with the Mayor, Board of Supervisors, and the Board of Public Parks and Recreation to determine how best to raise funds to finance the purchase of Waikīkī beach lands. The Commission noted that the area under consideration was small compared to the amount of shoreline already owned by such cities as San Francisco. The area contained mostly small lots that would be difficult to consolidate into an attractive hotel and apartment district. Long range master planning should not be foiled by demands for immediate financing and removal of a whole section of the Master Plan threatened its integrity. The Commission welcomed the Mayor’s willingness to help.¹⁶²

The meeting between the Mayor, Board of Supervisors, City Planning Commission, and Board of Public Parks and Recreation was held November 21, 1951. As a result of this meeting the City Planning Commission looked further into financing options for the area between the Natatorium and Poni Mō‘ī Road. Included in those options was a series of land swaps using existing public land within Kapi‘olani Park.¹⁶³

On December 6, 1951, the Board of Public Parks and Recreation submitted a copy of a study of possible land sales within Kapi‘olani Park. The proposed project would raise \$1,208,000 after costs (including road realignments) to be used to purchase private property along the shore.¹⁶⁴

The City Planning Commission staff on March 6, 1952, presented the group with two proposals for the area between the Natatorium and Poni Mōʻī Road. Scheme A would have diverted Kalākaua Avenue towards the beach and developed hotels and apartments mauka of the roadway. Scheme B would have erected hotels mauka of a pedestrian promenade, providing beachside hotel sites. Both plans involved the use of portions of the existing Kapiʻolani Park for hotel and apartment space. The Commission recommended Scheme B to the Board of Supervisors.¹⁸⁵

Informal communications between the Board of Public Parks and Recreation and the City Planning Commission on March 13, 1952, indicated that the Parks Board would be opposed to the proposed land sale and exchange in Kapiʻolani Park if for no other reason that the plan resulted in a net loss of 16 acres of park property.¹⁸⁶

The City Planning Commission, investigating whether the City could acquire the Pacific Cable Company property along the Diamond Head side of the Natatorium, was notified that the land value was \$40,000.¹⁸⁷

The Board of Public Parks and Recreation on March 27, 1952, counter proposed to the City Planning Commission that acquisition of lands between the Natatorium and Poni Mōʻī Road earmarked for parks on the Master Plan be taken to the 1953 Territorial Legislature. The Board suggested three options for financing. The first would provide the total amount through a bond issue. Should that total be unattainable, then a bond authorization of \$1,000,000 be approved and the balance of funds raised through a property tax increase of at least \$500,000 a year above the City's existing ceiling. The third option would simply authorize an annual property tax increase of at least \$500,000 above the City's existing ceiling.¹⁸⁸

The City Planning Commission was notified on May 29, 1952, of a City and County Attorney's opinion that any sale of Kapiʻolani Park lands (for exchange or

fundraising) would require the approval of the Territorial Commissioner of Public Lands and the Territorial Board of Public Lands under provisions of the Organic Act. This greatly complicated any change in the borders of the park.¹⁹⁹

Information reached the City Planning Commission on November 13, 1952, that the Commercial Cable Company property, where the first mainland to Hawai'i cable came ashore in 1902 on the Diamond Head side of the Natatorium, had been absorbed into the McInerney Foundation property and was thus no longer separately available for condemnation as park space.^{200,201}

On February 26, 1953, the City Planning Commission received notice that a request had been made of the Board of Supervisors to remove the Elks Club property from designation as future park space on the Master Plan. Plans for a 16 story, 400 room hotel were included. The Commission decided to approach the Elks on this matter.²⁰²

The City Planning Commission was approached on March 19, 1953, by representatives of Shigeo Shigenaga, who wished to develop a 12 unit building on part of the McInerney Foundation property immediately Diamond Head of the Natatorium. The Commission voted to contact the Mayor and Board of Supervisors seeking support for the Master Plan park designation of this property.

Also discussed at the same meeting was a request from the Territorial Senate to consider realigning Kalākaua Avenue mauka in order to place hotels and a promenade along the beach front. The hotels would be separated by public parking lots constructed in the area. The Commission took no action on the Senate request.²⁰³

The City and County Attorney's office on April 2, 1953, notified the City Planning Commission that designating land on the Master Plan for park purposes did not preclude

the issuance of building permits for private parties. This opinion further pressed the issue to either purchase the property in question or forego acquisition.²⁰⁴

The City Planning Commission held a public hearing on April 16, 1953, to get input on the proposed relocation of Kalākaua Avenue mauka within Kapi'olani Park, establishment of hotel sites, and creation of open beach areas. During this meeting testimony was presented for and against the plan. The Board of Public Parks and Recreation remained in favor of the existing Master Plan purchase of all makai properties. The Commission also felt that the new plan required a change in the Organic Act. At the end of the hearing the Commission voted to postpone any action.²⁰⁵

The City Planning Commission voted on April 23, 1953, to approve the modification to the Master Plan moving Kalākaua Avenue mauka in Kapi'olani Park, creating hotel sites, and open beach areas. The Commission also received word from developer Shigeo Shigenaga that if he did not receive a building permit for the McInerney property by April 27th he would file suit against the City.²⁰⁶

City Planning Commission Resolution No. 500, dated April 30, 1953, amended the Master Plan for the Waikīkī-Diamond Head area. The Master Plan had originally proposed condemnation of private property along Waikīkī Beach from the Moana Hotel to Poni Mō'ī Road. Unfortunately few funds were available for such condemnation. As an alternative to wholesale acquisition of the immediate Diamond Head area, the Commission decided that Kalākaua Avenue was to be moved mauka from the Natatorium to Poni Mō'ī Road. The purpose of this action was to create an Open Beach Area along the shore between the two points through a land exchange with the immediate property owners.

City Planning Commission Resolution 501, also dated April 30, 1953, created Hotel and Apartment District No. 35 along the makai side of the realigned Kalākaua Avenue from the Natatorium to Poni Mōʻī Road.

These two Resolutions, Nos. 500 and 501, became effective June 5, 1953, realigning Kalākaua Avenue within Kapiʻolani Park and creating both the Hotel and Apartment District and an Open Beach Area along the shoreline.²⁰⁷

On June 25, 1953, the City Planning Commission was approached by a representative for Kapua landowner James Ching requesting that changes be made in the new Master Plan. Ching wanted to alter the boundaries set for hotels and apartments to improve his bargaining position with the City over land exchanges. Ching's request was the first of many expected to be made by landowners affected by the Master Plan change.²⁰⁸

Landowner James Ching again approached the City Planning Commission, this time on July 16, 1953, to request temporary use of an existing hotel-apartment building on his property until the City was ready to undertake condemnation. The Commission voted to allow such use.²⁰⁹

On September 10, 1953, the City Planning Commission was advised that the City Building Department had received applications for three building permits valued at \$281,000 on properties Diamond Head of the Natatorium. The Commission referred this information to the Board of Supervisors, recommending that the Board undertake condemnation of the properties for park use.²¹⁰

The *Honolulu Star-Bulletin* reported on May 13, 1953, that Judge Albert Felix had ordered the City Building Department to issue a building permit to George Center for construction within lands designated for park space on the Master Plan.²¹¹

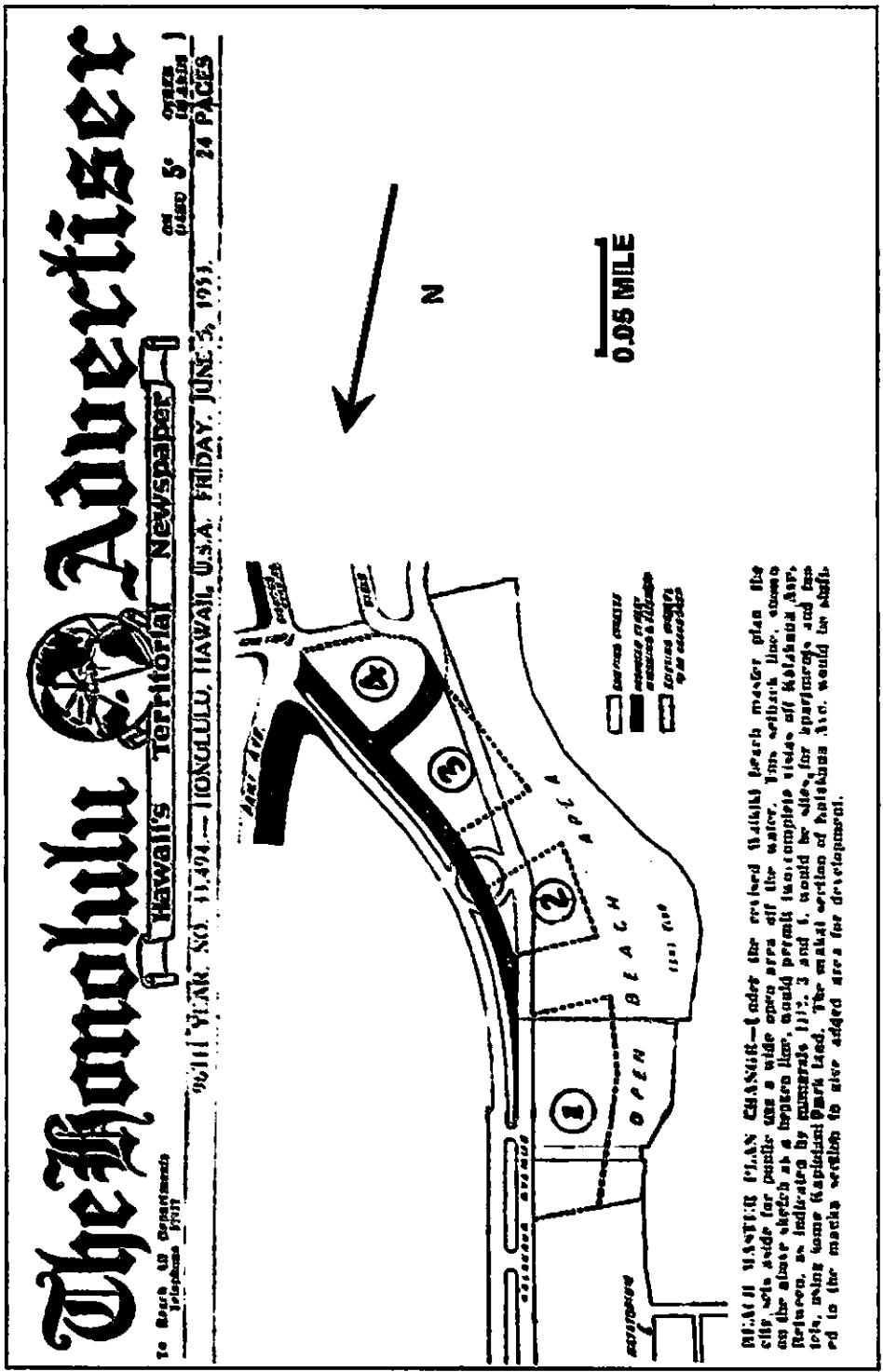


Figure 66: City Planning Commission plan to create an Open Beach Area at Kapua, 1953

Honolulu Star-Bulletin, "Beach Master Plan Change," June 5, 1953, (p. 1, col. 2). (Map location Latitude 21.276 North, Longitude 157.826 West).

Honolulu Mayor John Wilson on October 15, 1953, provided support for the City Planning Commission's stand to retain park space between the Natatorium and Poni Mō'i Road. The Mayor returned without his approval Board of Supervisors Resolution No. 573 requesting that the Commission delete the park designation from the Master Plan.²¹²

The Board of Supervisors went on record on October 20, 1953, that no money was available to buy the Center property. Judge Felix also the same day reaffirmed his order granting a building permit to landowner Center.²¹³

The City Planning Commission received a copy of a letter transferring title of the old Aquarium site from the University of Hawai'i to the municipal Board of Public Parks and Recreation on May 13, 1954.²¹⁴

On June 10, 1954, the City Planning Commission was presented with an application to rezone to Hotel and Apartment a 19,121 square foot property owned by Ruddy Tongg on the Diamond Head side of Coconut Avenue. The Commission voted unfavorably on the application but also advised Tongg of his right to a public hearing on the matter should he circulate a petition within a 750 foot radius of the property and receive the consent of at least 75 percent of those property owners.²¹⁵

The Bennett-Maier report, entitled *Studies and Recommendations for the Development of Waikīkī*, was discussed by the City Planning Commission during a meeting on November 4, 1954. While the discussion focused on the peninsula, the report included a map that apparently endorsed the City Planning Commission's creation of an Open Beach Area through land swaps with private parties at Kapua. Also on the map were public parking lots located between Kalākaua Avenue and the beach and an oceanfront promenade.^{216,217}

The City Planning Commission notified the Board of Supervisors on February 10, 1955, that Hal Hanna and Kenneth Nobuta wished to construct a 180 unit apartment building on land set aside on the Master Plan for park space (Tax Key 3-1-32, Parcels 26, 27, and 28). Should the Board not purchase this land, a building permit would have to be issued and the District Master Plan further eroded.²¹⁸

The Board of Supervisors replied on March 3, 1955, that no money was available for purchase of the Hanna and Nobuta property and a building permit was to be issued. The Board then reiterated its position favoring an open vista of Waikīkī Beach be provided only from the Surfrider Hotel to the Natatorium.²¹⁹

On October 6, 1955, developer Shigeo Shigenaga requested permission from the City Planning Commission to remodel the former McInerny beach home adjacent to the Natatorium. As the land was still earmarked for public park uses on the Master Plan, the Commission sent a request to the Board of Supervisors that the land be purchased by the City.²²⁰

The Board of Supervisors notified the City Planning Commission on November 3, 1955, that no funds were available to purchase the McInerny property and that a building permit would be issued to developer Shigeo Shigenaga.²²¹

The City Planning Commission held a hearing on August 9, 1956, to restore Kalākaua Avenue plans to its existing route, delete the Open Beach Area designation, redefine Hotel and Apartment District 35, and establish a 25 foot setback immediately mauka of the shoreline. The Board of Public Parks and Recreation bemoaned the loss of potential park lands but recognized the lack of money available for acquisition. Landowners complained of the 25 foot setback idea thus the Commission decided to ask the City Attorney's Office for a legal opinion on this issue.²²²

On November 29, 1956, the City Attorney notified the City Planning Commission suggesting that beach setbacks at Waikīkī and Mākaha would be illegal because such setbacks could not be justified for purposes of public health or safety. Condemnation being seen as too costly, the City Attorney suggested the alternative of purchasing an easement to prohibit construction, thus allowing the landowner other uses for the property.²²³

The City Planning Commission on December 20, 1956, authorized the issuance of a building permit to Susan Harrison on land makai of Kalākaua Avenue. This action was based upon the recent deletion of the land as an open beach area on the Master Plan.²²⁴

On January 24, 1957, the City Planning Commission noted that the Board of Supervisors had released funds to purchase part of the Queen's Surf property for park purposes. The Commission then asked the Board to consider requesting a \$5,300,000 bond issue from the Territorial Legislature for the expansion of Waikīkī Beach open space.²²⁵

7.3.8 MAUKA SIDE OF ALA WAI CANAL 'EWA OF MCCULLY STREET

The City Planning Commission's original 1922 Waikīkī Improvement District Proposed Street Plan included park space approximately 500 feet wide bordering the mauka side of the Ala Wai Canal from Ala Moana Park to approximately 2007's Lukepane Street. This proposed park would have been bordered by Atkinson Boulevard on the 'Ewa side, crossed Kapi'olani Boulevard near the Kalākaua Avenue-Kapi'olani Boulevard intersection, and swung Diamond Head to meet the present boundary of the Ala Wai Park.²²⁶

That portion of the proposed park makai of Kapi'olani Boulevard between Kalākaua Avenue and McCully Streets was intermittently, afterwards, resuggested for open space. This area was originally part of the McCully Tract, which extended to Kalākaua Avenue in Waikīkī. The development of the Ala Wai Canal separated this property from Waikīkī and the development of Kapi'olani Boulevard provided a strip of land similar in width to Ala Wai Park between the boulevard and the canal. This strip offered an excellent view toward Diamond Head and the length of Waikīkī.

On November 22, 1934, the City Planning Commission was presented with a Business Zoning request by the Hawaiian Mortgage and Realty Company for a portion of the block bounded by Kapi'olani Boulevard, McCully Street, and the Ala Wai Canal. The Commission felt that a better use of the property was as an extension of Ala Wai Park rather than as a business area. The Board of Supervisors was requested to consider purchasing the property to prevent its development.²²⁷

The City Planning Commission was again approached by Hawaiian Mortgage and Realty on April 18, 1935, concerning the potential use of its property at Kapi'olani Boulevard and McCully Street. As a result, the Commission again contacted the Board of Supervisors recommending that the City act to purchase the property for park purposes.²²⁸

On April 10, 1941, the City Planning Commission opposed the efforts of Antone Marques and Frank James for Business Zoning on the makai side of Kapi'olani Boulevard at McCully Street. The Commission reiterated its long stand that such property belonged in the park system, preferring a continuous park strip from Kalākaua to Kapahulu Avenues. The Commission recommended to the Board of Supervisors that the City purchase the property itself or request financial assistance from the Legislature.²²⁹

No funding was made available for the land purchase and 16,800 square feet was granted business zoning. On March 29, 1956, the City Planning Commission heard a request from William Heen to further expand the area zoned for commercial use.²³⁰ No protests having been filed against the rezoning, the Commission approved the request on April 26, 1956. The site contained the landmark Everybody's Supermarket for many years.²³¹

7.4 ANALYSIS OF OPEN SPACE

7.4.1 THE CHALLENGE: PRESERVATION AND ENHANCEMENT OF OPEN SPACE

At the beginning of the 20th century Territorial officials found themselves with conflicting goals over future land uses outside the urbanized area. The population of the Territory was growing and the Territorial Board of Health had recommended population dispersal as a means to prevent disease. Agriculture as practiced in the lowlands of Waikīkī was increasingly threatened by sedimentation and cesspools as mauka lands were developed. Simultaneously, the infant (but growing) tourist industry centered in Waikīkī was beginning to conflict with these same agricultural interests as farming refuse and animal waste fouled the tourist beach after heavy rains. Furthermore, subdivisions were being created adjacent to Honolulu's most popular recreational area—Waikīkī beach.

If the area was to be developed, how could its special charms be maintained and recreational needs for an increasingly large public be provided for?

This question became even more acute as Waikīkī increasingly became a victim of its own success after the 1920s as the tourism boom raised the financial stakes in market investment there. The desire of local governments to grow the economy and raise tax revenues also encouraged land use practices that encouraged high density

development and threatened open space. Meanwhile, park proponents often found the system underfunded for simple maintenance and little money available to acquire lands long earmarked for park expansion. This situation led to planner George Houghtailing and others to question what kind of Waikīkī did the community want—a Waikīkī for tourists or an area shared by both local people and visitors?

7.4.2 PARTICIPANTS

Waikīkī has had a diverse population of stakeholders utilizing open space throughout its history.

It is a reasonable assumption that those living in Waikīkī in the mid 19th century took its open spaces for granted. Those traveling from town or establishing second homes there would have held a differing view by treasuring its rural atmosphere.

The first permanent open space, the center of Kapi'olani Park, was created in a little used dry land area near the beach homes of the upper class. Members of the Kapi'olani Park Association were content to use this central space for horse racing and polo. Members of the general public were welcomed as spectators to these events.

The conversion of Kapi'olani Park from private to public use, the non-renewal of lot leases, and the purchase of the Natatorium site led to the opening of beach access. This greatly increased and diversified the users of the area. Territorial Fairs, agricultural and military exhibitions, the Zoo, the original Aquarium, park bandstand, and beach all made Kapi'olani Park the city's most important recreational area.

Residents of private homes along the beach benefited from public upkeep of the parklands in front of their properties until the Territory and City began reacquiring or condemning their lots. The owners of such lots generally viewed the “threat” of acquisition as a “blight” on the use of their land, and resisted actual condemnation over

fears whether they would receive just and timely compensation. Yet conversion of private property into public park space guaranteed access as construction increasingly crowded beachfront properties and cut off access to the beach itself.

The development of public open space mauka of Ala Wai Canal was a postscript to the governmental decision to urbanize the area. There landowners unwilling or unable to adapt lost their properties through condemnation or purchase while lessees were deprived of their agricultural livelihood. The new parks, however, acted as a reserve area for flood overflow to protect the newly raised lands makai. The parks benefited subdivision landowners facing them, as well as Territorial Fair patrons and exhibitors, canoe riders storing their craft, and later both players on the Ala Wai Golf Course and patrons of the McCully Clubhouse.

Ala Moana Park, a project of the Parks Board with major input from the Outdoor Circle, replaced mostly unused tidal flats. The new park was designed as a multi-activity facility. Patrons could enjoy picnics, tennis, baseball, lawn bowling, and boating. (The beach was not added as a general public amenity until the 1950s.)

Differing scenarios created for Magic Island proposed it as an addition to park space, a commercial venture, or a mixture of both. Development would have destroyed numerous surfing sites makai of Ala Moana Park. Construction of tourist facilities as part of the project would have added to both the employment and tax bases but would have forced commercial traffic to commute directly through the park. The Territorial Harbors Division's proposal to locate new hotels in the existing Ala Moana Park would have destroyed the park entirely.

Similarly, boat owners might have preferred the continued expansion of Ala Wai Boat Harbor, but this required dredging of the reef and construction of sea walls which would have also destroyed surf sites.

Creation of Duke Kahanamoku Beach provided some compensation to the general public for loss of the narrow beaches that existed where the Ala Wai Boat Harbor was built. Developer Henry Kaiser benefited from the project by acquisition of additional land for his hotels and the adjacent wider beach.

7.4.3 VISIONING

Much of the visioning for future Waikīkī open space during the study period was undertaken by government officials, those close to government decision makers, or private developers. Examples include the desire of Governor (and developer) Charles McCarthy to preserve the open space mauka of the Ala Wai Canal; the Outdoor Circle to create Ala Moana Park out of the trash dumps and tidal flats makai of Ala Moana Road (Boulevard); the ideas of planner Charles Robinson and Legislator Ben Low to connect parks at either side of Waikīkī.

Unfortunately, the one major private landowner initiative to donate park space, by Archibald Cleghorn at 'Āinahau, contained unusual stipulations that were used by potential trust beneficiaries to block acceptance of the gift in the Territorial Legislature.

The major theme of popular visioning was shown repeatedly in the public's demand for access to beaches. First heard in the outcry against selling leased Kapi'olani Park beach lots to raise money for the prison system in 1919, this idea would be heard again during debates to acquire such properties as the Cunha and Ward lots in the 1940s and the Steiner lots in the 1950s.

Another example of popular visioning was public pressure to increase the size of the golf course at the Territorial Fair Grounds. The Ala Wai Golf Course eventually consumed the whole property, and fair events, such as the Farm Fairs, were relocated to sites such as the McKinley High School campus.

7.4.4 PLANNING PROCESS

As with visioning, most of the planning for Waikīkī's parks was "top down" in character, periodically influenced by public opinion and the real estate market.

Major plans began with the 1876 creation of the "Kapi'olani Park" real estate project using government lands under lease and other private property. During 1896-1898 investors William Irwin and others were able to renegotiate the boundaries of the "Park", and a Honolulu Park Commission was created to administer the property. Public uproar over a government suggestion to sell further beach lots to raise funds for a new jail forced the government to change course and develop policies favoring beach front lot acquisitions.

During the second decade of the 20th century the growing success of Territorial and other fairs held at Kapi'olani Park began to threaten the Park's Victorian-era landscaping. It was decided to move such mass events to a new, undeveloped, nearby site mauka of the projected Waikīkī drainage canal. Unfortunately, the move coincided with the development of other, newer forms of mass entertainment such as radio and movies. The Fair Commission found itself in need of funds and constructed a small golf facility to both utilize the site and raise funds. The golf facility proved so popular that further land was acquired and the property became dedicated solely for golfing purposes.

While the 1906 Pinkham Plan for Waikīkī reclamation did not address open space, the 1922 City Planning Commission Street Plan for the Waikīkī Improvement District set aside large areas for the future Ala Moana Park and a strip park along the mauka side of the Waikīkī drainage canal from Ala Moana to the Territorial Fair Grounds in order to surround Waikīkī with open space and connect Ala Moana with Kapi'olani Parks.

Ala Moana Park (originally Moana Park) was the project of the Shade Tree Commission, the Outdoor Circle, and the Honolulu Park Board. Based on a central open space and ponds on either side, the Park sought to use ideas popular in the 1930s that focused on organized children's play and active physical exercise.

The 1941 Waikīkī Beach Plan sought to ensure public access between the Moana Hotel and the Diamond Head Terrace subdivision. This long range plan took into consideration continued population increases while attempting to prevent beach side private development by designating specific private properties for acquisition.

Duke Kahanamoku Lagoon and Beach were part of a public policy to restore the width of Waikīkī beach. This idea was to fill a stagnant pocket of water adjacent to the Ala Wai Boat Harbor and turn it into a wider sandy area with a protected beach side pond for family activities.

7.4.5 IMPLEMENTATION

The first "park" project, Kapi'olani Park, was a private project in which the Hawaiian government contributed land because no public funding was available. The private developers, although themselves cash strapped, developed the Makee lagoons and racetrack to which the public was invited. Public access to these facilities, combined with the traditional Hawaiian use of the nearby ocean, encouraged reorganization of the operating agreement between park leaseholders and the Hawaiian government. This situation was taken advantage of during the Republic by William Irwin and others who acquired fee simple title to prime beach front lots in exchange for mauka acreage. When public indignation arose at government proposals to sell off leasehold beach lots, officials reversed themselves and initiated a program of expansion of public beach properties instead.

The first major beach acquisition, known today as the Natatorium property, was dedicated to Hawai'i veterans of the First World War and financed by a Territory wide tax. The Cunha and Ward properties would later be acquired by the same method. Other Kūhiō Beach Park additions, such as the Steiner properties and Queen's Surf, were championed by Mayor John Wilson and the City Planning Commission. Financing came through general municipal funds with periodic assistance from the Territory.

The Territorial Fair Grounds were initially a project of Governor Charles McCarthy, using Territorial appropriations to purchase property from the Bishop Estate and dedication of existing Territorial lands by decree. Additional properties were acquired through condemnation and purchase in the mauka-'Ewa direction in order to expand the popular golf facility administered by the Fair Commission.

Ala Wai Park also was the result of a project of Governor McCarthy's. The land had originally been acquired through condemnation, land exchange, or purchase as part of the Waikīkī Reclamation Project to potentially provide needed fill. McCarthy dedicated the land for park purposes in 1920. The property was later included in the Territorial Fair Grounds before being rededicated for park use by Governor Lawrence Judd in 1933. The small park at the mauka-Diamond Head corner of the McCully-Kapi'olani Boulevard intersection, named for Judd, is a remnant of this action.

Ala Wai Promenade was built over a proposed road right of way along the mauka-'Ewa end of the Ala Wai Canal between Kalākaua Avenue and Ala Moana Boulevard. The road was not built because it was determined that doing so would further complicate traffic patterns on Kalākaua Avenue and Ala Moana Boulevard.

Ala Moana Park was created through the efforts of the Honolulu Park Board and the Outdoor Circle. The federal government turned rights to the reef area over to the Territory which then transferred administration to the City. Funding for the project was

always limited, with private money used for landscaping, Depression era federal work programs providing most of the labor, and Park Board architect Bent designing utilitarian, but fanciful, bridges, walls, and gates for the facility.

Duke Kahanamoku Beach was financed through legislative appropriations and a public-private partnership between the Territorial Board of Harbor Commissioners and developer Henry Kaiser. Kaiser exchanged his offshore rights for fee title to a specific area of shallow water and built the lagoon. The Territory built a protective breakwater and installed the beach, agreeing to not build any tall structure that might impede views from Kaiser's new hotel.

7.4.6 DISTRICT EVOLUTION

Considering the often limited resources at their disposal, the municipal parks departments were able to use master design elements of the Waikīkī Reclamation Project to create a diverse, but integrated, system of open space catering to differing public tastes.

Kapi'olani Park, for example, has lost many of the Victorian era elements that characterized it, including the Makee Lagoons, landscaping near the bandstand, and the outer ring of upper class period housing. The park has, however, maintained its human scale, such as the ironwood trees planted by Archibald Cleghorn along the original Kalākaua Avenue park alignment, a partial outline of the racetrack, and the rebuilt trolley stop. Additional elements invoking the period include street furniture and a new, round bandstand.

Acquisition of the Natatorium and other properties along Kalākaua Avenue was so successful that most local residents cannot envision Kapi'olani Park without its beaches. Just as important for the local economy, the acquisition of beach front lots

toward the Moana Hotel physically opened up much of the center of Waikīkī, helping to preserve the reason for visiting the area and preventing a “concrete canyon” effect.

Ala Wai Golf Course retains no reminders of its original purpose as a Territorial Fair Ground, but has preserved the mauka views along both the Ala Wai Boulevard and portions of Kapahulu Avenue that were a favorite of photographers from the late 19th century. The course, as the most popular public links in the United States, exemplifies adaptive reuse of a public asset and the satisfying of an amenity demand by a vocal portion of the body politic.

Ala Wai field, as mentioned earlier, acts as a community park for the Mō‘ili‘ili community mauka of it and preserves mountain views from Waikīkī .

Extension of the Ala Wai Park through to Ala Moana Park advocated by Eben Low was only partially completed, as the majority of the property Diamond Head along Atkinson Drive and makai along Kapi‘olani Boulevard was instead subdivided. Only the narrow Ala Wai Promenade was constructed, using an existing road right of way. Advocates of building a road on the site were repeatedly silenced as construction of such a road would have greatly increased traffic congestion at new intersections between the proposed road and both Kalākaua Avenue and Ala Moana Boulevard.

Ala Moana Park has maintained much of its original design as a multi-sport recreation facility, despite its dry climate, neglect during World War II, construction of the Magic Island offshore, and great increase in patronage. The major change to the park, the construction of a beach, provided the public with an alternative to crowded Waikīkī.

The Beach Walk and Princess Ka‘iulani Triangle Parks initiated the further creation after 1960 of a series of small public open spaces useful in counteracting the increasing density demanded of private property by market forces. These included the Waikīkī Gateway Park at the corner of Kalākaua and Kūhiō Avenues, a series of

miniparks constructed as part of the Kūhiō Avenue widening project between Ka'iulani and Kapahulu Avenues, and a park yet to be built at Royal Hawaiian Avenue and Aloha Drive.

7.4.7 LESSONS FOR THE FUTURE

The location of parks and open space surrounding Waikīkī has, along with the Ala Wai Canal, helped to define the Waikīkī peninsula. This definition has limited the amount of land available for development and thus encouraged redevelopment.

The general public in Hawai'i has a sense of possession of its beaches. This was illustrated initially when the Territorial government suggested selling off, rather than regaining, lands located in Kapi'olani Park that had been leased to private parties. Public anger over the proposal forced the government to reverse its course. Acquisition of individual beach properties through the early 1960s, the Save Diamond Head movement of the mid 1960s, and the later purchase of two beach lots confirm this. Any attempts to further develop private beachfront property in the Diamond Head area are likely to again meet fierce public opposition and condemnation of the property involved—a fact that planners must consider.

Similarly, the general public in Hawai'i has developed a sense of possession of its parks and open space. Examples of this were the successes of the Kapi'olani Park Preservation Society to prevent a fast food restaurant chain from becoming established in that park and the community effort to preserve the old Honolulu Stadium site as a permanent public open area.

The Parks Commission/Department of Public Parks and Recreation and the City Planning Commission wished to extend park space for future needs. While advanced action might logically have allowed increased acquisition of park space at a lower cost,

such projects require a feeling of "ownership" by large enough numbers of the general public to convince policy makers to "buy in" to the proposals. The need for public consensus takes time to develop and express itself, placing it in conflict with the desire of the private real estate market to move ahead with development as quickly as possible.

The plans for expansion of public open space developed in the 1920s still remain incomplete. The makai side of Kapi'olani Boulevard between Kalākaua Avenue and McCully Street, for example, continues to offer potential recreational space and expansive views if a few acres were to be purchased. Proposals to restore lost park space along the Kaka'ako waterfront recently received large scale popular support.

While there often existed a wealth of ideas and suggestions proposed to the Parks Commission/Department of Public Parks and Recreation and the City Planning Commission for creation of parks, both bodies often bemoaned the low and irregular level of financing of the park system. It was unfortunate that the Parks Commission was not allowed to maintain its own separate funds. A minimal separate general tax dedicated to parks, as employed by some mainland communities, could have better protected existing park assets from "boom and bust" budget cycles; and been employed to facilitate planning and acquisition of additional park space. (Such a fund would have been invaluable when unexpected opportunities arose.) As it was, the City Planning Commission and Building Department acted as the bulwark of park expansion and protection between 1939 and 1959 through the zoning laws and building codes. The Commission has since been reorganized from an administrative to an advisory organization and thus no longer has such power.

The City Planning Commission's and Parks Board/Board of Public Parks and Recreation's desire to acquire additional ocean front park space has been endorsed as good public policy by the increased public use of the beaches. Changes in attitudes

toward private property has been key, as in the 1960s a new storm grew over the development of private lands in and near Diamond Head Terrace for high rise use. Wherein the 1940s and 1950s landowners were successful in forcing development by declaring that the government was otherwise creating a "blight" on their lands by denying development, by the late 1960s it had been recognized that denying such upzonings could preserve the desirability of a neighborhood as an investment. Government then demonstrated its willingness to prevent such high rise development by purchasing two Diamond Head Road properties outright. These government actions have assured that the Diamond Head area has since been preserved as a desirable, albeit high priced, mostly low rise residential area. The further encroachment of high rise structures around the base of the crater was also prevented.

The multiple employment of park facilities in and around Waikīkī has led to intense use. Politicians have frequently looked upon the increased revenues from such facilities as the Ala Wai Golf Course as a source of "free money" to be put to other uses. This is a fallacy. The increased use of park infrastructure by the tourist industry requires that those additional revenues be expended to provide the high level of maintenance necessary to prevent environmental and facility degradation. Poorly maintained facilities can only lead to patron dissatisfaction.

Lastly, it should be noted that the government subsidy of park activities is obviously welcomed by a public otherwise burdened by the high cost of living in Hawai'i. Visits to the beach, tennis courts, baseball diamond, or picnic spot certainly help stretch the family budget when the costs of other forms of recreation continue to rise.

CHAPTER 8: ANALYSIS

8.1 INTRODUCTION

Technological innovation, civic boosterism, political changes, globalization, and population pressure ensured that the environment of Waikīkī would undergo great change. Examination of the intense urbanization undertaken upon this landscape leads to a number of important observations, conclusions, and recommendations. A summation follows.

8.2 OBSERVATIONS

Examination of the five subject chapters led to a series of key observations of the overall planning process.

8.2.1 FRAMING THE CHALLENGE

Prevailing planning and legal theory had fundamental impacts on how the problem was both perceived and dealt with.

At the beginning of the 20th century, Molotch's pro-business elements had already created an agricultural industry dependent on overseas markets. This same group looked for further means to "modernize" the islands and further integrate Hawai'i into the world economy. Hawai'i's tropical climate; and especially Waikīkī's special characteristics of sacred past, dynamic Diamond Head profile, and excellent beach offered the potential for a new tourist industry.

Physically, the development of attractive new urban areas required major upgrades in building codes, control of mosquitoes and other potential disease carrying pests, and drainage improvements. As "health and safety" were the prime legal justification of government action, the Territorial Board of Health was the natural vehicle

for change. The Board decided to be proactive, employing prevailing “top down” planning theory to greatly expand the role of government planning by proposing the Waikīkī Improvement Project. Individual landowners considering resisting such plans were only too aware of existing laws that threatened title forfeiture in cases of noncompliance.

This evolution of a proactive attitude by local government to facilitate desired development was extremely critical in terms of infrastructure development in the 1920s and 1930s. After large subdivisions had been laid out in Mānoa and Kaimukī bereft of sewers, sidewalks, curbs, drains, and other infrastructure, the City reexamined its subdivision laws to set standards and facilitate construction of infrastructure before subdivision occupancy began. The result was, as Garvin suggested, those subdivisions having the new infrastructure investments were considered more desirable and enjoyed more parallel private investment.

Importantly, the concept of private property evolved during this period. The proposal of the City to impose building setbacks on private property for beautification purposes was initially rejected by the courts, leading the City to support a series of private property covenants along Ala Wai Boulevard and then enter into an agreement with private property owners along Kalākaua Avenue that, in effect, traded business zoning for increased sidewalk space. Ultimately as legal definitions became more liberal, the courts allowed the City to require building setbacks and negotiate with developers to allow greater building height in return for further ground level open space.

Another example of the evolution of private property rights and its effects on the planning process was the conflict over beach front property designated by the City Planning Commission for public park expansion. Throughout the 1940s and 1950s private landowners were able to frame the argument that the City must either purchase

their properties immediately or allow up zoning. In the 1960s the City would reframe this situation by its willingness to immediately condemn the land, thus ending the up zoning argument and preserving the existing community.

8.2.2 PARTICIPANTS

The development of Waikīkī led to a gradual, but incomplete, democratization of the planning process.

Waikīkī, with its rich agricultural and ocean resources, had been a seat of political power in pre-contact times. Kamehameha I and his descendants followed this example by establishing homes there. The Kalākaua dynasty and members of the upcoming entrepreneur class also did the same nearby. Thus Waikīkī had a long history of power brokers and non-participant commoners living side by side.

Declines in the Native Hawaiian population, the creation of great landholdings and local mercantile factors after the Great Mahele, and the overthrow of the monarchy altered the composition of the elite and empowered entrepreneurs such as Walter Dillingham to remake Waikīkī. Dillingham, the former employer of Board of Health President and Hawai'i Territorial Governor Lucius Pinkham, was a major Waikīkī landowner, owner of the major dredging company in the islands, and member of the original City Planning Commission. Dillingham was able to obtain government financing for the Reclamation Project and convince most area landowners of the project's development potential. The result was the breakup of many large Kona landholdings and the initial creation of an urbanized Waikīkī as a single family residential area. This new group of small landowners required at least token efforts at consultation in any further planning process.

The commercial potential of Waikīkī as a resort and business area in the 1920s led to conflict within landowning groups as established residents resisted and other landowners supported the development of the amusement park. The capitalists and commercial focused landowners won first the battle to build the park, then gained business zoning the length of Kalākaua Avenue, and finally obtained the right to operate “auxiliary” businesses on hotel premises. Thus began a continuing battle for space between commerce and residents, exacerbated by the increased densities of high rise business, hotel, and apartment buildings.

The ever increasing cost of investment in Waikīkī real estate steadily encouraged both landowners and developers to maximize use of private property. Larger property owners were able to negotiate with the City for additional height in return for ground level open space. Such height bonuses also encouraged large landowners to buy out adjacent small lots to further expand their developments. Conversely, smaller landowners unwilling to sell out were unlikely to receive density benefits because of the difficulties in raising capital and the lack of a legal apparatus to facilitate conglomeration of multiple small lots. Thus small landowners (and increasingly, apartment owners) were, by the 1950s, still rarely represented in groups advocating Waikīkī improvements or the City Planning Commission (Arnstein’s Tokenism). This frustration of small property owners was particularly apparent during public hearings held by both the City Planning Commission and Board of Supervisors to widen Kūhiō Avenue—an action by the City that would have made many small lots untenable.

Most severely shut out of the political/decision making process historically had been Waikīkī lessees. During the early 19th century those living on the land could be periodically called upon by the aristocracy to engage in building roads that would be of little direct benefit to themselves (Arnstein’s Non-Participation). During the Reclamation

period, agricultural lessees were offered minimal amounts of compensation (if any) for damage to their farms before they were ordered off the land (Tokenism). Only by the 1950s had lessees of the Queen Lili'uokalani Trust gained both legal standing and understanding of the planning process to become part of the vocal opposition which ended the Kalākaua Realignment Project (Arnsteins's Citizen Power and Fainstein's Bureaucratic and Legislative Enfranchisement).

Meanwhile, non-Waikīkī residents had become increasingly shut out of Waikīkī as free parking became nearly impossible to find and ground lease rents forced the cost of recreational amenities in the district to climb out of proportion to other areas of the city. For local residents, Waikīkī increasingly was viewed more as an employment center and a congested area otherwise to be avoided. This being the case, Waikīkī's problems were often viewed by locals as something to be solved by the visitor industry. This political alienation ironically came at a time of increased economic importance of Waikīkī in the island economy. A political backlash to years of political domination by the business oriented Republican Party and increased non-local control of capital led to local government reductions in Waikīkī infrastructure investment.

8.2.3 VISIONING

Undoubtedly most participants in Waikīkī's history held some views of a preferred future. The realities of political inclusion as discussed above, however, determined which visions were seriously considered or acted upon.

Members of the ali'i and the new mercantile aristocracy were able, at the middle and end of the 19th century, to create their own private utopias along the beach. Private developers such as Bruce Waring and William Achi began to sell small pieces of this

paradise to those independently wealthy enough to remain in the area or who could afford the time and expense of commuting over the poor roads to town.

Large scale visioning for Waikīkī's future began with the Board of Health. The Board decided to recommend population dispersion, building codes, and infrastructure development in order to prevent the spread of disease. The result would be a grid iron pattern of new neighborhoods facing the ocean. President Lucius Pinkham saw the project in Molotch terms—seeking to attract upper class mainland investors to live within the project.

In contrast to the grid iron plat of Pinkham, Planner Charles Robinson in 1906 advocated a system of winding streets with planted trees, construction of parklands makai of Ala Moana Road, scenic upgrades of both Ala Moana Road and Waikīkī Road (Kalākaua Avenue), expansion of Kapi'olani Park to the ocean, and acquisition of the interior of Diamond Head Crater.

The City Planning Commission combined elements of both the Board of Health and Robinson's concepts by the addition of open space both 'Ewa and mauka of the proposed drainage canal.

In 1919 noted architect Charles Dickey sought to resurrect the non-grid street concept through a series of newspaper articles and lectures. He was unsuccessful.

Construction of the Waikīkī Reclamation Project and City Planning Commission Street Plan greatly increased the population of the area and encouraged improved public transportation there. These factors, plus the huge crowds drawn to fairs held at Kapi'olani Park, led investors to envision an amusement park facility in Waikīkī. The park then acted as a catalyst for further commercial development which spread from property opposite the park to cover the length of Kalākaua Avenue.

The commercial success of Waikīkī led government to view the area as a new source of employment and tax revenue. Meanwhile, developers invested greater sums of money in facilities while hoping for greater returns. Increased densities made access more difficult for local residents. The desirability of Waikīkī pushed up rents in the area and made Waikīkī a more expensive district in which to live. Planners asked what kind of Waikīkī was desirable—a Waikīkī for tourists or a Waikīkī for both tourists and local people?

8.2.4 PLANNING

Comprehensive planning, first undertaken in Waikīkī, provided the framework for government development procedures in new areas such as Kapālama and the integration of older street grids such as those in Mō'ili'ili.

Indeed, the 1906 Board of Health plan was a remarkably comprehensive document, including provisions for street layouts, street curbing and drains, utilities, sewers, lot sizes, and building code elements. Very importantly, canals were chosen over an extended system of box drains.

The 1922 City Planning Commission Street Plan took the Board of Health's plan further by including in its planning specific sites for Ala Moana and Ala Wai Parks and the Territorial Fair Grounds. The Commission's plan paid further adherence to the natural environment by refocusing the street grid mauka-makai to allow trade winds better access to fan through the streets while providing more mauka-makai views. The Plan directed the eventual completion of Kūhiō Avenue across the length of the peninsula from Kalākaua to Kapahulu Avenues. The Plan also directed that Kapi'olani Boulevard swing mauka from near Kalākaua Avenue in order to direct through traffic away from Waikīkī.

Zoning was undertaken in the 1920s for the same reasons it was undertaken on the mainland—separating incompatible land uses (business, residential, and industrial) and maintenance of private property investments. Business zoning was thus granted initially near the site of existing commercial activities (the amusement park) and soon spread as a business strip the length of the main street of the area (Kalākaua Avenue) because capitalists and landowners both felt that such zoning offered higher returns. As low rise “residential hotels” were already well established in the “better” sections of Makiki and lower Mānoa, it was not considered a conflict to mix hotel and residential use in the same zoning category.

The commercial success of Waikīkī encouraged landowners and developers to reinvest by erecting second and third generation structures. The need to borrow, pay taxes on the improvements, and pay mortgages on the facilities, all enticed the maximum use of private properties in order to maximize revenues. Government also became dependent upon both the additional tax revenues created by development and the employment generated by the new facilities. Plans such as the Chamber of Commerce's Kalākaua Avenue Realignment Project, the Board of Harbor Commissioner's Waikīkī Beach Restoration Project, the Bennett-Maier *Study and Recommendations for the Development of Waikīkī*, and the Belt, Collins *Waikīkī Traffic and Land Use Study* all tried to examine how Waikīkī might continue to grow without losing those qualities that made it first attractive. Such ideas would later come to be discussed in terms such as “sustainability”, “human scale”, and “sense of place”, reflecting Kotkin's ideas of maintaining “sacredness”, “safety”, while encouraging “commerce”.

8.2.5 IMPLEMENTATION

Implementation depended upon the prevailing political context.

The mercantile aristocracy in control of the islands in 1920 was able to use legal rulings to force compliance with land filling upon penalty of forfeiture of land title. The government also made excellent use of reorganization of land plats and land exchanges.

Garvin noted the government's ability to encourage desired private investment through strategic investment of its own. The government was mostly successful in encouraging private land developers and landowners to adhere to its system of street grids by reorganizing its Improvement District laws. Such laws gave financial assistance for infrastructure and assured quality of development. Street Frontage laws also helped improve infrastructure in established communities through joint financing with adjoining landowners.

Government was able to utilize federal Depression Era public works funding and labor to improve Ala Moana Park, construct walls along the Ala Wai Canal, install sewer trunk lines, and many other projects that improved the ability of Waikīkī to accommodate growth.

Federal funding was also utilized to widen and straighten Ala Moana Boulevard after World War II.

Enforcement of the zoning laws proved problematic when government sought compromises between differing private interests. Examples include the gradual growth of commercial zoning at the expense of Waikīkī residents; the desire of hotels in the Hotel and Apartment Zone to have dining facilities on site expanded into nightclubs; and businesses simply operating illegally in areas zoned Hotel and Apartment. While the City Planning Commission and building department waged periodic campaigns against the latter, the growth of commercial acreage reflects a pro-business bent by government.

Although the City Planning Commission was not able to acquire all the beach front property envisioned in the 1942 plan for Waikīkī beach, the properties acquired, such as the Steiner and Cleghorn lots, proved invaluable contributions to maintaining the character of central Waikīkī. (It probably is no coincidence that developer Christopher Hemmeter undertook multiple negotiations with landowners to lease land for his luxurious Hyatt Regency Hotel directly across from the public beach now existing on the former Steiner and Cleghorn properties.)

Unfortunately government contributed to Waikīkī's problems by periodically granting business or high-rise zoning in areas without the proper infrastructure to accommodate such activities. Examples included Lewers Street and the Kekio areas, where sidewalks were too narrow for foot traffic or simply non-existent; delivery vehicles were forced to load and unload on the streets; and emergency vehicles (such as fire trucks) ended up blocking traffic for blocks when attempting to do their jobs.

8.2.6 AREA EVOLUTION

Waikīkī evolved from a rich agricultural district, into a village, isolated residential areas, then a mostly first class residential area, to an increasingly vibrant commercial and apartment district, and currently into a world renowned resort.

The most successful transitions were those done under the auspices of comprehensive planning.

- The 1906 Board of Health plan determined the drainage system, Ala Wai Canal, Kalākaua Avenue Bridge, and the walkable size of the peninsula.
- The 1922 City Planning Commission plan organized the infrastructure design for the peninsula, shortened street blocks to ease access to the beach, and designed the park system surrounding Waikīkī.

- The 1922 imposition of zoning led to the commercialization of Kalākaua Avenue. Business zoning began to grow slowly on the mauka side toward Kūhiō Avenue. Commercial activity in “Hotel and Apartment” zones was also aided by businesses theoretically limited to hotel guests and service operations in the growing number of large apartment complexes.
- The 1931 plan for Ala Moana Park includes the McCoy Pavilion, named for the Parks Board Chairman who, along with the Outdoor Circle, championed its construction. Similarly, the Ala Wai Clubhouse continues to serve mostly local patrons from the Mō‘ili‘ili area.
- The 1935 plan to expand the Ala Wai Golf Course ultimately led to the complete dedication of the former Territorial Fair Grounds to the game.
- Fort DeRussy remained mostly as open space due to the refusal of the United States Army to lose its recreational center for additional hotel construction.

The largest growth problems occurred when comprehensive plans were ignored or only short term projects attempted.

- The non-completion of the Ala Wai Canal left the Diamond Head side of the waterway stagnant and the central portion of the canal subject to alluvium deposits from the Mānoa-Pālolo Drainage Canal.
- Maintenance of non-visible infrastructure, such as sewers and drainage systems, was often ignored until the situation became critical.
- Widening of Kūhiō Avenue was postponed in the 1950s, resulting in a much more expensive widening project later.
- Private development was allowed in areas without infrastructure upgrades in the Lewers, Kekio, and ‘Āinahau areas, resulting in crowding, drainage problems, risks to pedestrians, and delivery challenges.

8.3 CONCLUSIONS

8.3.1 SENSE OF UNIQUENESS

Kotkin's three elements of urban development and sustainability—sacred space, safety, and commerce—have reflected the growth and future success of Waikīkī. Blessed with natural land and ocean resources, successively the location of heiau (Native Hawaiian religious structures), the homes of monarchs and mercantile elite and upper class resort, the area was imbibed with romantic advertising from the mid 19th century. Waikīkī, however, was subjected to a number of conflicting demands. Greater numbers of tourists came to visit because they sought a new experience while wanting the safety and the familiar creature comforts that they were used to back home. Developers wished to maximize their return on investment. Government wanted to expand the economy. Local residents wished to maintain a sense of continuity that supported a sense of community. Waikīkī had mixed success in maintaining the sense of place, safety, and commerce upon which its viability depended.

Fortunately, the compactness of Waikīkī always encouraged a sense of human scale. The sense of place has been facilitated by nature with the prominent position of the Diamond Head landmark and the beach itself. Planning has also made major contributions by providing public open space along the shore at Ala Moana, Kūhiō, and near Kapi'olani Parks; preserving mauka views along Ala Wai Boulevard; and creating public activity centers such as the Honolulu Zoo, Kapi'olani Park Bandstand, and the Waikīkī Shell.

What is unfortunate is that a unique building architectural style did not prevail in Waikīkī as it did in such places as Santa Barbara, California. Substantial old island homes, featuring wide outside lānais (porches) to take advantage of tradewinds or the high roofed bungalows of architect Charles Dickey did not survive land speculation,

subdivision, and urban crowding. Private projects such as the Royal Hawaiian and Moana Hotels may have become familiar fixtures of the landscape, but neither could be considered “Hawaiian” in architecture as they were modeled after similar facilities built elsewhere. Even government efforts to ensure design standards, such as the agreement between Realty Associates and the City to require architectural examination of building plans along Kalākaua Avenue were mostly unsuccessful.

Nevertheless, the human scale of Waikīkī’s layout has proved to be the most successful means of perpetuating the area’s character.

- Plans for a beachfront promenade, first enunciated at the beginning of the 20th century, were partially realized in recent years makai of portions of Kapi’olani Park under Mayor Jeremy Harris.
- The mauka-makai street design of Waikīkī makes it relatively easy to keep track of one’s location as a pedestrian.
- Expanding Kūhiō Beach Park into central Waikīkī prevented canyonization of the main access street as has continued to occur along Ala Moana Boulevard on the peninsula.
- Building setbacks first instituted in the 1920s were supplemented in the 1960s by building code changes that encouraged ground floor open space in return for additional building height allowances.
- Refusal of landowners in the 1940s and 1950s to widen streets in the Lewers area in favor of pedestrian access led to efforts to restrict traffic access through the area, reorganization of property access to Beach Walk and Saratoga Road, and has morphed today into the much more pedestrian friendly Outrigger Waikīkī Beach Walk project.

- The International Market Place was designed and has remained a pedestrian experience that is a major node of activity in Waikīkī.
- Proposals were first made in the 1950s to reorganize Kalākaua Avenue by moving traffic elsewhere to provide more pedestrian access to the beach. While both Honolulu Mayors Frank Fasi and Jeremy Harris began the use of unique street furniture in Waikīkī, Harris instituted the use of “Victorian Era” light poles and similar infrastructure as a reminder of the past, narrowed the vehicle portion of the Kalākaua Avenue right of way to encourage pedestrian activity, installed special paving on both Kūhiō and Kalākaua Avenues, and agreed to move sidewalks away from curbs in commercial areas to facilitate business activity and line Kalākaua Avenue with foliage.

8.3.2 THE IMPORTANCE OF PLANNING

As was mentioned previously, it was planning that protected many of Waikīkī’s natural assets, enhanced the urban environment with community infrastructure, and prevented the worst pitfalls of urbanization. Planning allowed Waikīkī to accommodate a large population influx and evolve into a world class resort. Without planning, Waikīkī could easily have simply developed into another nondescript subdivision.

Indeed, uncounted seaside developments world wide suffer from non-complementary street grids, laid out by individual developers, each subdivision operating with its own particular level of legacy infrastructure. Individual developers on limited budgets often face difficulty accumulating enough capital to raise the surface level of their individual properties; build cesspools; and either tap on limited municipal water systems, build individual catchments facilities, or dig their own wells. Such sea level status is often compounded by location at the base of major valley drainage systems.

Increased human occupation on these lands equals more potential flood victims while threatening ground water pollution and subsequent disease.

In the case of Waikīkī, all these limitations were periodically met by proactive packages of large scale, comprehensive government planning and infrastructure investment. As Klein would have recommended, professional planners engaged in assisting in visioning and goal setting, plan making, development of management tools, development reviews, and coordination of public investments. These investments included both facilities for the general community and immediate neighborhoods.

Neighborhood infrastructure included establishment of building and zoning codes; provision for water, sewer, and electric lines; dedication of local streets and rights of way; construction of elementary schools and neighborhood parks; and establishing locations for local business services.

General community infrastructure began as a series of increasingly large reclamation projects. Next came development of a web of through traffic routes; intermediate and high schools; a college; water interchange and distribution systems; sewer collection and treatment facilities; regional parks that enhanced district natural resources; and a regional shopping center.

Many of these facilities were planned and their sites purchased before the projected increase in population raised acquisition costs. Even after initial planning occurred, the City Planning Commission constantly sought to educate the public that planning is a continuum—including the need to identify and preserve assets for future acquisition while recognizing the rights of existing owners to continue present use.

Planning thus raised the level of both neighborhood and community services and amenities in Waikīkī to a higher level than would have been possible otherwise—facilities upon which Waikīkī's attraction continued to depend.

8.3.3 RE-ENVISIONING

Just as planning is part of a continuum, re-envisioning must be undertaken periodically to ensure that the wishes of the population are considered when economic, population pressure, and other forces encourage change in the urban landscape. As with original visioning, maximizing participation is important to maximize and evaluate options, create consensus and ownership, and encourage action.

This is especially important in areas such as Waikīkī where change has been so dramatic and financial investment requirements so great. In 1954 Director of Planning George Houghtailing, who had witnessed the metamorphosis of Waikīkī from a residential area into a growing financial engine for the Territory and foresaw the arrival of even larger numbers of tourists, recommended that the City Planning Commission reflect on what kind of future Waikīkī it desired—a Waikīkī for tourists or a Waikīkī for both locals and tourists. While the City did indeed have a Master Plan for the area, the Commission was becoming besieged with a large number of planning amendments and development proposals and was considering hiring mainland consultants to provide guidance.

Houghtailing's point was that Waikīkī had changed and that it was first up to local residents and leadership to re-envision a desired Waikīkī before making any decisions on how to create or maintain it. Unfortunately, unlike the 1920s, the (re)envisioning process was not sufficiently undertaken to create a viable consensus for change and sense of ownership of plans. Without any resultant priority list, the great bulk of the proposals made during 1954 never enjoyed enough public support to make them reality.

Most recently, the City under Mayor Jeremy Harris invested considerable resources in the reenvisioning process. While not without criticism, these efforts

contributed to community consensus that in turn supported renewed investment in Waikīkī's infrastructure.

8.3.4 DECISION MAKING PROCESS

It is sometimes heard today that planning has become too unwieldy, that it is hard to reach consensus, and even harder to get firm commitments. Our system of separation of government powers is criticized as being too bureaucratic, and reversing itself too often. Projects such as the rapid transit project currently under consideration seem to be constantly rehashed and unbuilt.

Examination of the historical record for major projects such as the around-the-island belt highway, removal of the Queen's Surf nightclub, realignment of Kalākaua Avenue, and expansion of Kūhiō Beach Park were also very controversial in their day. Government agencies such as the City Planning Commission, municipal Parks and Recreation, and Board of Supervisors all shared responsibilities, argued over budgets and funding, held public hearings, and reversed themselves before decisions were made. Yet these exercises ensured wider participation in the decision making process than was possible under the more autocratic system operating earlier in the century. Decisions were indeed made and the results of those decisions have become an accepted part of the landscape.

8.3.5 TIMING OF DECISIONS

Government acted both to initiate and direct development in Waikīkī. Waikīkī also served as the catalyst for expansion and innovation in comprehensive government programs for infrastructure development and regulation.

Comprehensive planning was shown to have several advantages:

- Large scale planning initiated previous to development allowed acquisition of property for public purposes at lower costs than if purchase had occurred after area buildup. This also provided the maximum choice of what properties to acquire. Examples include the Ala Wai Park, the Territorial Fair Grounds, and the width of streets such as Kapi'olani Boulevard.
- Investment in community-wide infrastructure prior to neighborhood infrastructure benefited both the area to be developed and adjacent communities. This assured investors that the new subdivisions would not be dependent upon outmoded and undercapacity regional infrastructure for transportation, schools, parks, etc. Examples in Waikīkī included development of drainage systems as part of and after the Waikīkī Reclamation Project, widening of South King Street, establishment of Improvement District laws, and the setting aside of regional park lands that benefited Kapahulu, Kaimukī, Mō'ili'ili, as well as Waikīkī.
- Comprehensive planning also helped identify amenities to be acquired in the future for public benefit, facilitating budgeting and helping to sustain the value of private property in its existing use in the interim. A good example was the Queen's Surf restaurant and night club, which was allowed to continue operations over several years with the understanding that the City would eventually complete the acquisition or terminate the lease in order to increase park space.

8.3.6 ENTREPRENEURSHIP

Susan and Norman Fainstein noted that local and state governments often had few offices with staff capable of directing development. Yet large scale, comprehensive planning required dedicated leadership to ensure that plans moved from the paper stage

to reality. Such individuals and groups helped focus ideas, designed programs, created support, found financing, oversaw construction, and monitored operations. Honolulu was fortunate to have such leaders.

Fred Ohrt, for example, as City Engineer, helped to organize a street pattern for the Waikīkī district that facilitated the development of water and sewer systems. As Engineer with the Board of Water Supply, Ohrt oversaw the construction of the municipal water trunk distribution systems.

John Wilson, also trained as an engineer and as Mayor, provided invaluable support for the 1922 City Planning Commission Street Plan for the Waikīkī Improvement District and enlargement of Kūhio Beach Park.

Governor Charles McCarthy initially preserved the mauka side of the Ala Wai Canal as open space. Governor Lawrence Judd reassigned the property back to park designation separate from the Territorial Fair Grounds.

The Outdoor Circle and Park Board Chairman Lester McCoy championed the development of Ala Moana Park.

The City Planning Commission developed the Street Plan for the Waikīkī Improvement District, oversaw the development of Kūhio Avenue from Kalākaua to Kapahulu Avenues in order to integrate the newer and older sections of Waikīkī, and consistently pushed for further acquisition of private beach lots for park purposes.

8.3.7 COOPERATION OF PUBLIC AND PRIVATE SECTORS

Government cooperated with private developers to create desired projects that neither could individually afford.

The Territorial and City governments used federal and Territorial funds to construct community-wide elements of infrastructure. Examples of this were federal aid

to highways such as Ala Moana Boulevard; the sewer force main system, the Sand Island Treatment Plant; and the Date Street bridge over the Mānoa-Pālolo Drainage Canal. Territorial legislation also guaranteed bonds for the municipal water and waste water systems.

On the neighborhood level the Territory authorized bonds for City Frontage Improvements and Improvement Districts and allowed the City to extend the allowable term for cost recovery for both programs. The City was thus able to reverse its previous Improvement District procedures by working with developers to install water and sewer lines before subdivisions were opened rather than tearing up the streets after area buildup.

All these government programs facilitated the construction of housing. Developers could feel secure in an established public hearing, standards, plan approval, and financial assistance program to construct their projects. So assured, developers were able to quickly meet public interest in the housing market and more willing to cover initial project costs than would have occurred otherwise.

8.3.8 LAND CONSOLIDATION

Unfortunately the cooperation that existed between large private developers and government which facilitated the construction of large residential developments was not later extended to the needs of smaller landowners for lot consolidation purposes. This occurred despite the fact that reorganization of land plats and titles has historically been necessary to accommodate new uses of land.

The Waikīkī Reclamation Project was a prime example of government reorganizing land plats and titles in order to rationalize irregular property lines for more systematic development. Labeled the “Kuleana Problem” at the time after small

irregularly shaped landholdings found throughout the islands, the term became applied to any nonrectangular lot. By reorganizing plats and titles through exchange, purchase, or condemnation the Territory was able to acquire rights of way needed for the Ala Wai Canal, Ala Wai Park, and Ala Wai Boulevard.

Waikīkī's initial urban development occurred on the single family home model of small lots. Development since that time has focused on increased density best accommodated by land consolidation of these small parcels. The City Planning Commission on numerous occasions requested that the Territorial Legislature authorize a municipal authority to facilitate such consolidation among small property owners. The Legislature repeatedly did not do so, instead establishing the Honolulu Redevelopment Agency to condemn land and reorganize it in the worst slum areas of the city. The result of this lack of legislation in Waikīkī was high rise redevelopment covering odd collections of the original small lots rather than more rational rectangular models. Many small lots were also then left isolated with little immediate potential for redevelopment except perhaps as walk up units forced upon their owners by the property tax laws.

8.3.9 INTERACTION OF ACCESS AND LAND USE

One of the main focuses of the 1954 Bennett-Maier report was the interaction of transportation and land use. Understanding the symbiotic relationship between access and land use is vitally important for planning purposes: improved access encourages intensification of land use. Unfortunately, increased density of land use places stress on the existing transportation system.

Waikīkī is a good example. Improvements to Kalākaua and Kapahulu Avenues and the extension of Ala Moana Boulevard at the turn of the 20th century fostered the development of the first subdivisions of Waikīkī. The resultant increase in transient and

permanent populations placed strain on narrow streets in the Lewers, 'Āinahau, Royal Grove, and Kekio areas. To relieve these problems the Territory and City upgraded road width requirements for the Waikīkī Redevelopment areas, widened Saratoga Road, instituted a series of one way streets, banned some curbside parking, limited rush hour parking, installed parking meters; extended and widened Ala Moana Boulevard, widened and connected disjointed sections of Kūhiō Avenue, and required off-street parking. Simultaneously the City increased allowable building heights amid periodic building booms that covered lots to the legal maximum.

The result was increased automobile congestion and declining motor vehicle access to Waikīkī. This has cost Waikīkī's economy local business in the form of closed former first run theaters and other diminished retail business.

What is remarkable is that Waikīkī's design and size make it walkable, and its primary attractions continue to be within this walkable radius focused upon the beach. The importance of preserving this feature in the public mind can be traced in the media back to the 1950s through discussions about sidewalk widths, bus access, concrete canyons, and foliage preservation. These concerns would lead in the 1960s to proposals for grade separated mass transit and building height allowances in exchange for ground level open space. Waikīkī's compactness continues to encourage the pedestrian model no matter how much we have tried to impose the automobile upon it.

8.4 RECOMMENDATIONS

Examination of the development of Waikīkī to 1959 leads to a number of recommendations for Waikīkī's future and for other projects.

- Sustainable urban development must balance preservation of a unique sense of place, a feeling of personal security, and encouragement of private commercial enterprise (Kotkin's thesis). Waikīkī, for example, must continue to differentiate

itself from competitors such as Miami Beach and Las Vegas; and retain a low level of crime; while encouraging economic redevelopment.

- **Regional, comprehensive planning should begin as early as possible. This provides the largest number of options, can help control costs, and allows the greatest amount of time for detailed option evaluation.**
- **Comprehensive planning must include periodic maintenance and replacement of infrastructure in order to lessen the chance of cataclysmic failure of vital sewer and water systems.**
- **Input should be requested early from as many stakeholders as possible. This provides a multitude of options, facilitates realistic user evaluation, and promotes "ownership" of both the process and plan product. Ownership becomes very important because it is public awareness and pressure on political leaders that determines both the form and funding of what actually will be constructed. Otherwise the plan may simply be forgotten. (Arnstein's Ladder of Participation offers a topology to monitor the strength of citizen involvement in the process).**
- **Planners must act as educators to ensure that the public understands that planning is a constant activity requiring both completion of past plans and identification of future action. This is an empowerment action.**
- **Effective planning requires a periodic re-visioning process to ensure a consensus of the "big picture" and sufficient public support for the program.**
- **Planners can facilitate visioning and re-visioning, goal setting, plan making, management tools, development reviews, and coordination of public investments.**
- **Planners must also educate the public and decision makers about the relationship between access and land use: that improved access leads to more**

intense land use that can then put strains upon the transportation system. In areas originally designed with limited ingress and egress, this becomes critical. Truly high density areas (such as Waikīkī and downtown Honolulu) have reached the point where some form of non-surface transportation system is necessary. Such a transportation system would likely encourage retail activity in Waikīkī from local residents reminiscent of the 1920s and 1930s when Waikīkī was an entertainment mecca for both tourists and citizens of Honolulu.

- Construction of community wide infrastructure, such as highways, water distribution systems, sewage collection systems, high schools, etc., should occur whenever possible before neighborhood infrastructure. Such systems may be more complex and need more time for development, but encourage a level of construction quality that ultimately will make the potential neighborhood more attractive rather than substandard. Such investment benefits existing adjacent neighborhoods also.
- Government should be willing to prevent unwanted development in a neighborhood by refusing to upzone the area and by employing a realistic threat of condemnation. Such actions preserve desirable locations (like those near Diamond Head) by ensuring that the landowner's investment in his property can continue under its present use. This does not constitute a "taking".
- Formation of a government agency to facilitate consolidation of small parcels for redevelopment is still needed. Waikīkī and the central city continue to contain many small properties whose owners could benefit by pooling of land for redevelopment. Increases in the cost of gasoline and commuting time will continue to draw interest from commuters in such possible central redevelopment.

- **Government officials should be encouraged to continue to “think outside the box”, acting as public entrepreneurs to develop new methods of providing services and sheparding these projects through from idea to completion just as Mayor Wilson did in the 1922 plan for Waikīkī.**
- **Government should continue to work with private developers to enhance the pedestrian character of Waikīkī through the use of building setbacks and relocating sidewalks away from the curb. Higher construction, which might widen the mauka-makai secondary street view planes, should continue as incentive.**
- **A common Hawaiian architectural theme could be encouraged in Waikīkī redevelopment. The distinctive “Dickey Roof”, for example, has been placed on a few Waikīkī structures and might be used to bring more architectural unity to the area.**
- **Completion of the Waikīkī perimeter park plans of the 1920s and 1930s makai of Kapi’olani Boulevard still has merit. Those plans featured extension of Ala Wai Park in the ‘Ewa direction. This would provide what was intended to be open space at the traditional entrance to Waikīkī, provide a panoramic view of Diamond Head, improve visual relief of the Ko’olau Mountains from the peninsula, and lessen the density of the immediate Mō’ili’ili neighborhood. Acquisition of park lands would involve only a narrow line of private property in the block bounded by Kalākaua Avenue, Kapi’olani Boulevard, McCully Street and the Ala Wai Canal. While the area currently does include high rise construction along McCully Street, the area further ‘Ewa is predominately occupied by low rise structures on small lots adjacent to the bulk of land already owned by the City and State governments. At least one property is completely vacant. While in the distant future the whole block might become parklands,**

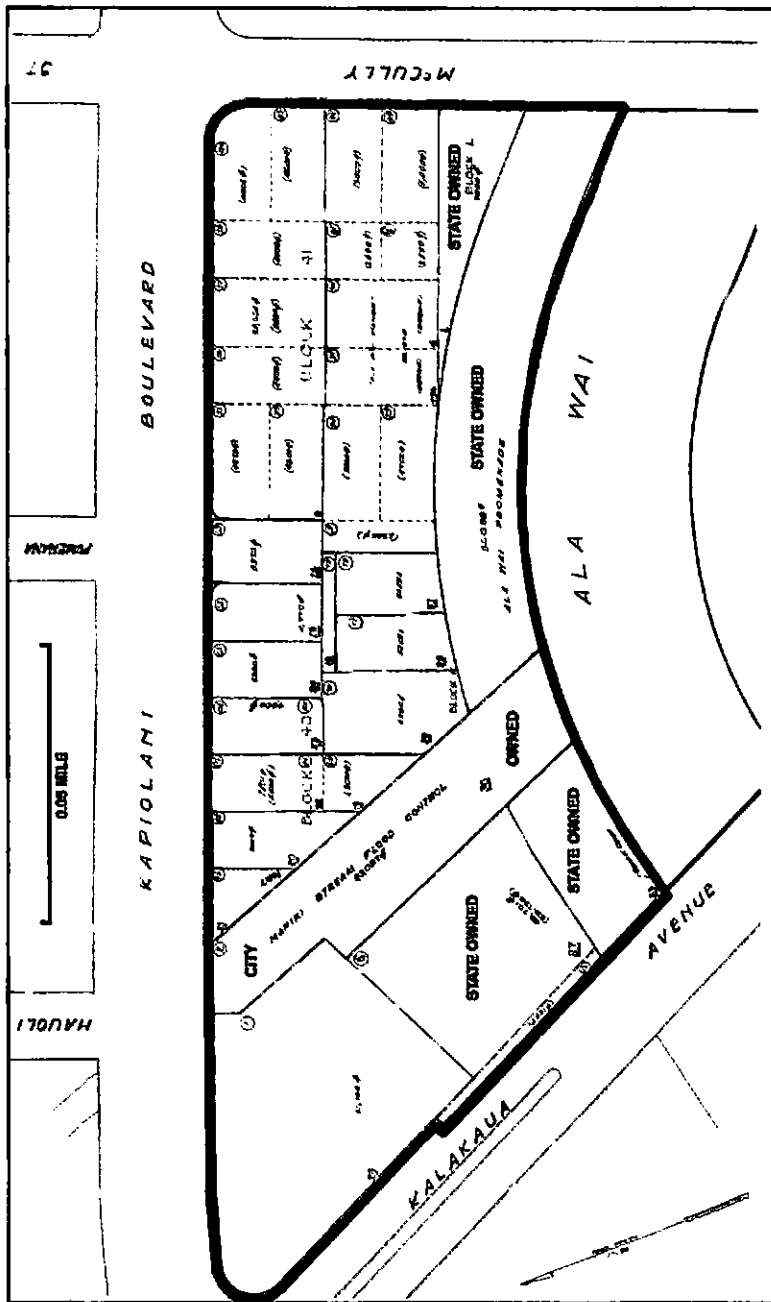


Figure 67: Kalakaua-Kapi'olani-McCully block, originally planned for park purposes, at the main entrance to Waikiki.

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, Map 2-3-34, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

Honolulu Department of Planning and Permitting, "Parcel and Zoning Information," (City and County, 2008), <http://gis.hicentral.com/website/parcelzoning/viewer.htm>

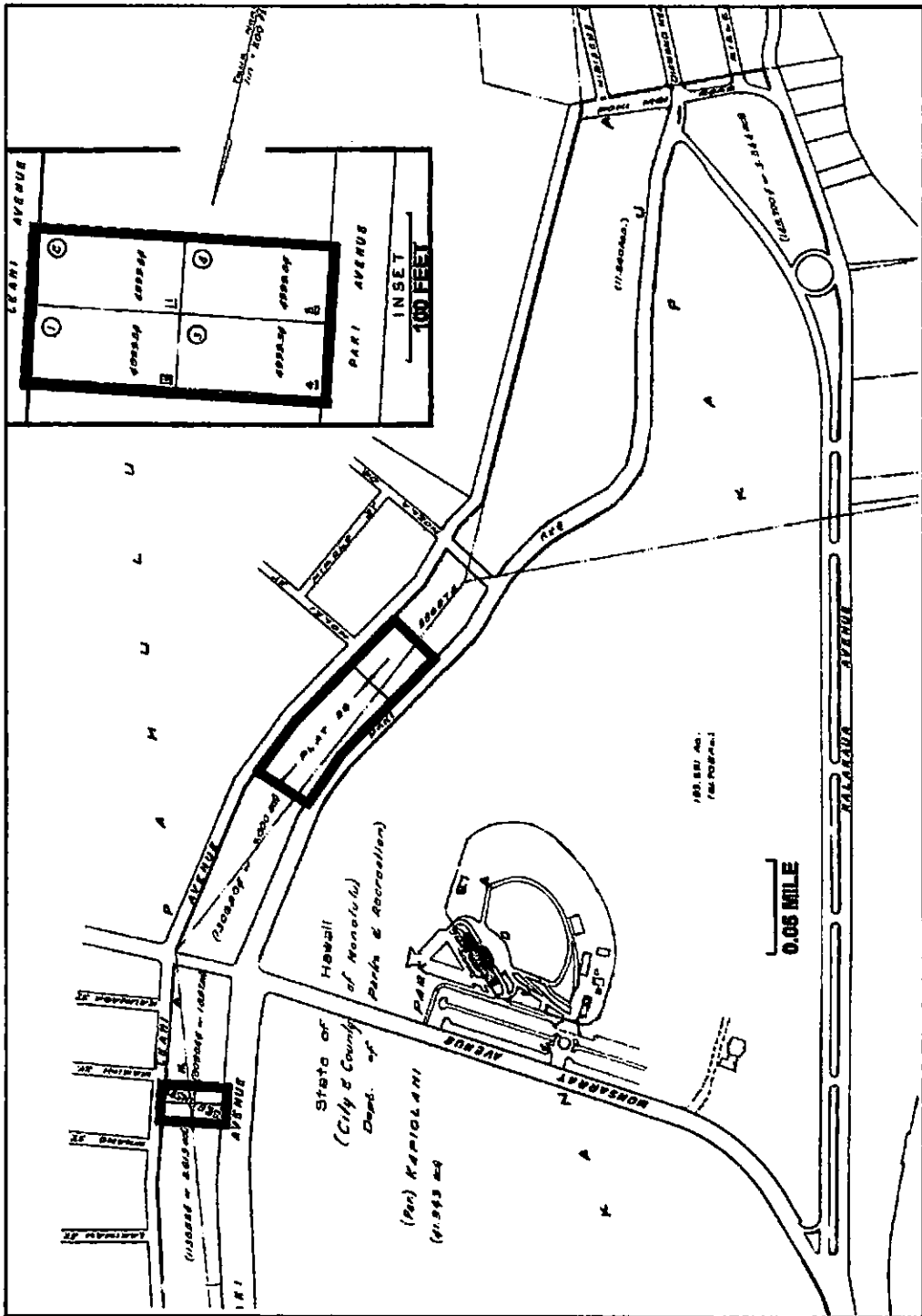


Figure 68: Kapi'olani Park perimeter residential lots as potential additional park space.

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 2, Map 3-1-43, 40th ed.*, (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

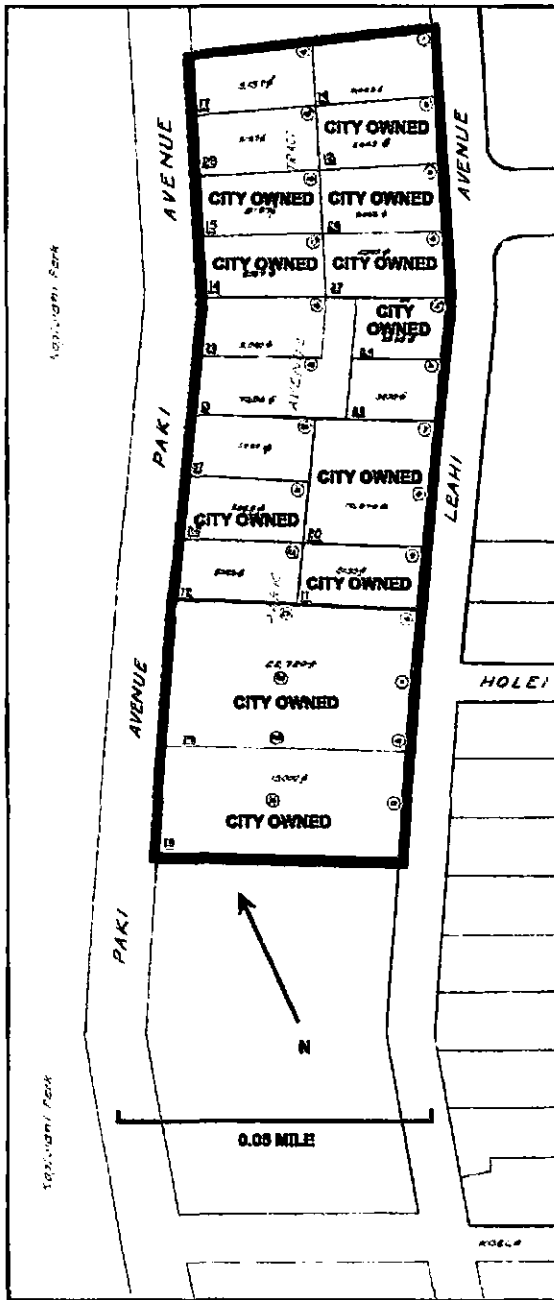


Figure 69: Detailed map of Kapi'olani Park perimeter lots showing portions already acquired by the City and County of Honolulu.

First American Real Estate Solutions, *Realty Atlas: State of Hawai'i, First Tax Division, City and County of Honolulu, Map Volume Zone 3*, portions of Maps 3-1-26 and 28, 40th ed., (Santa Ana, California, 2006). (Map location Latitude 21.276 North, Longitude 157.826 West.)

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during the interim the 'Ewa lots could be consolidated with government land to create strategic open space. Acquisition of private property could be facilitated by utilizing programs previously undertaken by the City to allow existing occupants to continue residence until death or incapacity.

- Creation of more park space within the center of Waikīkī, reminiscent of the proposed 'Āinahau Park, would be welcomed. Indeed, the City has created miniparks at Kūhiō and Kalākaua Avenues and among property remnants along the Kūhiō Avenue widening project. A site at Aloha Drive and Royal Hawaiian Avenue is scheduled to become another minipark soon. More such facilities are needed. One suggested option is the conversion to miniparks of some of the remaining single lots isolated by high rise construction.
- Completion of the acquisition of parcels between Pākī and Lē'ahi Avenues for additions to the mauka-Diamond Head side of Kapi'olani Park should continue. Many of these lots are now already owned by the City and some are even empty. Opening up this area would restore much of this property to the park and enhance the overall beauty of this district that is heavily utilized by citizens from throughout the city.

8.5 SUMMATION

Waikīkī's locus within the political jurisdiction of City and County has had major ramifications upon the development of the peninsula. Unlike urban resorts such as Atlantic City, which were developed singularly as recreational areas and controlled their own political fates, Waikīkī has been subject to administration by governments located elsewhere. This subjugation allowed Waikīkī access to greater financial resources for infrastructure development but made the representation of Waikīkī's interests in City offices critical. Honolulu's differing *raison d'être* from Waikīkī meant that City officials

could not be assumed to always show empathy for Waikīkī's requests. Indeed, the growing importance of tourism *vis-à-vis* traditional agriculture increased the dichotomy of power on Oahu between Waikīkī's economic engine and the City.

Comprehensive planning provided the basis for Waikīkī's growth and sustainability. The unique importance of Waikīkī was demonstrated in the extraordinary levels of government investments made in the district to maintain its special character compared to other areas such as Kapālama, Kewalo, and Kaka'ako. Waikīkī was given the bulk of the territorial and municipal budgets for park land purchase and development; drainage programs; streets, water, and sewer systems; and public-private "One Hundred percent" subdivision partnerships. The "walkable" environment of today can be traced to these plans. It can be argued that the major problems experienced from development in Waikīkī stemmed from shortsighted development rather than long term planning.

The impacts of the prevailing political economy were demonstrated by the ability of investors, large landowners, and other special interests to steadily erode the residential nature of Waikīkī in favor of more development. The Waikīkī Improvement Project, Waikīkī Amusement Park, introduction of business zoning, permissible "accessory uses", use of "private property rights", and other means were employed over the decades to change the nature of the area from agricultural to single family residential to high rise resort over the opposition of current occupants.

The shrinkage of residential acreage, a general rise in costs of Waikīkī amusements, and increasing difficulties in vehicular access from elsewhere in the city led, by the 1950s, to a steady decline in the number of locals visiting Waikīkī for entertainment purposes. This loss of steady local patronage could be illustrated in the gradual demise of all of Waikīkī's classic first run movie theaters. Instead, Waikīkī became viewed by locals as an employment center best to be avoided otherwise.

This alienation of Waikīkī from local residents was also demonstrated by the failure of a multitude of Waikīkī improvement plans to gain support in the 1950s. While the planning process by then included open public hearings, years of top down planning practiced by the oligarchy resulted in a popular sense of lack of enfranchisement and an inability to reach consensus. Over the following years the planning of Waikīkī improvements became a “political football” at City Hall.

The loss of commercial patronage and political support from local residents was a major mistake. While the end of the 1950s saw the beginning of the statehood “boom”, a lack of consensus for proactive long range planning led to mostly reactive piecemeal planning efforts in the 1960s. A course reversal was needed to encourage, rather than discourage, local residential interaction in the area. Most importantly, additional empowerment in decision making for both Waikīkī residents and the general city population was necessary to renew the important sense of ownership of Waikīkī required to support comprehensive government planning and investment in Waikīkī’s sustainability. This was as true in 1959 as it is today.

GLOSSARY

The City of Honolulu developed within a narrow coastal band of land that lies northwest by southeast. Due to this layout, directions within the city are usually given in terms of directions toward prominent topographical features, utilizing mostly Hawaiian terms

Table 9.1. Directional Terms Used Throughout the Dissertation

Hawaiian Terminology	Prominent Topographical Feature	General Direction in Honolulu Area
Diamond Head	Promontory near Waikīkī	Southeast
'Ewa	Village near Pearl Harbor	Northwest
Koko Head	Promontory on east side of O'ahu island	Southeast
Kona	Leeward side of island	
makai	Toward Pacific Ocean	Southwest
mauka	Toward the mountains	Northeast

NOTES

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CHAPTER FOUR

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CHAPTER FIVE

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CHAPTER SIX

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CHAPTER SEVEN

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