

CITY PLANNING COMMISSION
CITY & COUNTY OF HONOLULU

HONOLULU'S MASTER PLAN

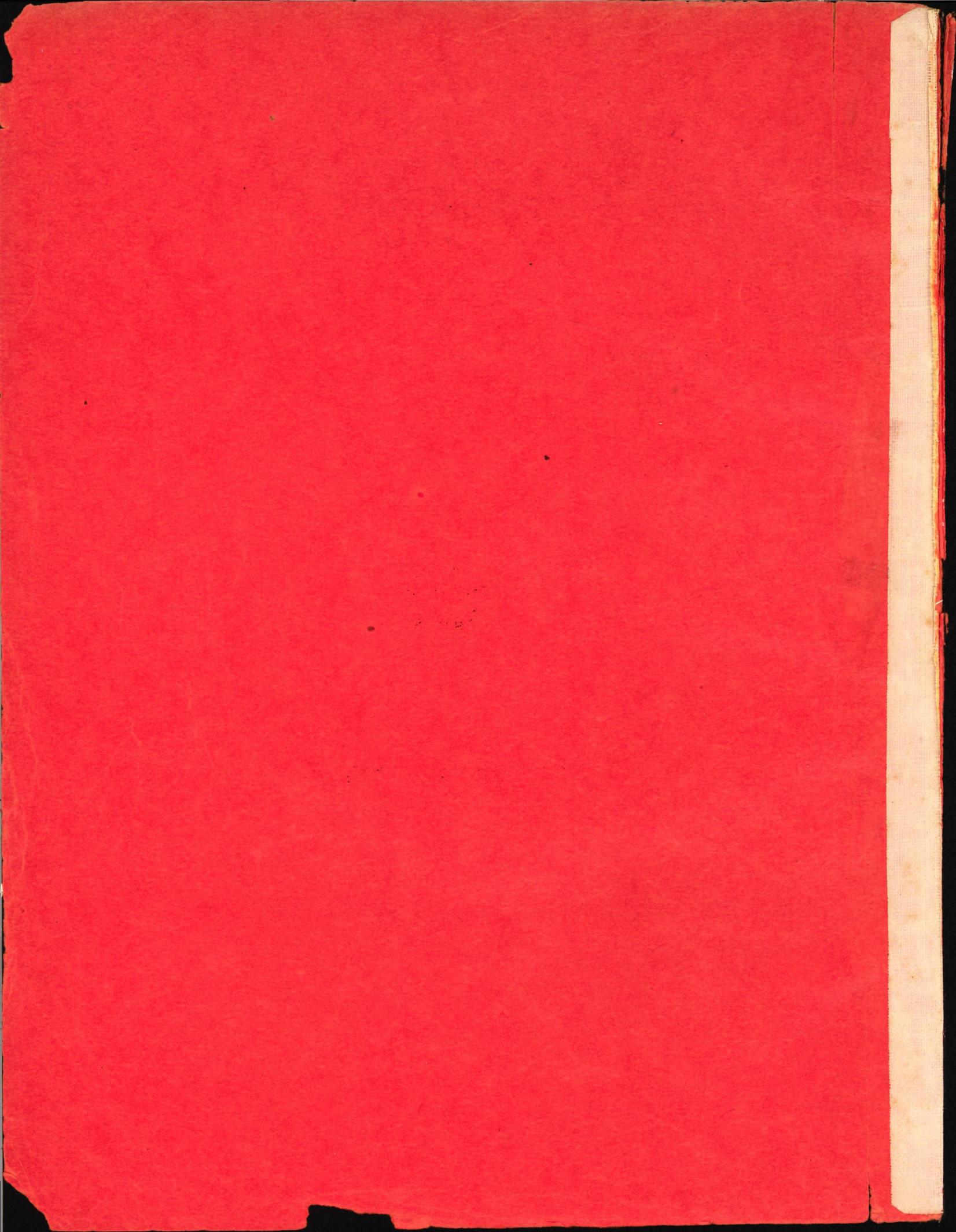
CITY PLANNING COMMISSION
City and County of Honolulu



**A PROGRESS REPORT
JANUARY - 1941**

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**City
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**HONOLULU'S
MASTER
PLAN**

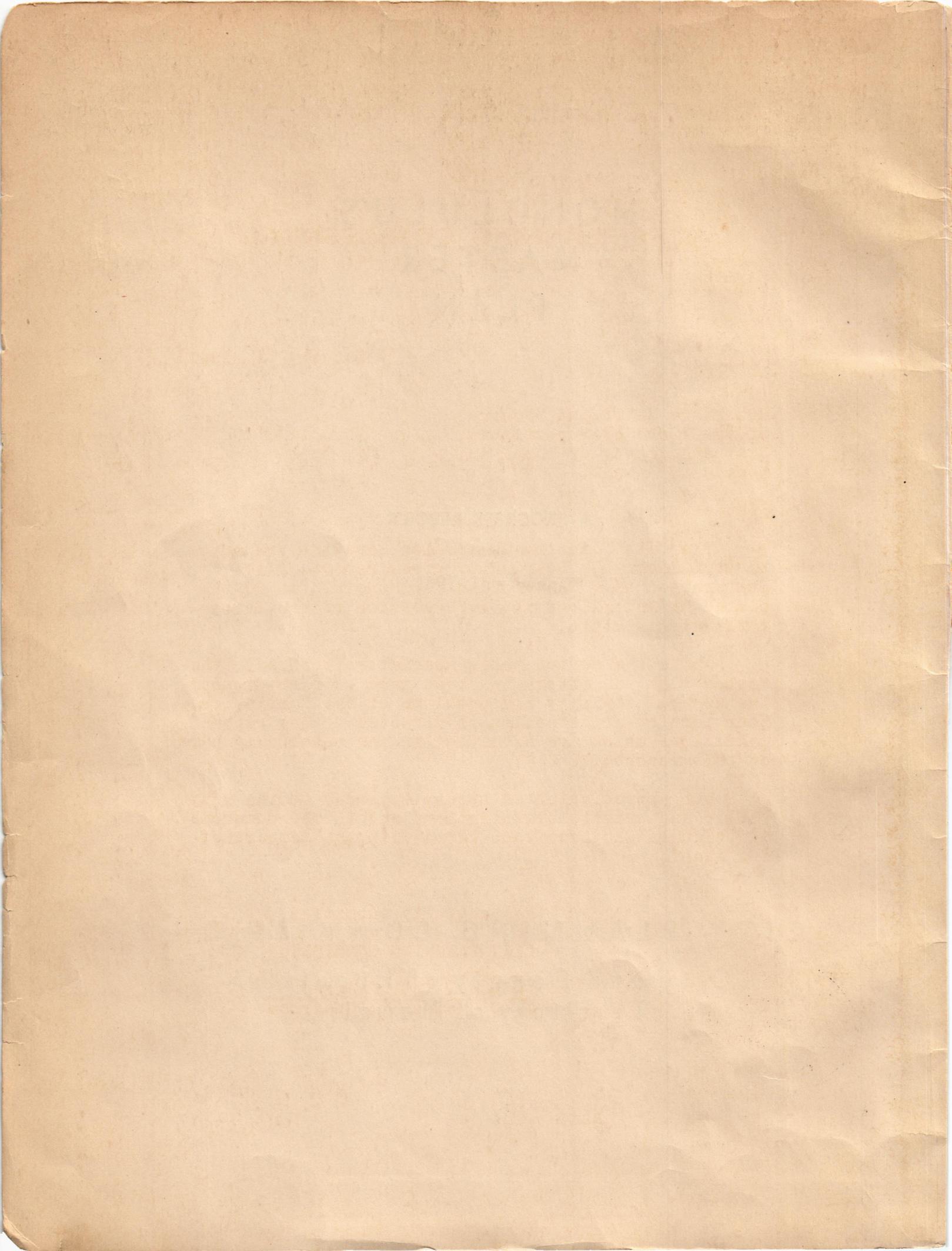
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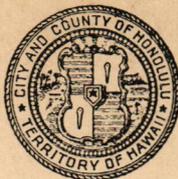
A PROGRESS REPORT
as of
January 31, 1941

Dept.
CITY PLANNING COMMISSION
City and County of Honolulu
Territory of Hawaii

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J. D. McINERNEY, Chairman
J. HOWARD ELLIS, Vice Chairman
CHAS. R. WELSH, Engineer
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A. A. WILSON

CITY PLANNING COMMISSION

CITY AND COUNTY OF HONOLULU

318 MUNICIPAL BUILDING

HONOLULU, HAWAII

January 31, 1941.

Honorable Mayor and Members
of the Board of Supervisors,
City and County of Honolulu,
Honolulu, Hawaii.

Gentlemen:

The City Planning Commission herewith transmits to your Honorable Board a progress report of the preparation of a Master Plan for Honolulu as contemplated by Act 242 of the 1939 session of the Territorial Legislature.

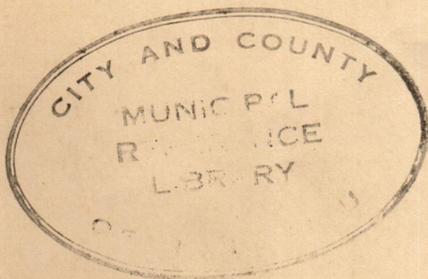
While the report makes special reference to the Master Plan, an effort has been made to also present the general activity and problems of the Commission. Your particular attention is directed to the recommendations which are submitted in the concluding part of this report.

Our appreciation is hereby extended to the many public and private organizations and to the numerous individuals who have cooperated with the members of our staff.

Respectfully submitted,

CITY PLANNING COMMISSION

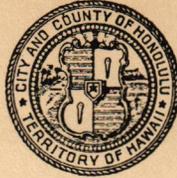
J. D. McInerney
J. D. McInerney, Chairman



CITY PLANNING COMMISSION

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CITY PLANNING COMMISSION
CITY AND COUNTY OF HONOLULU
318 MUNICIPAL BUILDING
HONOLULU, HAWAII

January 31, 1941.

Chairman and Members
City Planning Commission,
City and County of Honolulu,
Honolulu, Hawaii.

Gentlemen:

As your Planning Engineer it is my pleasure to present herewith a progress report on the preparation of the Master Plan as contemplated by Act 242 of the 1939 session of the Territorial Legislature.

While the report has been kept as brief as possible, some mention of the routine work of the Commission and Staff has been necessary. Also, to further clarify the report, certain maps have been included for purposes of illustration.

Appreciation is expressed to the members of the Staff for their help in the presentation of this report, and especially to the Chairman and Members of the Commission for their sincere and untiring assistance in the work of city planning in Honolulu.

Respectfully submitted,

A handwritten signature in cursive script, appearing to read "Chas. R. Welsh".

Chas. R. Welsh
Planning Engineer

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FOREWORD

The accompanying report is a brief analysis of the Master Plan for the City of Honolulu, Territory of Hawaii, contemplated in Act 242 of the 1939 Session of the Territorial Legislature. This report shows the progress to date, together with the contemplated scope yet to be completed by the City Planning Commission. It must be realized, however, that a city plan for a growing city is never complete. No amount of foresight of the incumbent City Planning officials can foresee the constantly changing conditions which will arise from time to time and necessitate alterations to any plan which may be devised. This phase of city planning makes the day to day executions of a plan equally as important as the long range improvement program termed the Master Plan. Both of these elements of city planning work as carried on by the Planning Commission are discussed herein.

In the preparation of this report the City Planning Commission wishes to express its appreciation for the wholehearted cooperation given the commission and its staff by various public, semi-public and private firms, whose offices have been sources of supply for much valuable and necessary data vitally needed for the ground work of the Master Plan. Particular mention should be given the Territorial Survey Department; Territorial Department of Public Works; Territorial Planning Board; B. P. Bishop Estate; Wright, Harvey and Wright; James B. Mann; R. M. Towill; Board of Water Supply; Hawaiian Electric Company; Honolulu Gas Company and the Mutual Telephone Company. These and others have all opened their records to the commission for any data or information requested.

NEED FOR A MASTER PLAN

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PART I

NEED FOR A MASTER PLAN

Honolulu has grown, as have practically all American cities, by meeting the expedient requirements of the present without coordinating them with the contemplated developments of the future. Now, after many years of uncontrolled and uncoordinated public improvements, we are realizing the tremendous harm that has resulted from planless progress. Many of our streets have been laid out haphazardly and in poor relationship with each other. Most of them are entirely too narrow to accommodate the demands of traffic and safety. No plan or preparation was provided for their eventual widening as traffic demands increased. Buildings have been constructed so close to street lines that any widening done can be accomplished only at excessive costs. This type of development has proven itself to be neither efficient nor attractive. Conditions have reached the point where property owners in many portions of the city realize that if they are to save their investments some radical changes must be made. Past mistakes should be corrected, but most important of all, similar mistakes must be prevented from occurring in the future. No amount of desire or personal effort on the part of public spirited individuals can prevent such reoccurrence. It can be done only by a strict legal control delegated to some official body which, backed by proper legislation, is vested with authority to coordinate all phases of civic development into one comprehensive plan and see that each individual isolated area is developed to fit into a correlated plan for the whole.

Only by such a method can the mistakes of the past be obviated in the future. The authority granted the City Planning Commission of Honolulu by Legislative Act 242 provides adequately for such a set up. The Commission is fully conscious of the authority granted it and the obligations imposed upon it by this Act, and that, to a great extent, the future welfare of the residents of Honolulu is dependent upon the proper discharging of its obligations in connection with the Master Plan as contemplated by this Act.

The Commission realizes that there are many of our citizens who have excellent ideas about civic development, but these ideas, no matter how excellent they may be, will produce nothing but chaotic results unless coordinated into one comprehensive plan. It has been, and will continue to be, the policy of the Commission to evaluate each suggestion submitted to it and endeavor to develop the Master Plan into a workable instrument that will provide the greatest good for the most people.

PART II

DEVELOPMENT OF CITY PLANNING IN HONOLULU

Early Growth of the Town

Starting from a native village on the shore at Waikiki, Honolulu's first expansion was westward, or ewa-ward as our directions are stated in Hawaii. With this beginning other centers of population later developed in Manoa and Nuuanu valleys, and elsewhere throughout the area we now call Honolulu. To carry on intercourse between these settlements the inhabitants first built trails on the most direct or expeditious routes. Later these trails became roads, and still later as the population increased and these settlements were merged into a town the roads became streets. As the town grew, other streets were added to suit the requirements of the time without thought of the future. The subdivisions of land consisted only of irregular shaped "kuleanas" (tracts) of indiscriminate sizes. No plan or system of land subdivision was at that time existent. Consequently the early development of Honolulu was of an extremely heterogeneous nature, with no thought by the people of that day that their combination of Hawaiian villages would eventually become a modern metropolis.

This type of development continued until 1900 when leading citizens began to realize the necessity for some form of directed growth of the rapidly enlarging community which by that time had reached proportions which justifiably designated it as a City.

Civic Spirit Aroused

The first recorded awakening of unified civic pride was in 1906 when Mr. Charles Mulford Robinson, a well known civic adviser of Rochester and New York was brought here thru the efforts of the Civic Federation of Honolulu, the Board of Supervisors making the necessary appropriation of funds to cover expenses involved. Mr. Robinson's report was published in pamphlet form under the title "The Beautification of Honolulu."

This movement was timely and apparently very productive of results. It was the forerunner of one of the most outstanding accomplishments in community planning now on record, namely, the abolishment and prohibition of billboards by the Outdoor Circle in 1911. The wisdom and foresight of those instigating this movement rendered Honolulu in particular, and Hawaii in general, an outstanding service and brought upon us the envy of practically every community in our nation.

First City Planning Commission

Real city planning first took on a legal status in 1915 thru the passage of City and County Ordinance No. 90, introduced by Charles N. Arnold, and signed by Mayor John C. Lane, establishing a City Planning Commission to act in an advisory capacity to the Board of Supervisors. The first meeting of the Commission under this ordinance was held on October 18, 1915. The appointive members were Mrs. J. M. Dowsett, Chairman; Mrs. F. J. Lowrey; W. F. Dillingham; A. F. Wall; J. K. Kalaniana'ole. Ex-officio members were L. M. Whitehouse, City Engineer; and John C. Lane, Mayor.

No great amount of success was achieved by the commission appointed under this authority, but a start was made. The fact that there was a real need for some agency of the City and County Government to coordinate and direct the growth and development of the city was now duly recognized and legally established. This early commission functioned conscientiously without precedent to guide them or funds to supply their needs. In 1920, however, the Commission was reorganized and the Board of Supervisors appropriated funds for the employment of a secretary. It should be mentioned in passing that the incumbent chairman, Mr. J. D. McInerney, was appointed to the Commission and made Chairman at that time and has since served continuously.

Early City Planning Accomplishments

The first outstanding accomplishment of the reorganized Commission was the preparation of the City Zoning Ordinance in 1922. A significant

change in the set up of the Planning Commission occurred in June 1924 when the Commission by authority of the Board of Supervisors was authorized to employ an engineer and a staff of surveyors to start a permanent street survey along with other phases of city planning. The present Planning Engineer, Charles R. Welsh, was appointed by the Commission as its engineer on June 24, 1924. Surveyors, draftsmen and other necessary personnel were added to the staff and an attempt at the preparation of a Master Plan was begun.

Considerable progress was being made toward a Master Plan when in January 1, 1933, the Board of Supervisors, for reasons political and otherwise, discontinued all appropriations for city planning work. As a result, from that time until the early part of 1936 there was but little work accomplished in city planning. One significant feature was apparent, however, that justified the work done by the City Planning Commission between 1924 and 1933. This was that practically all of the early W. P. A. projects were based on plans first developed by the City Planning Commission, and because these foundational studies were available much time and money were saved in getting the relief work under way.

In March of 1936 the Board of Supervisors authorized the Chief Engineer of the Department of Public Works to permit an engineer from the Bureau of Plans to devote a portion of his time to city planning matters for the Commission. This provision was only partially successful, due to conflicting obligations between the Bureau of Plans and the Planning Commission on the part of the engineer. This arrangement continued until July 1, 1939, when the provisions of Act 242 went into effect.

Among the early important improvement projects in which the Planning Commission had a guiding hand, was the Waikiki Reclamation project. Inseparably united with this was the Waikiki Street plan, practically as it is today. Kapiolani Boulevard was a component part of this general plan and its present development is, with but few minor changes, as shown and contemplated in the original plan. It can also be stated that the West Queen Street extension, now known as Dillingham Boulevard, was a part of the early work in which the Planning Commission participated, as were also the

School Street extension, Vineyard Street extension from Liliha to Hough-tailing, and Kalakaua Avenue from King to Beretania. Plans for the Kapa-lama Drainage Canal were made by the City Planning Commission in 1924 and its construction in 1936 and 1937 closely followed these original plans. Ala Moana Boulevard as now constructed, and its extension from Ala Wai to Kalakaua Avenue, is with but slight change in alignment shown on plans pre-pared by the Commission dating back approximately fifteen years. The first plans for the creation of a coral reef along the Kewalo waterfront into Moana Park were prepared by the City Planning Commission.

The above are the most conspicuous projects which the City Planning Commission has either originated or in which it has cooperated in an effec-tive way to bring about their construction. Along with these the commis-sion has handled approximately two hundred (200) subdivisions; two hun-dred (200) zoning changes; seventy-five (75) street widening and exten-sion projects; and a multiplicity of minor items too numerous to mention in this report. All of these numerous improvements, while each of minor importance if considered by itself, were extremely important in the devel-opment of the city as a whole.

Legal Status of City Planning

From the inception of the City Planning Commission until July 1, 1939, the Commission functioned solely as an advisory body to the Board of Super-visors. During the greater portion of this period the Commission was able to work in complete harmony and cooperation with the Mayor and Board of Supervisors. However, being without any authority whatever, in any conflict of ideas or opinions between the Commission and the Board of Supervisors, the Commission's plans or opinions were naturally overridden. This is stated without criticism and was realized by the Commission as a natural consequence. The Commission has always fully realized and appreciated the two separate and distinct aspects existing between the Board of Supervisors and the Commission on long range projects, in which category most of the Commission's projects fall. The incumbent Mayor and Board of Supervisors are personally and politically anxious to accomplish as many projects dur-

ing their term of office as possible and the items of the present are, therefore, naturally of far more pressing importance to them in most cases than are many of the projects of the future. Such being the case they have neither the time nor, as a rule, the inclination to plan very far beyond the period of their incumbency, while the function of the City Planning Commission is to plan not only for the present but also for as far into the future as its foresight will permit. It has always been the policy of the Commission to coordinate the requirements of the present with long range plans that will permit any municipal administration to proceed with the public improvement projects arising in their time in conformity with a plan to be continued or completed by subsequent administrations. Due to a complete lack of authority to protect their plans prior to July 1, 1939, a number of important long range projects of the Commission were altered by various Boards of Supervisors to suit expediencies of the time.

This natural conflict between any City and County administration who are of necessity bound to devote their time, talent and available funds to the expediencies of the present, and the City Planning Commission who look principally to the future, was fully realized by the Charter Revision Commission when they made provision for the establishment of the City Planning Commission on a revised basis under the provisions of Act 242 by the 1939 session of the Territorial Legislature.

PART III

CITY PLANNING IN HONOLULU TODAY

Commission Reorganized by the Legislature

The passage of Act 242 by the 1939 Territorial Legislature constituted the City Planning Commission as an authoritative body with clearly defined powers and duties. In accordance with the Act the Commission was completely reorganized on July 1, 1939, and since that date has functioned according to the provisions contained therein.

The membership of the re-formed Commission was chosen from the personnel of the old Commission and duly appointed by the Mayor with the approval of the Board of Supervisors as provided by the Act. Also, members were appointed for staggered terms instead of for two-year terms as previously. The appointments were as follows:--

J. D. McInerny	Term to expire January 1, 1944
Vincent Fernandes (realtor)	Term to expire January 1, 1944
A. A. Wilson (Engineer)	Term to expire January 1, 1944
Robert O. Thompson	Term to expire January 1, 1943
L. P. Dickinson	Term to expire January 1, 1943
Ray Morris (Architect)	Term to expire January 1, 1943
M. B. Carson	Term to expire January 1, 1942
J. Howard Ellis	Term to expire January 1, 1942
Scott Brainard*	Term to expire January 1, 1942

Mr. J. D. McInerny was designated by the Mayor as Chairman and Mr. J. Howard Ellis was elected by the Commission as Vice Chairman. Immediately after its reorganization the Commission appointed Charles R. Welsh as City Planning Engineer and Mrs. Grace M. Bartlett as Executive Secretary. Funds were appropriated by the Board of Supervisors and the engineer given authority to employ a staff to be designated as follows: an assistant planning engineer, an engineering draftsman, a junior civil engineer, an assistant engineering aide, and an under engineering aide.

* Resigned on October 19, 1939, and Mr. George P. Denison appointed to fill the unexpired term.

Master Plan

Most important of the work assigned to the City Planning Commission in Act 242 is the preparation of a Master Plan for the City of Honolulu, and such other areas of the county of Honolulu as may be made subject thereto as provided in the Act. This Master Plan must show:

1. Desirable streets, roads, highways and the grades thereof.
2. Bridges.
3. Parks.
4. Parkways and other public ways.
5. Playgrounds.
6. Sites for public buildings and other structures.
7. Building zone districts.
8. Use zone districts.
9. Waterways.
10. Routes of street railways, omnibus and other public carriers.
11. Locations of drainage systems.
12. Sewers and sewage treatment plants.
13. Incinerators.
14. Water conduits.
15. Public utilities, privately or publicly owned.
16. All other such features, changes and additions, as will provide for the improvement of the city and its future growth and development and afford adequate facilities for the housing, transportation, distribution, comfort, convenience, health and welfare of its population.

Section Maps

Only a brief analysis of the above features which are to form component parts of the Master Plan is required to appreciate the vast amount of research and preparation involved in this work. At the outstart it was believed that a considerable proportion of the Master Plan could be compiled from existing maps previously prepared by the Bureau of Plans, Territorial Tax Office, Territorial Survey Office and private survey offices. It was soon discovered, however, that these drawings were of so many indis-

criminate shapes, sizes and scales, and lacking in so much of the essential detail and information required for the Master Plan that it was necessary for the Commission to make an entirely new set of section maps of a uniform scale of one inch equals one hundred feet. This work is now approximately one third finished. In addition, it was necessary to prepare two additional maps of the city on smaller scales to be used for work sheets, zoning maps, preliminary street plans and other similar purposes. Since a large number of these latter maps would be required it was found much more economical to make them than to purchase existing ones from commercial firms.

Plate I of this report shows a small portion of one of the large-scale maps. Drawn at this same scale, one inch equals one hundred feet ($1'' = 100'$), each of these section maps average three and one half feet by seven feet ($3\ 1/2' \times 7'$) in size, and approximately eighteen (18) of them will be required in mapping the city. Practically all of the elements required in the Master Plan such as streets, utilities, public properties and waterways will be shown on this type of map. For purposes of clarity not all of the data for any one area will be shown on a single map, but instead several maps of the same area will be used with a limited amount of data on each. To illustrate this, only the electric utilities, together with the existing and proposed streets have been indicated on Plate I. Extreme accuracy is required in the drawing of these section maps if their full usefulness is to be made available. This accuracy can be obtained only by competent draftsmen and assistants with a thorough understanding of their duties and a high degree of workmanship.

Control of Subdivision Developments

The passing of judgment on subdivisions is one of the most important and most constant duties of the City Planning Commission. In past years altogether too many subdivisions have been laid out in the city in manners entirely out of harmony with the interests of the general public, and the city has been powerless to prohibit them. It is frequently the case, due to the irregular shapes and sizes of most areas throughout the city that it is much more profitable for owners to develop their holdings indepen-

dent of surrounding property. That being the case it is only natural for them to develop their land in such a manner. Also, in the further interest of immediate economy, the owners have subdivided their land without providing adequate streets, sidewalks, curbs, gutters and utilities. To prevent further subdivisions of this nature the first act of the City Planning Commission after its reorganization under Act 242 was to draw up a set of subdivision rules and regulations. It was found, however, that these were not enforceable until the completion of the Master Plan. To obviate this difficulty these rules and regulations were, in cooperation with the Board of Supervisors, revised and passed as a City and County Ordinance to provide subdivision regulation in the interim.

During the latter half of 1939 and throughout 1940 there has been a greater interest in real estate development within the city of Honolulu than during the preceding decade. For the ten year period from 1929 to 1939 twenty three (23) subdivisions were submitted to the Planning Commission for approval. During the past two years, 1939 and 1940, there were seventy two (72) subdivisions submitted, all of which had to be considered with the idea of fitting them into the Master Plan. That meant innumerable interruptions of the staff members to work with subdividers in preparing plans for them which would harmonize the development of their property with the eventual Master Plan. A great portion of the time of the commission's engineer and his assistants was required on such matters. This could not be avoided since otherwise many indiscriminate subdivisions would have been forced through without meeting regulations as was done in former years. The result has been that all subdivisions put on the market since July 1, 1939, have met practically all the requirements of the new rules and regulations. The Commission has found that property owners as a rule are willing to cooperate if the same requirements imposed upon them are enforced upon others alike. To maintain this cooperation the Commission has permitted its engineer and his assistants to devote the necessary time to such routine work as required. This has of necessity delayed much of the work on the Master Plan, but could not be avoided without defeating to a great extent the intent and benefit of the Plan itself.

Problem of the "Kuleana"

One of the major difficulties encountered in subdivision development for much of the area throughout the city is clearly illustrated on Plate II of this report. This plate shows a typical section of a part of the Kalihi area in Honolulu. It will be noticed that the title boundaries of the numerous "kuleanas" cut the land up into a multiplicity of irregular shapes and sizes, making it impossible to run a new street in any location or direction without cutting some of the tracts into practically unusable parcels. There is a considerable portion of the undeveloped area of Honolulu which is quite similar to this section.

Because of these conditions, efforts are being made by the Commission, and with some promise of success, to induce land owners to pool their holdings and re-subdivide. On Plate III of this report there is shown an actual case which clearly illustrates the advantages to be gained from this re-subdividing. Unfortunately, the Commission at present has no legal basis in promoting the necessary cooperation between property owners, and is thereby handicapped in its efforts. The first scheme on Plate III indicates the probable development which would occur within such irregular shaped areas if each property owner subdivided independently of the other. It can be seen that there would be no possibility of developing the surrounding area according to any comprehensive plan if such a subdivision were to be permitted. Application for this subdivision was refused and a suggested plan for re-subdivision of the area as a whole was prepared by the Commission and is shown on Plate III as a second scheme. Several of the owners involved have agreed to enter into negotiations for an exchange of titles as suggested by the Commission. If a series of poolings and exchanges can be sufficiently promoted throughout the city, greatly enhanced values of the land involved will result. This increased value will be reflected in higher tax valuation and will far more than justify the cost to the city of the expense involved in promoting such exchanges. Furthermore, it is only by such a method that any satisfactory street plan can be accomplished. If each separate owner is permitted to subdivide his own

small area independently, undesirable tenement and slum districts will result.

It might be stated here that in no other American city is there a situation like the one described above. The irregular "kuleana" system appears to be peculiar to Hawaii alone. The efforts to negotiate the exchanges of titles by the owners involved is requiring much time and patience on the part of the Planning Commission staff, yet this work is considered well worth while even though only partially successful. Plans for several areas of this nature throughout the city have been prepared as will others when subdivision applications involving such conditions are presented to the Commission for approval.

Street System

Plate IV shows the boulevards and major highways that must be eventually linked into a comprehensive street system connecting all parts of the city. Studies of future traffic requirements are being made in cooperation with the Territorial Department of Public Works, the United States Engineer's Department, Territorial Planning Board, and the Traffic Safety Commission, together with a special committee of the Engineering Association of Hawaii. In connection with the street system the following salient features must be considered in the formation of the Master Plan.

1. A new highway from the ewa side of Honolulu into the Iwilei district.
2. Widening of Queen Street from Iwilei Road to South Street.
3. Extension of Merchant Street from Nuuanu Avenue to North Queen Street.
4. Widening the connection of Queen and Halekauwila Streets at Fort Street.
5. Widening and extension of Halekauwila Street from Fort Street to Ala Moana.

6. A wide thoroughfare from Queen Street into the Iwilei district by viaduct or otherwise.
7. Extension of Vineyard Street to Middle Street.
8. Extension of Kuakini Street from Liliha Street to Lanakila Street.
9. Extension of Judd Street from Nuuanu Avenue to Auwaiolimu Street.
10. Extension of Lunalilo Street from Makiki Street to Punahou Street.
11. Extension of University Avenue from King Street to Kalakaua Avenue.
12. Extension and widening of Kamehameha IV Road.
13. Extension of Dole Street from University Avenue to Waiialae Avenue.
14. Widening of Kalihi Street.
15. Widening of Alakea Street from Beretania Street to Ala Moana.

This is only a partial list of important major improvements that must be considered in the not too distant future. They, together with a number of similar improvements of lesser importance, will be incorporated in the Master Plan in order that set-back lines may be established to prevent construction of buildings which later would have to be removed at public expense. The forethought of such provisions will mean considerable saving in future improvement costs, and will more than justify the funds spent in such planning work.

It is the hope of the Planning Commission to continue working with the several governmental departments involved and prepare a budget program of needed improvements, in order of their importance, together with estimates of costs, which will enable the Mayor and Board of Supervisors to work out a financial plan for constructing the improvements over a period of years. Studies are now being conducted on such a program and considerable progress has been made. It is not the intent of the Planning Commission to in any way dictate to the Mayor and the Board of Supervisors but rather to provide data and plans which will assist them in preparing a workable program for necessary improvements to meet the demands of our rapidly growing city.

Central Business Area

Perhaps the most serious situation in Honolulu at the present time from the standpoint of many taxpayers, is the decentralization or disintegration of our central business district. This has been going on for a number of years at a rate much greater than is generally realized. If continued as at present, in only a few more years this section of the city will have many vacant store buildings, now occupied by some of our best business enterprises. The result will be a great reduction of rental values followed by an enforced reduction of taxation values of practically all of the high valuation property in the business section. This decentralization has not yet progressed so far that the devaluation stage has been reached, but in only a few more years it will appear unless a concerted move is made by the Municipal Government and the property owners involved.

During past years traffic through the business area has increased annually until many of the streets have reached their saturation points. To relieve congestion parking was banned on one side of a street; then later on the other side in some cases; numerous zones were demanded by merchants; these, together with the excessive widths of driveways into service stations, garages, business houses and taxi stands, have reduced parking space on the streets to the point where only a small percentage of the patrons coming into the business district can find parking space. These patrons in looking for non-existent parking places are, to a great extent, responsible for the acute traffic congestion throughout the area.

Suggestions of the Planning Commission for the solution of these traffic and parking problems are shown on Plate V. In this scheme parking areas are provided in the interior of several business blocks. The area lying between Beretania, Kukui, Fort and Emma Streets at the mauka end of Bishop Street could also be made into an excellent public or semi-public parking lot. To further aid the flow of traffic, the plan shows a suggested widening of Queen Street from Fort Street to South Street; the extension of Merchant Street from Nuuanu Avenue to North Queen Street; the proposed widening of Alakea, Richards, Halekauwila, and a number of other extensions and

widenings that should eventually be done. If a number of these projects were accomplished in the near future and others put into a progressive program for construction, the arresting and obviating of further disintegration of the central business area would be assured. Such a plan or program for development, due to so many interests involved, requires several years for its completion. To date, there has been no apparent interest manifested on the part of the downtown merchants or property owners to arrest this decentralization which will eventually make them the greatest victims. In addition, the government will also be a heavy loser from the standpoint of greatly reduced tax valuations.

Civic Center

It will be noticed on Plate V that the suggested improvements for the business district inseparably merge into the civic center, and the plans for the two areas must of necessity be developed with relation to each other. It is a foregone conclusion that within a few years a number of new public buildings will be necessary, and unless a well devised plan is prepared in advance the development of the civic center in the future will be as haphazard as it has been in the past. Much study has already been given the subject and a number of salient features have been agreed upon by the various Federal, Territorial and City and County governmental departments most closely concerned. The magnitude and importance of the elements involved in a civic center plan are of such a nature that much time is of necessity required to reach an agreement on what major changes should be made in the present civic center to best suit the Honolulu of the future. It is relatively easy to draw an ideal civic center design but such a plan unless it is workable from a practical and an economic standpoint is entirely valueless. Throughout the preparation of the Master Plan the City Planning Commission has endeavored to keep its many features workable. The idea is to approach the ideal as nearly as possible with the practical and economic features as the deciding factors. Eventually a civic center plan will be evolved on this basis, and Plate V of this report shows the proposals that are currently being considered.

The Zoning of Honolulu

One of the most important phases of city planning is zoning. As such it is a comparatively new form of municipal regulation. The first comprehensive zoning ordinance in the United States was adopted in New York City in 1916. Through the foresight of the local Planning Commission a zoning ordinance for Honolulu was prepared and passed only six years later. By that time, however, many varied types of business and industrial institutions were scattered throughout the city, and as no legislation of this nature can be made retroactive it was necessary to zone the city to suit existing business instead of zoning business to suit the city. Such being the case it was necessary to zone more area for business and industrial purposes than would be actually required for a city ten times the size of Honolulu. No criticism can be made of the wisdom of the City Planning Commission of that time as this same situation exists in practically every American city. In many cities the useless excess of zoned areas far exceeds that found in Honolulu. Since the adoption of the zoning ordinance in 1922 there have been some two hundred applications submitted to the Planning Commission for additional zoning of various types. Prior to July 1, 1939, the number was one hundred and fifty; since that date there have been fifty zoning petitions submitted, thirty of which have been approved, and twenty rejected. These are in addition to numerous inquiries and informal requests which the Commission considered inimical to the community welfare and refused to consider.

The present zoned area within the City is shown on Plate VI. The colors and symbols are self-explanatory. As already mentioned, the areas shown as being zoned for various business and industrial uses is proportionately too large. Less than ten percent of these zoned areas, in fact, are actually in use for the purposes for which they were zoned. It is contemplated by the Commission to make a study of these excessive areas and take advantage of the provisions of Act 242 to revert as much of it as is advisable back to residential use.

Particular attention is invited to the area comprising Fire District No. 2. It has been the opinion of some of the commission members for a num-

ber of years that this district is far in excess of any need and that its area should be reduced. It is in this densely populated section of the city that the worst slums exist, and the prohibitive cost of semi-fireproof construction required in a Second Class Fire District is a major contributing factor in the perpetuation of these slums. Several members of the Commission are of the opinion that the problems of this fire district are due primarily to the present inadequate streets. If a number of major streets could be extended into this section, it is possible that the expansion of the central business district would be attracted. With the resulting rise of land values, property owners could then afford to replace existing structures with buildings of a type permitted in a fire district. A judicious decision on either the readjustment of the boundaries of this area or the extension of new streets can be made only after an exhaustive study, numerous negotiations, and public hearings held with the owners involved.

Attention is also invited to a new type of zoning started in 1939,-- that of zoning certain sections of the residential areas for single family residences, known as Class "A" districts, with minimum lot areas of 5,000 square feet, and Class "AA" districts with minimum lot areas of 10,000 square feet. Ten such areas have been zoned, seven within the city proper and three in the rural districts, namely, Alewa Heights, Maunalani Heights, Saint Louis Heights, Wilhelmina Rise, Kailua, Kalama, Kuliouou, Woodlawn, Waiialae Beach lots extension on Kahala Avenue, and Venetian Palms Tract in Pearl City. Several other applications are being considered by property owners throughout the city.

As set forth in City and County Ordinance No. 490, the present zoning regulations are an inseparable part of the Building Code. In order to afford proper administration of zoning throughout the city and bring the zoning regulations up to date under the provisions of Act 242 it will be necessary to draft a new code, separating it entirely from the building ordinance. This can be done only in cooperation with the Building Department. A draft of this revised code has been prepared by the Planning Commission, but to date the Superintendent of Buildings has not been able to take the time to work out the details in cooperation with the Commission's engineer. In the

meantime the provisions of the existing regulations are being used, but with only partial success for the best interests of the city. In brief, the revised code will contain the following provisions which are only partly covered by the regulations contained in the present building code.

1. Restriction of the use to which the land in any one area may be put. (This will maintain the land values in the district and prevent depreciation. The present regulations pertain only to buildings and do not cover the use of land where buildings are not involved.)
2. Regulation of population density to prevent overcrowding.
3. Regulation of yards and open spaces to be left on residential lots. (This will assure residents of proper light and air, thereby promoting the health and general welfare of the city. The present code makes no such provisions.)
4. Limitation of the height and bulk of all buildings.
5. Provisions for facilitating adequate transportation, water, sewage, schools, parks and other public requirements.

It can readily be seen that a workable zoning code can be prepared only by personnel familiar with the requirements of the community in general and then only after a detailed study of all the features involved. It is a painstaking task that cannot be delegated to assistants unfamiliar with zoning requirements or the result will be an unworkable law entailing frequent and expensive litigation.

Rural Zoning

Considerable of the Commission's time has been spent on the study of contemplated zoning in the rural districts. It is anticipated that all of the rural towns and villages on Oahu must sooner or later be zoned in order to direct their growth in an orderly way. At the present time the town of Wahiawa has petitions in circulation for residential zoning. A portion of the business area was zoned by the Planning Commission in 1937. It will soon be advisable for a portion of Waipahu to be zoned for business. The same can be said for Waialua.

The Commission has felt for a number of years that it would be in the interests of the community to establish zoned areas along our main highways to prevent the construction of unsightly business structures in undesirable locations. Such matters as these can be handled only after extended study and in cooperation with the property owners involved. The benefits to be derived from such movements are but little understood or appreciated by the general public and consequently it is necessary for the Commission to "sell" the idea before any concerted action can be taken.

Schools, Parks and Playgrounds

Other equally important elements in city planning work are schools, playgrounds and parks. Studies pertaining to these features have been begun and will continue to receive the attention of the Commission. These, as well as other elements, will be included in the Master Plan so that when completed the Plan will embrace all the phases necessary for the proper development of a greater Honolulu.

PART IV

CONCLUSION

The Requirement of Grade Data

Of the many features to be shown in the Master Plan as stated in Act 242, only one requirement has been found objectionable by the Commission and its staff in the execution of the Plan. Quoting from the Act, "desirable streets, roads, highways and the grades thereof" are required. This requirement of grades, particularly in regard to proposed streets, places an obligation upon the Commission that is both impractical and impossible except by extensive survey and engineering at excessive costs. Although the grades of many existing streets are readily available, the data for all new streets can be obtained only by surveys on the ground. The staff of the Commission has neither the time nor the means for extensive field work. Furthermore, the gathering of such detail information on proposed streets is of doubtful value since this same material must be independently compiled by other municipal departments at the time of the actual construction of these streets. It is the opinion of the Planning Commission that the framers of Act 242 did not realize the significance of the requirement of this grade data. As interpreted by the City and County Attorney's office, the Master Plan, or any part thereof, will be inoperative until the grades of all streets, both proposed and existent, are shown. Hence, before the completion of the Master Plan is possible, it will be necessary to amend Section 3133.3 of the Act so as to omit the requirement of grade data for proposed streets from the Master Plan. In all other respects the physical requirements as set forth in the Act can be met in a practical way.

Date for Completion of the Master Plan

In the preparation of Act 242 by the 1939 Legislature it was necessary to set a time limit for the completion of the Master Plan. No one could foretell the time required for the map work, research, or the necessary

public hearings. These, along with the other time-consuming phases of the work, made it difficult to accurately estimate the time required to prepare the Master Plan. At the outset, with only casual study given to the detailed provisions of the Act, it appeared that the date of December 31, 1941, would allow for sufficient time. But with the execution of the Master Plan now well under way and a thorough understanding of the work necessary for its completion, it is apparent that an extension of time will be needed.

Several factors have made it impossible to adhere to the original schedule. Chief among these was the unusually large amount of routine work which the Commission has had to handle, particularly in the form of subdivision and zoning petitions. Also, in the preparation of the Master Plan, existing municipal maps have had to be supplemented by much original map work by the staff of the Commission. It had been hoped that this preparatory work would not be necessary. In September, 1940, the Commission granted a leave of absence to Mr. George K. Houghtailing, Associate Planning Engineer, in order for him to take advantage of a scholarship offered at Yale University. Later in the same month, the City Planning Engineer, Major Charles R. Welsh, was ordered by the War Department to report for national defense duty in the United States Army. The consent of the Commission was reluctantly given in this case, but in cooperation with the national defense program it was felt that no other course was open. There are at present three other members of the staff who are subject to conscription.

In view of these unforeseen circumstances the Commission feels justified in asking for an extension of time for the preparation of the Master Plan from December 31, 1941, to December 31, 1943.

Recommendations

It has been the endeavor of the City Planning Commission to set forth clearly in this report the duties and activities of the Commission with special reference to the preparation of the Master Plan. In so doing, attention has been brought to certain problems facing the Commission. As a solution to some of these problems, and to further insure the successful

completion of Honolulu's Master Plan, the following recommendations are respectfully submitted:

1. That Section 3133.3 of Act 242, entitled "Master Plan of the City", be amended to omit grade data for proposed streets as a requirement in the Master Plan.
2. That the time limit for the preparation of the Master Plan be extended to December 31, 1943.

The preparation of a master plan is a continuous and never ending process. The day to day execution of its various features eventually becomes part of the actual plan. A set of maps showing the physical aspects of municipal development, both existing and contemplated, is only a part of the machinery necessary for directing the orderly, economic, and aesthetic expansion of a city. It is also essential to have a definite and permanent organization to administer the plan. There is always the work of applying and enforcing the many phases of a master plan through changing municipal administrations, as well as through unusual periods of activity and depression, and the planning commission must constantly study the trend of the city's growth and be ready to make adjustments in the plan as they become expedient. In both the preparation and the execution of Honolulu's Master Plan, the City Planning Commission will continue in its endeavor to guide and encourage the growth of our community toward the materializing of a Greater and Better Honolulu.

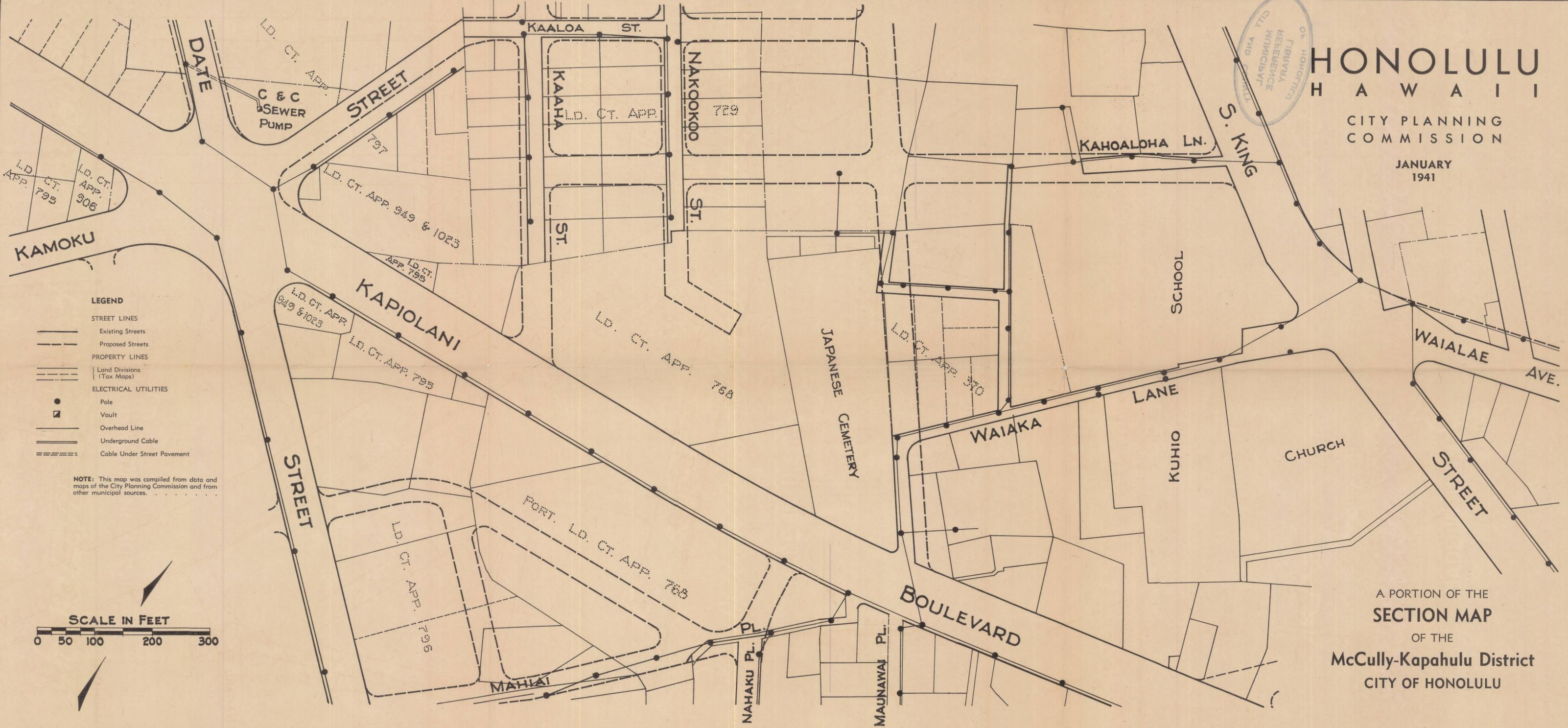


HONOLULU HAWAII

CITY PLANNING
COMMISSION

JANUARY
1941

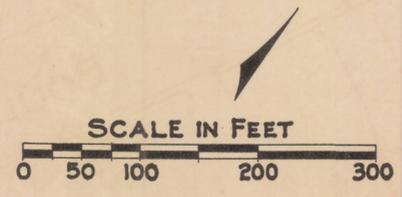
A PORTION OF THE
SECTION MAP
OF THE
McCully-Kapahulu District
CITY OF HONOLULU



LEGEND

- STREET LINES
 - Existing Streets
 - Proposed Streets
- PROPERTY LINES
 - Land Divisions (Tax Maps)
- ELECTRICAL UTILITIES
 - Pole
 - Vault
 - Overhead Line
 - Underground Cable
 - Cable Under Street Pavement

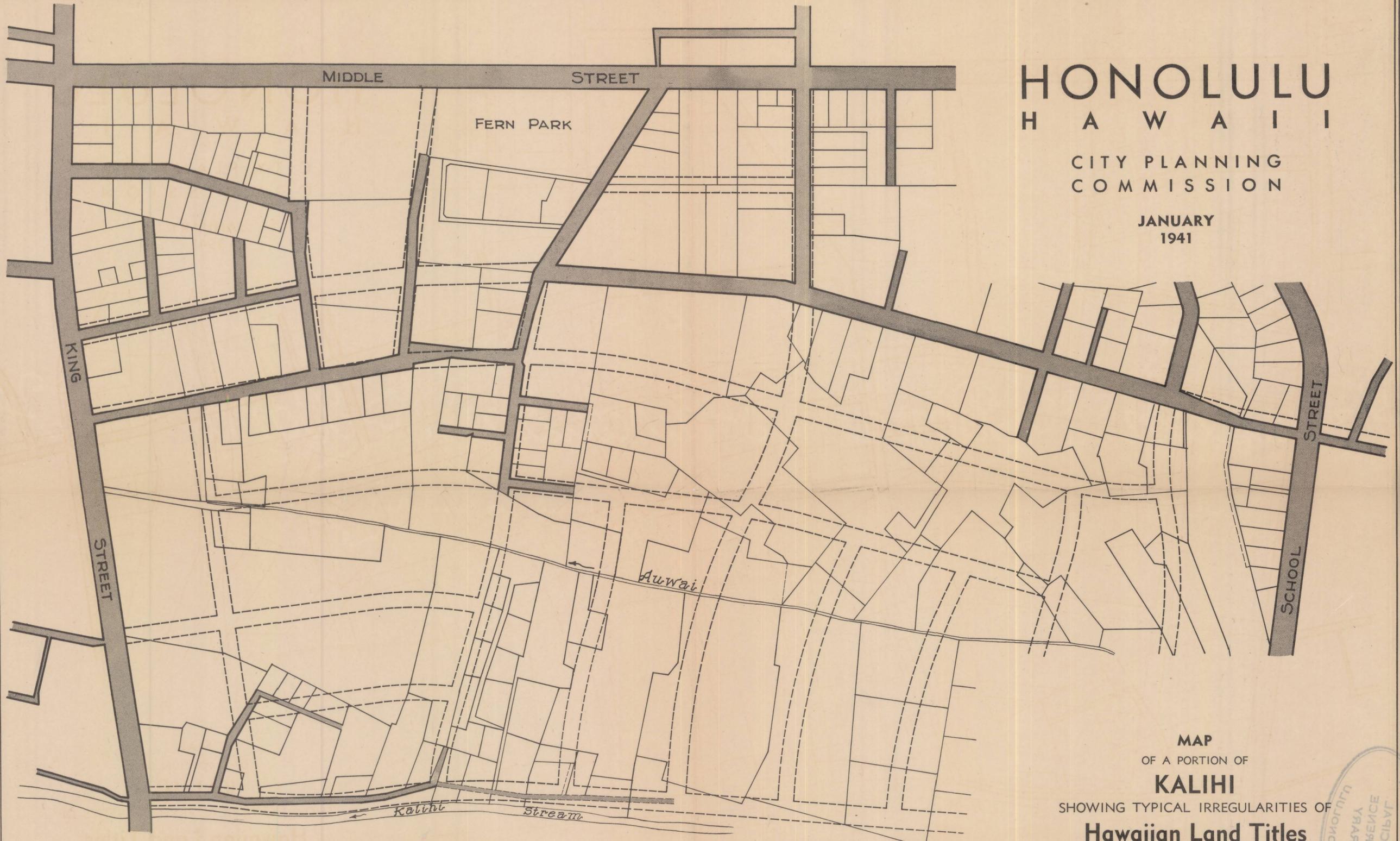
NOTE: This map was compiled from data and maps of the City Planning Commission and from other municipal sources.



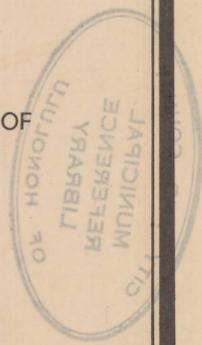
HONOLULU HAWAII

CITY PLANNING
COMMISSION

JANUARY
1941

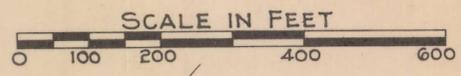


MAP
OF A PORTION OF
KALIHI
SHOWING TYPICAL IRREGULARITIES OF
Hawaiian Land Titles
AND A
PRELIMINARY PLAN
OF
PROPOSED STREETS



LEGEND

-  EXISTING STREET LINE
-  PROPOSED STREET LINE
-  BOUNDARY LINES OF EXISTING LAND TITLES



NOTE: This map was compiled from taxation maps and other municipal maps and records.

2/11/41
1/11/41
1/11/41
1/11/41
1/11/41

HONOLULU HAWAII

CITY PLANNING
COMMISSION

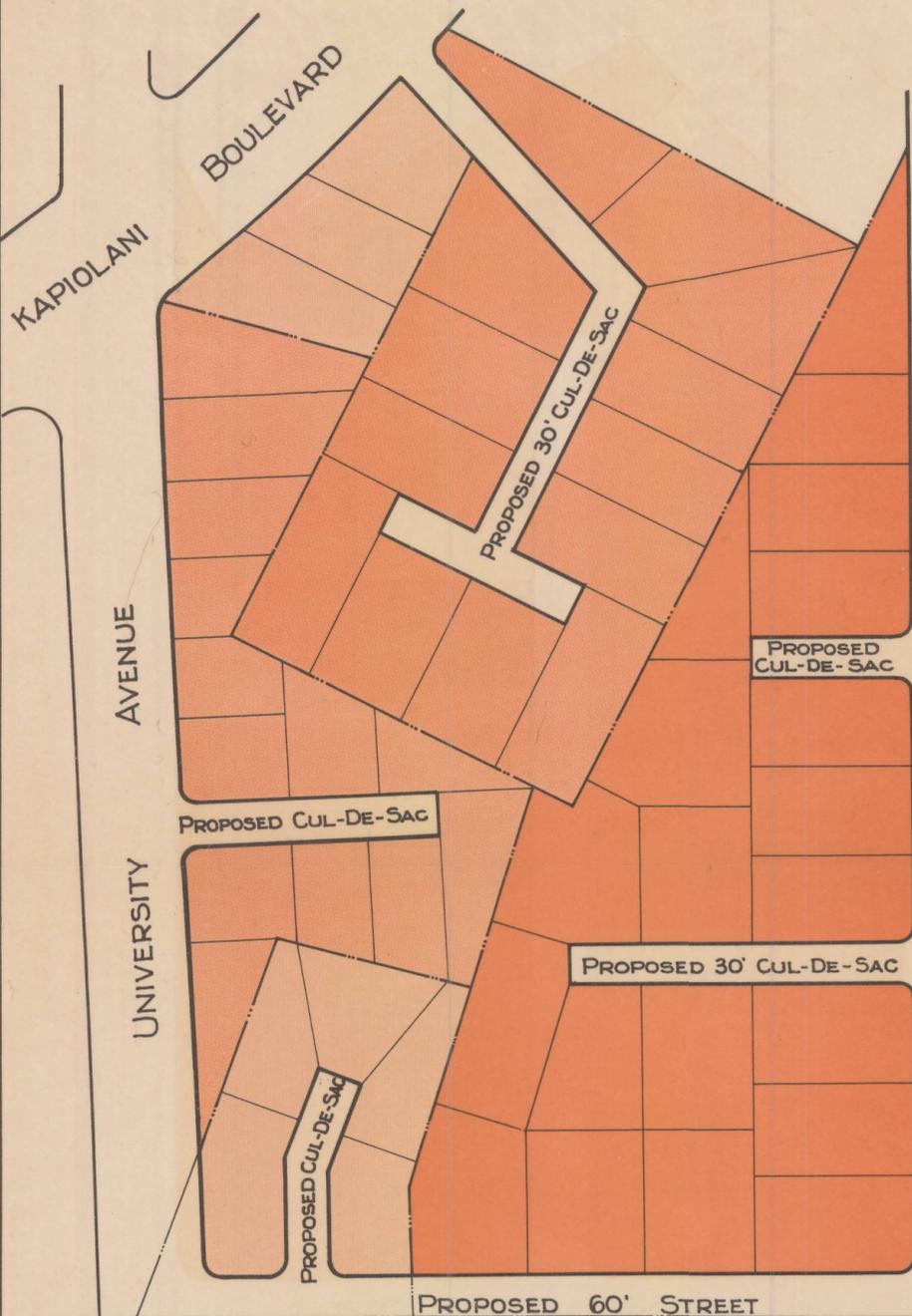
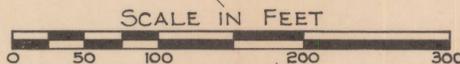
JANUARY
1941

LEGEND

	PROPERTY A		PROPERTY C
	PROPERTY B		PROPERTY D

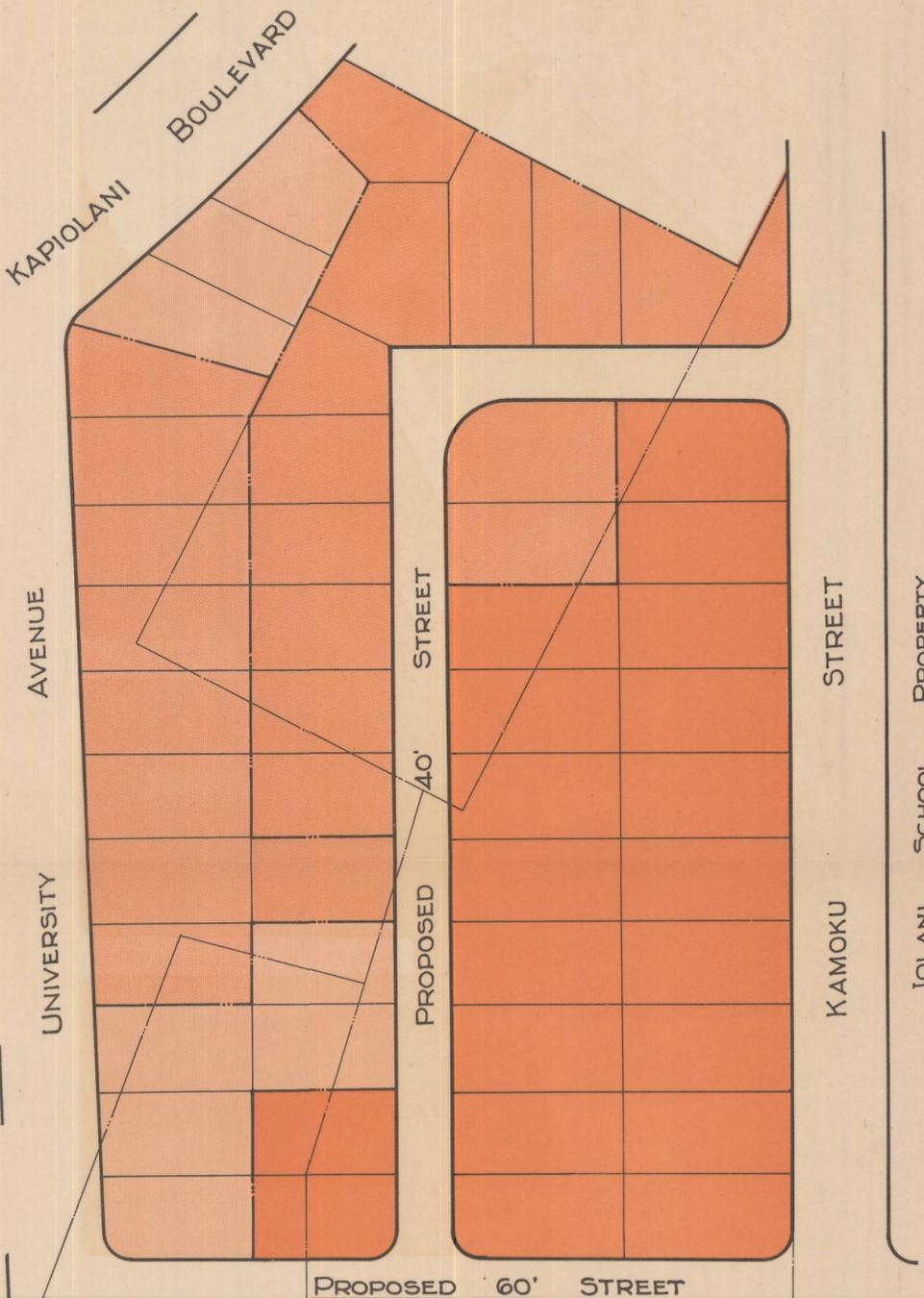
MAP
OF A PORTION OF
Kalia-Waikiki
SHOWING TYPICAL PROBLEMS
IN THE
SUBDIVIDING
OF
SMALL IRREGULAR PROPERTIES

NOTE: These maps were compiled from Land Court records and maps of the City Planning Commission.



PROBABLE DEVELOPMENT
BY THE
INDIVIDUAL PROPERTY OWNERS

This plan indicates the general scheme which would probably result if the individual owners subdivided—the design of property "B" as shown having been actually proposed by its owner. . . . Poorly shaped lots and the lack of any unified street system are the chief objections. . . .



DEVELOPMENT RECOMMENDED
BY THE
CITY PLANNING COMMISSION

This plan indicates the scheme recommended by the City Planning Commission with a suggested exchange of property between the several owners. . . . The resulting advantages are many and would benefit all concerned. . . .

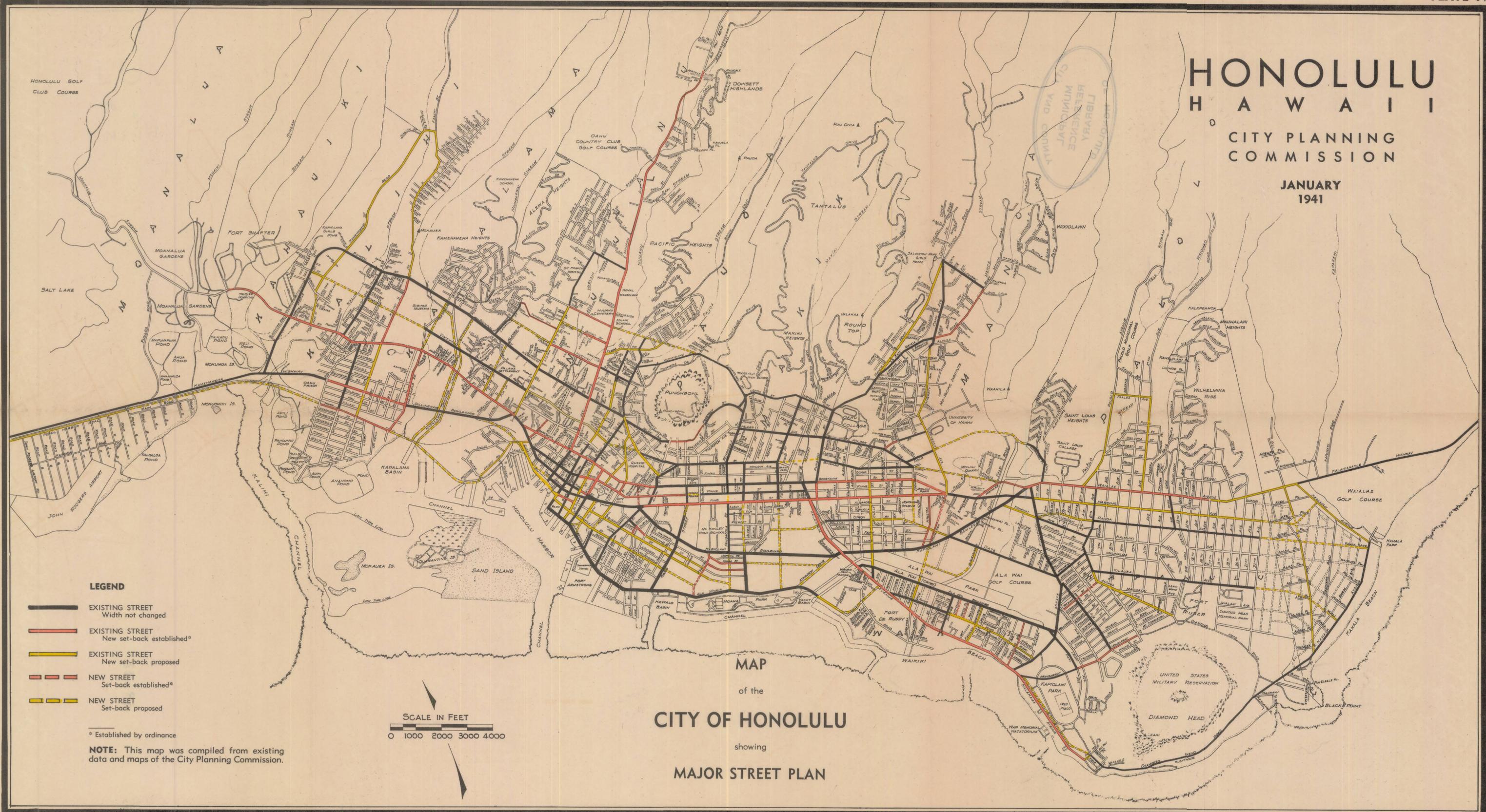


Handwritten notes:
Cul-de-sac
1/11/41
4/22/41
4/23/41
4/24/41

HONOLULU HAWAII

CITY PLANNING
COMMISSION

JANUARY
1941

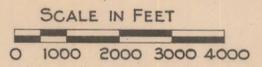


LEGEND

-  EXISTING STREET
Width not changed
-  EXISTING STREET
New set-back established*
-  EXISTING STREET
New set-back proposed
-  NEW STREET
Set-back established*
-  NEW STREET
Set-back proposed

* Established by ordinance

NOTE: This map was compiled from existing data and maps of the City Planning Commission.



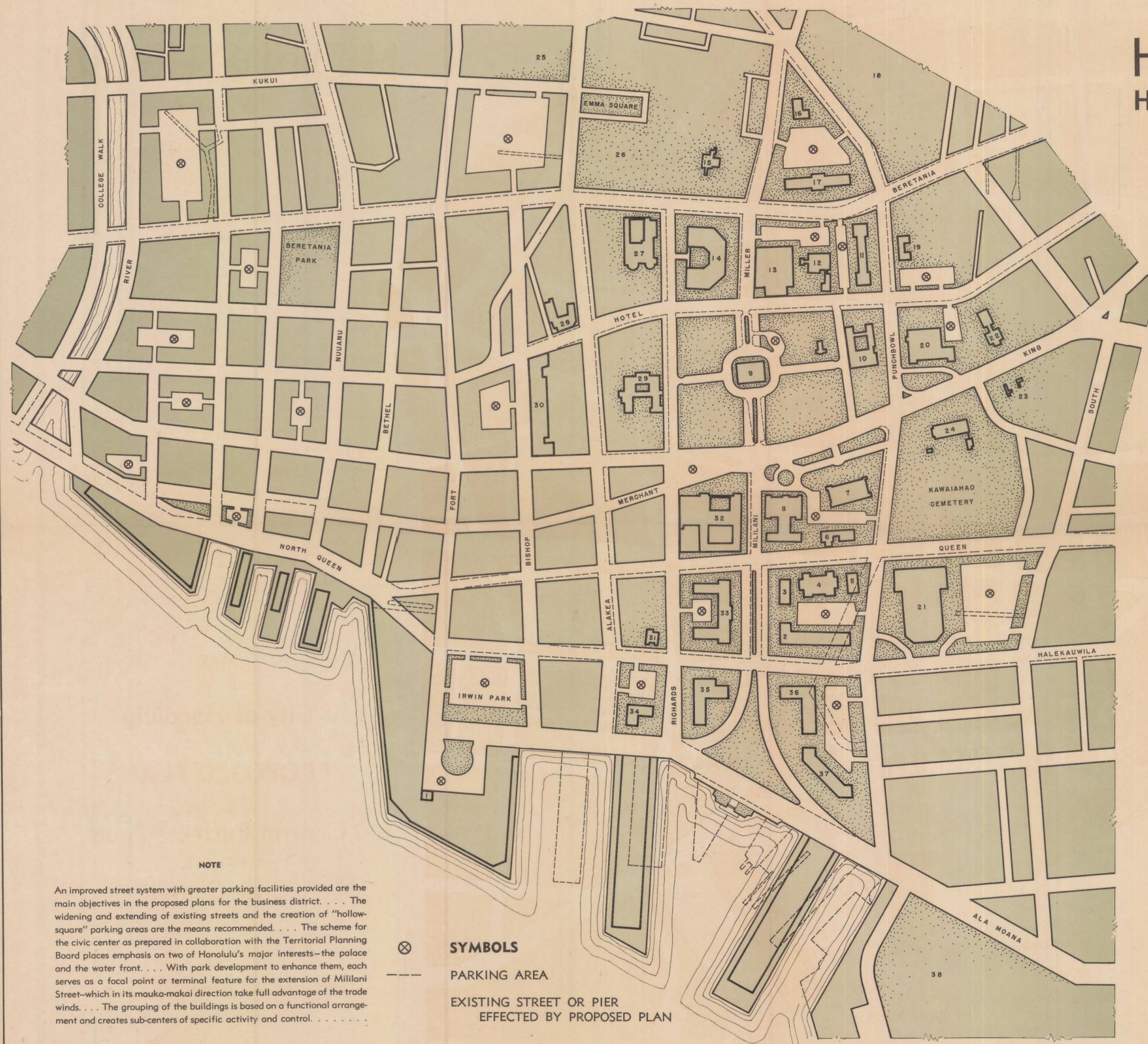
MAP
of the
CITY OF HONOLULU
showing
MAJOR STREET PLAN

LIBRARY
REFERENCE
MUNICIPAL
CITY AND COUNTY

HONOLULU HAWAII

CITY PLANNING
COMMISSION

JANUARY
1941

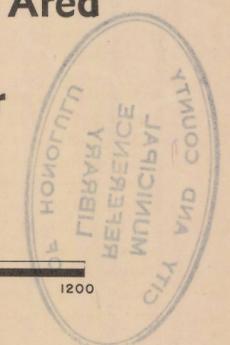
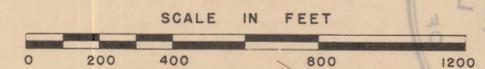


LEGEND

- | | |
|-------------------------------------|--|
| 1 ALOHA TOWER | 20 CITY HALL |
| 2 LABOR BOARD BUILDING† | 21 MUNICIPAL AUDITORIUM† |
| 3 AUDITORI† | 22 MISSION MEMORIAL HALL |
| 4 TAX COLLECTOR | 23 MISSION HOUSE |
| 5 TREASURER† | 24 KAWAIAHAO CHURCH |
| 6 LAND OFFICE, ETC. (HEALTH BLDG.)* | 25 CENTRAL INTERMEDIATE SCHOOL |
| 7 PUBLIC WORKS (T.H. OFFICE BLDG.) | 26 ST. ANDREW'S CATHEDRAL |
| 8 JUDICIARY BUILDING | 27 ARMY & NAVY Y.M.C.A. |
| 9 ARCHIVES AND MUSEUM (PALACE)* | 28 CENTRAL Y.M.C.A. |
| 10 LIBRARY OF HAWAII | 29 Y.W.C.A. |
| 11 DEPT. OF PUBLIC INSTRUCTION† | 30 ALEXANDER YOUNG HOTEL |
| 12 IOLANI BARRACKS | 31 SEAMEN'S CHURCH INSTITUTE |
| 13 ARMORY | 32 FEDERAL BUILDING |
| 14 EXECUTIVE-LEGISLATIVE BLDG.† | 33 POST OFFICE EXTENSION† |
| 15 GOVERNOR'S RESIDENCE | 34 COAST GUARD AND LIGHTHOUSE SERVICE† |
| 16 SOCIAL SECURITY BUILDING† | 35 CUSTOM HOUSE† |
| 17 BOARD OF HEALTH BLDG.† | 36 ARMY BUILDING† |
| 18 QUEEN'S HOSPITAL | 37 NAVY BUILDING† |
| 19 MEDICAL GROUP BLDG. | 38 IMMIGRATION STATION |

* New use proposed for existing building.
† New building proposed.

MAP
OF THE
City of Honolulu
SHOWING
PROPOSED PLANS
FOR THE
Central Business Area
AND THE
Civic Center



NOTE

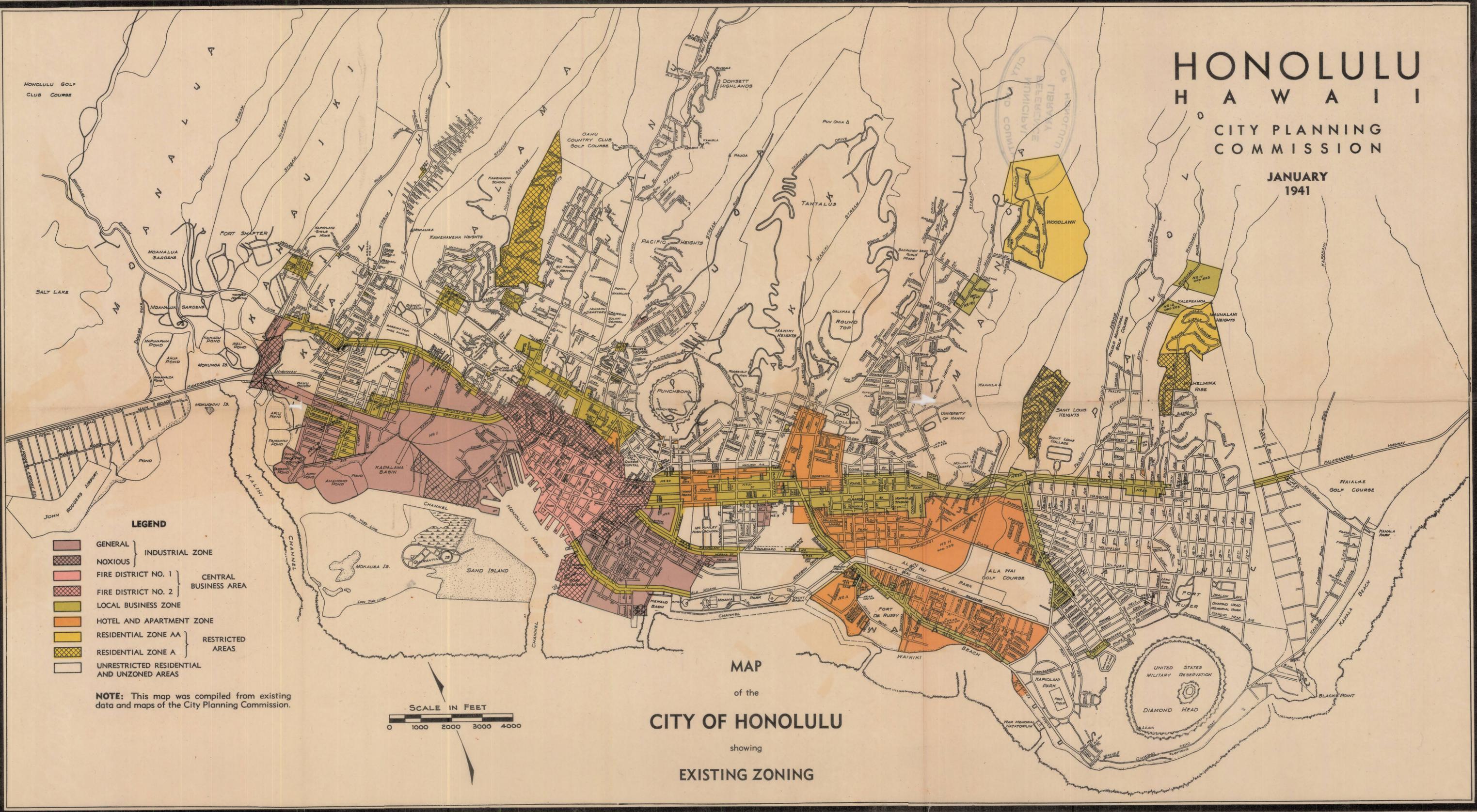
An improved street system with greater parking facilities provided are the main objectives in the proposed plans for the business district. . . . The widening and extending of existing streets and the creation of "hollow-square" parking areas are the means recommended. . . . The scheme for the civic center as prepared in collaboration with the Territorial Planning Board places emphasis on two of Honolulu's major interests—the palace and the water front. . . . With park development to enhance them, each serves as a focal point or terminal feature for the extension of Mililani Street—which in its mauka-makai direction take full advantage of the trade winds. . . . The grouping of the buildings is based on a functional arrangement and creates sub-centers of specific activity and control. . . .

- ⊗ **SYMBOLS**
- **PARKING AREA**
- **EXISTING STREET OR PIER EFFECTED BY PROPOSED PLAN**

Handwritten notes in the bottom right corner: 400/100, 402, 404, 411/2

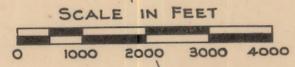
HONOLULU HAWAII CITY PLANNING COMMISSION

JANUARY
1941



- LEGEND**
- GENERAL
 - NOXIOUS
 - FIRE DISTRICT NO. 1
 - FIRE DISTRICT NO. 2
 - LOCAL BUSINESS ZONE
 - HOTEL AND APARTMENT ZONE
 - RESIDENTIAL ZONE AA
 - RESIDENTIAL ZONE A
 - UNRESTRICTED RESIDENTIAL AND UNZONED AREAS
- INDUSTRIAL ZONE
 CENTRAL BUSINESS AREA
 RESTRICTED AREAS

NOTE: This map was compiled from existing data and maps of the City Planning Commission.



MAP
of the
CITY OF HONOLULU
showing
EXISTING ZONING

HT165

H6

H65

1941 / *copy 4*

Honolulu. City Planning Commission.

Honolulu's master plan: a progress
report, January 1941.

Honolulu: 1941.

25 p. 6 maps in pocket.

City planning * Honolulu * Zoning *

Maps * History

DATE: 03/41 COPIES: 4 COST:

MRRCB8907174



