

Aloha Tower Special District Development Guidelines

HAWAII COMMUNITY
DEVELOPMENT AUTHORITY



Hawaii Community Development Authority
May 15, 1992

"Today's city is not an accident It is the product of decisions made for single, separate purposes, whose interrelationships and side effects have not been fully considered." Urban Design as Public Policy, J. Barnett

"It is at the street level that the building must come to terms with the city that surrounds it." Managing Public Spaces, APA

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I. Introduction

The Hawaii Community Development Authority's (HCDA) Aloha Tower Special District (hereafter referred to as "Special District") consists of 3.4 acres (150,000 square feet) and is bounded by Ala Moana Boulevard, Bishop Street, Nimitz Highway and Richards Street. The site currently houses Hawaiian Electric's (HECO) Downtown power plant. The site is adjacent to Irwin Park, the Downtown Financial District and the proposed Aloha Tower redevelopment area.

The HCDA's jurisdiction over the site was initially established in 1987 (Act 355-87, SLH) when the Kakaako Community Development District boundaries were expanded to include the subject area and surrounding lands at Piers 5, 6, and 7. Subsequently, in 1991, the Aloha Tower Development Corporation (ATDC) was assigned jurisdiction over the piers, leaving the HECO site with HCDA.

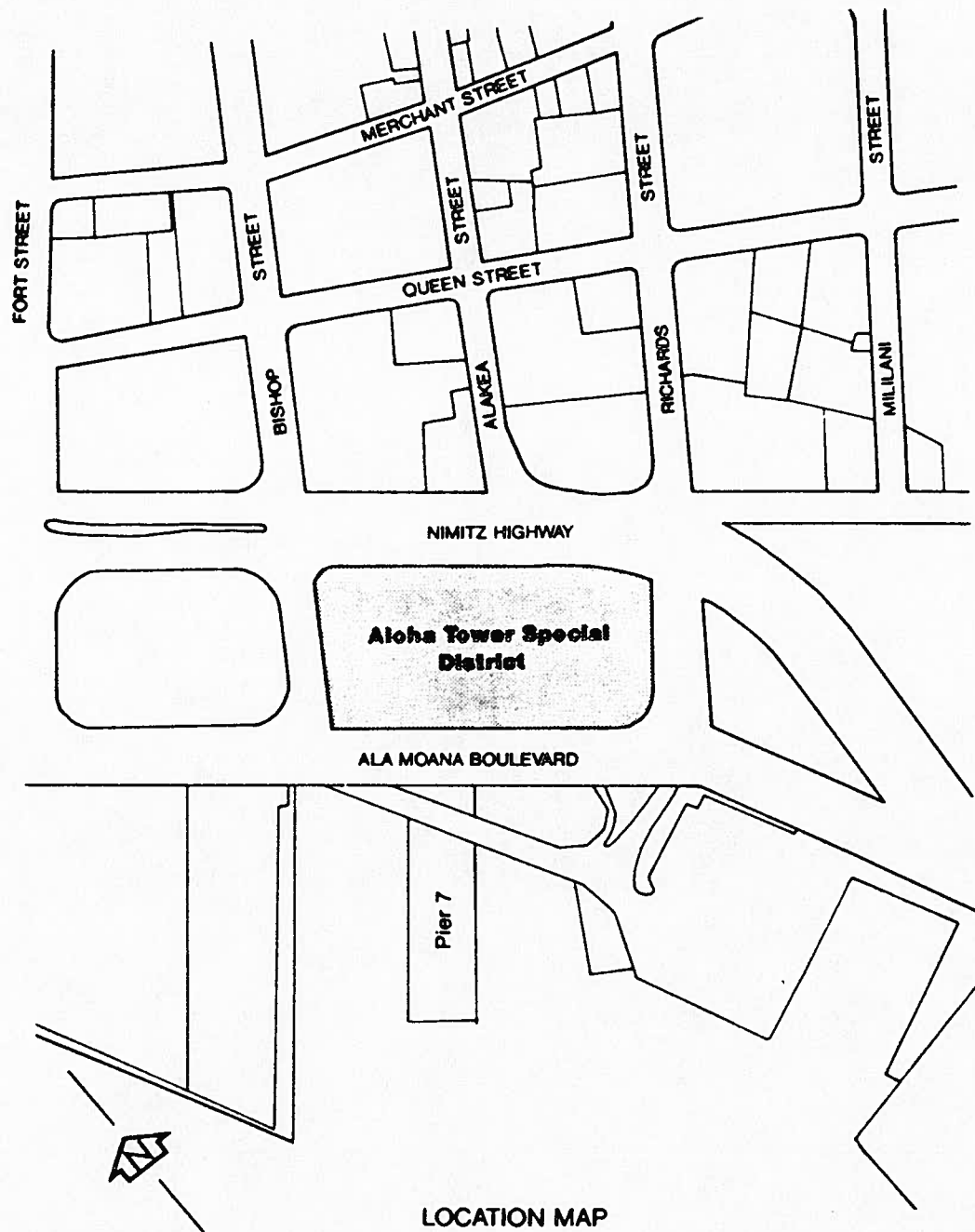
The Authority's designation of the site as a Special District (Section 15-23-75, Makai Area Rules) was based on the recognition that the area is not only distinct from other lands in the Kakaako District, but also has strong and direct association with the Downtown waterfront. The Rules established for the area are purposefully broad, recognizing the need for flexibility in shaping any potential development that may be contemplated for the site for compatibility with development proposed for adjacent areas. Specifically, the Makai Area Rules state that any proposed development must be capable of integration into plans for the Honolulu waterfront (i.e., Honolulu Waterfront Master Plan) and the development objectives of the Aloha Tower Development Corporation. Further, the Authority may impose "conditions and requirements" or "waive existing rules" as necessary to carry out the intent of the Honolulu Waterfront Master Plan and the objectives of the ATDC.

Development Guidelines

This report summarizes major issues affecting the nature, scale and form of potential development on the Special District site, and culminates in development guidelines to implement the Makai Area Rules established for the area. The guidelines set forth basic development objectives and principles, while allowing the Authority the ability to interpret the potential in a wide variety of possible development scenarios. This approach is in keeping with the intent and spirit of the current rules.

The development guidelines constitute the initial "conditions and requirements" anticipated under the Makai Area Rules. They establish performance standards and criteria by which to judge development proposals for the site, including parameters for essential view corridor, pedestrian access, density, height, open space, and other related site considerations.

The Honolulu Waterfront Master Plan and ATDC's plans and documented goals and objectives served as fundamental bases for the guidelines. A major emphasis of both plans is to integrate the waterfront with Downtown Honolulu, to bridge current barriers, and to encourage access to the waterfront. The Special District's location is ideal in helping to accomplish this goal and the proposed priorities for the site and basic directions established in the guidelines reinforce this objective.



II. Analysis

A. Plans and Ordinances

1. Makai Area Plan and Rules

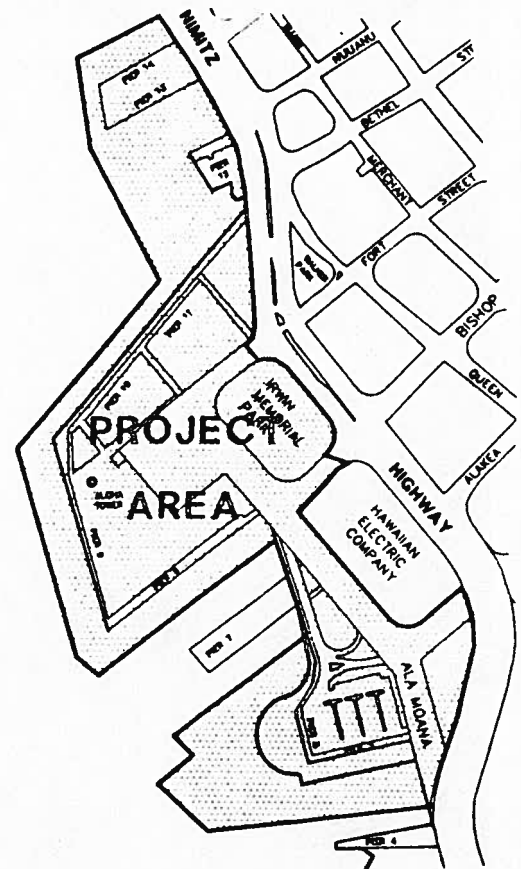
The development parameters established by the Makai Area Rules for the Special District (Section 15-23-75, Makai Area Rules) site are summarized below. (See Appendix A.)

- a. The Special District site shall be developed in a manner capable of integration with the Honolulu Waterfront Master Plan and the development objectives of the Aloha Tower Development Corporation.
- b. Any land use is allowed that is compatible with the Makai Area Plan, the Honolulu Waterfront Master Plan and the development objectives of the ATDC.
- c. The HCDA may impose conditions and requirements that are reasonable and necessary to carry out the intent the Honolulu Waterfront Master Plan and the development objectives of the ATDC.
- d. The HCDA may also waive requirements of the Makai Area Plan and Rules, provided that such waiver will result in an increase of public benefits to the proposed Aloha Tower development project.

2. Aloha Tower Development Corporation's Development Guidelines

ATDC development objectives (Subchapter 4, ATDC Rules of Practice and Procedure) pertinent to the Special District site are summarized below. (See Appendix B.)

- a. Provide ease of pedestrian access to the project and waterfront, and generous open spaces for public enjoyment by eliminating visual and physical barriers between the waterfront and Downtown, and by creating strong pedestrian links between Downtown and Aloha Tower, particularly along Fort and Bishop Streets.
- b. Improve view corridors down Fort, Bishop, and Alakea Streets.
- c. Develop uses which would stimulate and be compatible with the commercial activities of the downtown business community, ... and create new activities to assist in bringing people to the waterfront.



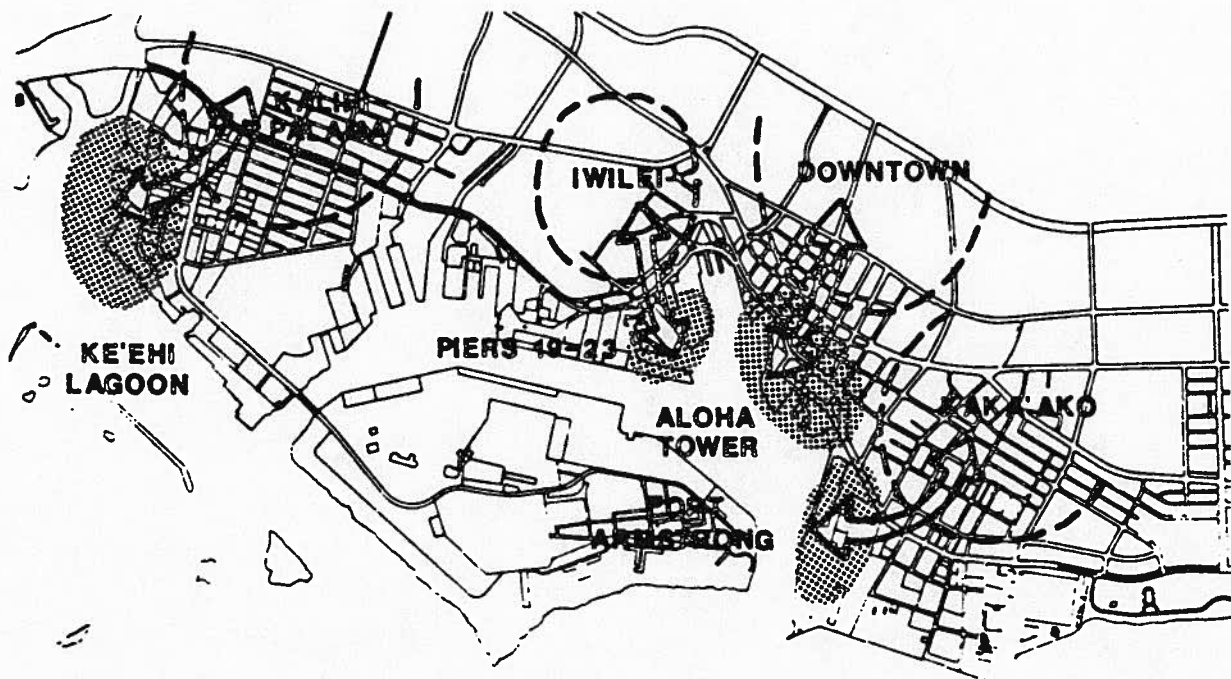
Aloha Tower Development Corporation Project Area

- d. Provide accessible vehicular ingress and egress, and create a parking strategy which minimizes both the cost and impact of parking on the Aloha Tower complex.

3. Honolulu Waterfront Master Plan

While the Honolulu Waterfront Master Plan provides no site-specific criteria for the Special District, it does set forth directions for the general Aloha Tower/Downtown Waterfront. The Master Plan suggests:

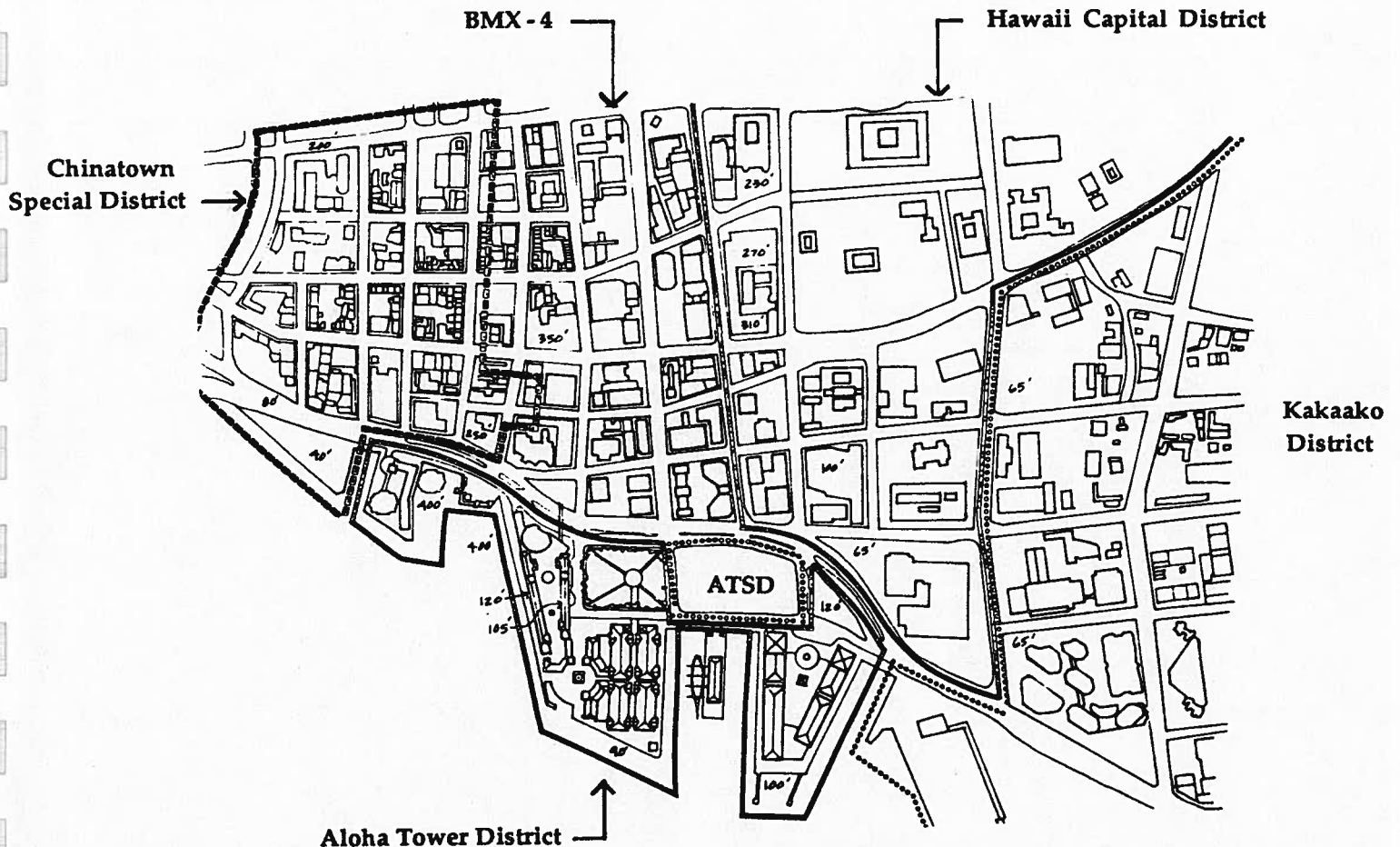
- a. The redevelopment of the Aloha Tower/Irwin Park site could possibly include development ... which create opportunities for a variety of experiences at the water's edge.
- b. The key factors for any development in this area should be its relationship to Downtown.
- c. Major urban design considerations include: (1) the transition or stepping down of building heights between the Downtown high-rises and the water's edge, (2) the protection of views of Aloha Tower from key public vantage points (including Ala Moana/ Nimitz), and (3) the provision of public access and/or viewing of the harbor activities from the development area.
- d. The Aloha Tower/Downtown site provides a unique identity and environment that incorporates the historical maritime aspects of the waterfront with the modern central business district of Honolulu.



4. City and County of Honolulu
Land Use Ordinance

The Special District site is adjacent to two separate zoning districts of the City and County of Honolulu: Business Mixed Use District (BMX)-4 and the Hawaii Capital District. The intent of the BMX-4 zone is to set apart that portion of Honolulu which forms the City's center for financial, office and governmental activities and housing. It is intended for the Downtown area and allows the highest land use intensity for commerce, business and housing. The maximum height is 350 feet and allowable density ranges from 4.0 to 7.5 FAR.

The Hawaii Capital District provides safeguards for the buildings and landmarks which represent the State's civic, cultural, political, and architectural heritage. The Special District site was previously part of the Hawaii Capital District's waterfront precinct with height limits of 40 feet. As of 1990, HCDA's and the ATDC's regulations supersede that of the Capital District, the boundary of which is now Alakea Street and Nimitz Highway. In this corner of the district, maximum heights range from 65 feet to 350 feet.



B. Urban Design

The physical context of the site is defined through the following discussion of the surrounding urban fabric.

Streets

The streets of Downtown Honolulu run perpendicular to the harbor, derivative of the historic connection of the wharves to the mauka, Downtown commercial activity. Nimitz Highway has developed over time into a major corridor, forming a substantial barrier. As diagrammed in the Honolulu Waterfront Master Plan, the highway prevents a continuous connection between Downtown and the waterfront. The Special District site is in a key position to reestablish this linkage through enhancement of the Bishop Street and Richards Street accessways.

View Corridors

Primary views to the water from Downtown are along Bishop Street and Alakea Street. The Bishop Street visual connection is particularly impressive as the Baldwin and Dillingham buildings, as well as Irwin Park, lend a special character to potential views. The Falls of Clyde and the Aloha Tower are visible down Bishop Street.

The Alakea Street view corridor is currently marred by the HECO buildings, but has great potential for expanded views in the future. Richards Street does not have a view of the water from Downtown, as the fastlands at Piers 5 and 6 extend well into the harbor.

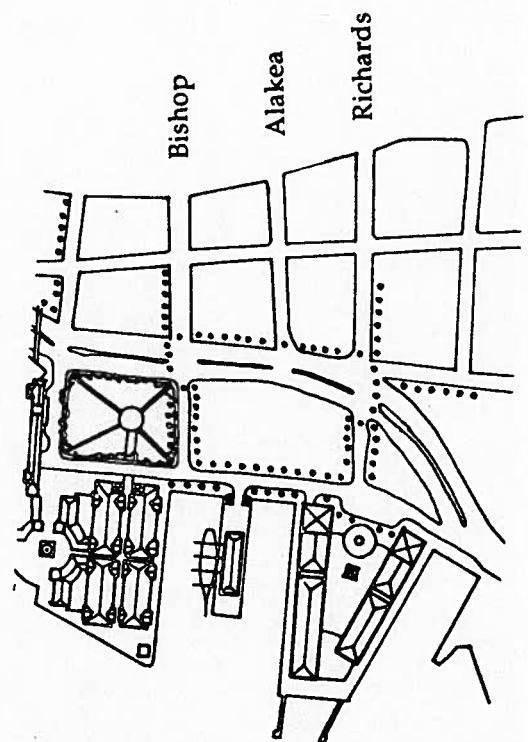
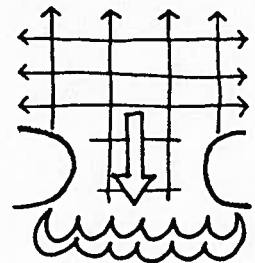
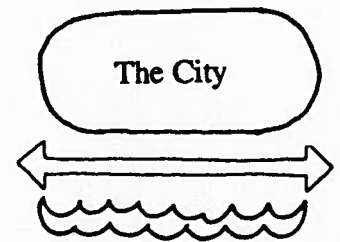
Pedestrian Circulation

The major pedestrian links between Downtown and the waterfront are Fort Street, Bishop Street and Richards Street. Note that there is no pedestrian connection along Alakea Street. As envisioned under the Honolulu Waterfront Master Plan, Ala Moana Boulevard, as it passes in front of Piers 5, 6, 7 and 8, will become a major promenade along the waterfront.

The Downtown area has a typical urban pattern of buildings with storefronts along the sidewalk. Continuation of this pattern for projects with commercial components would help blend the Special District with Downtown. Retail activity, perhaps with arcades, can also add interest to the pedestrian waterfront experience.

Open Space

The Special District site is surrounded by open space: Irwin Park, the harbor and the landscaped area along Richards Street.



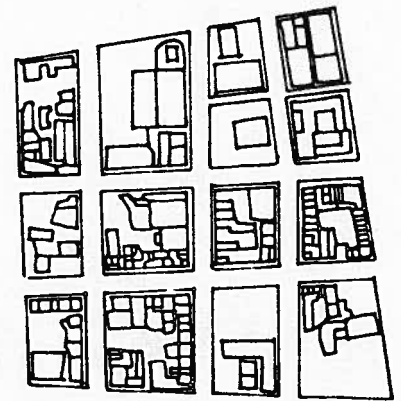
Strictly speaking, park-like space is not lacking. However, open space for pedestrian circulation and view planes is critical at this site. The Bishop Street frontage has both pedestrian circulation to the waterfront and view corridor functions; the Ala Moana frontage should have enough open space to enhance the character of the proposed promenade. The potential Alakea Street view corridor is important for visual relief but it is not a prime public accessway as there is no accompanying pedestrian connection across Nimitz Highway.

The site context is urban and publicly-oriented. Conspicuous, private open space (e.g., in the case of exclusive residential use), could be perceived as overtly excluding the public. As much as possible, private open space should be grade separated or carefully blended with public open space, especially along the waterfront.

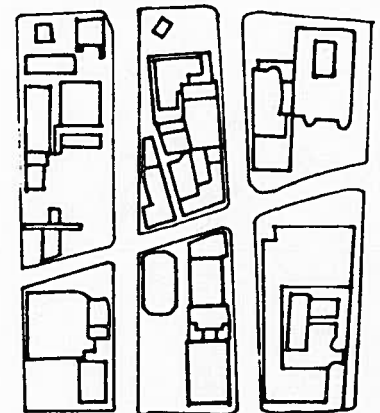
Building Forms

There are four predominant building forms in the area. Chinatown is characterized by low structures, with storefront clustered along the edge streets. The financial district is characterized by towers with geometric footprints. The Capital District buildings have interior courtyards and are surrounded by open space. And the waterfront is characterized by long, low wharf buildings. Each of these characterizations hold true for parts of the area, and become inconsistent around the edges as one sector overlaps into the other. (i.e., Chinatown has towers on the periphery, as does the Capital District and the proposed Aloha Tower project).

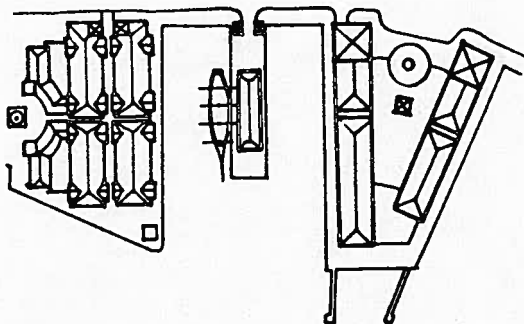
The Special District could take either the Downtown tower or the waterfront wharf building as precedent for form. The tower is favored, as the lower, horizontal massing characteristic of the wharf buildings would tend to obstruct views.



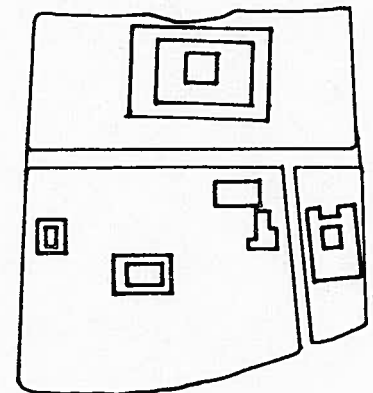
Chinatown



Downtown Honolulu



Waterfront



Hawaii Capital District

C. Land Use Issues

In consideration of the range of potential regulatory approaches that might be applied to the Special District, traditional zoning options were reviewed for possible applicability to the site. The aim is to establish appropriate development guidelines that will enable the site to realize its full potential as a transition area between Downtown Honolulu and the harbor and, at the same time, complement and support the State's overall waterfront redevelopment strategy.

Density

Density that is established for the Special District should take into consideration the densities of adjacent development areas. The following are the density ratios for the respective, adjacent sites:

Makai Area Plan	3.5
Mauka Area Plan	3.5
BMX - 4	4.0 - 7.5
ATDC overall	2.14 to 12. 23 (3.88 average)

Based on the above, it can be concluded that a reasonable density for the site is somewhere between the maximum 3.5 FAR in place for the Kakaako District and maximum 7.5 FAR established for the Central Business District. Ideally, to preserve open space connections, density would be achieved in towers with a maximum amount of open space and other pedestrian-oriented amenities such as arcades, that help connect the site with the surrounding urban fabric. Formulas that allow for higher densities in proportion to greater amounts of open space and arcades would, therefore, be appropriate.

Under the guidelines, 3.5 FAR is used as a starting point, based on Makai and Mauka Area Plan sensibilities. An additional 5 square feet of floor area would be allowed for each square foot of publicly accessible open space that is provided. The emphasis on "public" open space is in keeping with the desire to open the Downtown waterfront for greater public use and enjoyment.

Similarly, arcades for commercial development would help stimulate pedestrian activity. The arcade bonus is based upon the City's Land Use Ordinance.

Height

Adjacent building heights were also analyzed in determining appropriate height controls for the Special District. Aloha Tower heights range from 90 feet to 400 feet. The BMX-4 height limit is 350 feet, with most of the existing buildings between 200 and 300 feet in height.

Under the guidelines, a maximum height limit of 350 feet is established for the Special District (see "Open Space", below) consistent with BMX-4 allowances for the Central Business District. As indicated earlier, with reasonable controls on building massing, such a height allowance on the relatively compact 3-acre site would facilitate the maintenance and enhancement of critical mauka/makai view corridors.

Land Use

Pursuant to the Makai Area Rules, any uses that are compatible with the Makai Area Plan, the Honolulu Waterfront Master Plan, and the development objectives of the ATDC shall be allowed. Based on this criteria, general industrial uses would be discouraged.

Open Space

The Makai Area Rules require a minimum of 20 percent of publicly accessible open space at grade for planned development projects, in addition to required yards and setbacks. Open space at grade and public access through the site are perceived as important design considerations.

As mentioned earlier, in an effort to encourage public open space the guidelines would allow greater densities and height if the project provides significant public and private open space. Public open space is encouraged by density bonuses. Meanwhile, a height bonus would be allowed for any open space in addition to a minimum quantity of 25 percent public open space.

Building Envelope and Build-to Lines

The facade of the building envelopes along Nimitz Highway should be sensitive to facings structures across the street. Meanwhile, pedestrian scale structures along Ala Moana Boulevard should complement the waterfront. In general, buildings should be oriented to preserve and enhance mauka/makai views, minimize solar exposure and relate to Downtown orientation patterns.

Blank walls at street level and "back-of-the-house" treatments should be avoided and positive steps should be taken to relate structures to all streets through appropriate fenestration or other design means.

If for programmatic reasons the proposed structures do not require strong integration with adjacent streets (e.g., in the case of residential use or the absence of commercial/retail activity) the site design should nonetheless ensure that streetscapes are consistent with overall waterfront redevelopment plans for the surrounding area.

Parking

Given its visually sensitive location, special consideration should be given to parking at the Special District site. Unless very carefully sited, the bulk of a typical parking structure would block views to the waterfront. The ideal solution is to underground or partially underground parking, limiting any above-grade parking to the Richards Street side of the site.

The Mauka Area Rules average 1.1 spaces per residential unit and 1 space/444 square feet of commercial space; both seem appropriate for the Special District.

III. Development Guidelines

A. Purpose and Intent

These guidelines form "conditions and requirements" to augment Section 15-23-75 of HCDA's Makai Area Rules. The purpose of the guidelines is to establish performance standards and criteria applicable to any proposed development in the Aloha Tower Special District.

B. Land Use

Land uses shall be compatible with the commercial activities of the Downtown Business District and consistent with uses established for the Aloha Tower complex. Permitted land uses include, but are not limited to, retail, restaurant, office, hotel, residential, recreational, community service, public facility, historic and cultural activities. General industrial uses are not permitted.

C. Density

The floor area ratio (FAR) for the entire development lot is 3.5; provided that additional FAR is permitted pursuant to the following density bonus for public open space and arcades. Maximum density including public open space and arcade bonuses shall not exceed 5.5 FAR.

Public Open Space Bonus

For each square foot of public open space provided, 5 square feet of floor area may be added. Public open space is defined as open space that is accessible to the public at all times, including required yards contiguous with public open space. It adjoins a public street or public way for at least 20 percent of its perimeter at an elevation not more than 3 feet above the adjoining sidewalk. The Alakea view corridor may be included as public open space, if it is publicly accessible.

Note: Parking, loading, driveways, maneuvering areas, etc. do not qualify as public open space. For example, if portions of the Alakea Street view corridor are used for vehicular access they would not qualify as public open space.

Arcade Bonus

For each square foot of arcade area provided, 5 square feet of floor area may be added. Perimeter arcades are exempt from parking, loading, recreation, and public facilities dedication requirements.

An arcade is defined as a contiguous area with access to a street designed to provide pedestrian access to more than one abutting establishment. It is open and unobstructed to a height of not less than 12 feet, is accessible to the public during business hours and has an area of not less than 500 square feet including portions occupied by building columns. It has minimum length and width dimensions of 10 feet. Arcades shall not be more than 3 feet above the level of the sidewalk which it adjoins. Arcades are allowed within front yards.

D. Height

The general height limit for the Special District shall be 300 feet, except that additional height may be permitted pursuant to height bonuses for public or private open space as described below. Maximum height including public or private open space bonuses shall not exceed 350 feet, except that architectural, mechanical and other utilitarian elements may exceed the height limit by no more than 18 feet.

Open Space Bonus

For every 5 percent of public or private open space above a base of 25 percent public open space, an increment of 10 feet of height may be added up to a maximum height of 350 feet. (See Part C, Density, for the definition of public open space.)

Open space for the purpose of this bonus is defined as any portion of a lot essentially free of structures, at an elevation not more than 3 feet above the adjoining sidewalk, that serves the purpose of visual relief and buffering from building and structural mass. Open space includes but is not limited to parks, view corridors and contiguous required yards. Areas for parking or maneuvering of vehicles, storage of equipment or refuse are not included as open space.

E. General Building Considerations

1. Building orientation should preserve major mauka/makai views, minimize solar exposure and consider Downtown orientation patterns.
2. Building envelope(s) should strive to relate to each street as appropriate, blending with the context of planned adjacent land uses.
3. The lower portions of structures should be sensitive to pedestrian scale; "blank wall" and "back-of-the-house" effects should be avoided along perimeter streets.
4. Any structures in close proximity to Ala Moana Boulevard must be of scale and use that complements the Aloha Tower Development Corporation plans.
5. Any commercial development must connect to an urban, pedestrian-oriented streetscape.

F. Required Yards and Setback

1. Front yards of fifteen feet in depth shall be provided for the development lot. (See Makai Area Rules, Section 15-23-64, for definition and permitted uses.)
2. In order to preserve views and respond to the scale of the Dillingham Building any structure above 50 feet in height should be set back 75 feet from the edge of Bishop Street. Potential encroachments will be subject to the review and approval of the HCDA.

G. Edge Treatment

1. The edge treatment along Nimitz Highway should provide visual relief for drivers along the highway, and consider pedestrian comfort and safety. Sidewalks shall form continuous links with adjacent properties.
2. The Bishop Street edge should be designed to form visual and pedestrian connections between the waterfront, Irwin Park, and Bishop Street, with special consideration of the scale of the Dillingham Building. Site design should show attention to pedestrian needs and scale, with appropriate sidewalk, bench, shade and planting treatment.
3. The Ala Moana Boulevard streetscape design should be in keeping with the proposed Aloha Tower complex. Sidewalks, furnishings, plantings and pedestrian connections should work towards a consistent character that enhances the public waterfront experience.
4. The Richards Street edge of the site should anticipate and be compatible with the adjacent, landscaped open space use, and provide visual and pedestrian access to the waterfront area.
5. Street trees species shall be consistent with patterns established in adjacent zones. (Refer to Aloha Tower Development Corporation rules, the Capital District Plan, and any applicable Department of Transportation regulations for Nimitz Highway.) The planting design should show careful consideration of views to the waterfront. (See Section 15-23-142 of the Makai Area Rules for installation information.)

H. View Corridors

Views to the waterfront are a valuable community asset. All future development must seek to preserve views, minimize obstruction, and extend access to views from adjacent parcels.

A view corridor is required that extends views from Alakea Street to the waterfront. Both pedestrian and upper level views from Downtown are to be considered. No structure shall extend more than three feet above adjacent sidewalk grade in the view corridor. (See Makai Area Rules for Front Yards for other permitted objects and structures.) Upper level structures, such as walkways are permissible subject to review by the HCDA. The developer shall undertake a view corridor study and submit view corridor proposal(s) for review by the HCDA.

I. Parking

Adequate on-site parking shall be provided for residents, employees and patrons. A minimum of 1 space per residential unit is required, in addition to adequate guest parking. For parking requirements of all other land uses, refer to Section 15-23-68, Makai Area Rules.

All parking is encouraged to be underground. Above-ground parking must respect significant views, and parking structure(s) are subject to design review. Review issues include limited driveway openings, horizontal, rather than sloping lines, ground level pedestrian considerations, and facades that achieve architectural unity with the principal structures.

J. Off-Street Loading

For off-street loading requirements, see Section 15-23-69 of the Makai Area Rules. For multi-family dwellings the following requirements apply: one loading space for 20-150 units, two loading spaces for 151-300 units plus one space for each additional 200 units.

K. Vehicular Access

The proposed ingress, egress and parking shall be integrated and compatible with the State Department of Transportation long-range plans/programs for the surrounding roadway and transit facilities. No grade change due to access ramps shall interfere with pedestrian circulation.

L. Design Review

Projects will be evaluated in a design review process based on these guidelines. Emphasis will be on aspects of the design that impact urban design issues such as integration with the contextual and pedestrian-scale site concerns. Plans may be submitted for comments and interpretation at any time; however, design review approval will be required upon completion of design development and before proceeding to construction documents.

M. Impact Requirements

Public Facility Dedication requirements as set forth in Section 15-23-75 of the Makai Area Plan shall apply. The developer may, however, propose improvements to public facilities in lieu of payment in money or land. Proposals must include an analysis of project impact on public facilities and a proposal for mitigation, including the dollar value of all proposed mitigation measures.

In the case of residential land use, the provision of reserved housing units, pursuant to Section 15-22-115, Mauka Area Rules, shall also be required.

APPENDICES

Appendix A

§15-23-75 Development of properties within the Aloha tower special district. (a)

Properties within the Aloha tower special district as set forth in the exhibit entitled "Land Use Plan", dated February 1990, at the end of this chapter shall be developed so that the resulting development is capable of integration into any overall development plan which may be adopted for the Honolulu waterfront and the development objectives of the Aloha tower development corporation, as identified in Chapter 15-26-38, Hawaii Administrative Rules.

(b) Permitted uses within the Aloha tower special district shall be any of the uses which the authority finds compatible with the makai area plan, and capable of integration into any overall development plan which may be adopted for the Honolulu waterfront and the development objectives of the Aloha tower development corporation.

(c) In approving development permits for projects within the Aloha tower special district, the authority may impose on the applicant conditions and requirements that are reasonable and necessary to carry out the intent of any overall development plan which may be adopted for the Honolulu waterfront and the development objectives of the Aloha tower development corporation.

(d) Any provision to the contrary notwithstanding, the authority may waive requirements of these rules or the makai area plan for developments within the Aloha tower special district provided the authority is assured that such waiver will result in an increase of public benefits to the Aloha tower development project.

[Eff FEB 24 1990

] (Auth: HRS §§206E-4, 206E-5, 206E-7) (Imp: HRS

§§206E-4, 206E-5, 206E-7)

Appendix B

Prepared by:
State of Hawaii
Aloha Tower Development Corporation
December 1991

In 1988, ATDC issued the current administrative rules for selecting a developer and administering the development of the Aloha Tower area. These rules of practice and procedure were adopted in February, 1989, and contained a list of 16 development objectives.

1.3 DEVELOPMENT OBJECTIVES

The rules stated that the "corporation shall be guided by the following development objectives in formulating a development plan for the Aloha Tower Complex and in selecting any proposal submitted by any qualified person for the development of all or any part of the Aloha Tower complex or related areas.

- (1) Ensure the project is capable of integration into any overall development plan which may be adopted for the Honolulu waterfront.
- (2) Maintain passenger ship operations in a manner compatible with the development of the downtown waterfront as a people place and in conformity to the maritime requirements of the department of transportation.
- (3) Balance practical economic and market realities with a vision of what can be created.
- (4) Provide ease of pedestrian access to the project and waterfront, and generous open spaces for public enjoyment by eliminating visual and physical barriers between the waterfront and downtown, and by creating strong pedestrian links between downtown and Aloha Tower, particularly along Fort and Bishop streets.
- (5) Improve view corridors down Fort street, Bishop street and Alakea street.
- (6) Expand and improve Irwin park while maintaining its rich vegetation.
- (7) Create a homogeneous project that avoids fragmentation.
- (8) Feature and enhance the physical, public use and visual characteristics of the historic Aloha Tower.
- (9) Minimize unattractive physical facilities (e.g. parking, utilities, service and back-of-house operation).
- (10) Plan buildings and project features to attract people to the waterfront and create a major public gathering place at the Aloha Tower complex by enhancing public access to and along the water's edge and by creating opportunities for a variety of water's-edge experiences appropriate to the downtown waterfront.
- (11) Develop uses which would stimulate and be compatible with the commercial activities of the downtown business community, which may include, but need not be limited to, retail, restaurant, office, hotel, condominium, recreational, historical and cultural uses; and create new activities to assist in bringing people to the waterfront.
- (12) Provide accessible vehicular ingress and egress, and create a parking strategy which minimizes both the cost and impact of parking on the Aloha Tower complex.
- (13) Establish a construction phasing strategy which will minimize disruption of maritime operations and achieve planned development of the Aloha Tower in the earliest practicable time.
- (14) Create a financially feasible and aesthetically creative project which can be initiated at the earliest practicable time.
- (15) Encourage, to the extent possible, development of the Aloha Tower complex and adjoining areas by a qualified private sector developer who will provide all or substantially all of the costs of development.
- (16) Utilize the powers of the development corporation to transcend, as necessary, zoning, density and height limitations in an aesthetically pleasing manner to accomplish the goals of the development corporation and to encourage private sector developers to undertake development plan solutions which will satisfy the foregoing development objectives."

