



2019

MOLOKA'I

REGIONAL PLAN



HAWAIIAN HOME LANDS
HAWAIIAN HOMES COMMISSION • DEPARTMENT OF HAWAIIAN HOME LANDS

Executive Summary

Regional plans build a sense of community and capacity, they stimulate partnerships for development and improvements, and put homestead lessees in the “driver’s seat.” The Hawaiian Homes Commission’s approval of 22 Regional Plans across the State means that all homestead communities have the same opportunity. The 22 regional plans provide a platform for beneficiaries to talk as neighbors and ‘ohana about their common issues and concerns. The regional plans empower beneficiaries with a recurring opportunity, to convene as neighbors and friends in order to identify and solve their own problems. Regional plans tap the ingenuity and ensure that homestead lessees are an integral part of the solution. Working with the Department of Hawaiian Home Lands (DHHL) Planning Office staff and consultants, the plan identifies priority projects to respond to issues and areas of concern within existing and planned homestead areas. The plan may focus on a particular homestead community or several homestead communities in the region. At a minimum, the regional plan documents current conditions and trends and identifies a prioritized list of projects important to the community and the department.

Vision. The vision provides a unified direction for homesteads, Departmental and Commission actions on Moloka'i and is as follows:

“Moloka'i beneficiaries are thriving on the land where the way of life and sense of community continue to hold strong. Acknowledging the diversity of each homestead on Moloka'i, we envision a unified community grounded in Hawaiian values and cultural traditions passed to us from our kūpuna. Core values are preserved while embracing modern pathways to a sustainable future.”

This vision is supported by the following values:

- ***Our Cultural Traditions Give Us Knowledge and Strength-*** The legacy of our ancestors is honored through our daily practices in order to help us connect with our rights and kuleana. Standing tall on a solid foundation of Hawaiian values and cultural traditions for future generations, we know who we are, we excel in what we do, and we can see far.
- ***Water Flow Invigorates Waiwai-*** Water is essential to life, and for us to thrive on our 'āina. Water enables us to grow food, provide sustenance for our families, and ensure self-sufficiency. Access to an efficient and reliable water system is critical to preserving our lifestyle.

- ***Sense of Community and Lifestyle-*** There is a genuine sense of aloha and strong sense of ‘ohana on our island. Everyone looks after one another and cares for each other. The rural way of life remains an integral part of our community.
- ***We Practice and Teach Aloha ‘Āina and Mālama ‘Āina-*** It is our kuleana to care for our ‘āina and kai because they nourish our families, both physically and spiritually. We take pride in stewardship of our subsistence resources to provide for current and future generations, a kuleana passed to us from our kūpuna.

Planning Area. DHHL lands on Moloka‘i consist of approximately 25,900 acres and are situated in five geographic areas: Kalama‘ula; Ho‘olehua-Pālā‘au; Kapa‘akea, Kamiloloa, and Makakupa‘ia; Kalaupapa and Pālā‘au; and ‘Ualapu‘e. The Moloka‘i Island Plan (2005) land use designations include: Residential, Supplemental Agricultural, Subsistence Agricultural, Pastoral, General Agriculture, Community Use, Special District, Conservation, Commercial, and Industrial.

Since the adoption of the Moloka‘i Island Plan, changes to the DHHL land inventory have resulted in the following land use designation totals as shown in the table below.

Moloka‘i Land Use Designations Acreage

| <i>Moloka‘i Land Use Designations</i> | <i>Acres</i> | <i>Percent of total</i> |
|--|----------------------|--------------------------------|
| Residential Homestead | 742 | 2.87 |
| Subsistence Agriculture | 2,338 | 9.04 |
| Supplemental Agriculture | 5,862 | 22.64 |
| Pastoral | 1,927 | 7.45 |
| General Agriculture | 6,415 | 24.80 |
| Special District | 7,758 | 29.99 |
| Community Use | 93 | 0.36 |
| Conservation | 655 | 2.53 |
| Commercial | 58 | 0.22 |
| Industrial | 16 | 0.06 |
| <i>Total Acres</i> | <i>25,864</i> | <i>100</i> |

Planning Process. This Plan updates the 2010 Moloka‘i Regional Plan. An initial meeting with leaders from the homestead associations was held in September 2018 to gather input on the planning process and schedule for this update. Between November 2018 and June 2019, five community meetings were held to understand community issues, concerns, values and vision for their community, to identify potential projects to address issues and concerns, and to select the top five priority projects. The Planning Team then

worked with the community to synthesize and compile the priority projects. The ideas were compiled into a draft plan for review by the community at a meeting held in October 2019.

Priority Projects. Of the 24 potential projects identified by the community, the top five priority projects are listed below in order of priority. Three of the top five priority projects were listed as potential projects in the 2010 Regional Plan. These priority projects reflect the projects that the community identified as priorities for DHHL and their community. The action steps and required resources in order for these projects to be implemented are also listed below. Note that this regional plan is a planning document. Information contained within is based on the best available information to date and is subject to change at any time. Typically, DHHL Regional Plans are reported on annually at the on-island meeting of the Hawaiian Homes Commission. Plan updates or adjustments made are identified at that time.

| Priority Project | Action Steps | Required Resources |
|---|--|--|
| <i>'Ualapu'e Kuleana Homestead Project and Cultural Resource Management Plan</i> | <p>Major action steps in the planning phases are:</p> <ul style="list-style-type: none"> • Since this project is a beneficiary-driven initiative, clarify and further refine the project description, including project outcomes, and clarify roles between DHHL and community. • Ahonui Homestead Association has indicated that they will pursue a Limited Right-of-Entry (30-day permit) from DHHL to visit the proposed project area. • Ahonui Homestead Association has indicated that they will meet with Hawaiian Homestead Association representatives from Kahikinui to learn about their experiences with the kuleana homestead program and vision for their homestead association. • Determine if DHHL Land Use designation needs to be amended in the Moloka'i Island Plan.* • Prepare Special Area Plan*, including a Cultural Resource Management Plan. • Prepare "Kuleana Homestead" Settlement Plan* specific to 'Ualapu'e | <ul style="list-style-type: none"> • Technical Assistance • Funding (planning, design, construction) • HHC Approval |

| <i>Priority Project</i> | <i>Action Steps</i> | <i>Required Resources</i> |
|--|--|---|
| | <p>location, including determine lot scenarios, options and configuration.</p> <ul style="list-style-type: none"> • Prepare State of Hawai'i HRS Chapter 343 Environmental Assessment.* • Prepare a resource development plan/strategy for future phases – Design, Construction, Community Development. | |
| <i>Ho'olehua Hale Improvements</i> | <ul style="list-style-type: none"> • Amend the Moloka'i Island Plan to re-designate the parcel from residential to community use. • Obtain a long-term license for the parcel, which will require Beneficiary Consultation and HHC approval. • Develop a financial plan that outlines resources needed to complete the priority project in phases given funding limitations. • Consult with State and County agencies for necessary permits and approvals. • Hire an Architect to develop preliminary design plans for the hale improvements. • Hire a Contractor to complete hale improvements. | <ul style="list-style-type: none"> • Technical Assistance • Funding (design and construction) • HHC Approval |
| <i>Water Rate Assessment and Legal Analysis of Beneficiary Rights Regarding Potable Water Rate Disparities*</i> | <ul style="list-style-type: none"> • DHHL to proceed with the Cost of Service Analysis and Water Rate Study. Community to provide input and participate in the beneficiary consultation process. • Establish a taskforce of DHHL staff, homesteaders, and interested parties to collaborate on this project. • DHHL to procure a legal firm to conduct analysis of beneficiary rights regarding the water rate disparities. • Develop final report and recommendations for the legal analysis regarding the water rate disparities. • Pending findings, community to initiate discussions with the County to get homestead areas that currently pay County water rates to | <ul style="list-style-type: none"> • Technical Assistance • Funding • HHC Approval |

| <i>Priority Project</i> | <i>Action Steps</i> | <i>Required Resources</i> |
|--|---|---|
| | <p>make appropriate adjustments to align with the rates for the DHHL water system.</p> <ul style="list-style-type: none"> • Partner with OHA to develop a financial assistance program to assist beneficiaries with financial hardship situations. | |
| <i>Shared Farm Equipment for Agricultural Lessees*</i> | <ul style="list-style-type: none"> • Work with existing lessees and homestead associations to determine level of interest for specific tools and equipment, and to prioritize needs. • Conduct an inventory of existing potential equipment available for equipment sharing program. • Design an equipment sharing program that is applicable to the needs of homesteads. • Develop a financial plan that outlines resources needed to implement and operate the equipment sharing program. • Seek funding including State Grant in Aid to implement the program. Work with CTAHR staff to provide technical support in seeking grants and loans to develop the equipment sharing program. | <ul style="list-style-type: none"> • Funding |
| <i>Road Improvements*</i> | <ul style="list-style-type: none"> • Conduct an inventory of roads in the vicinity of homestead areas. • Assess condition of roads. • Identify roads that need improvements. • Identify and confirm road ownership. • Develop a prioritization matrix to identify the top priority roads in need of improvements. • Consult with State and/or County agencies to discuss road improvements. • Seek funding. • Identify any planned infrastructure improvements for nearby areas in order to identify opportunities to maximize efficiencies in capital improvements. | <ul style="list-style-type: none"> • Funding |

*Project identified as a potential project in the 2010 Moloka'i Regional Plan.

6 Priority Projects

Beneficiaries that attended the Regional Planning meetings discussed regional issues and opportunities with DHHL. The various issues and opportunities identified by beneficiaries were consolidated into a list of potential projects. A total of 24 potential projects were identified and grouped into the following categories: Resources Management, Community, Water/Infrastructure, Agriculture, Housing, and Government/Other.

Appendix C includes a list of all of the potential projects and identifies those elevated to priority projects by community consensus. It also describes the methodology used to select the priority projects. The details of the five priority projects presented on the following pages were evaluated and expanded upon by the Planning Team in consultation with beneficiaries. Of the five priority projects selected, three were previously identified as potential projects in the 2010 Moloka'i Regional Plan.

The five priority projects selected by the community shown in order of priority are:

Priority Project #1: 'Ualapu'e Kuleana Homestead Project and Cultural Resources Management Plan

Priority Project #2: Ho'olehua Hale Improvements

Priority Project #3: Water Rate Assessment and Legal Analysis of Beneficiary Rights regarding Potable Water Rate Disparities

Priority Project #4: Shared Farm Equipment for Agricultural Lessees

Priority Project #5: Road Improvements

Note that two other projects that also received high priority included:

- Supplies and Material for Cross-Fencing and Deer Fencing
- Deer Management Plan

While these two projects were not distinguished as the top five priority projects for this regional plan, this does not mean that these projects cannot happen. These projects along with other potential projects not elevated as the top five priority projects may be championed by any member of the community at any time.

Identification of the priority projects is intended to help DHHL to recognize which projects to focus their time and effort in the near future pending available funding and resources.

6.1 Priority Project #1 - 'Ualapu'e Kuleana Homestead Project and Cultural Resources Management Plan

Background Information

DHHL owns approximately 412 acres in 'Ualapu'e, which is an undeveloped area nestled along the southeastern end of the island approximately fifteen miles east of Kaunakakai town. The parcel lies mauka of Kamehameha V Highway and is highlighted by its sloped terrain (11-20%) from its mountainous regions interspersed by the deep ravines of Kahananui Gulch, Ki'inohu Gulch, and Mo'omuku Gulch. The steep isolated plateaus and valleys that predominate 'Ualapu'e make development challenging and increase costs. However, there is limited area of the parcel between the 20- to 80-foot elevation (just mauka of Kamehameha Highway) with a gentle slope that could be appropriate for residential development.

Land use designations in the DHHL 2005 Moloka'i Island Plan for 'Ualapu'e parcel consist of 25 acres for residential homesteads and approximately 3 acres for community uses in the lower mauka area, 85 acres of the upper mauka areas as Special District, and approximately 300 acres in the middle mauka areas as General Agriculture.

The 2005 Moloka'i Island Plan proposed development of the residential homesteads in two phases, consisting a total of seventy-four 10,000-square foot lots on 25 acres. Development of residential homesteads has not occurred because it is pending an increase in water allocation from the County of Maui by the State Commission of Water Resources Management.

As of November 2018, the wait list for a homestead on the island of Moloka'i includes a total of 2,099 applicants: 822 residential, 1,075 agricultural, and 202 pastoral.

Since 2019, the beneficiaries have moved from the concept of traditional homestead developments and have expressed interest in the development of kuleana homesteads for 'Ualapu'e to provide beneficiaries access to the land immediately. Through the Kuleana Homestead Program, beneficiaries are given a chance to lease unimproved, off-grid homesteads. Unlike a standard residential community concept, the Kuleana Homestead Program places responsibility for development of infrastructure in the hands of beneficiaries in return for availability and early access to unimproved land (refer to Appendix D for the Hawai'i Administrative Rules relating to kuleana homestead leases). In February 2019, Ahonui Homestead Association proposed the kuleana homestead project for 'Ualapu'e, including seeking minimum (roads and water spigots) infrastructure from DHHL, to the Hawaiian Homes Commission.

Past Actions

- **1994.** ‘Ualapu’e was awarded to DHHL as part of a 1994 settlement that awarded DHHL approximately 16,500 acres statewide.
- **1995.** DHHL initiated its pilot Kuleana Homestead program at Kahikinui on Maui.
- **1999.** A total of 75 Maui Pastoral Waitlist Applicants were awarded lots at Kahikinui. About 13 families currently reside on the property full time living entirely off-grid and 20 or so homes have been constructed.
- **1999.** Land transfer of ‘Ualapu’e lands to DHHL completed.
- **2005.** DHHL in consultation with its beneficiaries identified ‘Ualapu’e as a first priority area for residential development in the Moloka‘i Island Plan. The Plan identified developing 74 residential homestead lots on 25 acres. Project has been on hold until the County of Maui water allocation from the State Commission on Water Resources Management is increased and/or additional water source identified and developed.
- **2018.** DHHL started to explore the Kuleana Homestead program for Pu‘u ‘Opae and Anahola, Kauai and is in the Planning Phase. No kuleana homestead lots have been awarded to date.
- **2019.** Ahonui Homestead Association established on February 8th and registered as a State nonprofit organization. The Hawaiian word “Ahonui” means waiting patiently in line. The Association proposed the project to the Commission in February 2019 and since then have been holding meetings to discuss the proposed kuleana homestead project for ‘Ualapu’e.

Project Description

Ahonui Homestead Association envisions two-acre kuleana homesteads at ‘Ualapu’e to be awarded to 175 beneficiaries; however, actual acreages and number of lots would be subject to technical studies to be completed for the area. The Association envisions a cultural resource management plan to be explored for the cultural sites within the DHHL boundaries of ‘Ualapu’e. They would like DHHL to preserve and protect these cultural sites via fencing or other protective barrier methods. The community would help to mālama the identified sites. The Association would also like to secure minimum infrastructure such as roads and water spigots for the project area. They are interested in exploring Subsistence and Sustainable ‘Ohana Halau startup kits for future kuleana homestead lessees and for community use. Actual infrastructure would also be subject to technical studies to be completed for the area.

In order to generate community interest for the proposed project, Ahonui Homestead Association has held numerous community meetings to discuss issues relating to the proposed kuleana homestead project for ‘Ualapu’e. Ahonui Homestead Association reached out to beneficiaries on the DHHL “Wait-list” via radio station, local newspaper, online media, and postings on bulletin boards throughout the community. Refer to Appendix E for additional information prepared by the Ahonui Homestead Association which includes

6 Priority Projects

a list of meetings held, some preliminary concerns expressed by the meeting participants, project objectives and action steps.

The DHHL ‘Ualapu‘e lands consist of seven tax map keys (TMKs). Ahonui Homestead Association is proposing that kuleana homesteads be considered for at least two of the TMKs: a 376.562-acre parcel (TMK 56006017) and a 13.560-acre parcel (TMK 56002026). The 376+ acre parcel is zoned as Agriculture by the County and is designated as General Agriculture, Special District, and Community Use by DHHL. The 13+ acre parcel is zoned as Residential by the County and is designated as Residential and General Agriculture use by DHHL.

Community Champions and Partners

Anonui Homestead Association (see Appendix E for a description of the Association)

Project Objectives

The objectives for this project include:

- **Long-term Kuleana Homestead Leases.** Restore and rehabilitate native Hawaiian beneficiaries to their land and expedite awarding of homestead leases on unimproved land through the Kuleana Homestead Program.
- **Cultural Resource Management Plan.** Ahonui will collaborate with DHHL and the ‘Ualapu‘e/Mana‘e community to develop a cultural resource management plan within the perimeter of DHHL boundary in order to protect and preserve resources for future generations.

Implementation Action Steps

The action steps to accomplish the above objectives are organized in the following four phases: planning, design, construction, and community development.

1) Planning

- Timeframe: 5-year estimate
- Budget: DHHL and community to work together to raise the funds and secure other resources for the Planning Phase.
- DHHL roles:
 - Seek various approvals from the Hawaiian Homes Commission
 - Prepare budget request and obtain HHC approval for planning funds
 - Procure and contract for planning services
 - Facilitate planning processes

- Maintain communication with community
- Community roles:
 - Participate and comment throughout Planning Phase and as reports and studies are available for comment
 - Participate in community meetings and beneficiary consultations
 - Provide testimony and attend HHC meetings
 - Provide testimony and support DHHL CIP funding proposals to State Legislature
 - Support community capacity to engage/participate in the Planning process
- Major **action items** in the planning phase are:
 - Since this project is a beneficiary-driven initiative, clarify and further refine the project description, including project outcomes, and clarify roles between DHHL and community.
 - Ahonui Homestead Association has indicated to pursue a Limited Right-of-Entry (30-day permit) from DHHL to visit the proposed project area.
 - Ahonui Homestead Association has indicated to pursue meeting with Hawaiian Homestead Association representatives from Kahikinui to learn about their experiences with the kuleana homestead program and vision for their homestead association.
 - Determine if DHHL Land Use designation needs to be amended in the Moloka'i Island Plan.*
 - Prepare Special Area Plan*, including a Cultural Resource Management Plan.
 - Prepare "Kuleana Homestead" Settlement Plan* specific to 'Ualapu'e location, including determine lot scenarios, options and configuration.
 - Prepare State of Hawai'i HRS Chapter 343 Environmental Assessment.*
 - Prepare a resource development plan/strategy for future phases – Design, Construction, Community Development.

Items with an "" indicate approval required by the Hawaiian Homes Commission.*

2) Design

- Timeframe: TBD. It is too early in the process to estimate Design costs.
- Budget: Communication between DHHL and community will be necessary to work together to raise the funds and secure other resources for the Design Phase.
- Major **action item** in the design phase is to:
 - Prepare preliminary engineering report, including options and cost estimates for each option.

3) *Construction*

- Timeframe: Depends on level of infrastructure mutually agreed upon by applicants and DHHL in Planning Phase. And, until all approvals (state, county, other) and funding are secured, then construction may be scheduled.
- Budget: TBD. It is too early in the process to estimate Construction costs.
- Action items in the Construction phase are to be determined.

4) *Community Development*

- Timeframe: Ongoing.
- Budget: DHHL and community to work together to raise the funds and secure other resources for community development.
- DHHL roles:
 - Prepare budget request and seek HHC approval for community development phase funds.
 - Prepare educational materials and conduct outreach to applicants (e.g., Kuleana Homestead Program FAQs, Lease Award Process, Is “living off-grid” for you?).
 - Train on-island beneficiaries to help conduct outreach.
- Community roles:
 - Participate and comment throughout all Phases and as reports and studies are completed.
- Major **action items** in the Community Development phase are:
 - Build homestead community organization capacity to plan , develop, implement and evaluate this proposed kuleana homestead project.
 - Develop the Kuleana Homestead Vision specific to ‘Ualapu‘e, including building, health and safety codes, permit process, community governing rules, guiding principles, management of common areas, cultural & natural resources, etc.
 - Prepare applicants with information including:
 - Kuleana Homestead 101 — Is this for you? Your role and responsibilities in this alternative lifestyle, off-grid living
 - Preparing yourself and your ‘ohana financially
 - What is “The Lease Award process” and what you need to do to prepare yourself and your ‘ohana
 - Follow up with lessees at post-move in
 - Seek and obtain various approvals from HHC.
 - Community to secure a licensed architect and other professional services, as needed (i.e., legal, accounting, planner, engineer).