



# DHHL GENERAL PLAN

Department of Hawaiian Home Lands  
**General Plan Update**

October 2022

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# Acronyms

**AD-** “Anno Domini”, referring to all time after the birth of Jesus

**ALISH-** Agricultural Lands of Importance to the State of Hawai‘i

**AMI-** Area Median Income

**CERT-** Community Emergency Response Team

**CIP** – Capital Improvement Project

**CTAHR-** University of Hawai‘i College of Tropical Agriculture and Human Resources

**CWRM-** State Commission on Water Resource Management

**DHHL-** Department of Hawaiian Home Lands

**DOI** – Federal Department of the Interior

**FEMA-** Federal Emergency Management Agency

**FHA-** Federal Housing Administration

**HAR-** Hawai‘i Administrative Rules

**HHC-** Hawaiian Homes Commission

**HHCA-** Hawaiian Homes Commission Act of 1921, also referred to as “The Act”

**HSD-** DHHL Homestead Services Division

**KIUC-** Kaua‘i Island Utility Cooperative

**LDD-** DHHL Land Development Division

**LID-** Low Impact Development

**LMD-** DHHL Land Management Division

**LOS-** Level of Service

**LSB-** Land Study Bureau

**LUD-** Land Use Designation

**MOU-** Memorandum of Understanding

**MW-** Megawatts

**NAHASDA-** Native American Housing Assistance and Self Determination Act of 1996

**NHDPP-** Native Hawaiian Development Program Plan

**NHHBG-** Native Hawaiian Housing Block Grant

**NHRF-** Native Hawaiian Rehabilitation Fund

**NRCS** – Natural Resources Conservation Service

**PPRC-** Pacific Policy Research Center

**SDU-** Supplemental Dwelling Units, also referred to as an “‘Ohana Unit” or Accessory Dwelling Unit

**SLH-** Session Laws of Hawai‘i

**SLR-XA-** Sea Level Rise Exposure Area

**SLUD-** State Land Use Districts

**S.M.A.R.T.-** Specific, Measurable, Achievable, Relevant, Time-Based

**WAI-** Wastewater Alternatives and Innovations

**WCHC-** Wai‘anae Coast Comprehensive Health Center

# Words and Phrases in ‘Ōlelo Hawai‘i

The following list provides Hawaiian words and phrases, and their corresponding definitions, used throughout this document. The translations are taken and adapted as necessary from Ulukau, the Hawaiian Electronic Library, available online at <http://wehewehe.org/>.

**Ahupua‘a** : a land division usually extending from the uplands to the sea

**‘Āina**: land, earth

**‘Āina Ho‘opulapula**: homesteading lands, especially for rehabilitation of Hawaiians.

**Pulapula**: seedlings, sprouts, to multiply, procreate, to rehabilitate, descendant, off-spring.

**‘Āina Momona**: fertile, productive land

**‘Auamo Kuleana**: to carry on the shoulders or back

**‘Auwai**: watercourse, ditch that takes stream water to places of cultivation

**‘Eā**: sovereignty, independence, life, air, breath

**Hālau Wa‘a**: long house for canoe

**Hale ‘Āina**: restaurant, café; in ancient times, the eating house for women

**Hale Ali‘i**: Chief’s house, royal residence

**Hale Kū‘ai**: store, shop

**Hale Mua**: in ancient times, the eating house for men

**Hale Noa**: house without taboo, where the family mingled and slept

**Hula**: to dance the hula; to sing or chant for a hula.

**‘Ike Kūpuna**: ancestral knowledge, awareness, understanding

**‘Ili ‘Āina**: land inheritance

**Imu**: underground oven

**Iwi Kūpuna**: bones of the ancestors

**Kahawai**: watercourse, stream

**Kai**: sea, sea water

**Kānaka**: general name for men, women and children of all classes, separate from the ali‘i

**Kānaka Maoli**: indigenous Hawaiian

**Ke Akua Mana**: means spirituality, the sacredness of mana.

**Keiki**: child, offspring, descendant

**Kuleana**: right, privilege, authority, responsibility

**Kūpuna**: grandparent, ancestor

**Limu**: general name for plants that live under water

**Lo‘i**: irrigated terrace, especially for taro

**Makai**: toward the ocean

**Mālama ‘Āina**: to keep, to preserve, to care for the land

**Mālama**: to keep, preserve, watch over

**Mana‘o**: a thought, idea, belief, opinion

**Mauka**: inland, in a direction opposite to the sea

**Moku**: a land division comprised of several ahupua‘a

**‘Ohana**: family, relative, kin group

**‘Ōiwi**: indigenous, native

**‘Ōlelo Hawai‘i**: Hawaiian language

**‘Ōlelo**: language or speech

**‘Ōpala**: trash, rubbish

**‘Ōpio**: means youth, juvenile, youngster

**Pa‘akai**: salt

**Pali**: cliff, steep hill or steep slope

**Piko**: navel, navel string, umbilical cord

**Pilina**: association, relationship, union, connection

**‘Ulu**: to grow, increase, spread, to protect

**Wahi Pana**: legendary place

**Wai**: water, liquid of any kind other than sea water

**Waiwai**: goods, property, assets, value, wealth; to be rich, to be valuable, to be successful

**Wao Akua**: distant mountain region believed inhabited only by spirits (akua)

**Wao Kahakai**: beach, seashore region

**Wao Kānaka**: an inland region where people may live or occasionally frequent

**Wao Nahele**: inland forest region.

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# 1. GENERAL PLAN OVERVIEW

## 1.1 INTRODUCTION

The General Plan sets the Vision and establishes goals and policies to guide the discussions and decision-making of the Hawaiian Homes Commission. The General Plan guides Department of Hawaiian Home Lands (DHHL) plans, programs, and policies for the next 20 years, taking the Trust to the planning horizon of 2040.

DHHL's first General Plan was adopted in 1976 and contained land use-oriented policies in accordance with HAR §10-4-2. At that time, the Rules specified that "the department shall develop and maintain a general plan providing for the development and use of land needed for the purposes of the act."

Twenty-six years later, in 2002, DHHL updated the General Plan by conducting its first comprehensive planning effort. The 2002 General Plan established Policy goals and objectives for a wide range of subjects, covering all Hawaiian Home Lands Trust assets, operations, and programs.

In 2018, amendments to DHHL's Administrative Rules increased the role of the General Plan and strengthened the planning system by establishing specific links between the General Plan at Tier 1 with Island and Program Plans at Tier 2. The amendments also linked the General Plan to the implementation tools and the monitoring and evaluation part of the planning system.

The amended 2018 Administrative Rules require the General Plan to:

1. Establish a uniform system of land use designations that all island plans shall use;
2. Establish the relationship between land use designations and the applicable types of land dispositions;
3. Establish criteria to identify suitable lands for homesteading;
4. Establish criteria to determine available lands not required for homesteading within the planning period;
5. Establish criteria to identify lands for revenue generation;
6. Establish criteria to identify lands for community use and policies to govern how the community could manage such lands for community building;
7. Establish level of service standards for infrastructure and community facilities, or specify a program plan or methodology to develop such standards; and
8. Specify indicators to measure progress and evaluate effectiveness in meeting Policy goals.

These substantive amendments to the Rules contribute to this General Plan update being more robust and including several new components:

- ▶ Updated land use framework with standardized land use designations to be applied across all DHHL lands and incorporated in all DHHL plans;



*"After extensive investigation and survey on the part of various organizations organized to rehabilitate the Hawaiian race, it was found that the only method in which to rehabilitate the race was to place them back upon the soil.*

**-Prince Jonah Kūhiō  
Kalaniana'ole**

- ▶ Identification of allowable land uses and land dispositions for each designation; and
- ▶ Establishment of criteria for applying land use designations and providing appropriate levels of infrastructure.

Table 1 summarizes the plan chapters, sections, and appendices where each of the HAR 10-4-55 minimum requirements are addressed.

*TABLE 1: HAR 10-4-55 MINIMUM REQUIREMENTS*

<b>HAR 10-4-55 Criteria</b>	<b>General Plan Chapter(s) Where Addressed</b>
(1) Establish a uniform system of Land Use Designations that all Island Plans shall use;	Ch. 3 (Land Use) Sections: 3.3.1 Homestead Uses 3.3.2 Non-Homestead Uses <i>Appendix F (Land Use White Paper) Section 3.4*</i>
(2) Establish the relationship between land use designations and the applicable types of land dispositions;	Ch. 5 (Housing), Table 11 Ch. 6 (Food Production), Table 13 Ch. 7 (Healthy Communities), Table 15 Ch. 8 (Natural and Cultural Resource Management, Table 17 Ch. 9 (Revenue Generation and Economic Development), Table 19 <i>Appendix F (Land Use White Paper) Section 6.1*</i>
(3) Establish criteria to identify suitable lands for homesteading	Ch. 3 (Land Use) Sections: 3.3.3 Land Suitability Criteria 3.3.4 Implementing Land Use Designations <i>Appendix F (Land Use White Paper) Section 4.2*</i>
(4) Establish criteria to determine available lands not required for homesteading within the planning period;	Ch. 3 (Land Use) Sections: 3.3.3 Land Suitability Criteria 3.3.4 Implementing Land Use Designations <i>Appendix F (Land Use White Paper) Section 4.3*</i>
(5) Establish criteria to identify lands for revenue generation;	Ch. 3 (Land Use) Sections: 3.3.3 Land Suitability Criteria 3.3.4 Implementing Land Use Designations <i>Appendix F (Land Use White Paper) Section 4.3.F*</i>
(6) Establish criteria to identify lands for community use and policies to govern how the community could manage such lands for community building;	Ch. 3 (Land Use) Sections: 3.3.3 Land Suitability Criteria 3.3.4 Implementing Land Use Designations <i>Appendix F (Land Use White Paper) Sections: 4.3.D and 4.3.E*</i>
(7) Establish level of service standards for infrastructure and community facilities, or specify a program plan or methodology to develop such standards; and	Ch. 4 (Infrastructure) Section 4.3.2 Recommended LOS Standards by Land Use Designation <i>Appendix G (Infrastructure White Paper) Section 5.3</i>
(8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.	All policies (Ch. 3-9)  Ch. 10 (Monitoring and Evaluation) Section 10.2 includes a recommended monitoring and evaluation framework for DHHL.

*\* Appendix F Land Use White Paper is referenced for guidance on applying criteria in GP Sections 3.3.2 & 3.3.4*

This General Plan also includes a more extensive Policy framework that is described in the next chapter.

## 1.2 GENERAL PLAN ROLE IN DHHL PLANNING SYSTEM

DHHL’s planning system includes three tiers (see Figure 1). The first tier (Tier 1) is the General Plan, which identifies statewide goals and policies to guide land management and programs. Tier 2 includes Strategic Program Plans, which focus on statewide programs and policies, as well as Island Plans with longer-term, island-specific land use goals based on the General Plan. Tier 3 includes Regional Plans and Area Development Plans, which identify and address issues and opportunities relative to existing homestead communities and future development in that region.

This General Plan is meant to be actively consulted and referenced by DHHL staff, Hawaiian Homes Commissioners, and beneficiaries within all tiers of the planning process. The land use framework established by the General Plan is intended to bring DHHL plans into greater alignment through providing consistent land use designations, criteria, and dispositions to be used across all DHHL lands. The General Plan goals and policies articulate direction to be used in determining land uses, administering programs, and overseeing the management of Hawaiian home lands. The General Plan Vision and Guiding Principles provide additional layers of guidance and accountability to help the Department maintain a steady course toward fulfilling the Trust’s mission. If referenced and used consistently by the Department, Hawaiian Homes Commission, and beneficiaries, the General Plan will greatly enhance the robustness and transparency of DHHL’s planning system.

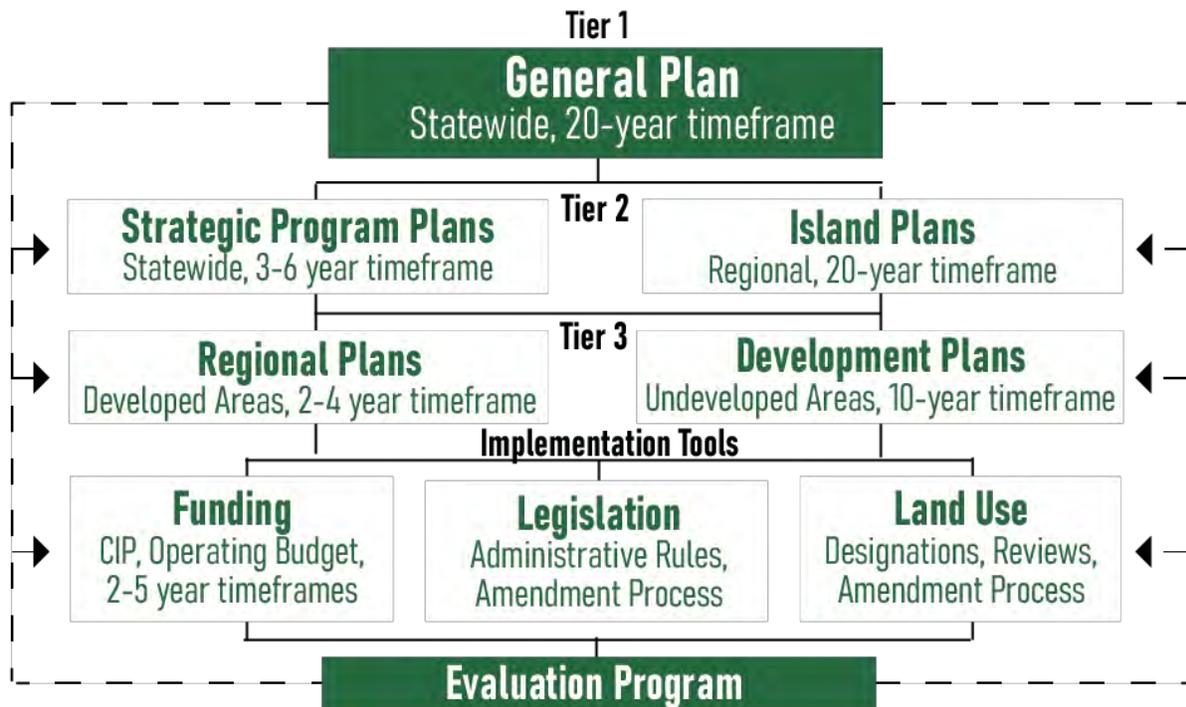


FIGURE 1: DHHL PLANNING SYSTEM

### 1.3 THE HAWAIIAN HOMES COMMISSION ACT

The legal basis for the establishment of the Department of Hawaiian Home Lands is the Hawaiian Homes Commission Act of 1920, as amended (HHCA or “the Act”). Passed by Congress and signed into law by President Warren Harding on July 9, 1921 (Chapter 42, 42 Stat. 108), the passage of the HHCA marked the culmination of years of lobbying by Prince Jonah Kūhiō Kalanianaʻole and a small cadre of native Hawaiian scholars, politicians and leaders. Their efforts encouraged Congress and the U.S. government to adopt a policy of ʻāina hoʻopulapula to address dire social and economic conditions of native Hawaiians by returning them to the land through a homesteading program.



*Image: The members of the first Hawaiian Homes Commission were (L-R), Rudolf M. Duncan, Rev. Akaiko Akana, Prince Kūhiō, George P. Cooke, and Gov. W.R. Farrington (source: DHHL)*

These efforts arose in response to the widespread displacement of Native Hawaiian people from their lands following European contact, the decimation of the native Hawaiian people due to the illegal, unsanctioned overthrow of the Hawaiian Kingdom, and the ensuing annexation and occupation of former crown lands by the United States government.

The HHCA set aside approximately 200,000 acres of former crown and Kingdom lands for exclusive homesteading by Hawaiians of at least 50% Hawaiian ancestry. The lands would be parceled out for homesteading under 99-year leases at a charge of \$1.00 per year. The lands would be under the jurisdiction and control of the Hawaiian Homes Commission and designated as “available lands” in the Act, eventually assuming the status of “Hawaiian home lands” in the Hawaiian Home Lands Trust (the Trust). Beneficiaries of the Trust are defined as individuals having at least 50 percent Hawaiian blood and their successors who have at least 25% Hawaiian blood.

#### 1.3.1 The Hawaiʻi Admission Act

In 1959, Congress enacted the Hawaiʻi Admission Act, 73 Stat. 4 (Admission Act), to admit the Territory of Hawaiʻi into the United States as a state. As a condition of statehood, Hawaiʻi adopted the HHCA as a law of the State through Article XII of its Constitution. While the Admission Act effectively vested the State with administrative authority over the Hawaiian Home Lands Trust, in section 223 of the HHCA, Congress reserved to itself the right to alter, amend, or repeal the HHCA. In 1960, the State Legislature created the Department of Hawaiian Home Lands (DHHL) to manage Hawaiian home lands and administer the provisions of the HHCA.

State legislation passed after the adoption of the HHCA sought to further define the purposes of the Act and identify responsibilities for implementation. During the 1978 Constitutional Convention for the State of Hawaiʻi, delegates concerned with DHHL depending on revenues from general leasing of Hawaiian home lands to cover operating costs proposed an amendment to guarantee sufficient funding from the State for four purposes. Article XII, Section 1 lists these purposes as:

1. Development of home, agriculture, farm and ranch lots;
2. Home, agriculture, aquaculture, farm and ranch loans;

3. Rehabilitation projects to include, but not limited to, educational, economic, political, social and cultural processes by which the general welfare and conditions of native Hawaiians are thereby improved;
4. The administrative and operating budget of the department of Hawaiian home lands; in furtherance of (1), (2), (3) and (4) herein, by appropriating the same in the manner provided by law.

While these four purposes were adopted by the State Legislature and have been invoked in legal proceedings, they have not been approved by Congress or incorporated into the HHCA.

### 1.3.2 DHHL Mission, Organization, and Responsibilities

The primary responsibilities of DHHL are to implement the HHCA and the programs, policies, and direction established by the HHC on behalf of the native Hawaiian beneficiaries of the Trust. DHHL's mission, as described in the 2002 DHHL General Plan is: "To manage the Hawaiian Home Lands Trust effectively and to develop and deliver lands to native Hawaiians. We will partner with others towards developing self-sufficient and healthy communities."

DHHL is headed by the HHC, with nine members appointed by the Governor with the advice and consent of the State Senate. The Chairman of the HHC also serves as administrator of DHHL. DHHL is organized into three divisions: Land Management (LMD), Land Development (LDD) and Homestead Services (HSD), along with four offices that report to the Chair: Administrative Services, Fiscal, Planning, and Information and Community Relations.

DHHL fulfills its mission to deliver lands to native Hawaiians in several ways. Beneficiaries may receive 99-year homestead leases at \$1 per year for residential, agricultural, or pastoral purposes. These leases may be extended for an aggregate term not to exceed 199 years (Act 305, Session Laws of Hawai'i 1990; section 208, HHCA). Beneficiaries may receive financial assistance through direct loans, insured loans, or loan guarantees for home purchase, construction, home replacement, or repair on Hawaiian home lands.

In addition to administering the homesteading program, DHHL fulfills its mission to manage the Hawaiian Home Lands Trust effectively through leasing Trust lands not in homestead use and issuing revocable permits, licenses, and rights-of-entry. The income from these enterprises is used to supplement DHHL's programs, including continued homestead development.

### 1.3.3 DHHL Beneficiaries and Beneficiary Consultation Policy

DHHL beneficiaries are defined as individuals with 50% or more Hawaiian blood and their successors. This includes existing lessees (8,476 residential, 1,091 agricultural, and 413 pastoral); applicants on the wait list for a homestead award; and native Hawaiians who have not applied for a homestead award. As of April 2022, DHHL's application waiting list totaled approximately 28,000 applicants waiting for a homestead award.

In 2009, the HHC adopted a Beneficiary Consultation Policy to ensure that appropriate beneficiary consultation processes and activities are incorporated into DHHL's planning and decision-making. The Beneficiary Consultation Policy recognizes the importance of meaningful consultation with beneficiaries to help promote civic engagement and build trust and partnerships with government. The Policy also promotes timely and effective beneficiary consultation to ensure that beneficiary concerns and comments are considered and incorporated into DHHL plans and decisions.

Beneficiary consultation was further established within the HAR §10-4-60 (2018), which states that "the type of the consultation shall be appropriate to the potential impact of the decision or action" (HAR §10-4-60a, 2018). Consultation is comprised of three types: comprehensive, which is statewide consultation

and is required for the General Plan update; place-based, which focuses on beneficiaries associated with a specific geographic area; and ad hoc, which consists of the formation of an advisory body to provide input to the Department on a specific issue or project. The beneficiary consultation process for the General Plan is detailed in section 1.5 below.

## 1.4 GENERAL PLAN UPDATE PROCESS

The General Plan update process began in 2020 and included three broad project tasks:

1. Research and Analysis of Policy Issues: Research events and policy developments since the 2002 General Plan; assess progress on the 2002 Plan goals and policies; research new and emerging issues to be addressed in the update.
2. Stakeholder Engagement: Communicate and collaborate with beneficiaries, an investigative committee, DHHL staff, and other key stakeholders in the development of the Plan update.
3. Plan Development: Develop a General Plan that articulates a shared vision, goals, and policies for the Trust and fulfills HAR §10-4 criteria.

The General Plan update process and schedule is summarized in Figure 2 below. Activities associated with the three tasks in the General Plan update process are described in the following sections.

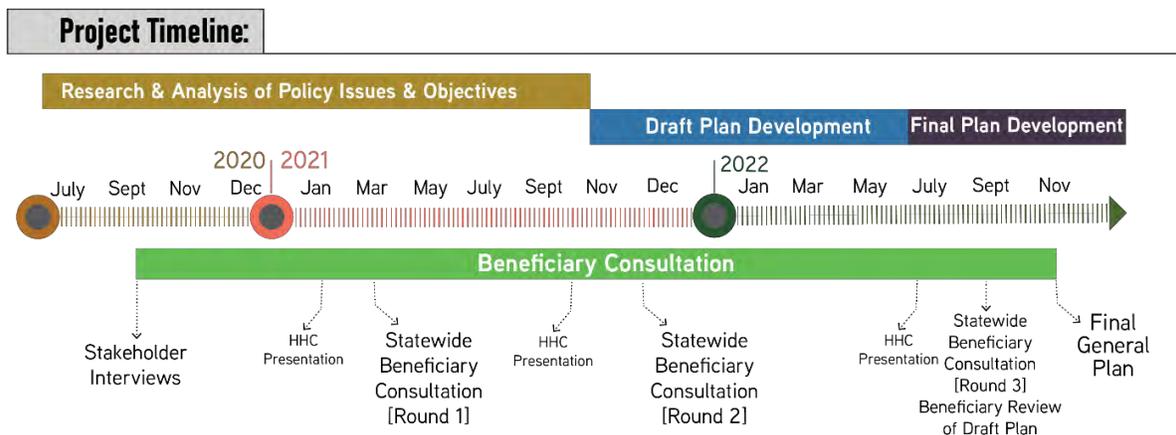


FIGURE 2: DHHL GENERAL PLAN UPDATE SCHEDULE

### 1.4.1 Research and Analysis of Policy Issues

Background research, interviews, and a series of policy white papers were completed as part of the General Plan update process to document key developments and explore policy issues that have emerged or evolved since the 2002 General Plan.

#### 1.4.1.1 Background Research Memo

A background research memo was completed in December 2020 by SSFM International that synthesized the findings of research related to the HHCA, DHHL and the General Plan. The background research memo describes DHHL’s foundational policy and function; provides an overview of the DHHL planning system; documents key events and developments shaping its 100-year history; evaluates the performance of key goals and objectives in the 2002 General Plan; identifies key issues, gaps, and considerations that should

be addressed in the General Plan update; and cites information sources utilized in the background research. The Memo is included as Appendix J.

#### *1.4.1.2 Stakeholder Interviews*

As part of the background research for the DHHL General Plan update, the project team conducted interviews with two former Hawaiian Homes Commission Chairs as well as current and former staff. These interviews were intended to inform the project team’s understanding of historical and current policy developments, gather relevant data, and assess lessons learned since the 2002 DHHL General Plan.

#### *1.4.1.3 White Papers*

The project team prepared four white papers focusing on topic areas that emerged or evolved since the 2002 General Plan and where further research and analysis was needed to inform General Plan policy development. The white papers also addressed new General Plan criteria specified under HAR §10-4-55. White papers are included as Appendices F through I of the General Plan, and they are also available as standalone documents that can be downloaded from DHHL's website. The white papers cover the following topics:

- ▶ Climate Change
- ▶ Land Use
- ▶ Infrastructure
- ▶ Monitoring and Evaluation

### **1.4.2 Beneficiary Consultation**

Since the General Plan is the document that casts the long-term vision and goals, beneficiary consultation and participation is imperative. This task was intended to implement an inclusive, innovative, and comprehensive process for engaging beneficiaries in the development of the General Plan update. It included creating a website and project materials, sharing information on policy issues and plan components, and gathering input in a variety of ways. A combination of digital and in-person methods were used to invite participation and input, including a series of beneficiary consultation meetings, online open houses, formation of an investigative committee, and presentations to the HHC. These are described further below.

#### *1.4.2.1 Project Website and Online Open House*

A project webpage was hosted on [dttl.hawaii.gov](https://dttl.hawaii.gov), which included information on the General Plan update, meeting announcements, video recordings of the virtual meetings, and links to the virtual open house and project website. The website will continue to be available following the publication of the Plan at <https://dttl.hawaii.gov/po/general-plan-2022/>.

In addition, an interactive online open house was developed using the Konveio platform (<https://dttlgeneralplan.konveio.com/>). The website included interactive documents (for users to view, download, and comment on), recorded presentations, polls, discussion forums, and comment forms to gather input from beneficiaries. The online open house was updated to coincide with each round of beneficiary consultation.

#### *1.4.2.2 Beneficiary Consultation Meetings*

In accordance with HAR §10-4-60, statewide beneficiary consultation was conducted at several stages in the General Plan update process. For each round of beneficiary consultation, notice was provided by mail

and on the Department website to existing homesteaders, waiting list applicants, and other native Hawaiians who have registered with the Department. The notice described the purpose of each meeting and the date, time, and information on how to join. Traditionally, beneficiary consultation meetings on statewide initiatives such as the General Plan have been conducted via in-person meetings held on each island. However, due to gathering restrictions related to the COVID-19 pandemic, the first two rounds of consultation were held virtually as Zoom meetings.

Each round of meetings was accompanied by an online open house with an overview of the information presented during the beneficiary meetings, recordings of virtual meetings, and opportunities for beneficiaries to provide feedback on General Plan topics through online polls and comment forms. The third round of beneficiary consultation meetings were conducted as in-person open houses on each island to review and collect input on the draft General Plan. The open houses were coupled with a virtual open house where beneficiaries could view and submit comments on the draft Plan online. The meeting and open house summaries for each round of beneficiary consultation are included as Appendices C, D, and E.

#### 1.4.2.2.1 Round 1 Beneficiary Consultation

The first round of beneficiary consultation meetings was conducted in two parts. Each part consisted of three meetings covering the same material, held during different dates and times Table 2.

*TABLE 2: ROUND 1 BENEFICIARY CONSULTATION*

	<b>Topics Covered</b>	<b>Dates</b>
PART 1:	General Plan Overview and Update Process	March 3, 2021
	Assessment of DHHL progress in meeting 2002 General Plan goals and Policies	March 8, 2021
	Vision for the Hawaiian Home Lands Trust in 2040	March 9, 2021
PART 2:	Draft Vision statement for beneficiary review and feedback	April 1, 2021
	Overview of existing DHHL Land Use Designations	April 5, 2021
	Potential future types of Land Use Designations on Hawaiian home lands	April 7, 2021

The first round of six beneficiary consultation meetings had 299 attendees. The meeting utilized Mentimeter live polling to capture additional feedback and information (Figure 3); the 165 attendees who participated in the live polling identified themselves as 72 people on the waitlist, 65 lessees, 6 people with undivided interest not yet converted, and 22 who identified their beneficiary status as “other.”

The online open house had 248 unique users visit the website and a total of 3,652 page views during the open period between March 3, 2021 and April 29, 2022.

#### 1.4.2.2.2 Round 2 Beneficiary Consultation

The second round of beneficiary consultation meetings was conducted in four parts, with each part including two virtual meetings covering the same information for a total of eight meetings Table 3. Two General Plan policy topic areas were covered in each part.



**TABLE 3: ROUND 2 BENEFICIARY CONSULTATION**

	<b>Topics Covered</b>	<b>Dates</b>
PART 1:	Land Use and Water Resources	November 3, 2021
	Infrastructure	November 4, 2021
PART 2:	Housing	December 6, 2021
	Food Production	December 7, 2021
PART 3:	Healthy Communities	January 19, 2022
	Natural and Cultural Resource Management	January 20, 2022
PART 4:	Revenue Generation	February 16, 2022
	Economic Development	February 17, 2022

**1.4.2.2.3 Round 3 Beneficiary Consultation**

A third round of beneficiary consultation coincided with the release of the draft General Plan in August 2022. This final round of consultation consisted of an online open house and eight in-person open houses statewide. The purpose of this round of consultation was to provide beneficiaries the opportunity to review and comment on the draft vision, guiding principles, goals, and policies for the General Plan Update.

**TABLE 4: ROUND 3 BENEFICIARY CONSULTATION**

<b>Date</b>	<b>Island - Location</b>	<b>Venue</b>
August 4, 2022	O’ahu - Kapolei	DHHL Hale Ponoʻī
August 6, 2022	Lānaʻi - Lānaʻi City	Lānaʻi Elementary & High School
August 8, 2022	East Hawaiʻi - Hilo	Keaukaha Elementary
August 9, 2022	West Hawaiʻi - Waimea	DHHL Kūhiō Hale
August 13, 2022	Molokaʻi – Kaunakakai	DHHL Kūlana ʻŌiwi
August 17, 2022	Kauaʻi – Līhuʻe	King Kaumualiʻi Elementary
August 18, 2022	Maui - Kula	Waiohuli Homestead Community Center
August 22, 2022	O’ahu - Papakōlea	Stevenson Middle School

Each open house presented the same interactive and informative displays organized in three main sections: orientation, policy stations, and resource table.

The orientation station included an orientation video summarizing the General Plan purpose, the update process, draft vision and guiding principles, and information on the virtual open house. Poster boards summarizing this information were also presented at this station. Comment cards were available for beneficiaries to submit written comments on the vision & guiding principles.

Policy stations covered the seven policy topics included in the Beneficiary Review Draft, providing summaries of previous input received from beneficiaries on each topic, the applicable land use designations and allowable uses, and tables with draft goals and policies. Attendees were invited to place dots indicating whether or not they supported each policy (see Attachment A for dot voting results). Comment cards were also available for beneficiaries to submit written comments on the goals and policies.

The resource table included hard copies of the Beneficiary Review Draft General Plan Update as well as QR codes linking to the online version of the draft plan and appendices, information on the \$600 million legislative funding allocated to DHHL, and waitlist information.

A total of 223 beneficiaries attended the eight open house meetings. Based on the information provided on the open house sign-in sheets, 69 attendees were lessees, 61 were applicants, 25 were both lessees and applicants, and 68 did not provide their beneficiary status.

The online open house had 489 unique users visit the website and a total of 2,985 page views during the comment period from July 18, 2022 through September 22, 2022.



*Image: Round 3 Beneficiary Consultation Open House, Waiohuli Homestead, Maui (source: SSFM)*

#### *1.4.2.3 Hawaiian Homes Commission Policy Investigative Committee*

An investigative committee of the Hawaiian Homes Commission was appointed as a permitted interaction group for the General Plan update on August 18, 2020. The members of the Policy Investigative Committee included Commissioners Randy K. Awo, Russell K. Ka'upu, and Zachary Z. Helm; William J. Aila, Jr., Chairman; along with members of the current DHHL staff and administration. The investigative committee convened ten times during the draft Plan preparation and advised the Planning Office and project team on plan development, including background research, identification of policy issues, development of vision and policy updates, and stakeholder engagement. The Committee also reviewed and provided feedback on drafts of the Plan as well as white papers and draft goals, policies, and metrics.

#### *1.4.2.4 Hawaiian Homes Commission Presentations*

Presentations were made to the HHC at several points during the General Plan update process. The first was in February 2021, to announce the project and provide an overview of the plan development process. The second was in October 2021, to provide an overview of beneficiary consultation results and an update on the plan process. The third was in July 2022, to release the Draft Plan and announce the final round of beneficiary consultation. Prior to adoption, the Draft Final General Plan Update was presented to the Commission a fourth time following the beneficiary review period and integration of beneficiary and Policy Investigative Committee comment.

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## 2. FRAMEWORK, VISION, AND GUIDING PRINCIPLES

## 2.1 GENERAL PLAN ORGANIZATION AND POLICY FRAMEWORK

The General Plan builds on the desired end state defined in the Vision & Guiding Principles, focusing on seven (7) priority areas. A chapter is devoted to each priority area in order to identify Goals, Policies, and monitoring and evaluation metrics. Some of the Goals and Policies have been carried forward from the 2002 General Plan, and others have been modified or replaced to represent current conditions and priorities of the Trust and its beneficiaries. The priority areas include:

- ▶ Chapter 3: Land Use and Water Resources
- ▶ Chapter 4: Infrastructure
- ▶ Chapter 5: Housing
- ▶ Chapter 6: Food Production
- ▶ Chapter 7: Healthy Communities
- ▶ Chapter 8: Natural and Cultural Resource Management
- ▶ Chapter 9: Revenue Generation and Economic Development

The last Chapter of the Plan, Chapter 10, covers implementation issues. Chapter 10 also explains how the identified metrics would be used to monitor progress and evaluate the effectiveness of plan provisions to achieve the goals and policies.

### 2.1.1 The General Plan Road Map

The Policy framework for the General Plan guides DHHL and the Hawaiian Homes Commission in decision-making and implementation of land management and programs. It was developed through consultation with hundreds of beneficiaries as well as Department staff and other stakeholders. The aim of this collaborative process was to articulate shared values, needs, and desires for the future of the Trust and to provide a supportive system for accountability and implementation by the Department, the Hawaiian Homes Commission, and native Hawaiian beneficiaries.

The framework provides a roadmap for implementation of the General Plan policies, anchored under a broad Vision that represents the desired destination in 20 years. Policies articulate the steps or guidelines needed to get to the Vision, while Guiding Principles and Goals serve as guideposts to ensure that progress is guided by appropriate values and actions. Metrics provide a means for monitoring and evaluation of progress, allowing for course corrections and accountability. Each component of the General Plan Policy framework is defined below and shown in Figure 7:

- ▶ **Vision:** Statement describing the desired outcome in 20 years.
- ▶ **Guiding Principles:** Broad themes that articulate key values that the Department should uphold and advance in implementing the Vision.
- ▶ **Goals:** General descriptions of desired outcomes for each Policy topic.
- ▶ **Policies:** Specific guidelines or actions called for to achieve the Goals.
- ▶ **Metrics:** How progress on the vision, goals and policies will be measured.

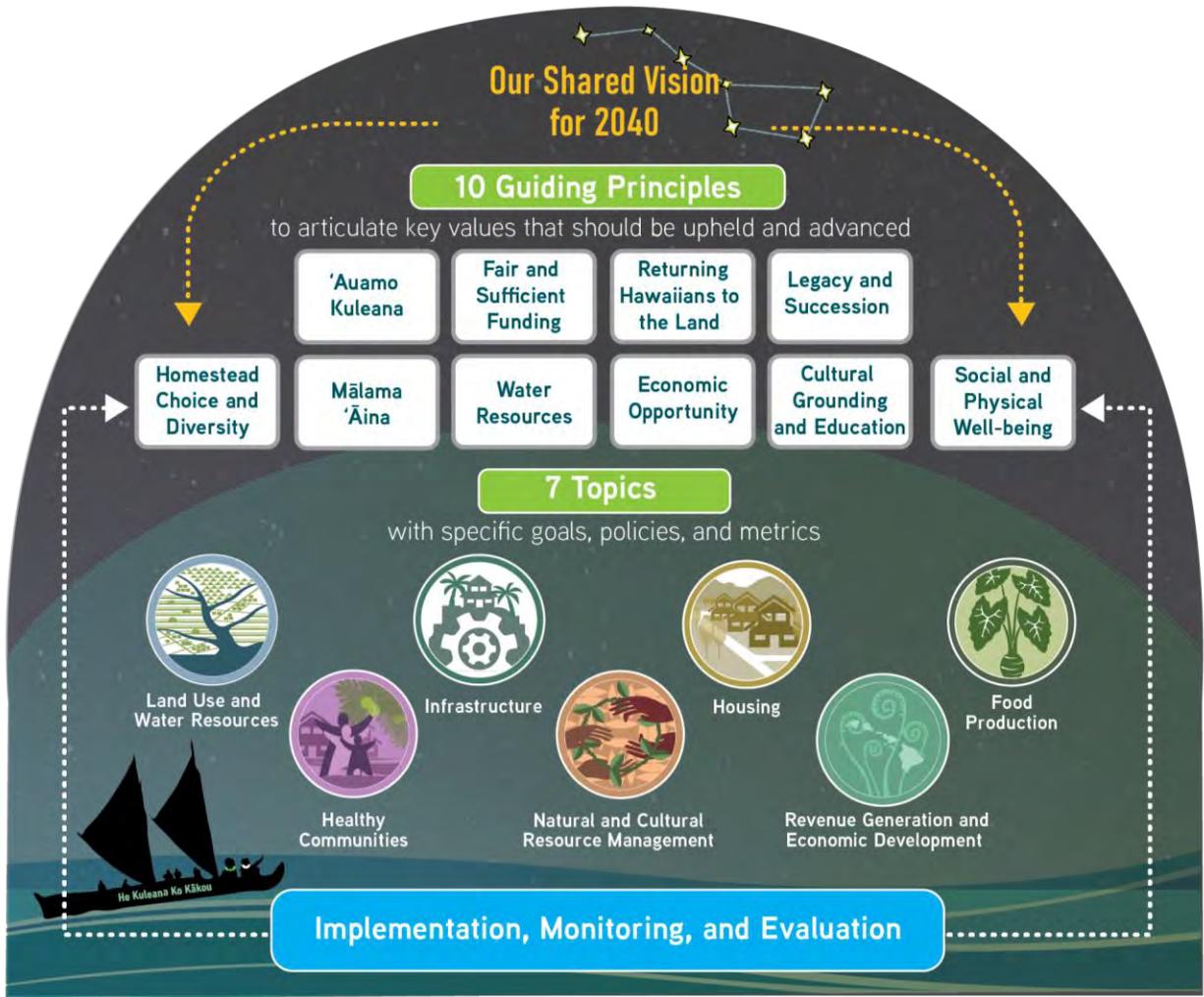


FIGURE 5: GENERAL PLAN POLICY FRAMEWORK

## 2.2 VISION FOR 2040

The General Plan Vision describes where the Hawaiian Home Lands Trust and its beneficiaries would like to be twenty years from now, in the year 2040. The Vision is the guiding star of the Plan, and all goals, policies, and metrics flow from it. The Vision was developed and refined through extensive consultation with beneficiaries, DHHL staff, the Hawaiian Homes Commission Investigative Committee, and administration to identify the words and ideas that capture shared aspirations and ideals for the future of the Trust. The resulting Vision for 2040 is below.

***By 2040, the Hawaiian Home Lands Trust and its beneficiaries will be thriving, self-sufficient, and connected to one another and the ‘āina.***

**TRUST LANDS...**will nurture and sustain beneficiary communities through an array of uses and activities on homestead and non-homestead lands.

**BENEFICIARY COMMUNITIES...**will be self-sufficient, healthy, prosperous, and grounded in cultural knowledge and traditions. Values of mālama ‘āina will be passed on from kūpuna to ‘ōpio to nourish the land and future generations.

**BENEFICIARIES...**will be thriving on the land and engaged in activities that support the rehabilitation and self-determination of all Hawaiians. Education, resources, and technical support will be available to promote greater economic opportunity, choice, and control.

**DHHL...**will be sufficiently funded by the State Legislature to support the continued advancement of native Hawaiians. Beneficiaries, DHHL, and the Hawaiian Homes Commission will communicate transparently with aloha as they collaborate toward achieving a shared Vision. Beneficiary voices will remain vital to advocate for funding and resources and guide decision-making by DHHL and HHC.

**ALL OF HAWAI‘I...**will support the continued implementation of the Hawaiian Homes Commission Act and the rehabilitation of native Hawaiians as provided by Article XII Section 2 of the State Constitution.



## 2.3 GUIDING PRINCIPLES

Guiding principles were also developed based on beneficiary consultation and input. The guiding principles are broad themes that articulate the key values important to beneficiaries, DHHL, and the Hawaiian Home Lands Trust. The Plan goals and policies should uphold and advance the guiding principles, all of which are considered equally important and are not listed in order of priority:

### ‘Auamo Kuleana



Acknowledge the shared kuleana of the Department, beneficiaries, State, federal and county agencies, Hawaiian serving organizations, and all of Hawai‘i toward fulfilling the mission of the Hawaiian Home Lands Trust. Foster trust, communication, and transparency among all parties to work toward the Vision.

### Fair and Sufficient Funding



Secure sufficient funding to ensure the financial well-being of the Trust and its beneficiaries. Advocate for the State Legislature, government agencies, and other partners to support the Department to access funding and implement projects in accordance with the State Constitution. Explore alternative revenue streams for the Department to achieve the Trust mission and Vision.

### Returning Hawaiians to the Land



Actively facilitate returning native Hawaiians to their lands to support self-sufficiency and self-determination. Maintain a primary focus on using and acquiring lands suitable for development of homesteads. Explore and expand opportunities for beneficiaries to restore their relationship with and use Trust lands and resources.

### Legacy and Succession



Cultivate opportunities and spaces on Trust lands to share and pass down ancestral wisdom and practices. Enable beneficiaries to pass their lands and legacy on to future generations by creating policies and rules that guide the Department in implementing practices that are consistent, clear, and fair in determining beneficiary qualifications for succession.

### Homestead Choice and Diversity



Offer a variety of homesteading opportunities to meet diverse beneficiary needs and desires. Explore creative models and innovative ideas for getting Hawaiians onto the land and cultivating healthy, thriving beneficiary communities.

### Water Resources



Protect and steward water resources on Trust lands. Enhance access to water to support homesteading and other uses that support beneficiary well-being and self-sufficiency.

### Cultural Grounding and Education



Support the teaching and practice of cultural traditions including 'ōlelo Hawai'i, traditional agriculture, hula, healing practices, and sustainable management of the 'āina. Preserve and perpetuate cultural resources and wahi pana on Trust lands.

### Mālama 'Āina



Cultivate reciprocity and shared kuleana to mālama 'āina and kai through providing access to Trust lands for the practice of Hawaiian knowledge, skills, and values. Manage and steward Trust lands to sustain health, resilience, and abundance for future generations by obtaining dedicated staff within the Department for natural resource management.

### Economic Opportunity



Provide for the Trust, beneficiaries, and beneficiary organizations to prosper and grow through economic opportunity on Hawaiian home lands. Support community based economic development and reinvestment through planning, capacity-building, and support services.

### Social and Physical Well-being



Create safe and healthy communities for keiki, adults, and kūpuna to thrive. Foster relationships between the Department, law enforcement, and community partners that support the social, physical and mental health of beneficiaries by creating an enforcement and compliance division within DHHL.



### 3. LAND USE AND WATER RESOURCES



## THIS CHAPTER ADDRESSES HOW DHHL DETERMINES APPROPRIATE USES FOR TRUST LANDS AND WATER RESOURCES.

The Administrative Rules (HAR 10-3-55) that relate to the determination of appropriate uses for trust lands and water resources include:

- (1) Establish a uniform system of land use designations that all island plans shall use;
- (2) Establish the relationship between land use designations and the applicable types of land dispositions;
- (3) Establish criteria to identify suitable lands for homesteading;
- (4) Establish criteria to determine available lands not required for homesteading within the planning period;
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 3.1 BACKGROUND AND CONTEXT

Land use planning is intended to ensure that that Hawaiian home lands are efficiently utilized for appropriate activities that benefit beneficiaries and the Trust. This may include a range of uses such as residential development, agriculture, preservation of open space, cultural resources, and natural habitat. The process of land use planning is used to identify the location and amount of land necessary to implement various economic, social, and environmental policies, plans, projects, and programs. Land use designations are assigned based on an assessment of the lands, and implemented to guide development of land into the future.

#### 3.1.1 Native Hawaiian Views of Land Use and Water

In Hawai'i, land use planning began as early as 1,000 AD and continued throughout the time of the ruling chiefs. On each of the islands, the paramount chiefs divided the island into moku (districts), which were further divided into ahupua'a (watershed management units) based on observational data gathered over generations and established by the original 'ohana (extended families) of farmers and fishers who cultivated and cared for the land and resources within each ahupua'a.

- ▶ Each ahupua'a was divided into 'ili or 'ili 'āina (strips of land), assigned to the 'ohana to live on and cultivate, which were passed down through generations. Throughout this time, land in Hawai'i was not privately owned, and the chiefly class provided stewardship over the land. While ruling chiefs changed through war, marriage, and succession, the tenure of the 'ohana on the land remained stable. This generational connection created a strong sense of identity tied to a certain place and knowledge of its resources, as well as a sense of responsibility toward the overall health of the ecosystem.



#### **Images from top to bottom:**

- Vacant Residential lots with infrastructure, Pi'ilani Mai Ke Kai Anahola, Kaua'i (source: DHHL)

- Kanehili Residential subdivision, Kapolei, O'ahu (source: DHHL)

- Kōke'e Ditch Water, Kaua'i (source: SSFM)

- Beneficiary reading a lot selection map (source: DHHL)

- ▶ Water resources were central to the ahupuaʻa system, which represented a holistic watershed approach to understanding and managing resources from mauka to makai. Today, the land use system in Hawaiʻi is not organized around water, which often crosses property lines and jurisdictions, complicating water access, use, and management.

### 3.1.2 Land Use on Hawaiian Home Lands

The Hawaiian Homes Commission Act does not include language directing the application of land use designations on Trust Lands, however, the purposes of HHCA discussed in section 0 provide guideposts for how Hawaiian home lands should be managed and used.

Utilization of Trust lands can be separated into two main categories – homestead and non-homesteading uses. This is an important distinction because it acknowledges that not all Trust lands can be developed into homestead lots. The differentiation between homestead uses and non-homesteading uses also separates land uses on which 99-year leases are offered and those where other land dispositions can be utilized.

Homesteading uses are the primary means by which DHHL promotes the well-being and economic self-sufficiency of its beneficiaries. As a result, homesteading is the priority use for the Department. Homestead uses are assigned to lands that are developable and suitable for homesteading.

Non-homesteading uses are applied to lands that are deemed unsuitable for homesteading, lands that are supportive to homestead communities, or where the Trust can achieve greater benefit through revenue generation to fund projects or programs that benefit beneficiaries. DHHL is authorized to lease land and issue revocable permits, licenses, and rights-of-entry for these lands.

Land use designations are how different land uses are established through the Island Planning process. Each Island Plan includes 10 land use designations and defines the setting, intent, and purpose, lot size, and minimum infrastructure required under each. The land use designations include Residential, Subsistence Agriculture, Supplemental Agriculture, and Pastoral as homestead uses; and General Agriculture, Special District, Community Use, Commercial, and Industrial as non-homestead uses. While the menu of land use designations used are consistent across Island Plans, the definitions and criteria used to apply the land use designations are not. Pursuant to the updated HAR §10-4 requirements, the General Plan update provides a uniform system of land use designations and criteria to be used statewide in Island Plans going forward. This updated land use framework is described in section 3.3.

### 3.1.3 Water Rights on Hawaiian Home Lands

#### 3.1.3.1 DHHL Water Policy Plan

The Water Policy Plan was approved by the HHC in 2014 and is the first policy on managing the water kuleana of DHHL since the passage of the Hawaiian Homes Commission Act. The Water Policy Plan’s mission is “to ensure the availability of adequate, quality water to fully support self-sufficiency and self-determination in the administration of the HHCA, and the preservation of Hawaiian values, traditions, and culture.” To achieve this, the Water Policy Plan establishes four priority goals:

1. Affirmatively communicate with beneficiaries regarding water decisions, performance, and water rights on a regional and annual basis.
2. Aggressively, proactively, consistently, and comprehensively advocate for the kuleana of the beneficiaries, DHHL, and HHC to water before all relevant agencies and entities.
3. Develop and manage a Water Assets Inventory (WAI).
4. Support watershed protection and restoration on DHHL lands and source areas for DHHL water.



The Water Policy also includes 19 additional goals for DHHL and the HHC to pursue based on availability of resources. These additional goals are organized under the plan’s five mission activities, which are to:

1. Understand our Trust water assets
2. Plan for our water needs
3. Aggressively understand, exercise, and assert our kuleana as stewards of water
4. Develop and protect water sources
5. Manage water systems

### 3.1.3.2 *Managing Water Systems*

DHHL can develop, manage, and own water systems and deliver water to homesteaders and others. Under HHCA §221, DHHL is barred from selling any wholly owned system. Under HHCA §220, DHHL may also derive revenue from the delivery of water to non-homesteaders. On Moloka‘i, HHC and homesteaders have a preference right to two-thirds of the water developed by the Moloka‘i Irrigation System, which is currently managed by the State Department of Agriculture.

### 3.1.3.3 *Water Resources*

Under HHCA §221 and Hawai‘i Revised Statutes §174C-49, the State Commission on Water Resource Management (CWRM) shall “reserve” water for future DHHL needs when issuing water licenses, based on DHHL projections. DHHL last provided its current and future water needs projections to CWRM for approval in 2017. DHHL has Public Trust status within the State.

Under Article XI, Section 1 of the Hawai‘i State Constitution, the State is mandated to conserve and protect Hawai‘i’s natural beauty and all natural resources and promote the development and use of these resources in a manner consistent with their conservation. Public Trust uses of water include the domestic needs of the general public, traditional and customary Hawaiian uses, maintaining wildlife and scenic beauty, and the rights of DHHL. Public Trust uses are supposed to have priority over private commercial uses of water. From those private or commercial uses, DHHL is also entitled to 30 percent of revenue generated from water licenses issued by the State.

## 3.2 **BENEFICIARY MANA‘O**

DHHL held beneficiary meetings related to land use and water resources on November 4 and 5, 2021. Notes from those meetings can be found in Appendix D and meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to land use and water resources issues and opportunities.



### Beneficiary Voices

“What strategies can we use in DHHL to hold the whole State accountable to Hawaiians on the homestead list? How can we rally and strategize ways to get Hawaiians on the land with water, permits, and funding? This is where the focus of our energy needs to be – holding everyone accountable for Hawaiians.

-Beneficiary, November 2021

“Community spaces should all have areas for commercial development or mercantile licenses – can’t have healthy thriving community without an economic arm that goes with it. There needs to be a place in the General Plan to make sure land use designations clearly identify these types of activities.”

-Beneficiary, November 2021

“First and foremost, our Kānaka needs to get on our ‘āina. This must be the priority before planning and implementing these other uses for our Hawaiian home lands.

-Beneficiary, November 2021

### 3.2.1 Issues Identified by Beneficiaries

The primary issue voiced during the beneficiary consultation meetings was the waiting list. Beneficiaries would like to see land use decisions and water resource managed in ways that allow more opportunities for beneficiaries to be awarded homestead leases. Secondary to leases, beneficiaries desire opportunities to use and access Hawaiian home lands that are not used for homesteading.

Comments relating to existing and proposed new land uses included suggestions to remove the “General Agriculture” designation and replace it with a land use designation that better describes its intent. Currently, lands designated General Agriculture are undeveloped lands that are not slated for immediate development but need an interim use designation until higher and better uses are identified. One beneficiary noted that many homestead communities are close to these kinds of lands and beneficiaries would like the opportunity to mālama such areas. The creation of the Stewardship land use designation opens these lands for use by beneficiaries or DHHL that provide more immediate benefits to the surrounding community and the Trust.

Water access came up as an issue in a number of the beneficiary consultation meetings. Some beneficiaries voiced concern over relying on County water systems for water and would like to see DHHL continue to grow its advocacy efforts to leverage Trust water rights to bring more water resources to areas that are suitable for homesteads but lack water.

Lastly, a number of beneficiaries expressed the desire for more commercial and business opportunities specifically for beneficiaries on Hawaiian home lands.

Some of these comments referenced the “mercantile clause” in Sec. 207(c)(1)(B) of the HHCA, which allows the Department to grant license to lots for “theaters, garages, service stations, markets, stores, and other mercantile establishments (all of which shall be owned by native Hawaiians or by organizations formed and controlled by native Hawaiians).” Uses of Hawaiian home lands for commercial purposes by beneficiaries is discussed further in the Revenue Generation and Economic Development chapter.

### 3.2.2 Policy Solutions Identified by Beneficiaries

A few comments articulated ways in which access to non-homestead lands for stewardship ties into the rehabilitative purpose of the HHCA. It was suggested that if DHHL provides more apartment type housing, those beneficiaries may lose out on opportunities to connect with ‘āina, and that more access to Hawaiian home lands not in homestead use for programs and stewardship may help remedy this.

A new land use designation for DHHL Kuleana homestead lots was suggested during beneficiary consultation. DHHL Kuleana lots are undeveloped (raw) parcels with minimal road access where individual homesteaders are responsible for developing water, wastewater, solid waste disposal, energy and telephone/communications services, as their resources and abilities allow. This land use designation is discussed further below as well as in the Housing policy section.

Clearly identifying land uses where iwi kūpuna and cemeteries can be planned and protected was also requested during consultation.

Lastly, some beneficiaries showed interest in alternative housing opportunities that prioritize giving people an affordable place to live on Hawaiian home lands. For homestead uses, some suggestions included allowing less permanent/transitional homes such as modular, container or mobile homes, especially in areas where infrastructure is not readily available. Housing opportunities that would not provide 99-year homestead leases were also suggested, such as accessory dwelling units, affordable multi-family rental buildings, and kūpuna housing.



### 3.3 DHHL LAND USE FRAMEWORK

This land use framework was developed for the General Plan to address the HAR requirement of establishing a uniform system of land use designations for use across the DHHL system. The framework is also intended to promote alignment of future land use decisions with the General Plan vision, goals, and policies. The land use framework was informed in large part from input received during beneficiary consultation. These land use designations are intended to be applied to new homestead communities and utilized in future Island Plan updates, in which existing homestead communities may revisit land use designations and determine if and how to update them.

#### 3.3.1 Homestead Uses

The core homestead uses as defined in the HHCA and Article XII of the State Constitution remain intact. The core uses are: residential, agriculture, aquaculture, and pastoral. Aquaculture leases have not been awarded by DHHL but are considered an allowable use under some of the proposed land use designations.

TABLE 5: HOMESTEAD LAND USE DESIGNATIONS

Land Use Designation	Setting, Intent, and Purpose
Residential	Residential lot subdivisions built to County standards in areas close to existing infrastructure. Subdistricts may be established for multi-generational and single family housing types.
Subsistence Agriculture	Small lot agriculture in areas close to existing infrastructure. Lifestyle areas intended to allow for home consumption of agricultural products.
Supplemental Agriculture	Large lot agriculture intended to provide opportunities for agricultural production for supplemental income and home use. Agricultural plan required.
Pastoral	Large lot agriculture specifically for pastoral uses. Ranch plan and fencing required.
DHHL Kuleana (*NEW*)	Raw (without infrastructure) lots intended for “off-grid” subsistence lifestyles to allow for more choices as to how lessees wish to develop their lots. Must participate in maintenance of the right-of-way to the Kuleana Homestead tract.

#### 3.3.2 Non-Homestead Uses

The non-homestead land use designations carry forward the Conservation, Special District, Community Use, Commercial, and Industrial land use designations that are included in the existing Island Plans. In addition to the existing designations, the update includes a new Stewardship land use designation to replace the existing General Agriculture designation, a new Community Agriculture designation recognizing that there may be more specific needs and criteria for identifying lands used for shared community agriculture or gardens, and a Renewable Energy designation to identify lands best suited for renewable energy generation.

With the removal of General Agriculture, some lands currently designated as General Agriculture may be re-designated as Stewardship, and others may be placed in another category as determined appropriate during the Island Planning process.



Image: Ka'ala Farm in Wai'anae, O'ahu is a Cultural Learning Center located on DHHL Lands designated Special District (source: SSFM)

TABLE 6: NON-HOMESTEAD LAND USE DESIGNATIONS

Land Use Designation	Setting, Intent, and Purpose
Stewardship (*NEW)	Land not currently used for homesteading. Allow uses that maintain or enhance the value and condition of the land to the benefit of beneficiaries and the Trust. May serve as an interim use until opportunities for higher and better uses become available.
Conservation	Environmentally sensitive areas. Lands with watersheds, endangered species, critical habitats, sensitive historic and cultural sites, other environmental factors. Very limited uses.
Special District	Areas requiring special attention because of unusual opportunities and/or constraints. <i>Subdistricts include: hazard areas, open spaces/greenways, cultural resources.</i>
Community Use	Common areas for community uses and public facilities. Includes space for parks and recreation, cultural activities, community based economic development, utilities, and other public facilities and amenities.
Community Agriculture (*NEW*)	Common areas used for the cultivation of fruits, vegetables, plants, flowers, or herbs by multiple users. The land must be served by a water supply sufficient to support the cultivation practices used on the site.
Renewable Energy (*NEW*)	Lands suitable for siting projects for the generation and transmission of renewable energy.
Commercial	Lands suitable for a concentration of commercial activities.
Industrial	Lands suitable for processing, construction, manufacturing, transportation, wholesale, warehousing, and other industrial activities.



The Land Use white paper developed for the General Plan update (Appendix F) includes guidance and criteria for implementing each land use designation. Appendix A includes a Master Use Table describing the types of uses that are envisioned within each land use designation. Appendix B includes a table showing how the proposed land use designations align with the components of the General Plan Vision and how each can provide specific benefits to the Trust and its beneficiaries.

### 3.3.3 Land Suitability Criteria

Applying land use designations to specific places requires an understanding of existing physical, environmental, and regulatory conditions. Understanding physical and environmental conditions is best done through a suitability analysis, which examines a series of factors that are pertinent to making land use decisions. For DHHL, land use decisions must also balance the economic and social needs and desires of different kinds of beneficiaries with the near- and long-term sustainability of the Trust.

Within the DHHL planning system, land suitability analyses are typically included early in the Island Planning process and set forth the physical constraints prior to identifying and applying land use designations. As a first step, existing land use designations and encumbrances should be analyzed to record how encumbered land is currently being used and the length of time such an encumbrance exists. Parcels with leases lasting beyond the 20 years are not considered available for new uses within the planning horizon.

After determining which lands are available, the following conditions should be examined:

- ▶ Location and Proximity to Jobs and Services – Location was the top factor cited by beneficiaries in choosing to accept a homestead in the results of the 2020 beneficiary survey. Location in relation to services such as schools, health care, and other services can also influence health and quality of life for beneficiaries. Location can be important to beneficiaries for other reasons, including ancestral ties to place, proximity to family, and access to natural and cultural resources. For this reason, location in relation to significant places, jobs, and services should be a criterion in siting future homestead communities, in addition to other physical factors.
- ▶ Availability of Water Resources – Availability of water resources affects cost and feasibility of development on DHHL lands. The HHCA grants DHHL the right to priority use of water, the right to demand use of water deriving from government lands, and the right to use surplus water from private lands, and DHHL has made efforts to better exercise these rights moving forward. However, the cost to access water and provide it to homestead communities remains a significant challenge. This is partly due to the nature of how DHHL acquired its lands, with the most productive agricultural lands being excluded.
- ▶ Climate Change and Hazards – Sea level rise and climate change related hazards are increasing, and modeling is available that shows areas of potential impact statewide. In addition to location specific hazards such as flooding and sea level rise, increasing temperatures will affect large areas of the State, particularly those in leeward areas, with increases in the frequency and severity of heat waves, drought, rainfall, and wildfires. Not previously addressed in the Island Plans, consideration of projected climate related impacts will be important moving forward as exposure to risk factors and increased vulnerability of landholdings to climate hazards present additional constraints to land use, especially considering projected climate change over the life of a 99-year beneficiary homestead lease.
- ▶ Slope – A slope analysis typically uses U.S. Geological Survey topography maps to determine the change in elevation over a set distance. Generally, development on parcels with slopes greater

than 20 percent is constrained by access limitations, erosion potential and stability. Developing on steeper slopes also increases cost due to the engineering and earth-moving required.

- ▶ Streams, Waterways and Wetlands – Streams and watersheds have influenced settlement patterns throughout history because water availability and quality and protection from flooding are important considerations when determining land uses. The historical uses related to water resources can help inform land use decisions today. Land suitability analyses at the Island Plan level should identify these resources and areas that may be vulnerable to flooding, as well as water resources that require protection to maintain water quality and drainage.
- ▶ Soil – Soil type and productivity is an important consideration for land use. Not all soils are suitable for agriculture and not all soils are suitable for homes, roads or other development.
- ▶ Rainfall – Rainfall is the source of all fresh water in Hawai‘i. Without water, land is of little or no use. Areas with adequate rainfall allow water infrastructure to be replaced with or supplemented by rainwater catchment.
- ▶ Critical Habitats – Areas designated as critical habitats can present significant constraints to development, especially in rural areas, which make up most of DHHL’s landholdings. The presence of federally protected rare and/or endangered species should be considered as a factor in siting of homestead communities and application of land use designations that foster continued protection and ensure that allowable uses do not impact sensitive species.
- ▶ Archaeological Sites – Archaeological sites and areas with associated cultural practices require additional protection. Cultural knowledge regarding traditional place names, mo‘olelo, and wahi pana may hold important information about the natural resources, setting and importance of a place. Such archaeological and cultural knowledge should factor into the siting and design of future homestead communities.
- ▶ FEMA 100-year Flood Plain – The use of Native Hawaiian Housing Block Grant funds precludes development of residences within Federal Emergency Management Agency (FEMA)-designated 100-year floodplains. It should be noted that current FEMA floodplains do not take into account future impacts of climate change and sea level rise, so while they remain an important planning tool, land use planning should also incorporate the best available science on future climate change impacts into the siting and design of homestead communities. This is discussed further below.
- ▶ Infrastructure Proximity and Capacity – Proximity to existing infrastructure such as roads, electrical, telecommunications, sewer, and water supply and treatment systems is an important consideration in analyzing potential land uses, as is the capacity of the existing infrastructure systems to accommodate additional development.
- ▶ State and County Land Use – Although DHHL is not subject to State and County land use regulation, oftentimes areas within the conservation or preservation zones are not suitable for homesteading use. Surrounding land uses not on DHHL lands are also important to consider. For instance, placing a residential use next to or downwind from a landfill, sewer treatment plant or other heavy industrial uses is not desirable. Aligning homestead communities with land use patterns envisioned in State and County land use plans when feasible can support integration and compatibility of homestead communities with the surrounding area. It may also support DHHL’s ability to collaborate with the Counties on infrastructure and other needs.

#### 3.3.4 Implementing Land Use Designations

The General Plan land use designations, coupled with their associated criteria and the Master Use Table in Appendix A, provide the toolbox for the application of land uses to specific tracts of DHHL land. This



land use framework will provide more consistency to the implementation of the land use planning process described in HAR §10-4-51. The application of land uses occurs as part of the second tier of the DHHL Planning System when Island Plans are updated. The next round of Island Plan updates will be required to use the General Plan land uses and analyze the criteria established in Section 3.3.3 based on the guidance in the Land Use White Paper (Appendix F) when applying land use designations. The graphic in Figure 6 summarizes the recommended approach to determine and apply land use designations to DHHL lands through the Island Planning process. Existing, already-developed homestead communities and other existing uses may be considered as constrained lands and “grandfathered in” under their current land uses and associated standards until such a time those lands become available for lease renewal or redevelopment. Land suitability criteria for each land use designation and implementation steps are discussed further in sections 4 and 5 of the Land Use white paper (see Appendix F).

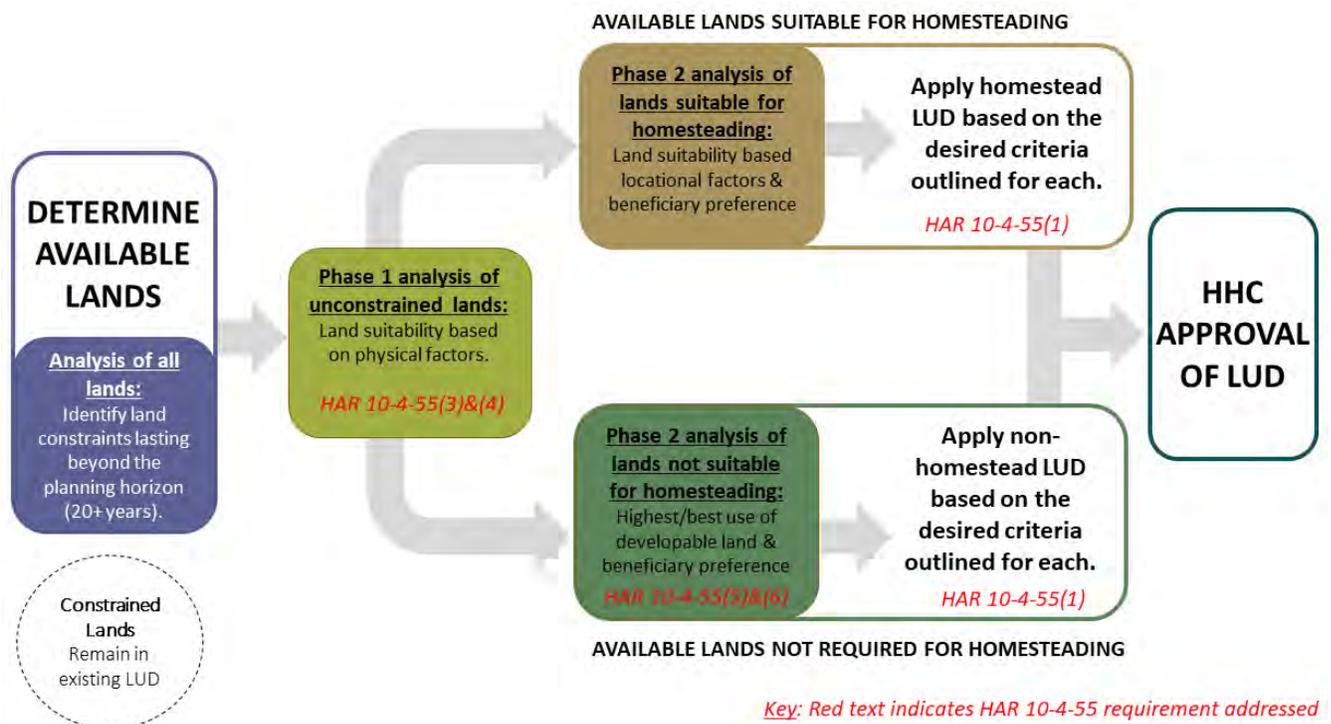


FIGURE 6: PROCESS FOR APPLYING LAND USE DESIGNATIONS IN ISLAND PLANS

### 3.4 CLIMATE CHANGE CONSIDERATIONS

Climate change is a cross-cutting issue that is already impacting and will continue to affect DHHL’s land assets and beneficiaries’ way of life. Land use decisions are an important tool for protecting communities and resources and can also provide opportunities to implement mitigation and adaptation measures. The land suitability phase should identify areas that are subject to current and future hazards and apply appropriate land use designations such as the Special District Coastal Hazard designation. The design phase should also ensure that any uses or development within vulnerable areas are designed to be resilient to anticipated hazards and incorporate mitigation measures to minimize risk to life and property. These measures will require that DHHL dedicate staff and resources to stay up to date on the best available climate science. Integration of traditional ecological knowledge and input from beneficiaries and other stakeholders observing climate change induced impacts to their communities is also critical.

### 3.5 LAND USE PLANNING GOALS, POLICIES, AND METRICS FOR 2040

This section aims to address the range of homesteading and non-homestead land uses and activities on Hawaiian home lands. Land use decisions play an important role in providing homesteads and other benefits to beneficiaries and the Trust. The goals and policies included below build on the 2002 General Plan goals and objectives, adding additional goals and policies that incorporate the mana’o of beneficiaries, staff, and commissioners who participated in the beneficiary consultation and other phases of the General Plan update process.

The land use policies support efforts to increase beneficiary participation in the planning and utilization of Hawaiian home lands through improved communication, providing a range of land use designations and land use opportunities, supporting the acquisition of additional lands, and incorporating Native Hawaiian mana’o and cultural knowledge into land use planning.

The policies also introduce measures to protect beneficiaries and Trust assets from the effects of natural hazards and climate change. This includes assessing the vulnerability of populations and places, developing a climate mitigation and adaptation program, incorporating climate change projections into land use planning and development plans, designating evacuation routes and shelters, securing funding, and maintaining safety measures that protect communities.

Lastly, the land use policies address beneficiary mana’o related to accessing and stewarding Trust lands not required for homesteading. This includes identifying and establishing a process to access such areas, establishing a process to facilitate responsible land management partnerships, obtaining funding for staff and resources dedicated to safety and enforcement, and exploring sustainable revenue generating opportunities on non-homestead lands.

TABLE 7: LAND USE PLANNING GOALS, POLICIES, AND METRICS

<b>Goal LU-1</b>		
Utilize Hawaiian home lands for uses most appropriate to meet the needs and desires of the beneficiary population.		
<b>Policy</b>		<b>Metrics</b>
<b>LU-1A</b>	Increase beneficiary participation in the planning, development, and use of Hawaiian home lands and improve communications between DHHL and the beneficiary community.	# of beneficiaries participating in a planning process
<b>LU-1B</b>	Provide space for and designate a balanced mixture of appropriate land uses, economic opportunities, and community services in a Native Hawaiian-friendly environment.	# acres/percentage of land under each land use designation
<b>LU-1C</b>	Consider opportunities to acquire or exchange lands best suited for purposes of the Hawaiian Homes Commission Act, including increasing homesteading opportunities for native Hawaiians.	# transactions completed or in progress



**Goal LU-1**

Utilize Hawaiian home lands for uses most appropriate to meet the needs and desires of the beneficiary population.

Policy		Metrics
LU-1D	Incorporate Native Hawaiian mana’o, traditional place names, historical uses, and cultural knowledge in land use planning to identify appropriate uses in appropriate places.	# beneficiaries participating in a planning process
		Traditional place names used in homestead master plans
		Land use designations reflecting historical uses of land
		Oral histories and interviews conducted in homestead development planning

**Goal LU-2**

Encourage a balanced pattern of contiguous growth into urban and rural centers.

Policy		Metrics
LU-2A	Prioritize the development of homestead communities in areas with suitable development conditions that are close to jobs, transportation, infrastructure, and services.	% of lots in development close to urban/rural centers
LU-2B	Consider adjacent land uses and existing County long-range plans in land use planning.	% of Island Plans containing adjacent land use information

**Goal LU-3**

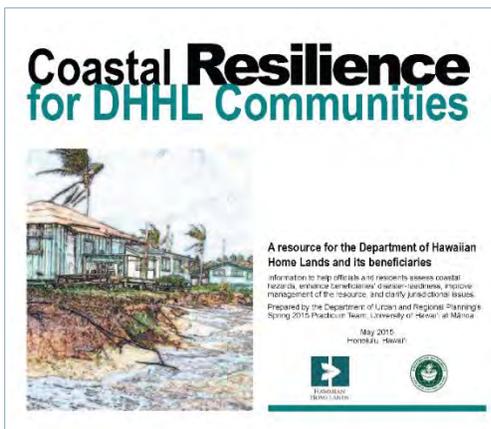
Protect life and property from the effects of natural hazards and climate change on Hawaiian home lands.

Policy		Metrics
LU-3A	Assess vulnerability of populations, resources, and infrastructure across Hawaiian home lands to climate change and natural hazards and conduct climate resilience and adaptation planning in high vulnerability areas.	Completion of vulnerability assessment
		# of climate adaptation plans prepared
		# of structures and assets on HHL that are vulnerable to hazards and climate change

### Goal LU-3

Protect life and property from the effects of natural hazards and climate change on Hawaiian home lands.

Policy		Metrics
LU-3B	Develop a Climate Change Mitigation and Adaptation Program Plan for DHHL.	Completion of Program Plan
LU-3C	Incorporate climate change projections and hazard zones into land use development plans by identifying areas vulnerable to climate change and other hazards and applying the Special District Natural Hazards land use designation.	Incorporation of Special District Natural Hazards land use designation into development plans
LU-3D	Designate evacuation routes, shelters and refuge areas for homestead communities and ensure they are marked and advertised in Regional Plans or Special Area Plans.	# homestead communities with designated evacuation routes, shelters, refuges
LU-3E	Secure funding for the protection or relocation of vulnerable homes, infrastructure, and resources on Hawaiian home lands.	Funding requests and grant applications by DHHL and homestead associations
		Funding received or allocated to address climate change
		Structures protected or relocated
LU-3F	Maintain fire breaks adjacent to residential homestead communities in high wildfire risk areas through participation in Fire Wise programs and partnerships with DLNR, Fire Departments, and private landowners.	Firebreaks created and maintained in high fire risk areas
		# communities participating in Fire Wise programs
		# partnerships for wildfire management
LU-3G	Promote pastoral uses in fire prone areas for wildfire management.	#/% of fire risk areas with pastoral uses



*In 2015, graduate students at the University of Hawai'i at Mānoa, Department of Urban and Regional Planning collaborated with DHHL to produce a Practicum Report on planning with homestead communities for coastal resilience. The report is intended to serve as a tool to improve the management of coastal resources within DHHL's jurisdiction and aid its beneficiaries in mitigating coastal hazards and enhancing their disaster readiness and resilience.*



## ANTICIPATED CLIMATE CHANGE AND NATURAL HAZARD IMPACTS TO DHHL LANDHOLDINGS

In the Climate Change Impacts and Adaptation Planning white paper included as Appendix I, the total “hazard acreage” for all DHHL land assets was assessed. Based on the findings of the white paper, an estimated 111,067.89 acres, or 54% of all DHHL landholdings, are considered ‘hazard acreage’. This includes DHHL landholdings which are located in one or more of the following areas:

- ▶ Tsunami Evacuation Zones
- ▶ FEMA Special Flood Hazard Areas
- ▶ 3.2-foot Sea Level Rise Exposure Area (SLR-XA)
- ▶ Areas expected to be lost due to coastal erosion with 3.2-feet of sea level rise
- ▶ Leeward areas of the Hawaiian Islands, representing vulnerability to decreasing water supply, heat, and drought
- ▶ Fire Risk Areas
- ▶ Lava Hazard Zones 1 and 2

### **Goal LU-4**

Responsibly steward and manage Hawaiian home lands not planned for development within the Island Plans in a manner that is culturally grounded, environmentally sound, and maintains opportunities for future uses.

Policy		Metrics
<b>LU-4A</b>	Identify areas that are not planned for development but that may be used for other purposes within the Island Plan horizon using the Stewardship, Conservation, and Special District land use designations.	# acres/areas designated Stewardship
<b>LU-4B</b>	Establish a standardized process for allowing access to undeveloped Trust lands for activities such as clean-up, restoration, subsistence activities, cultural practices, education, and other uses that provide benefits to beneficiaries and/or the Trust.	Development of standardized process
		# and type of beneficiary activities on HHL
<b>LU-4C</b>	Establish a standardized process for partnering with organizations sponsoring projects aligned with the Trust to facilitate access to and responsible management of undeveloped Hawaiian home lands.	Development of standardized process
		# of partners
		# of land dispositions for management of lands in Stewardship designated areas

## ANTICIPATED CLIMATE CHANGE AND NATURAL HAZARD IMPACTS TO DHHL LANDHOLDINGS

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- ▶ FEMA Special Flood Hazard Areas
- ▶ 3.2-foot Sea Level Rise Exposure Area (SLR-XA)
- ▶ Areas expected to be lost due to coastal erosion with 3.2-feet of sea level rise
- ▶ Leeward areas of the Hawaiian Islands, representing vulnerability to decreasing water supply, heat, and drought
- ▶ Fire Risk Areas
- ▶ Lava Hazard Zones 1 and 2

### Goal LU-4

Responsibly steward and manage Hawaiian home lands not planned for development within the Island Plans in a manner that is culturally grounded, environmentally sound, and maintains opportunities for future uses.

Policy		Metrics
LU-4D	Obtain funding for hiring qualified staff to develop and communicate protocol and kuleana for accessing Hawaiian home lands with non-homesteading land use designations. Qualifications and training should address the ability to work with beneficiaries, build relationships, and follow through on commitments.	Development of protocols and kuleana
		# staff positions funded by the Legislature for rule making
LU-4E	Obtain funding to hire staff and establish an enforcement and compliance division to better manage possible unauthorized criminal, administrative, and civil matters on Hawaiian Home Lands.	Funding requested/provided
		Establishment of enforcement branch
		# of staff positions funded by the Legislature for enforcement
LU-4F	Explore sustainable activities for revenue generation in undeveloped areas that are compatible with responsible management and conservation objectives and consistent with underlying DHHL land use designations.	# of land dispositions for commercial activities on undeveloped lands (e.g., forestry, tours, educational activities, etc.)

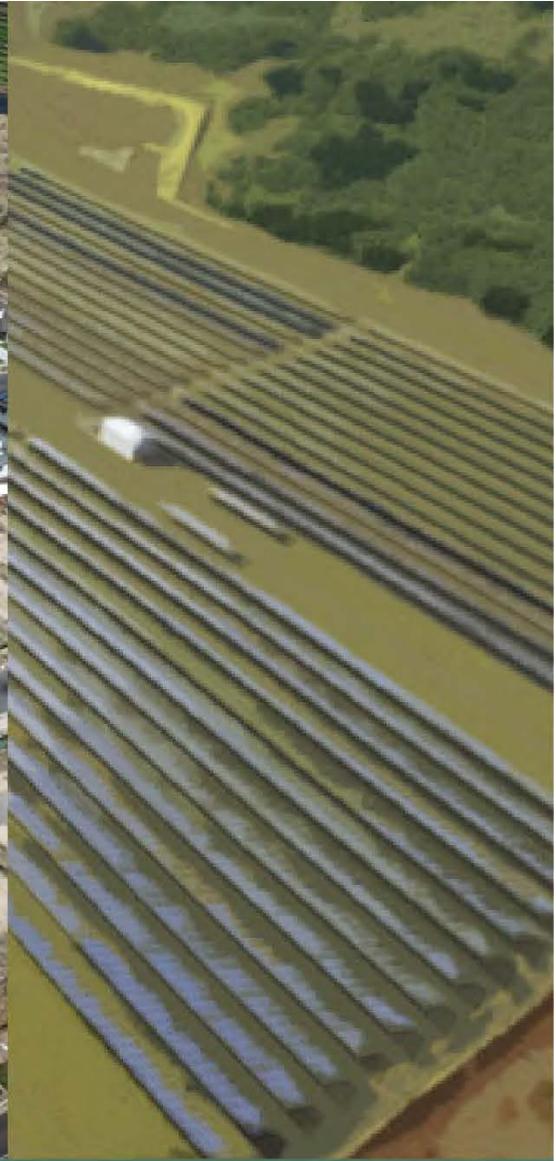


### 3.6 WATER RESOURCES GOALS, POLICIES, AND METRICS FOR 2040

The water resources goals and policies aim to support the implementation of the HHC Water Policy Plan and strengthen the overall direction of DHHL’s water resource over the next 20 years, with added consideration for climate change and water conservation measures.

TABLE 8: WATER RESOURCES GOALS, POLICIES, AND METRICS

<b>Goal WR-1</b>		
Implement water planning and management strategies that meet current needs and protect water resources for the future.		
<b>Policy</b>		<b>Metrics</b>
<b>WR-1A</b>	Implement the goals and policies from the DHHL Water Policy Plan.	Annual progress report on implementation status submitted to HHC
<b>WR-1B</b>	Incorporate watershed protection, water conservation, and recharge considerations in the use of groundwater and other water resources.	# Island Plans considering watershed protection, water conservation and recharge considerations in the application of land use designations
		Development plans incorporating watershed protection, water conservation and recharge
<b>WR-1C</b>	Incorporate climate change projections and water conservation measures in water resource planning and management strategies.	Water resource management strategies accounting for climate change
<b>WR-1D</b>	Implement water conservation and efficiency measures, such as water catchment, greywater reuse, and xeriscaping for Residential and Agricultural homesteads.	# homestead communities incorporating water conservation and efficiency measures



## 4. INFRASTRUCTURE



## THIS CHAPTER GUIDES DHHL IN PROVIDING AND MAINTAINING INFRASTRUCTURE FOR HOMESTEAD DEVELOPMENTS AND DETERMINING LEVEL OF SERVICE CRITERIA FOR DIFFERENT LAND USES.

The Administrative Rules (HAR 10-3-55) that relate to providing and maintaining infrastructure and determining level of service criteria include:

(7) Establish Level of Service Standards for infrastructure and community facilities or specify a program plan or methodology to develop those standards;

(8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 4.1 BACKGROUND AND CONTEXT

DHHL lands contain a range of infrastructure and facilities that service homestead communities. New communities require the development of infrastructure to connect to services, while existing homestead communities require regular maintenance and repair. Infrastructure that has been developed and maintained by DHHL includes but is not limited to:

- ▶ Potable and non-potable water systems – production, storage, and transmission
- ▶ Stormwater drainage and detention systems
- ▶ Sanitary sewer systems
- ▶ Roads

In addition to infrastructure and services developed by DHHL, Trust lands may also be leased or licensed for use by other public service providers to locate and operate facilities such as schools, County fire and police departments, or public utilities like water, electricity, broadband and telecommunications.

#### 4.1.1 Existing Issues and Constraints

With the range of infrastructure on DHHL lands, DHHL must balance resources and priorities to service the escalating operating and maintenance needs of aging homestead communities while also building new homes for beneficiaries. Such a task demands a budget that far exceeds the annual allocation, and as a result the Department must make challenging decisions on how to allocate its limited resources between infrastructure improvements and providing homesteads to those on the wait list.

Given the high cost of managing and maintaining infrastructure, DHHL prefers to develop infrastructure to County standards and then convey it to the Counties to maintain through a license agreement. However, there have been several instances where DHHL has been unable to license infrastructure to the Counties for a variety of reasons. As a result, DHHL has several homestead communities where it is responsible for maintaining roadways, sewer, and water systems.



#### Images from top to bottom:

- New infrastructure, Villages of La'i 'Opua, Kealakehe, Hawaii'i Island (source: Laura Ruminski/West Hawaii Today)

- Ho'olehua water tank improvements, Ho'olehua, Moloka'i (source: DHHL)

- Moloka'i Water Reservoir tanks, Moloka'i (source: DHHL)

- Aerial of Kapolei Residential lot development, Kapolei, O'ahu (source: DHHL)

The first DHHL-owned and managed water system was developed on Molokaʻi. Another in Anahola was added in the 1980s, and today the Department operates four systems, including three potable and one non-potable. Management, operation, and maintenance of these systems are overseen by DHHL staff and contracted water managers. All are small systems, which are still expensive to maintain, and the fees collected from users do not cover the costs of providing the water. There are also concerns about liability, given the importance of safe and reliable potable water systems to public health.

Climate change also poses significant challenges for infrastructure on Hawaiian home lands moving forward. Coastal developments, roadways, and utility corridors face impacts from increasing sea level rise and coastal erosion. Homestead developments are also required to comply with the State mandate to upgrade cesspools to new systems that are better for the environment by 2050. Furthermore, with increasing storms and heavy rainfall events due to climate change, damage from flooding is expected to increase unless development and infrastructure systems are moved out of floodplains or designed to withstand heavier flows. Droughts, extreme heat, and wildfires are also expected to increase and should be incorporated into infrastructure planning and design. Designing infrastructure and other development to be more resilient to these impacts may have implications for up-front cost and feasibility, although over the long term, investments in mitigation have been shown to pay for themselves many times over. Some existing infrastructure may need to be relocated away from vulnerable areas as well.

#### 4.1.2 Current DHHL Initiatives

When developing Trust lands, DHHL prefers to build infrastructure to meet County standards, which allows for the County within which the subject infrastructure is located to later assume ownership and maintenance of the infrastructure through dedication.

In non-homestead areas, DHHL does not typically assume responsibility for infrastructure to support non-homesteading uses. These include commercial and industrial areas designated for generating revenue for the Trust through general lease rent as well as community use areas. For these developments, pursuant to HHCA §220.5, development agreements may specify off-site and on-site improvements that the private developer must install in order to meet County standards.

At times, it has been a challenge to get certain Counties to accept conveyance of sewer and road infrastructure in DHHL homesteads. On Oʻahu, the City and County of Honolulu (City) would not take over maintenance of sewer systems on DHHL lands until 2014, when Act 227 mandated the City to operate and maintain DHHL sewer lines so long as they met City standards or were repaired by DHHL. In 2022, the State Legislature passed Senate Bill 879, which requires Counties to provide for the maintenance of infrastructure for any housing development by DHHL within sixty days, under certain conditions. At the time of this draft, the bill has not yet been signed by the Governor.

Other Counties have been more receptive to infrastructure conveyance. Currently, Maui County is working with the Department to transfer a sewer pump station that services two subdivisions. The Department was also able to establish a Memorandum of Understanding (MOU) with Hawaiʻi County regarding infrastructure standards. The MOU clarifies expectations and will greatly streamline future coordination. In general, improved coordination and agreements with County and State infrastructure agencies are needed to establish shared understanding around the transfer of infrastructure to the Counties and articulate DHHL's needs and the Counties' kuleana to Hawaiian home lands.

As noted above, DHHL currently owns and maintains four water systems serving existing homestead communities. These systems were unable to be transferred to the Counties for various reasons. DHHL is exploring the establishment of a water branch to better coordinate and oversee their management, however due to the costs and resources involved, the Department's policy is to convey future water systems to the Counties for management and maintenance.



Funding has always been the largest barrier to DHHL developing homesteads and given the remote location of many DHHL landholdings, there are some instances where building infrastructure to County standards has been infeasible or cost-prohibitive for the Department.

Outside urban areas, the cost of providing infrastructure goes up due to distance from existing systems and the generally lower number of units serviced. As such, DHHL has looked at alternatives to develop homestead communities to less than County standards in order to more quickly deliver lands to lessees. Some examples are provided below. Further exploration with input from beneficiaries and the Counties is needed to determine what standards are most appropriate for rural areas that cannot easily meet County standards.

#### EXAMPLES OF ALTERNATIVE INFRASTRUCTURE ON HAWAIIAN HOME LANDS

- ▶ **Kuleana:** Kahikinui, Maui DHHL Kuleana area is off the grid and not built to county standards. Lessees had the responsibility to maintain roadways but have not done so. DHHL is now working on incremental improvements, but it is still not to county standards.
- ▶ **Pastoral:** The Pu'ukapu pastoral lot subdivision in the Waimea Nui region of Hawai'i Island was developed in the 1990's under the acceleration program, initially creating 184 pastoral lots without immediate improvements such as roads, water, sewer, and electricity.
- ▶ **Subsistence Ag Program:** Lessees are not required to provide a farm plan, only have been able to use the parcel within 3 years. In these cases, less than county standard infrastructure is allowed with some design contingencies dependent on the location and conditions. For example, Honomū, Hawai'i Island was designed to meet county standards for maintenance purposes with the original intent to provide a dirt and gravel road. It doesn't have potable water system, but it will have electrical service. Due to high rainfall, it has been a challenge to maintain.



Image: Kaua'i Island Utilities Cooperative Solar Project on land leased from DHHL in Anahola, Kaua'i (source: DHHL)

## 4.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to infrastructure on November 4 and 5, 2021. Meeting notes from those meetings can be found in Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to infrastructure issues and opportunities.

### 4.2.1 Issues Identified by Beneficiaries

Overall, applicants on the DHHL waitlist showed a preference for communities built to County standards. DHHL’s 2020 applicant survey revealed that applications for DHHL land awards are growing in volume and applicants are primarily interested in turnkey homes on residential lots. Applicants indicated a secondary preference for lots with infrastructure improvements such as lots with water, road access, electricity, and sewer, but no house.

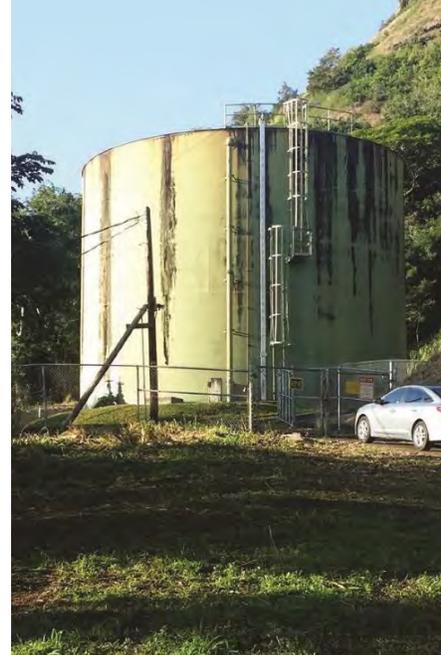
Concerns around the maintenance of existing homestead communities were voiced during beneficiary consultation. This concern is echoed in DHHL’s 2020 lessee survey, which revealed over half of all lessees reported their need for some type of home repair, 17.7% indicating the need for major repairs; these numbers have consistently risen over the last three surveys as homes have aged. For common infrastructure like roads, water and wastewater systems, beneficiaries asked for clarity regarding the roles of DHHL and the Counties in providing, maintaining, and improving infrastructure on Hawaiian home lands.

Lastly, the cost of cesspool conversion was a major concern. Lessees with existing cesspools will be required to upgrade to septic systems or connect to a sewer system. Given the rural location of many homestead communities, connecting to a municipal sewer system is not an option, and the cost burden of upgrading will fall on the lessees, many of whom are elderly and on fixed incomes or unable to afford the expense of a new septic system.

### 4.2.2 Policy Solutions Identified by Beneficiaries

Alternative energy and off-grid infrastructure solutions were supported throughout beneficiary consultation. A few comments specifically suggested support for rooftop solar enabling lessees to become more sustainable and qualify for existing tax credits. Beneficiaries also referenced agricultural areas that use water catchment systems to irrigate lands, but pointed out that the rainfall needs to be adequate to support catchment and that lessees need to understand and commit to providing and maintaining their own infrastructure.

With growing support for providing raw land without infrastructure through DHHL Kuleana homestead lots, beneficiaries expressed a desire for alternative infrastructure solutions that could also generate income and provide economic benefits to DHHL Kuleana homestead associations charged with developing and maintaining shared infrastructure. Community solar projects and community managed water tanks and systems were suggested as opportunities to explore.



### Beneficiary Voices

“Rooftop solar for beneficiaries at their house provide 100% return on their investment after three years - suggest that every homestead have the technology to run solar panels.”

-Beneficiary, November 2021

“Mālama your ahupua‘a. Belief is that if there is a reason behind the purpose, those things need to be encouraged because it is part of us.”

-Beneficiary, November 2021

“Because infrastructure costs are so high and we must battle for legislative funding, we should consider giving beneficiaries raw land. Most Hawaiians can live off the land. Think there should be a balance of homesteads with and without infrastructure”

-Beneficiary, December 2021



Beneficiaries also expressed support for establishing a water branch to manage DHHL’s existing water systems, with the understanding that available funding and staffing needs are important criteria to consider.

### **4.3 LEVEL OF SERVICE CRITERIA FOR INFRASTRUCTURE**

HAR §10-4-55(1)-(7) requires that DHHL’s General Plan “[e]stablish Level of Service Standards for infrastructure and community facilities or specify a program plan or methodology to develop those standards.” Level of service (LOS) standards describe the required performance criteria for different types of infrastructure in different contexts. They are based on factors including regulatory requirements, public safety considerations, costs, environmental impacts, and community desires and preferences.

In the context of Hawaiian home lands, LOS standards can be useful in establishing shared expectations between the Department and beneficiaries about the infrastructure and services to be provided to homestead communities. It can also help simplify budgeting for the Department to have LOS standards defined for each type of DHHL land use. LOS standards for Hawaiian home lands must balance the need to provide infrastructure with the availability of resources, the costs of development and maintenance, and the desires of beneficiaries. Given that DHHL continues to be under-resourced to meet the needs of both existing lessees as well as waitlisted beneficiaries, these needs can sometimes be in competition. While providing adequate infrastructure helps ensure that homestead communities are healthy and successful, allocating resources to developing a higher standard of infrastructure may mean that fewer homesteads can be built. Similarly, the availability of resources such as water can play a large role in determining the affordability of homesteads, as development of new water sources and distribution systems are costly, even when licensed to the County.

There was no model for LOS standards at the time of the passage of the Hawaiian Homes Commission Act in 1921, and there is also no clear definition of LOS standards in Hawai’i State law or policy. Therefore, to address the HAR requirements for the General Plan, the project team conducted research on current regulations, best practices, and other considerations to inform the Department’s development of recommended LOS standards for Hawaiian home lands. The following sections summarize key findings, and the full white paper is included as Appendix G.

#### **4.3.1 Best Practices and Current Regulations**

Level of service standards must minimally acknowledge and incorporate compliance with any relevant statutory and regulatory requirements. Since each resource and asset may be regulated by different federal, State, and County-level requirements, a generally applicable LOS criteria should be: “comply with all applicable laws and regulations.”

Secondly, LOS standards should specify that design and construction of new infrastructure assets should comply with relevant County environmental, design, and construction requirements where they exist and where the infrastructure asset has been or is planned to be transferred to the County. Where transfer of an infrastructure asset to the County is not feasible or preferable, a LOS standard can instead: 1) designate alternative standards such as alignment with relevant County land use plans and other planning policy expressions; 2) define standards based on beneficiary needs, expectations, and capacity; or 3) delineate considerations related to community, geographic, land use, environmental, and resource concerns. Further study and consultation with stakeholders including beneficiaries and the Counties is needed to develop detailed alternative LOS standards for infrastructure that will not be transferred to the Counties but may still be subject to County subdivision requirements or other kinds of permits.

Thirdly, among the most important criteria for infrastructure LOS standards are beneficiary needs, expectations, and desires. These may be established through beneficiary surveys and consultation during planning processes for individual homestead developments. Quantifiable standards that express beneficiaries’ expectations for each component of service delivery provide guidance for LOS targets.

These standards may incorporate measures of resource quality, quantity, safety, and access that are above those standards employed in relevant legal requirements and County planning. They may additionally include specific indicators for beneficiary satisfaction, customer service responsiveness, and, especially, affordability.

An additional criterion for infrastructure that aligns with the General Plan Vision and Guiding Principles is sustainability. Infrastructure solutions that incorporate environmental benefits such as water conservation and reuse, groundwater recharge, energy efficiency, and greener, more nature-based solutions are preferred over more resource-intensive solutions.

### 4.3.2 Recommended LOS Standards by Land Use Designation

Table 9 below identifies the LOS recommendations for each DHHL land use designations along with suggested design contingencies for instances where the recommended level of service is not feasible or conditions dictate the need for alternative services.

TABLE 9: RECOMMENDED LEVEL OF SERVICE STANDARDS BY LAND USE DESIGNATION

Land Use Designation	Recommended Level of Service	Design Contingencies
Residential	<p><u>Water:</u> Built to County standards in areas close to existing infrastructure</p> <p><u>Wastewater:</u> Same as above</p> <p><u>Stormwater:</u> Same as above</p> <p><u>Roads:</u> Same as above</p> <p><u>Electricity:</u> Same as above</p> <p><u>Telecom./Broadband:</u> Same as above</p>	<p><u>Water:</u> Catchment may supplement</p> <p><u>Wastewater:</u> Individual systems if no sewer (min. lot size applies)</p> <p><u>Stormwater:</u> None</p> <p><u>Roads:</u> May be built to rural standards (no curb/gutter/sidewalk) if agreed to by County</p> <p><u>Electricity:</u> Renewable energy may supplement</p> <p><u>Telecom./Broadband:</u> None</p>
Subsistence Agriculture	<p><u>Water:</u> Built to County standards in areas close to existing infrastructure (non-potable for irrigation)</p> <p><u>Wastewater:</u> Built to County standards</p> <p><u>Stormwater:</u> Same as above</p> <p><u>Roads:</u> Same as above</p> <p><u>Electricity:</u> Same as above</p> <p><u>Telecom./Broadband:</u> Same as above</p>	<p><u>Water:</u> Catchment may supplement for irrigation</p> <p><u>Wastewater:</u> Individual systems if no sewer (min. lot size applies); incinerating or composting toilets</p> <p><u>Stormwater:</u> None</p> <p><u>Roads:</u> May be built to rural standards (no curb/gutter/sidewalk) if agreed by County;</p> <p><u>Electricity:</u> Renewable energy may supplement</p> <p><u>Telecom./Broadband:</u> None</p>



Land Use Designation	Recommended Level of Service	Design Contingencies
Supplemental Agriculture	<u>Water:</u> Non-potable for irrigation <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> Unpaved roads <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> Catchment may supplement for irrigation with adequate rainfall <u>Wastewater:</u> <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None
Pastoral	<u>Water:</u> Non-potable for irrigation <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> Unpaved road access <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> Not required if adequate rainfall <u>Wastewater:</u> Incinerating or composting toilets <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None
DHHL Kuleana Homestead	<u>Water:</u> None <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> Unpaved road access built to Natural Resources Conservation Service (NRCS) rural road standards <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	None. Homesteaders may install off-grid and/or alternative infrastructure that meets health and safety regulations.
Stewardship	<u>Water:</u> None <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> Catchment <u>Wastewater:</u> Incinerating or composting toilets <u>Stormwater:</u> None <u>Roads:</u> Unpaved roads <u>Electricity:</u> None <u>Telecom./Broadband:</u> None

Land Use Designation	Recommended Level of Service	Design Contingencies
Conservation	<u>Water:</u> None <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> None <u>Wastewater:</u> toilets <u>Stormwater:</u> None <u>Roads:</u> Unpaved roads built to NRCS rural road standards <u>Electricity:</u> None <u>Telecom./Broadband:</u> None
Special District	<u>Water:</u> None <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> Catchment <u>Wastewater:</u> Incinerating or composting toilets <u>Stormwater:</u> None <u>Roads:</u> Unpaved roads built to NRCS rural road standards <u>Electricity:</u> None <u>Telecom./Broadband:</u> None Off-grid facilities may be provided as needed to support approved activities
Community Use	<u>Water:</u> Built to County standards in areas close to existing infrastructure <u>Wastewater:</u> Same as above <u>Stormwater:</u> Same as above <u>Roads:</u> Same as above <u>Electricity:</u> Same as above <u>Telecom./Broadband:</u> Same as above	<u>Water:</u> Catchment may supplement <u>Wastewater:</u> Individual systems if no sewer (min. lot size applies) <u>Stormwater:</u> None <u>Roads:</u> may be built to rural standards (no curb/gutter/sidewalk) if agreed to by County <u>Electricity:</u> Renewable energy may supplement <u>Telecom./Broadband:</u> None
Community Agriculture	<u>Water:</u> Non-potable for irrigation <u>Wastewater:</u> Incinerating or composting toilets <u>Stormwater:</u> None <u>Roads:</u> Unpaved roads built to NRCS rural road standards <u>Electricity:</u> None <u>Telecom./Broadband:</u> None	<u>Water:</u> Catchment <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> None <u>Telecom./Broadband:</u> None



Land Use Designation	Recommended Level of Service	Design Contingencies
Commercial	<u>Water:</u> Built to County standards in areas close to existing infrastructure <u>Wastewater:</u> Same as above <u>Stormwater:</u> Same as above <u>Roads:</u> Same as above <u>Electricity:</u> Same as above <u>Telecom./Broadband:</u> Same as above	<u>Water:</u> Catchment may supplement for landscaping <u>Wastewater:</u> None <u>Stormwater:</u> None <u>Roads:</u> None <u>Electricity:</u> Renewable energy may supplement <u>Telecom./Broadband:</u> None
Industrial	<u>Water:</u> Built to County standards in areas close to existing infrastructure <u>Wastewater:</u> Same as above <u>Stormwater:</u> Same as above <u>Roads:</u> Same as above <u>Electricity:</u> Same as above <u>Telecom./Broadband:</u> Same as above	<u>Water:</u> Catchment may supplement <u>Wastewater:</u> Off-grid toilets may be provided for base yards/ warehouses <u>Stormwater:</u> None <u>Roads:</u> May be built to NRCS rural road standards (no curb/gutter/sidewalk) if agreed by County <u>Electricity:</u> Renewable energy may supplement <u>Telecom./Broadband:</u> None
Renewable Energy	<u>Water:</u> Built to County standards for utility-scale renewable energy projects <u>Wastewater:</u> Same as above <u>Stormwater:</u> Same as above <u>Roads:</u> Same as above <u>Electricity:</u> Same as above <u>Telecom./Broadband:</u> Same as above	None

#### 4.4 CLIMATE CHANGE CONSIDERATIONS

Climate change is a challenge for both existing infrastructure and planning of future infrastructure. As DHHL looks to maintain and upgrade infrastructure, climate change impacts should be considered. Vulnerability assessments can identify and prioritize areas most at risk and inform decision making and capital improvement project (CIP) spending. Areas with vulnerable infrastructure will require climate adaptation planning and implementation. With increased wildfire risk, prolonged drought, and more extreme rain events and flooding, future homestead developments should integrate wildfire mitigation as well as Low Impact Development (LID) and green infrastructure technologies to mitigate flooding.

Implementing cost-effective and sustainable alternative infrastructure solutions on individual homesteads and at the community scale will help build resilience. Some of these solutions provide multiple benefits. For example, renewable energy can support self-sufficiency, reduce energy costs, and offset carbon emissions. Nature-based solutions for shoreline protection and stormwater management can support water quality, shoreline recreation, subsistence and cultural activities, agriculture, and aquifer recharge.

## 4.5 INFRASTRUCTURE GOALS, POLICIES, AND METRICS FOR 2040

The General Plan goals and policies in this section address the range of infrastructure and facilities on Hawaiian home lands. Infrastructure did not have a dedicated section in the 2002 General Plan; instead, the topic was addressed in relation to land use planning and agricultural and pastoral leases. The goals and policies in this section expand upon the 2002 General Plan to more clearly articulate DHHL’s role in providing and maintaining infrastructure and look ahead to the infrastructure needs and opportunities for innovation in the future.

TABLE 10: INFRASTRUCTURE GOALS, POLICIES, AND METRICS

<b>Goal IN-1</b>		
Provide and maintain infrastructure for homestead communities within resource limitations.		
<b>Policy</b>		<b>Metrics</b>
<b>IN-1A</b>	Design infrastructure to County standards and license systems to the Counties whenever possible for development within Residential, Commercial, and Industrial areas.	# of infrastructure systems transferred to Counties in Residential, Commercial, and Industrial areas
<b>IN-1B</b>	Establish agreements with the Counties around infrastructure standards and licensing processes on Trust lands.	# of agreements in place with Counties for infrastructure standards and conveyances and licenses
<b>IN-1C</b>	Allocate adequate funding for operations and maintenance of DHHL-owned infrastructure.	Funding requested, obtained, and allocated toward DHHL-owned infrastructure
<b>IN-1D</b>	Establish and maintain a water branch to manage DHHL’s existing water systems.	Establishment of water branch
		% of water branch positions filled
<b>IN-1E</b>	Prepare an asset management plan that includes an inventory and evaluation of existing DHHL owned and maintained infrastructure on Hawaiian home lands.	Completion of asset management plan



Repairs and improvements to DHHL’s Moloka’i water system in Ho’olehua, Moloka’i were completed in 2016. The water system - owned, operated, and maintained by DHHL - serves a quarter of the island, including homesteads, the high school, fire department, and airport. (source: G70)



**Goal IN-2**

Promote innovative, cost-effective, and sustainable ways to meet infrastructure needs.

Policy		Metrics
<b>IN-2A</b>	Develop alternative infrastructure options and level of service criteria with input from beneficiaries and County agencies for rural homestead areas such as Subsistence Agriculture and DHHL Kuleana Homestead jurisdictions.	Completion of LOS standards and criteria
<b>IN-2B</b>	Conduct research and development on emerging and experimental technologies for sustainable and off-grid infrastructure.	\$ of funding secured or allocated for research and development of new technologies
		# pilot projects for new technologies
		Development of new technologies
<b>IN-2C</b>	Promote energy self-sufficiency, climate change mitigation, and sustainability by implementing DHHL’s Energy Policy.	Status of Energy Policy implementation
		# homesteads served by renewable energy
<b>IN-2D</b>	Identify areas on Hawaiian home lands that are appropriate for large scale renewable energy using the Renewable Energy land use designation and pursue renewable energy projects for these areas.	# acres/areas designated for Renewable Energy in Island Plans and Regional Plans
		# large scale renewable projects on HHL
		MW generated by renewable energy projects
<b>IN-2E</b>	Explore and pilot models for communal management of infrastructure systems.	# communally managed systems on HHL
		# pilot projects for communal infrastructure management
<b>IN-2F</b>	Explore funding mechanisms and opportunities to convert cesspools on Hawaiian home lands in accordance with Act 125 SLH 2017 and prohibit new cesspools.	Amount of funds secured
		# of cesspools converted
		100% of cesspools converted by 2050



## 5. HOUSING



## THIS CHAPTER GUIDES DHHL IN ADDRESSING THE HOUSING NEEDS OF BENEFICIARIES.

The Administrative Rules (HAR 10-3-55) that relate to housing needs of beneficiaries include:

- (3) Establish criteria to identify suitable lands for homesteading;
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 5.1 BACKGROUND AND CONTEXT

Housing opportunities on Hawaiian home lands are a primary benefit provided to native Hawaiians through DHHL's homesteading program. The core homestead uses as defined in the Hawaiian Homes Commission Act and Article XII of the State Constitution are: residential, agriculture, aquaculture, and pastoral. Aquaculture leases have not been awarded by DHHL, but lots leased for residential, agricultural, and pastoral use all allow for housing to be built and occupied.

#### 5.1.1 Native Hawaiian Housing and Hawaiian Home Lands

Prior to western contact, Hawaiian villages consisted of many different types of hale (dwellings), providing spaces for different purposes. For instance, there were hale ali'i (chief's house), hale mua (men's eating house), hale 'aina (women's eating house), hale noa (where the family mingled and slept), hale ku'ai (trading house), and halau wa'a, which stored the canoe.

After the passing of the Hawaiian Homes Commission Act of 1920, the first homesteads were opened on the island of Moloka'i with 22 agricultural and pastoral leases and 20 residential leases. These early homes were built by beneficiaries as single-family homes with the plantation architectural style that remains common today.

Surveys have shown that developer-built, turnkey, single-family homes are the preferred homestead option for most beneficiaries on the waitlist. However, recent HAR amendments have opened more opportunities for a wider range of housing products and options on Hawaiian home lands to serve beneficiaries waiting for a homestead lease.

#### 5.1.2 Current DHHL Housing Opportunities

##### 5.1.2.1 Turnkey Single-Family Homes

Developing turnkey single-family subdivisions has been a priority for DHHL over the last 20 years. While desirable, turnkey home development is the most costly of lot award offerings, limiting the number of eligible beneficiaries. As of 2021, the cost of these homes ranges anywhere between \$200,000-\$400,000, which is out of reach for many beneficiaries. These are typically financed through a mortgage and purchased from the developer.



#### Images from top to bottom:

- Early homestead property on Moloka'i (source: Hawai'i News Now)

- Turnkey Home, Kanehili Subdivision, Kapolei, O'ahu (source: DHHL)

- Owner-built home on vacant residential lot award, Pi'ilani Mai Ke Kai Subdivision, Anahola, Kaua'i (source: DHHL)

- Rural lot (source: DHHL)

#### *5.1.2.2 Rent-with-Option-to-Purchase*

This program targets beneficiaries who may have had difficulty qualifying for turnkey developments. It differs from a rent-to-own product, where rent will not contribute to the purchase of the home. Instead, the tenant's Area Median Income (AMI) level at the initial qualification to occupy the units will be the same AMI level used in determining the sale price at the end of the 15 years. The first pilot Rent-with-Option-to-Purchase product was offered in the Kapolei Ho'olimalima Project, which resulted in 61 new beneficiary homeowners in 2017. In 2020, DHHL broke ground on a second Rent-with-Option-to-Purchase project within the Villages of La'i 'Ōpua in Kealakehe, Hawai'i Island.

#### *5.1.2.3 Vacant Lot Awards*

DHHL has increased vacant lot offerings in recent years, responding to beneficiary interest and demand. These awards offer beneficiaries flexibility to build a home that meets their needs and can range from a large multi-generational dwelling to a tiny home. For these lots, DHHL incurs the off-site and on-site infrastructure costs, while the lessee is responsible for the cost of the vertical home construction, which can be done by the owner or through a self-help program. DHHL has partnerships in place with Habitat for Humanity for self-help programs that can provide resources and manpower to help beneficiaries build a home on these lots. To qualify for financing, homes must be built to County building code standards.

#### *5.1.2.4 Housing on Agricultural and Pastoral Lots*

Subsistence Agriculture, Supplemental Agriculture and Pastoral awards all provide the option for lessees to build a dwelling on their lot. Subsistence Agriculture lots are homesteads where beneficiaries can farm the land to grow food for private consumption of their families or supplement their income with small-scale economic agricultural activity and provide the option to build a dwelling. Supplemental Agriculture lots are larger plots intended for lessees to farm commercially – dwellings are allowed, subject to DHHL and HHC approval. Similarly, Pastoral lots require ranching and fencing plans and allow dwellings, subject to approval.

#### *5.1.2.5 Undivided Interest of DHHL Leases*

In the early 2000's, two lawsuits (both of which were later dismissed) prompted discussions between beneficiaries and the Department on how to ensure that beneficiaries would be able to designate a successor for their award, even if they did not receive the lease themselves. The outcome was the undivided interest lease program, which provided for DHHL to award undivided interest leases to individuals for parcels to be subdivided and improved at a later time. Between 2005 and 2006, 1,434 undivided interest leases were awarded with the goal that the house lots would be ready for occupancy within ten years or less. In ten years, 53 percent of the lots awarded had been improved. Undivided interest beneficiaries petitioned HHC to prioritize undivided interest leases in future award offerings, which has resulted in undivided interest leases being offered first right of refusal to "relocate" to other new developments. As of the 2018 Annual Report, 420 of the 1,434 individuals that received undivided interest leases have received their lots, with 902 yet to convert.



### 5.1.3 New and Emerging Housing Opportunities

#### 5.1.3.1 Multi-family, Rental and Kūpuna Housing

In 2019, Governor Ige signed new Administrative Rules allowing rentals on Hawaiian home lands. These rules open additional opportunities to provide relief to beneficiaries who are currently waiting for a homestead offering or are unable to afford other types of homestead offerings. These could take the form of multi-family rentals, kūpuna housing, transitional or other supportive housing.

#### 5.1.3.2 Subsistence Agriculture

After many years without offering any new agricultural homestead leases, DHHL has ramped up efforts to increase agricultural homestead awards over the last five years with a focus on subsistence agriculture lots. An amendment to the HAR governing subsistence lots was adopted in 2017 which provided for smaller lot sizes and rules allowing for additional dwellings on such lots, subject to DHHL and HHC approval.

The smaller subsistence agriculture lots provide both housing and farming opportunities to those on the agriculture waitlist with no mortgage required to accept the award. These lots may also be developed with less infrastructure than residential developments, offering cost savings to the Department as well as time savings with fewer qualification requirements to review.

#### 5.1.3.3 DHHL Kuleana Homesteads

A new DHHL Kuleana Homestead land use designation is proposed to identify lands suitable for Kuleana homestead lots, which have different criteria for siting and infrastructure requirements than other types of homesteads. Beneficiaries have increasingly shared with DHHL the desire for homesteads that are affordable and enable traditional lifestyles through alternative ways of living on the land. First offered in Kahikinui on Maui in the 1990's, DHHL Kuleana homestead lots provide more immediate access to the land and allow beneficiaries desiring a more "off-grid" subsistence lifestyle the opportunity to settle and build their own homes. Subsistence activities could include small-scale agriculture, animal husbandry, or aquaculture. Under the existing Kuleana Program rules, the lessees must be active in the kuleana homestead associations and share responsibility for maintaining roadway access.

#### 5.1.3.4 Supplemental Dwelling Units

DHHL has an existing proposal to create a 5-year pilot program allowing supplemental dwelling units (SDU), also called "‘ohana units" or "accessory dwelling units" on residential leased Hawaiian home lands. The proposed rule would allow the lessee to build one supplemental unit that meets the applicable County requirements and standards for building a second dwelling unit. Under the pilot, the lessee would be able to rent the SDU to a native Hawaiian beneficiary (as defined by the HHCA) or ‘ohana who qualify under §209(a) of the HHCA. Alternatively, the lessee may live in the SDU while renting the primary dwelling to a beneficiary or qualified ‘ohana. Short-term rentals would be prohibited.

## 5.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to housing on December 6 and 7, 2021. Meeting notes from those meetings can be found Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to housing issues and opportunities.

### 5.2.1 Issues Identified by Beneficiaries

Funding was identified as a primary issue that beneficiaries understand is crucial in order for DHHL to providing housing opportunities to people on the waitlist. Affordability and a need for alternative housing opportunities were priorities as well, including the ability for beneficiaries to build homes for themselves and other lessees. Beneficiaries identified barriers such as difficulty qualifying for home loans and not being able to afford the developer built housing types offered.

The limited amount of Trust land that is suitable for housing development, particularly on O‘ahu, led to suggestions for purchasing or swapping land, or providing beneficiaries with financial assistance to purchase homes elsewhere. Beneficiaries also noted the need to turn over vacant and abandoned homestead lots in existing communities.

Lastly, succession opportunities for lessees and beneficiaries on the waitlist was a major concern. The current blood quantum requirements limit the ability of some beneficiaries to pass on a homestead to the next generation, and many beneficiaries as well as Native Hawaiians view this limitation as problematic and divisive. During beneficiary consultation, there were many anecdotes of people who had died on the waitlist or expected to, without the ability to leave a homestead for their families. Act 80 passed through the State Legislature in 2017 in an attempt to lower the blood quantum for successorship. However, to amend the HHCA will require federal approvals from Congress and the Department of the Interior (DOI).

### 5.2.2 Policy Solutions Identified by Beneficiaries

Some beneficiaries expressed interest in alternative housing opportunities that could offer more affordable options on Hawaiian home lands. Some suggestions included allowing modular, container or mobile homes, especially in areas where infrastructure is not readily available. Housing opportunities that would not provide 99-year homestead leases were also suggested, such as affordable multi-family rental buildings and kūpuna housing.

Another alternative to single-family residential subdivision development was the creation of a new land use designation for Kuleana homestead lots. Though the only existing Kuleana homestead community in Kahikinui has endured its share of challenges, there is renewed interest in the concept of using Kuleana homestead lots as an opportunity to accelerate lease awards and offer affordable homesteading opportunities for those interested in off-grid living and traditional ways of being on the land. Administrative Rules are already in place for Kuleana lots and DHHL has taken steps toward improving education and resources for interested beneficiaries.



### Beneficiary Voices

“The sooner Hawaiians aren’t paying rent to pay someone else’s mortgage we can start saving money and grow our generational wealth that was stolen from us in 1893.”

-Beneficiary, December 2021

“Kuleana to the land needs to be appropriate to the vision for all the kanaka, each one is unique. For example: kupuna may not benefit from having large acres of land but may prefer smaller apartments with community/food security gardens.”

-Beneficiary, April 2021

“Alternative home options such as manufactured/modular homes, “islander homes”, or container homes should be used in areas where infrastructure isn’t available and can be means for incremental/ transitional housing that won’t lock people into long mortgages.”

-Beneficiary, April 2021



### 5.3 LAND USE DESIGNATIONS RELATED TO HOUSING

A range of housing opportunities are possible on DHHL lands, as listed in the table below.

TABLE 11: LAND USE DESIGNATIONS PROVIDING HOUSING OPPORTUNITIES

Land Use Designation	Types of Housing Allowed	Applicable Land Disposition
Residential	Single family, Multi-family, Supplemental dwelling unit	Homestead Lease
Subsistence Agriculture	Single-family, Supplemental dwelling unit, Mobile/trailer dwelling	Homestead Lease
Supplemental Agriculture	Single-family, mobile/trailer dwelling	Homestead Lease
Pastoral	Single-family, Supplemental dwelling unit, Mobile/trailer dwelling	Homestead Lease
DHHL Kuleana Homestead	Single-family, mobile/trailer dwelling	Homestead Lease



Image: DHHL Kuleana Homestead lot, Kahikinui, Maui (source: DHHL)

## 5.4 CLIMATE CHANGE CONSIDERATIONS

As DHHL continues to develop housing opportunities on Hawaiian home lands, climate change impacts should be considered. For residential developments, low-lying coastal areas may be vulnerable to sea level rise and other coastal hazards such as increasing frequencies of hurricanes and storm surge, as well as tsunami hazards. The leeward side of islands are already experiencing increasing heat and drought, making housing in these communities more vulnerable to wildfires, and impacting water resources for agricultural, pastoral and DHHL Kuleana homes. As noted in the policies for Land Use and Water Resources, these factors should be considered in the planning and development of homestead communities going forward.

## 5.5 HOUSING GOALS, POLICIES, AND METRICS FOR 2040

This section aims to address the range of housing needs and emerging opportunities for DHHL and its beneficiaries. The goals and policies build on those included in the 2002 General Plan and introduce some new priorities based on input received through the update process and changes in the political and social environment affecting DHHL's approach to providing housing opportunities to native Hawaiians.

The General Plan policies support expanding housing opportunities to address the waitlist. This includes increasing the number of awards and kinds of housing opportunities offered to beneficiaries to address the growing waitlist of applicants, and exploring opportunities that better meet the range of housing types and settings preferred. Policies also support devoting resources to products that make housing more affordable and attainable to beneficiaries at different price-ranges.

The housing policies also address the long-term stability of homestead communities, families, and individual beneficiaries on Hawaiian home lands. As the Hawaiian Homes Commission Act passes its 100<sup>th</sup> year, the long-term maintenance of existing homestead communities should be balanced with growing new communities. This includes the ability of beneficiaries to pass on leases and their beneficiary status more easily to successors.



TABLE 12: HOUSING GOALS, POLICIES, AND METRICS

<b>GOAL HS-1</b>		
Increase the number of housing opportunities awarded each year.		
<b>Policy</b>		<b>Metrics</b>
<b>HS-1A</b>	Maintain a housing development pipeline in proportion to the number of applicants on the residential waiting list for each island.	# of units in development pipeline on each island in proportion to # on waiting list
<b>HS-1B</b>	Prioritize housing for beneficiaries before considering other uses of Trust lands.	% of designated Residential lands developed for housing
		% of land designated Residential or Subsistence Agriculture
<b>HS-1C</b>	Explore opportunities to expand undivided interest offerings to address the waitlist and allow for successorship.	# of new undivided interest awards
		# of undivided interest awards converted to leases
<b>HS-1D</b>	Explore alternative strategies to address the waitlist and expand housing opportunities for beneficiaries such as down payment contributions and mortgage assistance.	# of beneficiaries on waitlist
		# of beneficiaries removed from waitlist that received housing award/assistance (i.e., down payment)

<b>GOAL HS-2</b>		
Provide a mix of housing opportunities that reflect the needs and desires of native Hawaiian beneficiaries.		
<b>Policy</b>		<b>Metrics</b>
<b>HS-2A</b>	Provide a variety of residential types that match beneficiary needs in terms of housing products (owner-builder, turnkey, self-help, etc.), types of housing units (single family, multi-family, kupuna housing, rental, etc.) and financing.	# of housing units by product type
		# of housing units by housing type
		Housing unit #/types matching beneficiary needs and preferences (expressed in surveys)
<b>HS-2B</b>	Support programs that enable beneficiaries to build homes (e.g., self-help, owner-builder, and other alternatives).	# of programs offered
		# of beneficiaries participating

## GOAL HS-2

Provide a mix of housing opportunities that reflect the needs and desires of native Hawaiian beneficiaries.

Policy		Metrics
HS-2C	Provide DHHL Kuleana Homestead opportunities in areas where development of residential homesteads and infrastructure is infeasible.	# of DHHL Kuleana Homestead leases awarded
HS-2D	Conduct research and development into alternative housing and prefabricated housing options that are affordable and sustainable.	Funds secured or allocated for research and development
		Pilot testing of alternative housing
		Deployment of alternative housing on HHL

## GOAL HS-3

Provide residential homesteads, financing assistance, and other housing opportunities, especially to those most in need.

Policy		Metrics
HS-3A	Devote time and resources to serve applicants with income below 80% of the median family income level.	Funding and resources allocated
		#/% of homestead lease awards to applicants with income below 80% AMI
HS-3B	Devote time and resources to serve applicants who do not qualify for NAHASDA funding but cannot afford fee-simple housing.	Funding and resources secured or allocated
		#/% of homestead lease awards to applicants in this category
HS-3C	Facilitate education in home ownership, financing, maintenance, and long-term financial resource management.	# of programs/classes offered; # of beneficiaries participating

### NATIVE AMERICAN HOUSING ASSISTANCE AND SELF DETERMINATION ACT OF 1996 (NAHASDA)

In 2000, the Native American Housing Assistance and Self Determination Act of 1996 (NAHASDA) was amended adding Native Hawaiians eligible to reside on Hawaiian home lands as an eligible group and resulting in programs like the Native Hawaiian Housing Block Grant (NHHBG), and the Section 184A Native Hawaiian Housing Loan Guarantee.

Since 2002, the NHHBG has accounted for over \$142 million in award funding. HUD provides grants to the DHHL under the NHHBG program to carry out affordable housing activities for Native Hawaiian families who are eligible to reside on Hawaiian home lands.



**GOAL HS-4**

Develop integrated residential communities that are reflective of the diverse socio-economic profiles of the native Hawaiian community.

Policy		Metrics
HS-4A	Ensure the availability of a range of housing types and affordability to accommodate persons and families of all income levels and in locations that are convenient to employment and public and private facilities.	Residential homestead costs
		Residential homestead affordability by income level
		#/% of homestead lease awards by demographics (household income, etc.)

**GOAL HS-5**

Ensure existing homestead neighborhoods are maintained as safe, healthy, and attractive communities for future generations.

Policy		Metrics
HS-5A	Work with homestead associations to identify opportunities to revitalize existing neighborhoods.	# homestead associations participating
HS-5B	Balance resources to maintain and repair aging infrastructure in existing neighborhoods with meeting targets for new homesteads.	#/% of budgeted funds and resources used for repair and maintenance
HS-5C	Incorporate energy efficient building materials and passive design into homesteads to lower energy costs, increase comfort, and reduce carbon emissions.	# homestead communities with energy efficiency measures



## 6. FOOD PRODUCTION



## THIS CHAPTER GUIDES DHHL IN PROMOTING FOOD PRODUCTION ON ITS LANDS THROUGH HOMESTEAD LEASES AND OTHER MEANS.

The Administrative Rules (HAR 10-3-55) that relate to promoting food production on Hawaiian home lands include:

- (3) Establish criteria to identify suitable lands for homesteading;
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 6.1 BACKGROUND AND CONTEXT

The connection to ‘āina and ability to cultivate it and bring forth life is central to Prince Kūhiō’s vision for the rehabilitation of Hawaiians. The first homestead pilot program focused on agriculture production as evidence that the Hawaiian Homesteads work. Today, agricultural homestead lots have the longest waitlists on all islands except for O‘ahu, however very few have ever been awarded.

#### 6.1.1 Native Hawaiian Concepts and Views of Food Production

In the Hawaiian ahupua‘a system, food production was the metric for healthy land, water, and people. Food was cultivated and harvested throughout the ahupua‘a.

The Wao Nahele or mauka zone is where firewood, timber, birds, and agroforestry occurs. The Wao Kānaka or agricultural zone represents the central area between the mauka and makai resources. Traditionally, this agricultural area included sweet potato or dry land taro in the upland, and lo‘i taro served by ‘auwai (ditches) in the lowland areas of the kahawai (streams). Tree crops such as ‘ulu (breadfruit) were cultivated in this zone. The Wao Kahakai or coastal zone produces fish and shellfish, limu, and pa‘akai (salt).

#### 6.1.2 Existing Issues and Opportunities for Food Production

Since the 2002 General Plan, the agricultural applicant list grew substantially, but no new agricultural or pastoral developments were completed as the Hawaiian Homes Commission and Department focused on developing residential housing opportunities. With the amount of time that has passed, the average age of beneficiaries on the agricultural waitlist is now over 60 years.

Overall, few existing agricultural homestead leases have been productive on a commercial scale. In 2020, DHHL circulated a survey of agricultural applicants and lessees for its Agricultural Program Plan. Of the respondents who are currently lessees, slightly more than half are living on their agricultural lots. However, less than half of all agricultural lessees who responded are gardening or farming on their lots, citing capital/money as the main barrier, with education, training, and water as other factors.

The majority of agricultural applicants who responded (80%) indicated that they intend to farm and live (i.e., build a home) on their agricultural lot when awarded. The agricultural activities that applicants anticipated for their lots, once awarded,



#### **Images from top to bottom:**

- Chairman William Aila, Jr. and DHHL staff visiting Pu‘u Opae, Kaua‘i (source: DHHL)

- Agricultural lot, Kaua‘i (source: DHHL)

- Cattle, Moloka‘i (source: Moloka‘i Livestock Cooperative)

- WOW Farm Greenhouse, Waimea, Hawai‘i Island (source: DHHL)

were mostly subsistence and gardening activities, while 11% of waitlist respondents anticipated using their agriculture lot for commercial farming.

Water availability and the high cost to build and maintain water systems is another issue affecting food production and the Department’s ability to develop agricultural homesteads. This issue is addressed further in the Land Use and Water Resources and Infrastructure sections.

### 6.1.3 Current DHHL Food Production Initiatives

In recent years, the Department has increased efforts to provide new agriculture homestead leases. In 2018, new administrative rules for Subsistence Agriculture homestead lots opened opportunities to implement the existing DHHL Subsistence Agriculture land use designation. Subsistence Agriculture homesteads provide opportunities for beneficiaries to live on and farm their lots at a smaller scale (generally 3 acres or less). Given the needs and barriers identified by agricultural lessees, the Department is currently prioritizing offering Subsistence Agriculture homesteads over larger lot agriculture leases. Several new subsistence agriculture projects across Hawai’i have moved ahead and are now in planning and development. Supplemental Agriculture and other types of agricultural leases will continue to be awarded as successful agricultural lessees expand their farming operations and require additional land.

DHHL has also partnered with the University of Hawai’i College of Tropical Agriculture and Human Resources (CTAHR) Extension program to support beneficiaries on Hawai’i Island and Moloka’i. The objective of the program is to grow the number of successful homesteaders in agricultural enterprises by increasing their knowledge and training in commercial and subsistence agricultural production, best management practices, marketing, and financial and business skills.

DHHL is developing an Agriculture Program Plan to increase beneficiary capacity in farming. Programs will range from training in beginning farming to more advanced programs for commercial agriculture (see text box). The plan also recommends staffing pursuant to §219 of the HHCA, which authorizes the Department “to employ agricultural and aquaculture experts at compensation and in such numbers as it deems necessary.”

#### DHHL AGRICULTURE PROGRAM PLAN: EDUCATION AND TRAINING

Recommendations for three education and training topics are included in the Agricultural Program Plan:

1. Site Planning - understand how to plan the plot of land before any agriculture-specific training can be applied and practiced.
2. Basic Carpentry and Trades Training - build skills to construct simple structures on their plots.
3. Basic Agricultural Training - learn how to best prepare the soil and land as well as basic gardening skills.



## 6.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to food production on December 6 and 7, 2021. Meeting notes from those meetings can be found in Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to food production issues and opportunities.

### 6.2.1 Issues Identified by Beneficiaries

During beneficiary consultation, some shared their disappointment in the Department’s decision to focus primarily on residential development over the last 30 years. However, many also voiced their support for the current direction of renewing the agricultural program. Similarly, there were questions about why pastoral homestead lots have not been awarded recently.

Some beneficiaries voiced opposition to the idea of leasing DHHL agricultural lands for non-homestead commercial farming. There was also some opposition to siting renewable energy projects on lands designated for agriculture.

Lastly, water came up as a key issue for food production, especially considering future climate impacts and potential for drought and extreme heat.

### 6.2.2 Policy Solutions Identified by Beneficiaries

Overall, beneficiaries voiced support for the emphasis on Subsistence Agriculture awards, highlighting that ability to support and care for ‘ohana through the land connects to Prince Kūhiō’s vision for rehabilitation of Hawaiian people.

The theme of self-sufficiency was especially strong in relation to food production. Beneficiaries see agricultural activities and food production as a means for perpetuating cultural practices and ‘ōlelo Hawai‘i. Opportunities to train the next generation to cultivate the ‘āina and feed the community in culturally relevant ways were lifted up as important. There was broad support for a new Community Agriculture land use designation to provide areas for community gardens, shared processing facilities, and other uses that support community food production and self-sufficiency.

In addition to food production, some beneficiaries voiced support for cultivating other crops that could provide economic benefits and necessary resources to the local economy. Some suggestions were that DHHL should consider supporting cultivation of hemp as well as alternative types of building materials that could help lower the cost of home construction.

## 6.3 LAND USE DESIGNATIONS RELATED TO FOOD PRODUCTION

As noted above, Homestead land use designations that incorporate food production include Subsistence Agriculture, Supplemental Agriculture, and Pastoral. Non-homestead DHHL land use designations for food production include Community Agriculture, which is a new designation to identify areas within homestead communities for communal food production, processing, and harvesting. Stewardship lands (formerly General Agriculture lands) can also support a variety of large- and small-scale food production. Some types of food



### Beneficiary Voices

“When we look at healthy communities and healthy food production and sustainability, can we look at providing each community land space for community gardens to be sustained by the community?” Beneficiary, December 2021

“We should promote teaching our keiki how to plant, how to cultivate, how to share, to bring back values of old, and to limit fast foods, eating preservatives.”

-Beneficiary, December 2021

“There are talented practitioners and beneficiaries that can lead the way in resource management, agriculture practices, pastoral uses, and shoreline management, but there aren’t any mechanisms in place for them to be able to access the land to do these things.”

-Beneficiary, April 2021

production may also be compatible with lands designated Special District and Conservation, such as fishponds, lo'i, gathering, and harvesting of feral ungulates.

TABLE 13: LAND USE DESIGNATIONS PROVIDING FOOD PRODUCTION OPPORTUNITIES

Land Use Designation	Allowable Uses	Applicable Land Disposition
Subsistence Agriculture	Small-scale agriculture, aquaculture, dwelling	Homestead Lease
Supplemental Agriculture	Large-scale agriculture, aquaculture, dwelling	Homestead Lease
Pastoral	Ranching, dwelling	Homestead Lease
Community Agriculture	Small-scale agriculture, community gardens	General Lease (non-profit), License, Right of Entry
Stewardship	Large-scale agriculture, small-scale agriculture, community gardens	General Lease, License, Right of Entry
Special District	Small-scale agriculture, aquaculture, community gardens, gathering	License, Right of Entry
Conservation	Gathering, harvesting of feral ungulates	Right of Entry

## 6.4 CLIMATE CHANGE CONSIDERATIONS

Food production helps homestead communities build self-sufficiency and increase resilience to impacts from climate change, natural hazards, and other kinds of disruptions. Local and traditional food production supports traditional Hawaiian lifestyles and cultural practices, while also reducing greenhouse gas emissions linked with transporting imported food. Furthermore, local food production decreases Hawai'i's dependence on imports, thus making the islands more resilient to natural disasters, supply chain disruptions, and other emergencies. Also, some traditional food production strategies, such as taro farming and fishponds, can provide flood mitigation benefits. The Hawai'i 2050 Sustainability Plan identified the goal of doubling local food production by 2030 and the Aloha+ Challenge expanded this goal to 20-30% of food consumed in the State being grown locally. With a reinvigorated commitment to supporting food production on Hawaiian home lands, DHHL has an opportunity to not only contribute to the self-sufficiency of the its beneficiaries, but to Hawai'i as a whole.

That being said, expanding opportunities for food production must consider a changing climate and potential impacts on air temperatures, rainfall, and water supply. These factors should be considered in the planning and development of agricultural areas on Hawaiian home lands.

## 6.5 FOOD PRODUCTION GOALS, POLICIES, AND METRICS FOR 2040

The goals and policies in this section address how DHHL manages its lands to support food production through homestead uses and other means. The policies update and build on the Agricultural and Pastoral Uses section in the 2002 General Plan, shifting the emphasis toward subsistence agriculture, incorporating and supporting components of the Agricultural Program Plan, and promoting a diversity of food production on Hawaiian home lands.



TABLE 14: FOOD PRODUCTION GOALS, POLICIES, AND METRICS

<b>Goal FP-1</b>		
Provide agriculture and pastoral homestead lots for subsistence and supplemental purposes.		
Policy		Metrics
<b>FP-1A</b>	Increase the number of subsistence agricultural leases awarded.	# Subsistence agriculture awards
<b>FP-1B</b>	Increase the number of pastoral leases awarded.	# Pastoral awards
<b>FP-1C</b>	Align agricultural homestead offerings with beneficiary needs and preferences.	# Subsistence Ag and Supplemental Ag awards
		Alignment of agricultural awards offered with beneficiary preferences (expressed in surveys)

<b>Goal FP-2</b>		
Assist existing and future lessees in acquiring technical, marketing, and financial assistance to increase productivity, economic efficiency, and markets for their products.		
Policy		Metrics
<b>FP-2A</b>	Finalize and implement the DHHL Agricultural Program Plan.	Finalization and implementation of Agricultural Program Plan
<b>FP-2B</b>	Provide programs to support beneficiaries in site planning, basic carpentry and trades, and basic agricultural business training.	# of programs/classes offered; # of beneficiaries participating
<b>FP-2C</b>	Support programs that combine food production with education and traditional cultural practices.	# of programs/classes offered; # of beneficiaries participating



Image: Agricultural lot, Anahola, Kaua'i (source: SSFM International)

**Goal FP-3**

Provide agriculture and pastoral commercial leasing opportunities for beneficiaries.

Policy		Metrics
<b>FP-3A</b>	Prioritize awarding additional acreage leases to beneficiaries for commercial farming or ranching operations that have shown success at a smaller scale.	# of beneficiaries with additional acreage leases for agricultural and pastoral uses

**Goal FP-4**

Conserve the most productive agriculture lands for agricultural use.

Policy		Metrics
<b>FP-4A</b>	Consult soil types and rating systems such as ALISH, LSB, and the Hawai'i soil atlas in the siting and design of homestead communities and prioritize these lands for land uses that support food production during DHHL Island Plan updates.	#/% of productive agricultural land designated Subsistence Agriculture, Community Agriculture, or Supplemental Agriculture # acres/% of productive agricultural land being farmed

**Goal FP-5**

Promote a diversity of food production on Hawaiian home lands.

Policy		Metrics
<b>FP-5A</b>	Support research and development of sustainable food production technologies on Trust lands.	Completion of research and development
		Pilot projects for sustainable food production
		Deployment of new technologies
<b>FP-5B</b>	Designate areas on Hawaiian home lands for communal growing and processing of food through the Community Agriculture land use designation.	# acres/areas designated Community Agriculture
<b>FP-5C</b>	Explore the use of non-homesteading lands including Stewardship, Special District, and Conservation lands for sustainable food production, gathering, and harvesting of feral ungulates.	# of acres in Stewardship, Special District, and Conservation lands available used for food production, gathering
		# of feral ungulates harvested and delivered to beneficiaries
<b>FP-5D</b>	Align with State food sustainability goals for local food production.	Amount/type of food produced
		Amount/% of food sold locally



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## 7. HEALTHY COMMUNITIES



**THIS CHAPTER ADDRESSES HOW DHHL FOSTERS BENEFICIARY COMMUNITIES THAT ARE SELF-SUFFICIENT, HEALTHY, RESILIENT, AND GROUNDED IN CULTURAL KNOWLEDGE AND TRADITIONS.**

The Administrative Rules (HAR 10-3-55) that relate fostering healthy beneficiary communities include:

- (6) Establish criteria to identify lands for community use and policies to govern how the community could manage such lands for community building
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

## 7.1 BACKGROUND AND CONTEXT

Healthy communities goals and policies are included in the General Plan to guide and communicate DHHL’s role in supporting beneficiary communities and families to be self-sufficient, healthy, resilient, and culturally grounded through the use of Trust lands.

### 7.1.1 Models of Health and Well-Being

The American Planning Association defines healthy communities as places where all individuals have access to healthy built, social, economic, and natural environments that give them the opportunity to live to their fullest potential. In Hawai’i there are also many practitioners who are practicing and sharing Hawaiian models of health and well-being. These models highlight the importance of relationships, connections to the ‘āina, and spiritual and cultural identity.

Queen Lili’uokalani Trust’s Kūkulu Kumuhana Native Hawaiian Well-Being Framework has six components:

- ▶ Ea - self-determination
- ▶ ‘Āina Momona - healthy and productive land and people
- ▶ Pilina - mutually sustaining relationships
- ▶ Waiwai - ancestral abundance, collective wealth
- ▶ ‘Ōiwi - cultural identity and Native intelligence
- ▶ Ke Akua Mana - spirituality and the sacredness of mana

The Piliinaha Indigenous Framework for Health, developed by Kōkua Kalihi Valley, addresses four vital connections that people seek in order to feel whole and healthy in their lives:

- ▶ Connection to place
- ▶ Connection to community
- ▶ Connection to self
- ▶ Connection to past and future



**Images from top to bottom:**

- Hula Halau (source: DHHL)

- Play structure, Kānehili Community Park, Kapolei (source: SHADE Institute)

- Maku’u Farmer’s Market (source: Viet Doan)

- Pre-school students at Kamehameha Schools Community Learning Center, Mā’ili (source: Kamehameha Schools)

These examples align with the intention behind the Hawaiian home lands Program, which is grounded in Prince Kūhiō’s idea of reconnecting Hawaiians with the land as a foundational mechanism for rehabilitation and self-determination.

Recently, health and well-being on community level is also being framed in terms of resilience. The City and County of Honolulu’s Ola O’ahu Resilience Strategy defines resilience as “[t]he ability to survive, adapt and thrive regardless of what shocks or stresses come our way.” There are also definitions that bring in indigenous perspectives, for example a definition from a publication on indigenous resilience in Australia suggests that resilience relies on individuals, communities and the environment adapting together.

Bringing these models together with the American Planning Association’s definition of healthy communities, on Hawaiian home lands healthy communities are places that strengthen connections to others, promote physical and mental resilience, strengthen cultural identity, protect and mālama ‘āina, and encourage participation.

### 7.1.2 Current DHHL initiatives

The primary way that DHHL can support healthy communities is by providing land for community-supporting uses. This is typically done through application of the Community Use land use designation to Hawaiian home lands as part of the Island Planning process. Design and land use decisions made while planning new homestead communities and other uses of Trust lands also may create the kinds of spaces to support the well-being of beneficiaries. Some existing uses that support healthy communities include:



*Wai’anae Coast Comprehensive Health Center*  
(source: WCHC)



*Nānākuli Homestead Cemetery*  
(source: DHHL)



*Ho’olehua Fire Station*  
(source: DHHL)



*Papakōlea Community Park and Center*  
(source: DHHL)



childcare and educational facilities, healthcare and wellness services, public safety services, cemeteries, parks, community centers, paths and greenways, and areas for community economic development such as farmer’s markets. A new Community Agriculture land use designation is established in this General Plan for agriculture-oriented community uses such as community gardens.

Healthy communities may also be supported through homestead associations and nonprofit beneficiary organizations. The HAR criteria for this section require the General Plan to identify policies governing how the community could manage Community Use lands for community building. There are many homestead associations that have organized to provide community services and programs to build stronger, healthier communities. These range from health care and social services to food drives, educational programs and social activities.

In 2001, Act 302 was adopted by the State Legislature. The goal of Act 302 is to support democratically-elected homestead self-governance organizations to govern and manage selected homestead assets and lessee matters. Though signed by the Governor, the language of Act 302 has not yet been adopted by the U.S. Congress as part of the Hawaiian Homes Commission Act. Nonetheless, the General Plan goals and policies encourage and support self-governance by homestead associations, which is consistent with the intent of Act 302.

## 7.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to healthy communities on February 19 and 20, 2022. Meeting notes from those meetings are in Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to issues and opportunities for healthy communities.

### 7.2.1 Issues Identified by Beneficiaries

Self-governance and homestead association access to resources and funding opportunities is a key concern for beneficiaries. There was particular concern for ensuring that associations on all islands have equal access and opportunity for grants and funding.

Issues around understanding and complying with DHHL requirements related to land requests, grants, and other necessary due diligence for beneficiary led projects also came up. Some beneficiaries shared that there is sometimes a sense of fear that access to or use of land may be taken away by the Department when these conditions are not consistently communicated or enforced.

Lastly, the issue of blood quantum requirements necessary to pass on a homestead lease came up in relation to healthy communities. Some beneficiaries shared that being Hawaiian is about kuleana to take care of the ‘āina and steward that connection, rather than a measure of blood quantum. Some voiced that the current definition of “beneficiary” can disconnect those who cannot inherit their family homestead from their sense of place and home.



### Beneficiary Voices

“One thing that I think is important for healthy Hawaiian communities is the language, revitalization of ‘Ōlelo Hawai‘i and being able to hear ‘Ōlelo Hawai‘i in Hawaiian home areas.

-Beneficiary, February 2022

“As it stands right now, the 25% requirement to inherit a homestead doesn’t align with our world view as Hawaiians and to what it means to be Hawaiian. Until that is addressed, our health of communities will be tarnished because we don’t have a sense of place and home.”

-Beneficiary, February 2022

“Alternative home options such as manufactured/modular homes, “islander homes”, or container homes should be used in areas where infrastructure isn’t available and can be means for incremental/ transitional housing that won’t lock people into long mortgages.”

-Beneficiary, April 2021

### 7.2.2 Policy Solutions Identified by Beneficiaries

Improving communication between associations, lessees and DHHL was highlighted as an important aspect of healthy communities. Websites and other forms of communication that are regularly updated and monitored by leadership, and regular meetings, can help communities move forward with projects that align with their community vision. It was also suggested that regular meetings and communication between beneficiaries to gather and share mana’o on issues in the community can help strengthen requests for land and funding.

Identifying and reserving suitable land for Community Use in every community was suggested to support self-governance of homestead communities. Early involvement with beneficiary organizations to identify opportunities to generate income or negotiate community benefits packages tied to other projects on DHHL land may help financially support and sustain self-governance associations and organizations.

Lastly, beneficiaries would like DHHL to emphasize partnering with other Native Hawaiian services and organizations rather than duplicate existing programs or stretch beyond DHHL’s mission of delivering land and housing opportunities to beneficiaries. Strengthening existing relationships and developing new partnerships can help to bring the necessary support services to Hawaiian home lands and provide benefits to all involved.

## 7.3 LAND USE DESIGNATIONS RELATED TO HEALTHY COMMUNITIES

Community-serving uses on Hawaiian home lands are primarily supported by the Community Use and Community Agriculture land use designations shown in the Table below. However, nearly all the DHHL land use designations have the potential to contribute to healthy communities, particularly if they are used to provide resources or services to beneficiaries such as food, energy, education, volunteer opportunities, health care, recreation, and community gatherings.

TABLE 15: LAND USE DESIGNATIONS PROVIDING SPACE FOR HEALTHY COMMUNITIES

Land Use Designation	Allowable Uses	Applicable Land Disposition
Community Use	Parks, community centers, public facilities, cultural activities, community-based economic development	General Lease (Nonprofit), License, Right of Entry
Community Agriculture	Small-scale agriculture, community gardens	General Lease (Nonprofit), License, Right of Entry

## 7.4 CLIMATE CHANGE CONSIDERATIONS

As noted previously, a growing component of healthy communities is resilience. With climate change and natural hazards already impacting communities across Hawai’i, building community resilience and strengthening the connections that support healthy communities are more important than ever. To prepare and build resilience, homestead associations and beneficiary organizations can develop disaster preparedness plans, obtain training and certifications, assemble emergency supplies, and organize community response.



Land use and community design decisions also play a role in adapting to climate change and its impacts. Community spaces can serve as shelters or response centers in case of emergencies and can also be designed to mitigate climate impacts by including drainage and water retention for heavy rainfall and flooding, fire breaks for wildfire, and tree canopies for heat absorption.

## 7.5 HEALTHY COMMUNITIES GOALS, POLICIES, AND METRICS FOR 2040

The goals and policies in this section aim to address how DHHL can support beneficiary communities to be self-sufficient, healthy, prosperous, and grounded in cultural knowledge and traditions. The goals and policies build on those in the 2002 General Plan, which focused on self-governance and self-sufficiency through partnerships and increasing beneficiary participation. The goals and policies in this General Plan update continue to promote self-governance by beneficiary organizations by including clearer direction in terms of the Department’s role and expectations. The policies also expand on healthy communities by incorporating concepts of resilience, while addressing beneficiary desires for partnerships with service providers, guidance on community serving land uses, and incorporation of community planning principles that support health, well-being and resilience of individuals, families, and communities.

TABLE 16: HEALTHY COMMUNITIES GOALS, POLICIES, AND METRICS

<b>Goal HC-1</b>		
Promote self-governance of homestead communities by beneficiaries and beneficiary organizations.		
<b>Policy</b>		<b>Metrics</b>
<b>HC-1A</b>	Explore options to formalize relationships between homestead associations and the Department of Hawaiian Home Lands.	Completion of research/study # of associations with formal partnership agreements with DHHL
<b>HC-1B</b>	Provide Departmental guidance, capacity building, and technical assistance to support self-governance by beneficiary organizations.	Development of guidance # of programs/classes offered # of organizations participating
<b>HC-1C</b>	Implement reporting requirements for recipients of DHHL grants to track use of awarded funds.	# of staff in grant program to review reports #/% of recipients meeting reporting requirements

## Goal HC-2

Establish livable, sustainable, resilient, and healthy communities on Hawaiian home lands that provide space for or access to the amenities that serve the daily needs of its residents.

Policy		Metrics
<b>HC-2A</b>	Partner with homestead communities, non-profits, government agencies, and ali'i trusts to provide needed services to communities.	# of partnerships and land dispositions related to delivery of services
<b>HC-2B</b>	Balance the need for resources to place waitlist beneficiaries on the land while exploring the use of non-homesteading lands for beneficiary-serving uses that can managed through partnerships. Gather beneficiary input on desired community uses during the development planning process.	# of staff positions funded for enforcement and compliance division
		# of planned homestead communities with space for community serving uses
<b>HC-2C</b>	Incorporate community planning principles to design homestead communities that are welcoming, safe, and foster a sense of place and community.	Island Plans referencing national and local healthy communities guidelines
<b>HC-2D</b>	Encourage homestead associations to build the resilience and emergency preparedness of their communities through preparing disaster preparedness plans, obtaining training and certifications, assembling emergency supplies, and other measures.	#/% of homestead communities with disaster preparedness plans
		# of homestead communities with training and certifications such as CERT (Community Emergency Response Team), Fire wise, etc.
<b>HC-2E</b>	Incorporate green infrastructure and low impact development principles in future homestead communities to manage stormwater in a way that promotes green, open spaces within homestead communities to the extent possible.	Homestead development plans incorporating LID/green infrastructure
<b>HC-2F</b>	Incorporate complete streets, Safe Routes to School, and other features to increase the safety and attractiveness of walking, biking, and transit in future homestead communities when possible.	Homestead development plans incorporating sidewalks, bike lanes, paths, transit stops, and other multimodal safety features.
<b>HC-2G</b>	Incorporate trees with canopy cover into homestead communities to increase comfort, offset urban heat island effect, and mitigate climate change impacts.	# homestead communities incorporating tree canopy cover



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## 8. NATURAL AND CULTURAL RESOURCE MANAGEMENT





## THIS CHAPTER ADDRESSES HOW DHHL STEWARDS AND MANAGES LANDS THAT ARE UNDEVELOPED OR HAVE ECOLOGICAL AND CULTURAL RESOURCES.

The Administrative Rules (HAR 10-3-55) that relate to stewarding and managing lands that are undeveloped or have ecological and cultural resources include:

- (4) Establish criteria to identify lands not required for homesteading within the planning period;
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 8.1 BACKGROUND AND CONTEXT

The more than 200,000 acres within the Hawaiian Home Lands Trust inventory include diverse landscapes and ecosystems with a wealth of natural, historic, and cultural resources, from mauka forests and pali to streams and wetlands down to makai coastal areas. Areas that harbor sensitive resources or are otherwise unsuitable for development typically are designated as Conservation or Special District land uses. While these lands are not developable for homesteads and require special management, they have the potential to provide benefits to beneficiaries and the Trust.

In addition, there are large areas of land that are not planned for development in the near future but have the potential to provide benefits to beneficiaries and their ‘ohana in the interim through responsible stewardship and management. Some of these lands were previously designated as General Agriculture. This General Plan update replaces that land use designation with the Stewardship land use designation to better indicate the Department’s intention for use and management of these areas.

Natural and cultural resource goals and policies in the General Plan update guide how DHHL uses its limited resources to manage and mālama some of these areas, especially those that have sensitive natural resources and cultural or historic features.

#### 8.1.1 Native Hawaiian Concepts and Views of Natural and Cultural Resource Management

Natural and cultural resource management was central to Native Hawaiians’ ability to live and thrive in Hawai‘i, the most isolated archipelago on earth. ‘Ike kūpuna, traditional knowledge and practices passed down through generations, maintained ancestral connections to place over time, ensuring that the health of ‘āina, wai, and the entire ecosystem were sustained for future generations. This way of knowing is often called “traditional ecological knowledge” and is practiced by native and indigenous communities around the world.

Traditional ecological knowledge or ‘ike kūpuna expresses the understanding that indigenous practices and experiences developed and passed on over many generations hold wisdom and innovation that allowed kānaka maoli to adapt and



#### **Images from top to bottom:**

- Mauna Kea, Hawai‘i Island (source: DHHL)
- Mālama Cultural Park, Moloka‘i (source: DHHL)
- Ka Lae, Hawai‘i Island (source: DHHL)
- Anahola Beach Park (source: SSFM)

live in harmony with the natural world for thousands of years and is an important aspect of indigenous identity.

Many of the areas in DHHL’s land inventory, particularly those designated Conservation and Special District, were not traditionally inhabited or contain features that make them undevelopable today. Though these areas may not be usable for homesteads, many have a history of being accessed to gather forest-plant resources, birds, food, and other resources. Many landscapes also provided cultural and spiritual places of worship, places to bury family members and piko, and may contain other sacred places. Providing access to these areas allows practices and the related knowledge and connections to specific places to be sustained. However, with the proliferation of invasive grasses, shrubs, trees and animals, areas that are left unmanaged can present significant barriers to beneficiaries looking to access natural and cultural resources and practice traditional gathering rights. Crime, vandalism, and dumping have also created safety and environmental issues that prevent beneficiary use and enjoyment of natural areas.

### 8.1.2 Current DHHL Initiatives

DHHL does not have dedicated staff for natural resource management on Hawaiian home lands. Staff within the Land Management Division are responsible for management of all lands not currently homesteaded or in development, including natural and cultural resource areas. The lack of financial resources and staffing creates significant challenges in managing natural and cultural resources on Conservation, Special District, and other non-homesteading lands within the Trust. DHHL has prepared management plans for areas including Mauna Kea and South Point, and has furthered their implementation through partnerships with environmental and cultural organizations.

## 8.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to natural and cultural resource management on February 19 and 20, 2022. Meeting notes from those meetings can be found in Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to issues and opportunities for natural and cultural resource management.

### 8.2.1 Issues Identified by Beneficiaries

During beneficiary consultation it was shared that many natural and undeveloped areas in DHHL’s land inventory need better management and enforcement. Trespassing, vandalism, illegal dumping, and other illegal activities were highlighted as issues that arise when such areas are not being maintained, used, or monitored. With these activities taking place on Hawaiian home lands, some pointed to the environmental and public safety issues, especially in unmanaged areas close to homestead communities, and called for better enforcement.

Beneficiaries also had questions about how to work with DHHL to access natural and cultural resource areas and facilitate partnerships to better manage the land and wildlife. Ungulate and invasive species management were specific issues that came up with this topic.

Lastly, during consultation it was acknowledged that DHHL lands encompass a wide range of landscapes, resources, and settings that differ greatly from island to island. The ‘ike kūpuna of each of each island and each community and broad goals and policies might not align with what people or organizations who know the ‘āina and know the place understand should or should not be taking place on the land. It was stressed that this local mana‘o should be incorporated into the management of resources on Hawaiian home lands.



## 8.2.2 Policy Solutions Identified by Beneficiaries

Beneficiary groups and organizations are already active in stewarding Hawaiian home lands, and many have the interest and ability to clean up and steward natural and cultural resource areas in their communities. Numerous beneficiaries pointed this out, and while recognizing that DHHL has limited staff and resources, suggested that training, education and resources be dedicated to beneficiaries who can be hired to lead management work in their communities. Beneficiaries agreed that clarification around the process for resource management is needed. This includes working with the community to establish expectations or rules governing what activities should take place on lands not currently available for homesteading. Using the existing homestead developing planning process and making the information gathered available to beneficiaries was also suggested. The information used to plan can also help educate those moving into the community about the natural and cultural resources identified in environmental assessments, archaeological surveys, and other technical studies.

In some areas like Kahikinui, beneficiaries have been involved in management of the forest, resource, and animal management since the Kuleana Homestead area was created. One beneficiary pointed to the relationships with other State agencies such as Department of Land and Natural Resources Division of Forestry and Wildlife as important partnerships to develop. These partnerships allow beneficiaries more say in how areas above DHHL lands are managed, which has downstream impacts on the land and water.

Lastly, some beneficiaries voiced support for exploring more activities and uses of Conservation, Special District, and Stewardship lands that align with values of mālama ʻāina, stewardship, and education. These activities may also provide opportunities to add value to the Trust and health of DHHL lands through revenue generation, native habitat restoration, improved watershed management, and access for beneficiaries.



### Beneficiary Voices

“If you see ‘ōpala on the street, you pick it up. Today’s teenagers they don’t know that lesson – they know how for throw it down, they don’t know how for pick it up. We have kuleana within our homesteads to make sure we teach our children to mālama our land, our resources, including the wai. I would say we all share in this kuleana.”

-Beneficiary, January 2022

“We have deer, pigs and cows, you’ve got to allow our beneficiaries the right to hunt as part of our culture and resource management. Need to put in safety and rules for policy consideration to allow this type of activity.”

-Beneficiary, January 2022

“There are two economic systems: cash economy and subsistence economy. Subsistence economy is dependent on the reef along our shores. Need to make sure we have management plans for these resources that we use for our subsistence economy, which also includes hunting. DHHL needs policy and management plan for hunting on Hawaiian home lands.

-Beneficiary, February 2022

### 8.3 LAND USE DESIGNATIONS RELATED TO NATURAL AND CULTURAL RESOURCES

The land use designations in the Table below are meant for areas that require special consideration for management and stewardship of natural and cultural resources.

TABLE 17: LAND USE DESIGNATIONS FOR NATURAL AND CULTURAL RESOURCE MANAGEMENT

Land Use Designation	Allowable Uses	Applicable Land Disposition
Stewardship	Agriculture, ranching, aquaculture, cultural practices, gathering of traditional resources, game management, watershed protection, restoration, forestry	General Lease, License, Right Entry
Special District	Cemeteries/iwi kūpuna, cultural practices, gathering of traditional resources, game management, watershed protection, restoration, forestry	License, Right of Entry
Conservation	Cultural practices, gathering of traditional resources, game management, watershed protection, restoration, forestry	License, Right of Entry

### 8.4 CLIMATE CHANGE CONSIDERATIONS

Climate change, particularly sea level rise and coastal hazards, will disproportionately impact native Hawaiian and Pacific Islander communities, who have strong ties to mauka and makai areas for recreational, cultural, and subsistence activities. DHHL landholdings in low-lying coastal areas, shorelines with increasing high wave run-up and king tides, tsunami inundation areas, and Special Flood Hazard Areas will be most impacted by climate change-induced sea level rise and flooding. All of DHHL’s existing and future landholdings may be impacted by increasing air temperatures and changes in rainfall. While the future rainfall trends are uncertain, it is generally projected that landholdings on the leeward sides of the islands will experience a drastic decrease in rainfall and groundwater recharge. Prolonged droughts also intensify the risk of wildfire, especially in undeveloped areas where unmanaged lands create fuel, allowing fires to spread.

Stewardship, Conservation and Special District land use designations can serve as tools for identifying and managing areas prone to climate change-induced hazards. Applying these land use designations to non-homestead lands could limit the amount of future development located in hazardous coastal areas, thus preventing future property damage and threats to public safety, while maintaining and enhancing natural buffers and systems that offer protection.

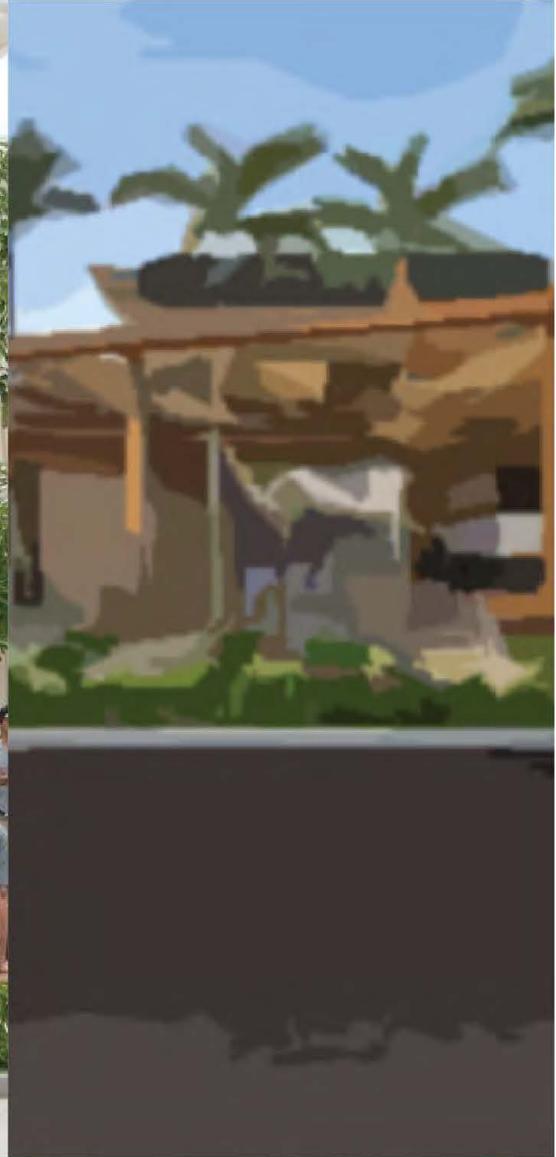


## 8.5 NATURAL AND CULTURAL RESOURCES GOALS, POLICIES, AND METRICS FOR 2040

The goal and policies in this section address management needs and opportunities related to the range of natural and cultural resources and landscapes in DHHL’s land inventory. The Goal is carried forward from the 2002 General Plan and sets a broad yet comprehensive direction for the Department moving forward. The policies build on the 2002 objectives, adding further guidance in response to the input received. This includes a policy aimed to obtain funding for dedicated resource management staff, specifying land use designations applicable to natural and cultural resource management, reiterating the need and purpose of accessing lands for subsistence, cultural, and religious purposes, and adding policy guidance that encourages the pursuit of partnerships.

TABLE 18: NATURAL AND CULTURAL RESOURCES GOAL, POLICIES, AND METRICS

<b>Goal RM-1</b>		
Be responsible, long-term stewards of the Trust’s lands and the natural, historic and community resources located on these lands.		
<b>Policy</b>		<b>Metrics</b>
<b>RM-1A</b>	Obtain funding for increased hiring of dedicated and qualified DHHL staff to promote, protect, and manage natural and cultural resources.	# of qualified staff hired/funded for natural resource management
		# of staff positions requested in annual sufficient sums budget
<b>RM-1B</b>	Identify, preserve, and protect significant natural, historic and cultural resources on Hawaiian home lands, using the Special District or Conservation land use designations to identify areas with resources requiring protection or management.	# of cultural sites identified and protected
		# of historic structures and features identified and protected
		Inventories completed of archaeological and historic resources
		Cultural resource inventories completed
<b>RM-1C</b>	Allow Native Hawaiian use of natural resources on Hawaiian home lands for traditional subsistence, cultural, and religious purposes in undeveloped areas.	#/% of Special Area Management Plans allowing beneficiary access
<b>RM-1D</b>	Pursue partnerships that support resource protection and conservation on Trust lands.	# of partnerships/dispositions for resource protection and conservation



## 9. REVENUE GENERATION AND ECONOMIC DEVELOPMENT



## THIS CHAPTER ADDRESSES HOW DHHL GENERATES REVENUE AND PROVIDES ECONOMIC OPPORTUNITIES FOR BENEFICIARIES ON TRUST LANDS.

The Administrative Rules (HAR 10-3-55) that relate to how DHHL generates revenue and provides economic opportunities for beneficiaries include:

- (5) Establish criteria to identify lands for revenue generation;
- (6) Establish criteria to identify lands for community use and policies to govern how the community could manage such lands for community building;
- (8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 9.1 BACKGROUND AND CONTEXT

Since the adoption of the Hawaiian Homes Commission Act over 100 years ago, rehabilitation of Hawaiians has been a core purpose of the Act. DHHL’s rehabilitation programs and projects aimed at supporting the conditions and well-being of native Hawaiians have taken numerous forms and served various goals over the years including education, economic development, political empowerment, social services, and cultural practices. In order to support this purpose, DHHL must consider how to secure and provide financial support and other resources to enhance the economic self-sufficiency and community development needs of beneficiaries, while ensuring the long-term sustainability of the Trust and continued advancement of native Hawaiians.

The background research conducted for the General Plan update (see Appendix J) found that the most significant factor affecting the ability of DHHL to implement the 2002 General Plan goals and objectives and fulfill the Trust’s mission was a lack of sufficient funds allocated to DHHL by the Legislature. Over the years, the lack of funding provided to DHHL has led to several lawsuits by beneficiaries against the State of Hawai’i for failing to adequately fund DHHL, impacting the Department’s ability to serve its beneficiaries in a timely manner. The lack of consistent State funding has also required the Hawaiian Homes Commission and DHHL to look at generating revenue off of Hawaiian home lands to offset the lack of funding for the Department. This chapter looks at revenue generation policies for the Hawaiian Home Lands Trust as well as economic development policies for beneficiary communities.

#### 9.1.1 Native Hawaiian Concepts and Views of Wealth

In ‘Ōlelo Hawai’i, wealth is tied to water, wai. Water is embedded in the Hawaiian word that connotes wealth, waiwai. Traditionally, if you had a healthy and sufficient supply of water, you were considered wealthy. Through this measure of prosperity, wealth also signifies:

- ▶ Self-sufficiency: access to water ensures the ability to produce food through agriculture and aquaculture;



#### Images from top to bottom:

- Covid Farmers Relief Project, Moloka’i (source: Moloka’i Homestead Farmers Alliance)
- Ka Makana Ali’i Shopping Center, Kapolei (source: DHHL)
- KIUC solar project, Anahola (source: DHHL)
- DHHL Industrial properties, Honolulu (source: DHHL)

- ▶ Sustainability: maintaining water flow from mauka to makai ensures abundant life across the ahupua‘a; and
- ▶ Kuleana: it is everyone’s responsibility to malama i ka wai or “take care of the water” because it affects the livelihood of the entire ahupua‘a and the life sustained within it.

Through a modern lens, waiwai can be interpreted as an outcome of community-based economic development, which focuses on providing a process by which communities can initiate and generate their own solutions to their common economic problems in a way that is vision and values based, builds local capacity, and builds assets, while also keeping resources within the community. Like the health and well-being frameworks shared in the Healthy Communities chapter, economic well-being is about cultivating and strengthening connections that support the self-sufficiency, sustainability, and shared kuleana of individuals and communities.

### 9.1.2 Economic Development and Revenue Generation on Hawaiian Home Lands

Lands to be used for economic development and revenue are identified during the Island Planning process through the application of land use designations such as Commercial, Industrial, Renewable Energy, and Community Use. For the purpose of General Plan policies, economic development and revenue generation are defined separately to articulate the intent and purpose of the different economic activities occurring on Hawaiian home lands.

#### GENERAL LEASING REVENUE

In recent years, DHHL has increased efforts to negotiate higher lease rent on small amounts of land being leased for commercial and industrial uses. For example, Ka Makana Ali‘i regional shopping center opened in Kapolei in 2016 and garners \$4.71 million in annual rent for the Trust. In Fiscal Year 2020, DHHL generated a total of \$15.7M in revenue from general leases statewide.



*Image: Ka Makana Ali‘i Shopping Center, Kapolei, O‘ahu (source: DHHL)*



### 9.1.2.1 Revenue Generating Lands

Revenue generating lands are those where the Trust can achieve greater benefit through generating income to fund homestead development elsewhere. These land dispositions hold the primary purpose of earning income for the Trust. The revenue collected can be reinvested to fund DHHL programs and services for its beneficiaries. In addition to revenue generated through available lands, DHHL also earns revenue through the Hawaiian Home Lands Trust fund investment portfolio. The revenue income that is generated from the Trust assets has historically been necessary due to inconsistent and insufficient funding provided by the Legislature.

### 9.1.2.2 Lands for Economic Development

Lands designated for economic development may be used to generate income for homestead associations to be used for community reinvestment or to connect homestead communities to other resources that support economic well-being. DHHL has provided land dispositions to agencies and nonprofits that provide social and financial services to beneficiaries, such as Alu Like, Kamehameha Schools, and the Office of Hawaiian Affairs. The Kapolei Community Development Corporation (KCDC) is an example of a non-profit managed initiative to generate revenue for community reinvestment and provide economic opportunity for beneficiaries (see text box). DHHL is also authorized to grant licenses for easements for utilities and railroads as well as for public purposes such as churches, hospitals, public schools, and post

#### COMMUNITY COMMERCIAL DEVELOPMENT

The Kapolei Community Development Corporation (KCDC), a 501(c)(3) nonprofit organization serving the homesteads in Malu'ōhai, Kaupē'a, Kānehili and Kauluokaha'i in the Kapolei Region of O'ahu, is currently in the process of developing the Ho'omaka Marketplace, a community commercial development. KCDC has a license agreement for a five-acre parcel at the corner of Kualaka'i Parkway and Kapolei Parkway in Kapolei. The development is expected to have anchor tenants including Long's Drugs, Chick-fil-A and Hele gas station, as well as other retail and space for community use. The revenue generated from tenants will be used to fund the future build out of the community's Heritage Center, which includes plans for a new hālau and an administrative building that will provide more classrooms and a gallery dedicated to celebrating Prince Jonah Kūhiō Kalaniana'ole. The project has been included as a priority project in the last two Kapolei Regional Plans and broke ground in June 2022.



Image: Rendering of the KCDC Ho'omaka Marketplace, Kapolei, O'ahu (source: KCDC)

offices on Trust lands under §207 of the HHCA. The same section also authorizes granting licenses for theaters, garages, service stations, markets, store, and other mercantile establishments owned by native Hawaiians or organizations formed and controlled by native Hawaiians. Though mercantile licenses for lessees are still allowed, HHC rescinded the preference policy for commercial leases and licenses to beneficiaries in 2002. The General Plan policies and land use framework provide additional beneficiary commercial opportunities on Trust lands by allowing certain commercial uses of homestead lands and encouraging the inclusion of beneficiary businesses on commercially leased lands.

### 9.1.3 DHHL Community Based Economic Development Initiatives

In addition to providing lands, DHHL engages in economic development through efforts such as issuing community grants to homestead associations, negotiating community benefits packages for beneficiaries, offering home ownership and financial literacy programs, and partnerships with programs offering education and technical support to beneficiary businesses.

These activities are guided by DHHL’s Native Hawaiian Development Program Plan (NHDPP), which aims to improve the general welfare and conditions of native Hawaiians through education, economic, political, social, cultural, and other programs. DHHL prepares the NHDPP for approval by the HHC every two years and the plan guides the Department in providing services covering individual and community development for all beneficiaries served by the Hawaiian Home Lands Trust.

The NHDPP establishes implementation objectives for community development through Hawaiian Home Lands Trust Grants to beneficiary organizations and technical assistance and training to beneficiary organizations and organization leaders. The NHDPP grants are available to 501(c)(3) nonprofit organizations or nonprofit organizations using a fiscal sponsor with a federal 501(c)(3) tax exemption. The program is funded by the Native Hawaiian Rehabilitation Fund (NHRF) which was created by the 1978 Constitutional Convention to finance activities intended to exclusively benefit native Hawaiians. Grants may support priority projects identified by homestead communities through the DHHL Regional Planning process or other projects and initiatives for building the organizational capacity of homestead associations. DHHL can also administer State Grants-In-Aid to beneficiary organizations.

DHHL’s HALE Program was established in 2012 by the Department of Hawaiian Home Lands and aids lessees and waiting list applicants with financial literacy education and support services including:

- ▶ Homebuyer Education
- ▶ Owner Builder Process
- ▶ Vacant Lot Construction
- ▶ Home Maintenance
- ▶ Financial Planning 101
- ▶ Lease Cancellation Prevention
- ▶ Medicare/Medicaid
- ▶ Affordable Care Act



## Beneficiary Voices

“Economic development opportunities in or near homestead communities need to be community based economic development that supports the community that it is functioning in.”

-Beneficiary February 2022

“My uncle gave me three kuleana: first, advocate for those on the waitlist, second, advocate for those that have homes, and third, protect the Trust. As stakeholders our voices need to be heard and now is a good time for everyone to get involved at the legislature.”

-Beneficiary, February 2022

“Mentioned that DHHL doesn’t have a lot of resources, but many Hawaiians do not have a lot of resources as well. Why can’t Hawaiians get paid to do a lot of this work?”

-Beneficiary, January 2022



## NHDPP – KŪLIA I KA NU‘U PROGRAM

From 2008-2013, DHHL implemented Kūlia i ka Nu‘u to increase the capacity of homestead associations to carry out programs and services addressing community needs and priorities. The program’s intent was to provide a comprehensive range of support to organizations appropriate to the unique context, nonprofit “life cycle” stage, and the types of existing and proposed programs, projects, and activities of the homestead associations. The program had five goals:

1. To support democratically elected homestead associations which are responsive to and represent the interests of their constituents
2. To strengthen the organizational capacity (leadership, governance, management, financial, administrative) of homestead associations to manage resources and assets
3. To enhance effectiveness of homestead association programs and services
4. To increase association and community sustainability
5. To increase strategic partnerships, resources, and funding

At the conclusion of the program, DHHL had made over \$3.8M in grant investments to 19 organizations and provided over 9,578 acres to 24 homestead organizations for community based economic development projects. DHHL leveraged federal, State, and private funding sources and grantees were able to leverage their own resources to move their projects forward.

## 9.2 BENEFICIARY MANA‘O

DHHL held beneficiary meetings related to revenue generation and economic development on February 16 and 17, 2022. Meeting notes from those meetings can be found in Appendix D and the meeting video can be found online at: <https://dhhl.hawaii.gov/po/general-plan-2022/>. The following is a summary of beneficiary input related to revenue generation and economic development issues and opportunities.

### 9.2.1 Issues Identified by Beneficiaries

During beneficiary consultation it was shared that economic development opportunities are an important part of building beneficiary self-sufficiency.

Some beneficiaries expressed concern over past practices of the Department in designating and leasing lands, including that leasing land to federal, State, and private users takes away opportunities for beneficiary organizations to manage and utilize lands for economic and community development activities that align with Hawaiian values. It was also pointed out that some conflicts exist between the land use designations set in the Island Plans and existing uses by projects, and that not all existing beneficiary communities have adequate lands set aside to provide economic development opportunities.

The need for revenue generation was acknowledged by beneficiaries and most agreed on the critical importance of consistent funding. One issue pointed out is that when the Department generates more revenue itself, the Legislature may provide less funding under their fiduciary obligation.

## 9.2.2 Policy Solutions Identified by Beneficiaries

Many shared that they see the role of the Department as providing opportunities for economic development through land use designations, dispositions to beneficiary organizations and individuals, and access to land for subsistence and cultural practices. It was recognized that DHHL has limited resources and can partner with other organizations and ali'i trusts that provided non-land based support services. It was also observed that economic development opportunities vary from island to island and should consider the community context. These opportunities should consider natural and cultural resources and the benefits of subsistence practices, healthy ecosystems, fisheries, and other food sources for the economic well-being of communities and families.

Many beneficiaries voiced support for more mercantile opportunities for beneficiary-owned businesses on Hawaiian home lands. Some noted that there are already many successful home-based businesses run by beneficiaries, and it was suggested that training and small business development should be attached to any licenses or other opportunities to operate small businesses on Hawaiian home lands in order to set beneficiaries up for success.

Some beneficiaries would also like to see more commercial opportunities for beneficiaries on DHHL's more valuable lands. It was suggested that processes that engage beneficiary groups should provide opportunities for beneficiary businesses to operate on these lands for economic development and community reinvestment.

The importance of beneficiary advocacy to the Legislature was clearly voiced during beneficiary consultation. Numerous meeting participants urged others to get involved in advocating for and testifying in support of budget requests and funding for DHHL. One beneficiary articulated this by saying that the budget is not only for the Department, but for all beneficiaries and that securing funding now will allow beneficiaries to become more self-sufficient in the future.

Lastly, while beneficiaries generally understand the need to generate revenue from the Trust assets and how that provides programmatic benefits to beneficiaries, some would like to see more direct community reinvestment. Greater transparency was also requested with a suggestion that the Department provide an update every 4-5 years on funding, progress on policies, and priorities moving forward.



### 9.3 LAND USE DESIGNATIONS RELATED TO REVENUE GENERATION AND ECONOMIC DEVELOPMENT

The four land use designations that primarily support revenue generation and economic development are identified in the table below.

TABLE 19: LAND USE DESIGNATIONS FOR REVENUE GENERATION AND ECONOMIC DEVELOPMENT

Land Use Designation	Allowable Uses	Applicable Land Disposition
Community Use	Schools/childcare, churches, cultural arts spaces, cemeteries/iwi kūpuna, renewable energy, agricultural crop processing, food and beverage, retail, personal services, office space, financial institutions, grocery/convenience stores, Utilities (water, telecommunication, wastewater, broadband)	General Lease, License (Non-Profit)
Commercial	Schools/childcare, churches, cultural arts spaces, food and beverage, retail, personal services, office space, financial institutions, grocery/convenience stores, multi-family/apartment rental dwellings*, Utilities (water, telecommunication, wastewater, broadband)	General Lease, License
Industrial	Large-scale agriculture, aquaculture, renewable energy, agricultural crop processing, animal product processing, retail, personal services, office space, financial institutions, grocery/convenience stores, fuel/hazardous material storage, baseyard/equipment storage, wholesaling, manufacturing, waste disposal/processing, auto-repair, Utilities (water, telecommunication, wastewater, broadband)	General Lease, License
Renewable Energy	Renewable Energy (large scale), Utilities (water, telecommunication, wastewater, broadband)	General Lease, License

\* Requires Hawaiian Homes Commission approval on a project-by-project basis

### 9.4 CLIMATE CHANGE CONSIDERATIONS

As noted in the policies for Land Use and Water Resources and discussed in the Housing section, climate change-induced hazards should be considered in the planning and development of revenue generating and economic development lands going forward. The land use designation and siting process for these uses should consider possible impacts that may affect infrastructure, access, or long-term viability of projects. While Commercial, Industrial, and Community Use land use designations carry similar infrastructure and siting requirements, Renewable Energy areas may provide revenue generating opportunities in areas that other uses may not. Community based economic development projects and other beneficiary-led development should also consider aspects of community resilience and capacity

building to better respond to natural hazards and emergencies. Whenever practicable, DHHL should give preference to businesses, industries, and technologies that directly or indirectly support the reduction of greenhouse gases and the economic transition away from dependence on fossil fuels.

## 9.5 REVENUE GENERATION AND ECONOMIC DEVELOPMENT GOALS, POLICIES, AND METRICS FOR 2040

This section aims to address how DHHL secures and provides financial support and other resources to enhance the economic self-sufficiency and community development needs of beneficiaries, while ensuring the long-term sustainability of the Trust and continued advancement of native Hawaiians. The Goals are carried forward from the 2002 General Plan and articulate the general direction the Department is headed in terms of revenue generation for the Trust and providing economic opportunities for beneficiaries. The policies build on the 2002 objectives, revising some to better align with current DHHL practices related to its planning system and existing policies. A number of new policies were added under both Goals in order to provide further guidance and respond to input received relating to the provision of more mercantile opportunities, capacity building and support, and community reinvestment. The update also includes new policies that provide guidance for aligning revenue generating activities with the General Plan Vision and Guiding Principles, mitigating impacts, and measuring and monitoring the success of the Department’s investments.

TABLE 20: ECONOMIC DEVELOPMENT AND REVENUE GENERATION GOALS, POLICIES, AND METRICS

<b>Goal ED-1</b>		
Provide economic opportunities for beneficiaries on Hawaiian home lands.		
<b>Policy</b>		<b>Metrics</b>
<b>ED-1A</b>	Partner with organizations that support Native Hawaiian entrepreneurs and community based economic development through business education, training, financing, planning, and leasing.	# of partnerships/land dispositions for community based economic development and entrepreneur support programs
<b>ED-1B</b>	Support partnerships with skilled trades education and training programs on Hawaiian home lands.	# of land dispositions related to education and trade schools
		# of beneficiaries involved in skilled trades education and training programs
<b>ED-1C</b>	Allow limited types of low-intensity commercial activities that comply with lease requirements on Residential and Agricultural homesteads per the Island Plans and continue to offer the option of Mercantile licenses for qualifying activities.	# of home-based businesses on homesteads
<b>ED-1D</b>	Encourage commercial lessees to sublease to beneficiary-owned businesses, as allowed by law.	# of commercial lessees subleasing to beneficiary owned businesses



### Goal ED-1

Provide economic opportunities for beneficiaries on Hawaiian home lands.

Policy		Metrics
<b>ED-1E</b>	Encourage inclusion of community benefits packages in Development Agreements.	#/% of commercial development agreements that include community benefits packages
<b>ED-1F</b>	Explore partnerships to utilize Hawaiian home lands to provide economic opportunities for beneficiaries.	# of partnerships in place for beneficiary economic opportunities
<b>ED-1G</b>	Implement the Native Hawaiian Development Program Plan (NHDPP) to build capacity and opportunity within homestead communities.	Implementation of the NHDPP
<b>ED-1H</b>	Pursue and facilitate more partnerships to leverage DHHL NHDPP grants.	# of partnerships for economic development
<b>ED-1I</b>	Explore opportunities to reinvest funds into homestead communities by hiring beneficiary businesses, as allowed by law.	# of beneficiary businesses hired

### Goal ED-2

Generate significant revenue to provide greater financial support towards fulfilling the Trust's mission.

Policy		Metrics
<b>ED-2A</b>	Designate areas for revenue generating Commercial and Industrial uses through the Island Planning process with beneficiary input.	Beneficiary consultation during Island Planning
		#/% of acres designated Commercial and Industrial
<b>ED-2B</b>	Acquire land that expands opportunities for revenue generation.	# of acres acquired for revenue generation
<b>ED-2C</b>	Prioritize revenue generating activities that align with the General Plan Vision and Guiding Principles and the health of people and 'āina.	#/% of revenue generating dispositions that support the General Plan Vision
<b>ED-2D</b>	Maintain a professionally managed investment portfolio with a well-balanced mix of assets.	Portfolio diversity and performance
<b>ED-2E</b>	Ensure that impacts from industrial uses are adequately mitigated.	#/% of industrial leases with conditions for mitigation of environmental and community impacts
<b>ED-2F</b>	Ensure that DHHL's revenue generating assets are performing at or better than market levels.	Revenue generated compared to market rates

**Goal ED-2**

Generate significant revenue to provide greater financial support towards fulfilling the Trust's mission.

Policy		Metrics
<b>ED-2G</b>	Ensure that revenue generating uses are consistent with the underlying land use designations and planning documents.	Acres/% of land under Industrial/Commercial LUD with land dispositions  #/acres of revenue generating uses outside of Industrial/Commercial LUD areas



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## 10. MONITORING AND EVALUATION

## THIS CHAPTER GUIDES HOW DHHL MONITORS AND EVALUATES PROGRESS TOWARD THE GENERAL PLAN VISION, GOALS, AND POLICIES.

The Administrative Rules (HAR 10-3-55) that relate to monitoring and evaluation of progress toward the General Plan vision, goals, and policies include:

(8) Specify indicators to measure progress and evaluate effectiveness in meeting policy goals.

### 10.1 BACKGROUND AND CONTEXT

Monitoring and evaluation are important best practices for successful long-term planning. As a 20-year plan, DHHL's General Plan will be implemented incrementally as priorities, needs, and resources allow. The General Plan period also spans multiple administrations, which will bring changes to appointed positions including the DHHL Chairman and the Hawaiian Homes Commissioners. Through this timeframe, progress must be tracked, evaluated, and transparently communicated in order to ensure that the Department is acting in alignment with achieving the vision, goals, and policies. This will lead to more accountable implementation of the General Plan across changing administrations and appointments, and throughout the 20-year planning horizon.

Historically, the waitlist has served as the primary metric for determining the success of the Department in fulfilling the Trust's mission. While addressing the waitlist is critical, providing homesteads is not the only initiative that the Department undertakes to further native Hawaiian rehabilitation. This is acknowledged through the General Plan update by incorporating measurable metrics for each policy and including a monitoring and evaluation component to provide guidance for tracking and reporting progress.

Many of the goals and policies articulated in the General Plan update will require funding and resources significantly beyond what the Department has been able to secure historically. The shortfalls the Department chronically experiences in funding, staffing, and consistent support from the legislature throughout its history are well documented (see the Background Research Memo in Appendix J). As a vision-driven plan with a 20-year horizon, the General Plan's role is to articulate the goals and policy direction needed to move the Trust toward the vision. Some of the goals and policies will be easier to attain and show progress, such as those already within the Department's means and kuleana. Others which rely on outside funding, agreements, resources, and partnerships may be slower and more difficult to advance. Articulating these needs in the General Plan will not only keep the Department accountable to pursuing progress, but will be a critical tool that HHC, DHHL, and beneficiaries can use to advocate for needed support and resources from the legislature.

#### 10.1.1 DHHL Reporting Requirements

Historically, DHHL's only record of Hawaiian Homes Commission activities has been the annual report pursuant to §222 of the HHCA, which requires DHHL to report annually to the State Legislature on the sublease transactions occurring in the fiscal year prior to the regular session. Along with the information required under HHCA §222, the annual reports typically include updates from each DHHL division and office along with updates on new and existing programs and financial statements.

In addition to the HAR §10-4-55 criteria noted at the beginning of this section, with the adoption of the updated Planning System Administrative Rules in 2018, more specific requirements regarding evaluation of the General Plan were articulated under §10-4-59:

**“§10-4-59 Evaluation.** The purpose of an evaluation system is to improve the planning system and implementation effectiveness. The chairman shall present an evaluation report to the commission, which may be combined with the report required under section 222 of the act. The general plan

shall specify evaluation indicators, and the department shall collect and analyze pertinent data in the evaluation report. The chairman may include other measures of performance and effectiveness. The evaluation report shall include recommendations for improvements as applicable. The chairman shall bring to the attention of the commission development plans that are completed or outdated, and a majority vote of the commission shall void or update such plans.”

### 10.1.2 Best Practices for Implementation, Monitoring, and Evaluation

Implementation is the set of actions that carry out the Policies of the General Plan over time. As noted in HAR §10-4-59, monitoring and evaluation play a key role in the overall implementation of plans. As such, monitoring and evaluation is typically addressed under the umbrella of plan implementation and includes establishing measurable Metrics for the implementation of General Plan goals and policies.

A white paper on monitoring and evaluation was written for this General Plan update and is included as Appendix I. Additionally, the Pacific Policy Research Center (PPRC) completed an Evaluation Plan for DHHL that includes seven best practices to guide DHHL’s application of a monitoring and evaluation program:

- ▶ **Align Outcomes to Research Questions:** Select metrics that measure or illustrate the desired change that would result from implementing a goal and/or policy.
- ▶ **Develop S.M.A.R.T. Outcomes:** Policies and associated metrics should be Specific, Measurable, Achievable, Relevant, and Time-based.
- ▶ **Integrate Participatory Research Methods into the Evaluation:** Include input and contributions from beneficiary and community stakeholders.
- ▶ **Sharing Responsibility for Impacts in the Community:** Work with other native Hawaiian serving organizations to develop collaborative strategies for tracking and measuring change in homestead and beneficiary communities.
- ▶ **Aligning Implementation and Evaluation:** Connect evaluation measures to the implementation schedule.
- ▶ **Establishing a Data Collection Schedule:** Establish baseline measures and schedule for periodic data collection on the selected metrics, including who is responsible.
- ▶ **Collecting Community Data and Metrics:** Develop tools to collect and aggregate community level data, specific to DHHL beneficiaries (e.g., beneficiary/lessee surveys, DHHL application and program data, beneficiary organizations reporting).

The American Planning Association also summarizes three ways in which identifying metrics for monitoring and evaluation enables better policy design and implementation:

- ▶ **Metrics enable clearer priorities:** Over the course of long-range plans, political, social, economic, or environmental context may change, thus regular monitoring is important to analyze conditions and help prioritize and adjust strategies to implement appropriate policies and actions.
- ▶ **Metrics help to communicate progress toward goals:** As noted in the best practices, this requires “setting a baseline” or taking an initial measurement to establish a starting point against which subsequent measurements can be compared, allowing progress to be tracked over time.
- ▶ **Metrics help to develop partnerships and collaborations:** Partnering with other agencies and nongovernmental partners can help advance the efforts around different policy topics across many fields and types of stakeholders. With more collaboration and sharing of information comes greater transparency and builds a sense of shared responsibility in advancing goals.

### 10.1.3 Key Needs for DHHL

While the updated HAR requirements for more intentional and regimented monitoring and evaluation of the General Plan implementation represents an important step for DHHL, there are some other considerations that will impact the Department's success.

#### 10.1.3.1 Funding & Staffing

DHHL will need to receive sufficient and sustained levels of funding in order to achieve the goals and policies set forth the General Plan update. Additionally, obtaining sufficient funding and dedicated resources for staff and/or consultants to implement and monitor goal and policy progress will remain an ongoing need. A theme expressed throughout beneficiary consultation and reflected through some policies is the need for additional staff to enable DHHL to better perform certain duties including enforcement of lease requirements to address vacant lots and violations, natural and cultural resource management, and water system management. Funding can also be used to support improved data collection, information management, and digitization of data and workflows.

#### 10.1.3.2 Consultant Support

There are some studies and data collection needs that may require external expertise. For example, when determining the highest and best use of land for revenue generation or other purposes, a market analysis may be necessary, which would require an external consultant. An external consultant may also be necessary to gather and measure data for certain metrics such as the performance of revenue generating assets and the investment portfolio.

#### 10.1.3.3 Partnership Opportunities

As noted in the best practices, involving beneficiaries and community stakeholders and establishing data sharing partnerships with other beneficiary serving organizations will be likely be necessary to develop a fully comprehensive monitoring and evaluation process that includes metrics that align with the General Plan goals and policies. Data reporting agreements and requirements may be included in lease or license agreements if partner organizations are utilizing DHHL lands.

#### 10.1.3.4 Responding to Uncertainty

As a long-range planning document, it is important to acknowledge uncertainties around issues that may disrupt or cause unforeseen challenges for implementation of the General Plan. These include global and national scale events such as climate change, economic downturns, and recessions, as well issues specific to Hawai'i such as State requirements to upgrade cesspools by 2050. Additional changes could be brought about by Federal policy such as reduction of blood quantum requirements under the HHCA. Where possible, the General Plan policies anticipate and respond to known challenges, but many other issues may arise that are not visible today. It is critical that the implementation and reporting framework allows the HHC and DHHL flexibility in identifying, responding to, and acting on emerging issues not anticipated in the General Plan Update. This can be achieved and made transparent through monitoring and annual reporting on implementation of the plan.

## 10.2 MONITORING AND EVALUATION FRAMEWORK

Per HAR requirements, the DHHL General Plan update is required to specify indicators to measure progress and evaluate effectiveness in meeting policies and Goals in the Plan. This is fulfilled by the

Metrics that are specified for each of the General Plan policies in the policy chapters. The goals, policies, and metrics are also compiled in Appendix K.

To guide the process of tracking and reporting results, the Monitoring and Evaluation white paper in Appendix I recommends that DHHL establish and implement a monitoring and evaluation framework. The following steps should be included in such a framework:

#### 10.2.1 Identify Metrics and Data Sources That Align with General Plan Goals and Policies

Measures should incorporate S.M.A.R.T. outcome principles. Internal data currently being collected and tracked by DHHL should be prioritized before identifying potential external data sources and partnerships. Available data should be inventoried, and data collection methods assessed at this stage to ensure the data will remain available in a consistent and useful format going forward.

#### 10.2.2 Identify Roles and Responsibilities for Collecting, Monitoring, and Organizing Data

Leverage existing roles and processes such as annual reports, federal reporting requirements and chairperson strategic planning. Consider collaborative strategies for sharing responsibility across partner agencies and organizations as noted below.

#### 10.2.3 Secure Agreements to Access and Track External Data

Consider working with Native Hawaiian serving and other organizations currently leasing DHHL lands. Establish reporting requirements for organizations leasing DHHL lands that align with metrics and data tracking goals of DHHL.

#### 10.2.4 Establish an Implementation and Evaluation Schedule

Establish baseline measurements for each metric. Consider DHHL priorities and determine reasonable and realistic timelines for consistent measurements with the understanding that some outcomes will take longer to manifest in the community than others. Additionally, available resources and budget may dictate what is possible.

#### 10.2.5 Establish a Reporting and Dissemination Process

A reporting and dissemination strategy should be established as part of the monitoring and evaluation framework in order to set expectations for stakeholders and build transparency and accountability on the part of DHHL. A variety of reporting formats can be considered, including written reports, summary reports, highlights for newsletters, policy/practice briefs, conferences, presentations (e.g., to Commission or community groups), peer-reviewed articles, data dashboards, social media posts, online videos/blogs/vlogs, emails, and brochures (mailed, electronic).