

June 17, 2021

MEMO TO: PSLU-1 File



F R O M: Tamara Paltin, Chair
Planning and Sustainable Land Use Committee

SUBJECT: **TRANSMITTAL OF INFORMATIONAL DOCUMENT RELATING TO
THE WEST MAUI COMMUNITY PLAN** (PSLU-1)

The attached informational document pertains to Item 1 on the Committee's agenda.

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Attachment

Received at PSLU meeting on 06/17/2021

1.1 About the West Maui Community Plan

The West Maui community plan region includes two moku, encompassing the slopes of Mauna Kahālāwai on the west, the coastal plains from Papawai Point, south of Olowalu, to Pō'elua Bay the north. The region is rich with historic structures and cultural heritage.

The Lāhainā moku comprises 29 ahupua`a. The main center is Lāhainā Town, where Kamehameha I established the seat of government after unifying the islands (Lee-Greig, Medeiros, Cordova, and Hammatt 2013: 29) and where the first written laws of the Kingdom were proclaimed. The National Park Service designated a large portion of Lāhainā Town a National Historic Landmark in 1962. In 1967 the County established two smaller local districts, known today as "County Historic District No. 1" and "County Historic District No. 2." Both County Historic Districts sit within the larger National Historic Landmark.

Significant cultural sites within the moku include Lua'ehu, a restricted area where only ali'i lived; Loko o Mokuhinia, which surrounded Moku'ula, Sacred Island forbidden to all but the ruling ali'i; Waiola Church and Waine'e Cemetery where the tombs of several high ali'i rest; Lahainaluna School (1831) and Hale Pa'i, Print House (1915); and Hale Pi'ula, the site of Kamehameha III Palace where the first Bill of Rights (1839) and the first Hawaiian Constitution (1840) were adopted.

The ahupua`a on the south of the moku are Launiupoko, Olowalu, and Ukumehame still contain Hawaiian agricultural terraces above the canefields and in undisturbed areas, heiau complexes, traditional housing sites, petroglyphs, loko i'a and small shrines. Some contemporary sites in the ahupua`a include the Lahaina Pali trail (being developed for public access by the Na Ala Hele Trails and Access program) and the Olowalu church ruins.

The mauna of the moku is Mauna Kahālāwai. Its watershed is actively protected and restored and kalo is being cultivated, as well as coffee and small scale tropical orchards, but the foothills mostly lie fallow after years of intensive sugarcane and pineapple cultivation.

To the north of the region is the Kā'anapali moku, consisting of 14 ahupua`a, 13 of which fall into this community plan region.

Within this district are five of the famed Hono-a-Pi'ilani, the bays of Ke Ali'i Nui Pi'ilani, including Honokohau, Honolua, Honokahua, Honokeana and Honokowai. Four of these areas contained perennial streams that, along with Kahana Stream, were extensively used for irrigated kalo cultivation. Honokohau Valley still supports kalo cultivation and vestiges of historic agricultural complexes can be found within the

undeveloped portions of the other valleys. Heiau complexes are still present along the coastal ridges in Honokohau and Honolua. An extensive sand dune burial site was discovered at Honokahua, within the Kapalua Resort, and continues to be protected. Kā'anapali and Kapalua now have major resorts and are , visited by people from around the world.

Isolated from the rest of the island, with access constrained by the two-lane Honoapi'ilani Highway, West Maui is a bustling community with many challenges and opportunities. The West Maui Community Plan (the Plan) sets forth a growth framework, goals, policies, and actions to address the challenges and opportunities, and support the community's vision.

The Plan directs future growth and development in West Maui over a 20-year timeframe. As established under Chapter 2.80B of the Maui County Code (MCC), the Plan outlines the community's vision for its future and the road map to achieve its vision. The goals, policies, and actions set forth in this Plan will direct the County in its planning, programs, and decision-making.

The policies and actions outlined in this Plan direct the County's decisions related to managing land use, review of development projects, changes to zoning and development regulations, prioritizing funding for projects, and establishing new programs and initiatives.

As a part of the General Plan for Maui County, the Plan aligns under the 2010 Countywide Policy Plan and the 2012 Maui Island Plan (MIP) within the County's hierarchical planning structure. As shown in Figure 1.1, the Countywide Policy Plan is a statement of values that gives policy direction to the MIP and the community plans. The MIP takes an island-wide approach to managing land use. Through the designation of rural and urban growth boundaries, it identifies where growth can occur and the infrastructure required to accommodate it. At the community level, this Plan focuses on how and where West Maui will grow and what this growth should look like to meet the needs of residents, while protecting and preserving that which makes the region special. The community plan supports the General Plan's vision, principles, policies, and actions, and addresses issues and opportunities specific to West Maui. The General Plan supports the Hawai'i State Plan and is consistent with the State Functional Plans. Last updated in 1996, the Plan is the first Maui island community plan to be updated since the adoption of the MIP. This Plan update used the Countywide Policy Plan, the MIP and the 1996 West Maui Community Plan as a starting point.

See Appendix A for a summary of the community plan update process and information on how to use the community plan and its structure.

1.2 How to Change this Plan

There are three ways to update or amend community plans. The first is during the update process, led by the Department. As discussed in Section 2.80B.090, MCC, community plans should be updated or revised every 10 years. This 2021 update of the Plan falls under this type of update.

The second way to update or amend community plans is through a proposal by the Planning Director or by the Council (Section 2.80B.100, MCC). Finally, amendments to community plans can be proposed by a person during July of each year, except during a one-year period following a 10-year update (Section 2.80B.110, MCC).

1.3 West Maui Yesterday, Today and Tomorrow

West Maui Yesterday

The Plan region historically was a significant agricultural, cultural, and political center. Known for the HonoaPi'ilani, or the Bays of Pi'ilani, named after Ke Ali'i Nui Pi'ilani, the first chief to unify East and West Maui under single rule. and also ruled over Lāna'i, Kaho'olawe, and a part of Molokai. It is said that Pi'ilani was "renowned for his good and wise governance over Maui Nui."

There are several features in Lāhainā and the West Maui region that are either named after Pi'ilani or attributed to him, including an 'ili `aina, an `auwai (Auwai-a-Pi'ilani), and the major highway through the region (Honoapi'ilani Highway).

In studies of traditional Hawaiian land use and subsistence practices throughout Hawai'i, E.S. Handy, E.G. Handy, and M. Kawena Pakui found the following about West Maui:

Lāhainā District was a favorable place for the high chiefs of Maui and their entourage for a number of reasons: the abundance of food from both land and sea; its equable climate and its attractiveness as a place of residence; it had probably the largest concentration of population, with its adjoining areas of habitation; easy communication with the other heavily populated area of eastern and northeastern West Maui, "The Four Streams," and with the people living on the western, southwestern and southern slope of Haleakala; and its propinquity to Lāna'i and Moloka'i.

Southeastward along the coast from the ali'i settlement were a number of areas where dispersed populations grew taro, sweet potato, breadfruit and coconut on slopes below and in the sides of valleys which had streams with constant flow. All this area, like that around and above Lāhainā, is now sugarcane land. Ukumehame had extensive terraces below its canyon, some of which were still planted with taro in 1934; these terrace systems used to extend well down below the canyon. Olowalu, the largest and deepest valley on southwest Maui, had even more extensive lo'i lands both in the valley and below. Just at the mouth of the valley we found in 1934 a little settlement of five kauhale (family homes)

surrounded by their flourishing lo'i. There are said to be abandoned lo'i far up in the valley. In and below the next valley, Launuiipiko [Launiupoko], there were no evidences of lo'i, and the people of Olowalu said there had never been any. But we think there must have been a few, although the land is, in general, dry and rough. Next beyond this, going along the coast toward Lāhainā, is Kaua'ula Gulch above Wainē'e, and here in 1934 there were a few lo'i in which Hawaiians were still growing taro.

Lāhainā's main taro lands, on the lower slopes running up to the west side of Pu'u Kukui, were watered by two large streams, Kanaha and Kahoma, which run far back into deep valleys whose sides were too precipitous for terracing... (Handy, et al., 1972:492 in Maly and Maly 2007: 9)

The Lāhainā area was heavily populated and was the seat of kings and chiefs. Homes of chiefs were scattered throughout the near shore lands. Loko i'a, lo'i kalo, and groves of trees such as 'ulu also dotted the near shore landscape. The lands that extend from behind the coastal area to the valleys contained wet land and dry land agricultural fields. Streams, including Kahoma, Kanahā, and Kaua'ula, flowed from the valleys behind Lāhainā. 'Auwai (irrigation channels) were built to change the natural alignment of these streams and bring water to lo'i kalo (Maly and Maly 2007: 9-10).

The first foreign ship arrived in 1793, placing Hawai'i on their map, and resulted in more ships frequenting the islands. Increased arrivals by foreign ships in Hawai'i brought new economic pressures, the introduction of capitalism, and a multitude of deadly diseases. New crops and ungulates, such as pigs, cows, goats, and sheep, were introduced for protein and to serve the new industry of whaling, transforming traditional land use practices to foreign demands for supplies (Maly and Maly 2007: 11). In 1820, missionaries from New England arrived to Hawai'i. Lāhainā was established as one of the primary stations of the Hawaiian Mission because it served as the main seat of Kamehameha II and Kamehameha III. Missionaries brought their religious beliefs and foreign concepts that clashed with traditional beliefs, such as private property rights (Maly and Maly 2007: 11).

From 1782 to 1848, land was controlled by the Mō'i, with kaukau ali'i and konohiki to manage the resources on their behalf. In 1848, ka Mō'i enacted the Great Māhele, which made lands private, protecting it from being easily taken by the Doctrine of Conquest. He divided the interest in all the lands into three groups, the kingdom government, the king and konohiki, and the maka'ainana.

Descendants of the missionaries wanted to start businesses by establishing sugarcane plantations and pressured ka Mō'i into passing the Resident Alien Act of July 10, 1850, which gave them the right to buy land in fee simple.

Sugarcane cultivation expanded during the second half of the 1800s and with it plantation camps that housed immigrant workers. Pioneer Mill Company became one of the main sugar producers in West Maui. By the early 1900s, Baldwin Packers began cultivating pineapple in the region. Plantation owners wanted to increase production of sugarcane and pineapple, but needed water, so they built the Honokōhau and Honolua Ditch systems. The “cash crops” of sugarcane and pineapple led to a dramatic shift in the West Maui landscape as well as social, economic and cultural changes.

While western businesses in the Lāhainā region thrived throughout the 1800s, native Hawaiian were experiencing high death rates, the loss of their lands, and access to water for traditional and customary agricultural practices used to grow food.

By 1940, the landscape in the Lāhainā region changed dramatically when new mechanical equipment allowed large tracts of land to be cleared of boulders and stones (Maly and Maly 2007: 13). In Lāhainā, a number of important sites that date to pre-contact times remain intact below the ground surface, including the sacred island of Moku‘ūla and Loko o Mokuhunua, which are located at the present Malu‘uluolele Park. There are also a number of below ground sites in this area that date from 1837-1845, when Lāhainā was the capital of the Kingdom of Hawai‘i under ka Mō‘ī Kamehameha III, Kauikeaouli.

Several buildings in Lāhainā reflect early western influences, including the Baldwin House, Hale Pa‘i, and the Seamen’s Hospital. A larger number of buildings and structures in Lāhainā town are tied to the plantation era, including a majority of the commercial buildings along Front Street, between Dickenson and Papalaua Streets. To the south of Lāhainā Town are the three large ahupua‘a of Launiupoko, Olowalu, and Ukumehame. These lands still contain evidence of Hawaiian agricultural terraces above the sugarcane fields and in undisturbed areas. Heiau complexes, housing sites, petroglyphs, and small shrines are also present in each of these ahupua‘a. Post-contact sites include the Lāhainā Pali trail and the Olowalu church ruins.

One of Maui’s first coffee plantations was started in Honokōhau and Honolua and later became Honolua Ranch. In 1915, H.P. Baldwin moved the ranch headquarters to Honokahua, and the village which grew around it was called Honolua (the Honolua Store, which also moved to this site in 1915, is still in operation).

By the mid-1900s the government chose to shift the economic drivers on Maui from sugarcane and pineapple to the tourism industry. , The first master-planned resort area in Hawai‘i was in Kā’anapali in 1961 and then was expanded to Kapalua. The tourism industry flourished on Maui, which provided employment for Maui’s existing residents, but also caused a rapid influx of newcomers. Like sugarcane and pineapple, the tourism industry has had a substantial impact on West Maui’s community, culture, economics, infrastructure, natural resources, and land use patterns.

West Maui Today

The West Maui region has an abundance of exceptional community assets, including important cultural sites and history, natural beauty, world class beaches, and popular resort areas. These features provide residents with a connection to place and history, outdoor recreation, services, employment opportunities, entertainment, and draw thousands of people each year.

The Plan area encompasses 96 square miles covering nearly nine percent of the island of Maui. Although the Plan region is somewhat isolated from the rest of the island due to steep topography and limited highway access, the region had nearly 25,000 residents in 2017. The West Maui region had the largest estimated average daily transient population of around 36,000 in 2019 and the highest number of 2018 estimated visitor units of about 16,000 units. West Maui is also the island's second largest employment center (ESRI 2017; Hawai'i Tourism Authority 2018; DBEDT 2019).

West Maui is a large and diverse area, with distinct towns and communities which possess their own character and sense of place. For planning purposes, the region has been divided into four subareas as shown in Figure 1.6. The four subareas are further explored in the Growth Framework.

This Plan attempts to address the following issues with the policies and actions included in this Plan:

A Growing Population

The population of West Maui increased from just over 22,000 in 2010 to nearly 25,000 in 2017. Population growth during this period occurred at a faster rate in West Maui than the rest of Maui County and the state (ESRI, 2017). From 2004 to 2016, 59 percent of Maui County's population growth came from natural increase (local births minus deaths), 35 percent from international migration, and six percent from domestic migration (DBEDT, 2017). West Maui is also a popular visitor destination and one of the largest employment centers in Maui, drawing an estimated average daytime population of 63,706 persons. This includes about 10,287 residents who remain in West Maui during the day, 19,868 workers from West Maui and elsewhere who commute to West Maui, and 33,551 visitors (ESRI, 2017) (DBEDT, 2017).

How will West Maui ensure adequate services?

The increased number of people living, working, and spending time in West Maui is putting a strain on housing, roads, transit, infrastructure, and other resources. With

the population of West Maui projected to grow to 33,754 by 2040, demand for housing, water, and other infrastructure will continue to grow. Planning to ensure sufficient water, wastewater, and other services for existing and new development will be challenging for the County and other service providers.

Where will new residents live?

By 2040 it is estimated that West Maui will need a total of 13,358 housing units to accommodate resident demand (County of Maui, Land Use Forecast, 2014). This could require building or making available an additional 5,288 new homes, or about 251 (330 including non-resident demand) housing units per year from 2019 to 2040. For the period 2008 to 2017, development of new homes in West Maui did not keep pace with demand.

In Hawai'i's high-priced housing market, demand for lower-priced housing is especially significant. Low supply and limited housing options make it difficult for many individuals and families to find needed housing that they can afford. Residents support construction of new housing targeted only for Native Hawaiians and residents of Maui.

Will new residential growth lead to economic growth and better jobs?

Although West Maui is one of the county's primary employment centers, many jobs are low-paying service industry jobs that are vulnerable to downturns in the economy. In 2015, about 84 percent of West Maui jobs were in the service industry and approximately 73 percent of West Maui workers earned less than \$44,000 annually. The shortage of affordable housing in West Maui clearly makes it challenging for employers to find and retain qualified workers because many workers are not willing to make the long commute to West Maui for such low pay. Businesses are left with a restricted pool of potential employees who reside on the West side.

How will West Maui manage traffic?

Traffic congestion is a major concern for local residents and it also has a negative impact on the quality of life of residents and the economy. The long delays that are a daily occurrence on West Maui roadways negatively impact the free movement of freight, workers and visitors..

In addition to visitor rental cars and limited access to safe multimodal transportation, an imbalance of jobs-to-housing is contributing to traffic congestion. West Maui had more than two jobs for every occupied housing unit. The unfulfilled conditions from developers to build workforce and affordable housing contributed to this shortage of housing units, which now forces many workers to live outside the area and commute

long distances to work. In 2017, more than 6,800 workers commuted into West Maui from outside the area, while more than 5,800 West Maui residents commuted outside the area to work (U.S. Census Bureau 2017). Blockage or damage to Honoapiʻilani Highway, the primary roadway connecting West Maui with the rest of the island, can leave the region isolated and cut off from critical services and resources.

How will climate change affect West Maui's future?

West Maui's largely coastal-focused development, as well as extensive stretches of fallow agricultural fields, make West Maui vulnerable to natural hazards and emergencies. Flooding, coastal erosion, and wildfires threaten residents, visitors, roads, critical infrastructure, and properties. Climate change and sea level rise will likely increase the frequency and severity of impacts from these natural hazards.

How does West Maui mālama its natural and cultural resources?

With more people living in and visiting West Maui, the region's natural and cultural resources face pressures from increased urbanization and human activity. Growth in West Maui's population will place a greater demand on water resources. Feral ungulates, invasive weeds, and human disturbance in the upper watersheds directly impact the forested ecosystem and can lead to impacts further downstream. Diversion of surface water for agriculture, drinking, and other uses have resulted in less stream flow to support a healthy stream ecosystem and traditional and customary uses such as kalo farming. Urbanization and lack of management of agricultural fields are leading to impacts from stormwater runoff (NOAA 2012). This runoff carries pollutants to streams and the ocean, degrading water quality and coral reef health. Development within floodplains disrupts the natural functions of the floodplain, such as flood and erosion control, and can pose a threat to public safety and the environment. Growth in the tourism industry, including the number of transients, tourism development, and tourism-related activities over the years has led to overcrowding at beaches, parks, and other natural and cultural areas as well as impacted the sense of place in many areas of West Maui. West Maui's historic and cultural resources are irreplaceable treasures that tell the story of this culturally important place. These resources are important to families with lineal ties to West Maui, the many cultures that have shaped the region, and the broader world.

Looking forward

West Maui is a tight-knit community with committed residents and businesses working together to benefit the community. It also has a wealth of natural and cultural resources that are worth protecting and provide a sense of place. Open land provides the opportunity for ecosystem protection, open space preservation, recreation, and agriculture.

Within the next 20 years, housing affordability and availability for residents will be a central goal. Future land use decisions grounded on Smart Growth and responsible management and stewardship of the land and resources will be key to addressing today's challenges and building a resilient, equitable, and vibrant West Maui.

West Maui Tomorrow

This Plan reflects the future the West Maui community is striving to achieve. The vision is the community's expression of this future and should guide the actions of decision-makers throughout the life of the Plan.

Goals

This Plan's Policy Framework is organized by five goals. These goals are a reflection of the community's vision and are a description of the West Maui future generations will enjoy by carrying out this Plan. In setting goals, West Maui is consciously designing their community to better meet their needs through strong, achievable policies, and meaningful actions.

- Ready and resilient systems.
- A complete, balanced and connected transportation network.
- Responsible stewardship of resources, culture and character.
- Economic opportunity through innovation and collaboration.
- Safe, healthy, livable communities for all.

West Maui's Vision

West Maui has everything its residents need to thrive, including a range of affordable housing options, community services, innovative agriculture as part of a diversified economy with living-wage jobs, an excellent public education system, local food growth and security, access to high quality healthcare, and ample access to open spaces and parks, mauka to makai. Conscious of the region's rich cultural heritage, care is taken to protect and restore historic, cultural, and natural sites and resources; protect the character of West Maui; and to incorporate traditional Hawaiian practices in land use planning that made the island sustainable for generations. Quality of life for residents is a priority, and everyone enjoys an active lifestyle with safe walking, biking and public transit routes within and between West Maui's communities, and a healthy environment with resilient shorelines.