WEST MAUI
PLANNING FOR THE FUTURE

COUNTY OF MAUI
DEPARTMENT OF PLANNING

WEST MAUI COMMUNITY PLAN

Land Use Technical Resource Paper

May 31, 2019

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Introduction

The purpose of this Land Use Technical Resource Paper is to provide background information on the existing land use conditions in West Maui. This paper includes information about growth area boundaries, community plan land use designations, zoning, existing land uses, planned and approved developments, vacant lands, and redevelopment opportunities.

This paper looks at key challenges in West Maui that are directly or indirectly related to land use and discusses planning related concepts and strategies to address these challenges. Finally, it will provide references and other plans and studies that are related to the issue of land use.

Countywide Policy Plan, Maui Island Plan & 1996 West Maui Community Plan

The Countywide Policy Plan (CWPP) addresses future land use in Strategy J which states that the County will "Promote Sustainable Land Use and Growth Management." The CWPP identifies four land use planning objectives:

1. Improve land use management and implement a directed-growth strategy.
2. Improve planning for and management of agricultural lands and rural areas.
3. Design all developments to be in harmony with the environment and to protect each community's sense of place.
4. Improve and increase efficiency in land use planning and management.

The Maui Island Plan (MIP) identified three objectives, 26 policies and 12 actions, addressing agricultural issues including preservation of farm lands and incentives to encourage agricultural industry investment. The MIP also includes two objectives, 12 policies and eight actions, addressing rural issues such as sprawl and infrastructure. Another five objectives, 36 policies and 17 actions, address urban issues including development of compact, self-sufficient, sustainable communities.

The 1996 West Maui Community Plan has 13 policies and objectives addressing land use issues in West Maui. It also has 12 policies and objectives specifically targeting land use issues in Lahaina Town. The 1996 Plan includes seven land use related implementing actions.

The West Maui Community Plan update will be consistent with the CWPP and MIP without duplicating the objectives, policies and actions of these plans. The updated plan will also be the next step in implementing the MIP's directed growth strategy and will address land use issues specific to West Maui.

Existing Land Use Conditions

Maui Island Plan – Planned Growth Areas

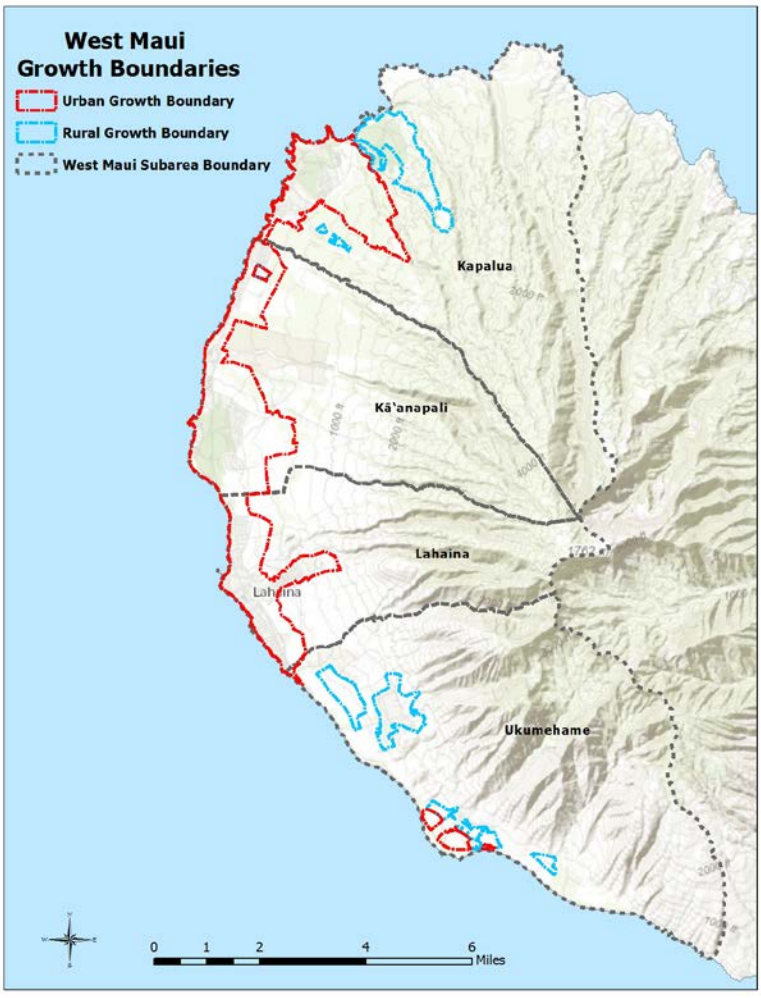
The Maui Island Plan (MIP) states:

> *"The primary purpose of the MIP is to establish a managed and directed growth plan to accommodate population and employment growth in a manner that is fiscally prudent, safeguards the island's natural and cultural resources, enhances the built environment, and preserves land use opportunities for future generations."*

The MIP Directed Growth Plan establishes the location and general character of future development. It also provides the framework for future community plan land use and zoning changes and guides development of the County's short-term and long-term capital improvement plan budgets.

As depicted in Figure 1, West Maui's urban and rural growth boundaries delineate areas within which higher density development is supported in accordance with applicable land use laws. West Maui has 6,769 acres within the urban growth boundary and 1,833 acres within the rural growth boundary.

Figure 1. West Maui Existing Growth Boundaries



Planned Growth Areas are the places specified in the MIP to accommodate most future growth (see Table 1). The purpose of establishing Planned Growth Areas is to make development more predictable, reduce development costs, provide more affordable housing, and lower taxes. Lahaina Infill and Kahoma Infill Planned Growth Areas are currently under construction as of the writing of this paper.

Table 1. Maui Island Plan – Planned Growth Areas

Maui Island Plan Planned Growth Areas	Subarea	Site Acreage	Approximate Housing Units	Maui Island Plan Envisioned Uses
Kāʻanapali Town	Kāʻanapali	840	1,800	Balance of single- and multi-family units, region-serving convenience shopping, parks and open space
Lahaina Town North	Lahaina	245	1,200	Balance of single- and multi-family units, convenience shopping, parks and open space
Lahaina Infill	Lahaina	22	214	Balance of single- and multi-family units, parks and open space
Kahoma Infill	Lahaina	18	68	Balance of single- and multi-family units
Lahaina Town South	Lahaina	269	1,100	Mix of single- and multi-family units, convenience shopping, parks and open space
Makila	Ukumehame	270	200	Mix of single-family units, neighborhood serving commercial, parks and open space
Olowalu Town	Ukumehame	613	1,500	Balance of single- and multi-family units, region-serving convenience shopping, parks and open space
Total		**2,277**	**6,082**	

Community Plan Land Use Designations

Community plan land use designations (see Table 7) are general descriptions of the types of land uses that are envisioned in a given area as it is developed over the 20-year planning period. The designations also describe the desired scale and form of the built environment, and how people get around in their community.

The designation descriptions and land use map work together with the community plan to carry out a community's vision for the future. The designations are typically less detailed and prescriptive than the zoning districts that implement them.

Land use designations are depicted on a community plan land use map to show the community's vision for the type and location of future development. The land use designations are primarily used to:

- Assist the County's review of development proposals and applications for project-specific changes in zoning, Special Management Area permits, County Special Use Permits, subdivisions, changes to the zoning code, and other County ordinances; and
- Plan for future facilities needs and infrastructure improvements.

COMMUNITY PLAN MAP
v.
ZONING MAP

The community plan land use designation map and the zoning map both depict how land can be used over time, using broad categories such as residential, industrial or open space. The community plan map, however, is about the future long-term vision of how and where the county will grow and change throughout the next 20 years.

The community plan designations guide decisions on appropriate zoning. The zoning map shows what is allowed today, how the land can be used and what can be built on a property. Zoning is more specific than community plan land use designations. The zoning code provides a set of rules that clarify what uses are allowed and how structures may be developed or changed.

The community plan map and zoning map are like a leader and a follower. The community plan map is the leading map and the zoning map is the follower. The zoning map may catch up to the community plan map, but it can't go past it.

Zoning

The General Plan, including the community plans, establish the desired land use patterns and guide land use decisions, while the zoning code regulates what a landowner can or cannot do on a property. Zoning is an exercise of the County's police power and code violators are subject to both criminal and administrative penalties. The General Plan and community plans do not have the same force and effect without accompanying regulations like zoning.

Title 19 of the Maui County Code (MCC) enacts zoning for three primary purposes which can be summarized as follows:

1. To regulate the use of land in a manner that is consistent with adopted state and local laws;
2. To promote and protect the public health, safety, and welfare; and

3. To implement community plans.

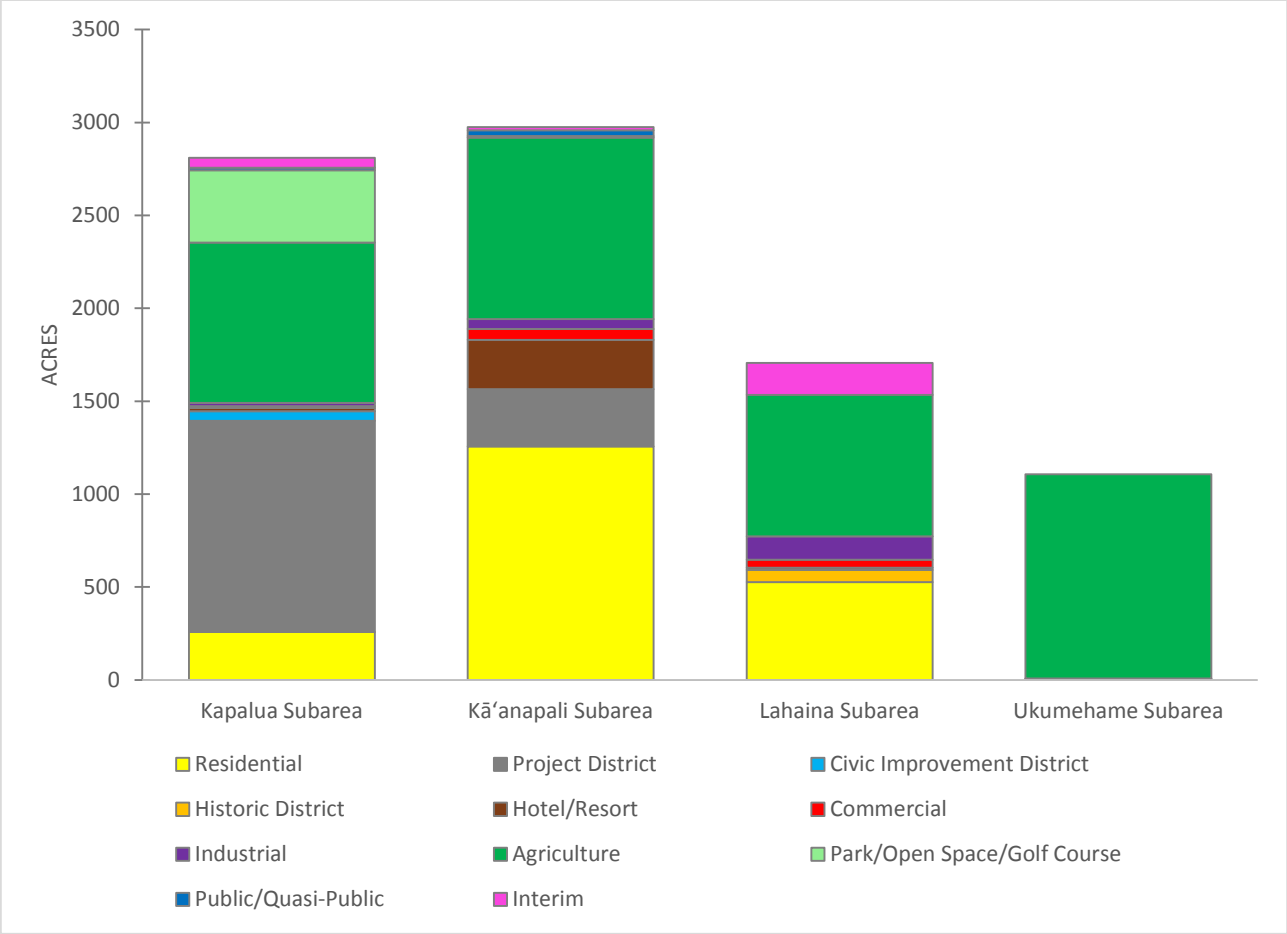
As shown in Table 2, Agriculture zoning makes up 45% of the entire West Maui planning area and 43% of areas within Urban and Rural Growth Boundaries (GB). Although originally intended to be just temporary, Interim zoning currently makes up 48% of the zoning within greater West Maui. Almost all of the Interim zoned land is within the State of Hawaii Conservation District. The other nine primarily urban-type zoning districts make up less than 8% of the total acreage.

Table 2. West Maui Generalized Zoning Districts

	Kapalua Subarea		Kā‘anapali Subarea		Lahaina Subarea		Ukumehame Subarea		West Maui		All West Maui	
West Maui – Generalized Zoning Districts	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres	%
Residential	258	9.20%	1,256	42.24%	526	30.85%	7	0.60%	2,049	23.83%	2,114	3.45%
Project District	1,136	40.44%	308	10.36%	0	0.00%	0	0.00%	1,444	16.79%	1,449	2.36%
Civic Improvement District	52	1.84%	0	0.00%	0	0.00%	0	0.00%	52	0.60%	52	0.08%
Historic District	0	0.00%	0	0.00%	66	3.86%	0	0.00%	66	0.77%	76	0.12%
Hotel/Resort	17	0.60%	266	8.93%	11	0.66%	0	0.00%	295	3.43%	298	0.49%
Commercial	11	0.39%	58	1.94%	44	2.58%	1	0.05%	113	1.32%	113	0.19%
Industrial	17	0.60%	54	1.80%	126	7.37%	0	0.00%	196	2.28%	196	0.32%
Agriculture	862	30.70%	977	32.84%	760	44.52%	1,099	99.36%	3,700	43.02%	27,365	44.68%
Park/Open Space/Golf Course	390	13.89%	8	0.28%	0	0.00%	0	0.00%	398	4.63%	398	0.65%
Public/Quasi-Public	13	0.46%	30	0.99%	0	0.00%	0	0.00%	42	0.49%	45	0.07%
Interim	53	1.89%	18	0.61%	173	10.15%	0	0.00%	245	2.85%	29,145	47.59%
Total	2,809	100%	2,974	100%	1,706	100%	1,106	100%	8,601	100%	61,247	100%

Lands within the Kapalua Subarea growth boundaries are zoned mostly Project District (40%) and Agriculture (31%), while only 9% is zoned strictly residential. Likewise, in the Kā‘anapali Subarea growth boundaries, zoning is primarily Residential (42%) while one third is zoned Agriculture. The Lahaina Subarea growth boundary currently contains 45% Agriculture zoning, while 31% is Residential. The Ukumehame Subarea growth boundary is zoned 99% Agriculture. See Appendix 1 for a map showing zoning districts.

Figure 2. West Maui Generalized Zoning District Acreage by Subarea



Existing Land Use

As mentioned above, community plan designations guide land use decisions while the zoning code implements the community plan. Uses of land that we see on the ground should be consistent with both community plan and zoning. There are some exceptions allowed, however, such as non-conforming uses. In order to provide a snapshot view of what uses are currently happening on the ground in West Maui, each tax lot was assigned a generalized land use type that reflects the existing use. A listing of the West Maui existing land use types is shown in Table 3.

The largest land use in West Maui is Conservation within the State of Hawaii Conservation District which makes up more than half of the greater West Maui planning area. The next largest land use is Agriculture which covers more than one quarter of West Maui. In contrast, in areas within growth boundaries, only 3.3% of land is either Agricultural use or within the State Conservation District (primarily in shoreline areas). Also within growth boundaries, 20% of land is used for residential purposes (rural, single-family residential, multi-family residential), 10% for other urban uses (commercial, hotel, industrial), and 7% for roads. Parks, open space and golf courses make up 11% of uses inside of the growth boundaries, while over 4,000 acres (47%) remain vacant.

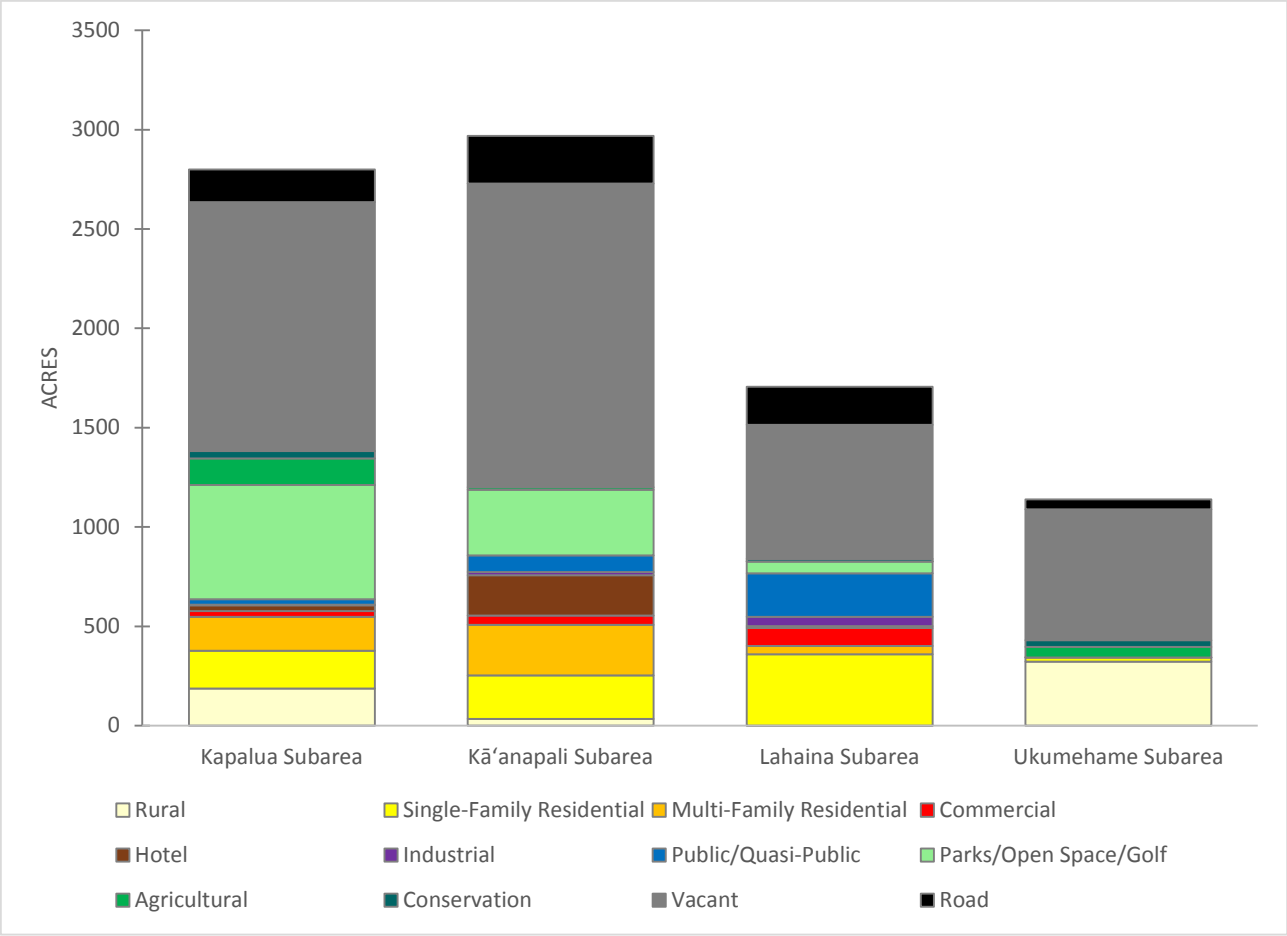
Table 3. West Maui Existing Land Use Acreage by Subarea

	Kapalua Subarea		Kā‘anapali Subarea		Lahaina Subarea		Ukumehame Subarea		West Maui		All West Maui	
Existing Land Use Type	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres in GB	%	Acres	%
Rural	188	6.72%	34	1.15%	1	0.06%	323	28.38%	546	6.34%	569	0.93%
Single-Family Residential	190	6.79%	219	7.38%	359	21.04%	20	1.76%	788	9.14%	790	1.29%
Multi-Family Residential	170	6.07%	255	8.59%	42	2.46%	0	0.00%	467	5.42%	470	0.77%
Commercial	29	1.04%	46	1.55%	89	5.22%	1	0.04%	165	1.91%	165	0.27%
Hotel	29	1.04%	203	6.84%	10	0.59%	0	0.00%	245	2.84%	248	0.41%
Industrial	4	0.14%	17	0.57%	47	2.75%	0	0.00%	68	0.79%	68	0.11%
Public/Quasi-Public	26	0.93%	83	2.80%	219	12.84%	0	0.00%	329	3.82%	369	0.60%
Parks/Open Space/Golf	575	20.54%	331	11.15%	59	3.46%	0	0.00%	965	11.20%	1,188	1.94%
Agricultural	134	4.79%	12	0.40%	1	0.06%	53	4.66%	200	2.32%	16,375	26.75%
Conservation	38	1.36%	-	0.00%	13	0.76%	34	2.95%	85	0.99%	34,349	56.11%
Vacant	1,252	44.73%	1,528	51.48%	675	39.57%	659	57.90%	4,114	47.74%	5,672	9.27%
Road	164	5.86%	240	8.09%	191	11.20%	49	4.31%	645	7.49%	956	1.56%
Total	2,799	100%	2,968	100%	1,706	100%	1,138	100%	8,617	100%	61,219	100%

Within the Kapalua Subarea growth boundaries, 20% of land is used for residential, while more than 1,200 acres (45%) are still vacant. More than half the land within the Kā‘anapali Subarea growth boundaries remains undeveloped, while 17% is currently occupied by residential uses. The Lahaina Subarea growth boundary is 40% vacant, however 23% is now used for residential. The Ukumehame Subarea growth boundary is 58% undeveloped and 31% residential uses.

See Appendix 2 for a detailed map showing existing land use types.

Figure 3. West Maui Existing Land Use Acreage by Subarea



Vacant Land

Table 4 below shows that West Maui has a significant amount of vacant land within its growth boundaries, totaling more than 4,000 acres. The Kā‘anapali subarea has more than 1,500 acres followed by the Kapalua subarea with more than 1,200 acres. Nearly half of this vacant land is located within the MIP Planned Growth Areas listed in Table 1 and within the project districts listed in Table 6.

Table 4. Vacant Land Acreage within West Maui Growth Boundaries

Kapalua Subarea		Kā‘anapali Subarea		Lahaina Subarea		Ukumehame Subarea		Total for West Maui	
Vacant Parcels	Vacant Acres	Vacant Parcels	Vacant Acres	Vacant Parcels	Vacant Acres	Vacant Parcels	Vacant Acres	Vacant Parcels	Vacant Acres
143	1,241	202	1,526	138	630	61	664	544	4,062

There are approximately 90 vacant single family tax lots in West Maui comprising approximately 60 acres. Many of these vacant parcels are opportunities for infill development (infill parcels are undeveloped parcels surrounded by existing development). Only eight vacant parcels on approximately 16 acres are designated for multi-family development. West Maui also contains around 400 acres with 75 vacant agricultural or rural parcels.

Potential Redevelopment Opportunities

Over time, areas that were previously developed may benefit from new investment and ultimately redevelopment with different or more appropriate uses. In order to determine the potential number of redevelopment opportunities that exist in West Maui, the Planning Department performed an analysis that focused on a parcel's building value in relation to the parcel value. Parcels with a low building-to-land-value ratio may become candidates for redevelopment. Older buildings on lots that are in prime locations may be profitably redeveloped, if they are not considered historically significant.

INFILL AND REDEVELOPMENT

Infill development and redevelopment provide opportunities for making existing communities in West Maui more complete, taking advantage of vacant or underutilized land in existing neighborhoods and towns. These lands have access to existing infrastructure (such as streets, water, sewer, and electricity) and are close to jobs and services. Infill and redevelopment near town centers and transportation corridors increases the number of people and jobs close to transit, reducing transportation costs and traffic problems. Infill and redevelopment can come in many forms. Infill can include building ‘ohana units in existing residential neighborhoods to increase affordable housing options. Redevelopment can include replacing older commercial developments with walkable mixed use centers with housing options.

This is certainly not always the case, and finding redevelopment opportunity parcels is not an exact science. It is an iterative process. There are many factors that ultimately determine if a parcel will redevelop. Table 5 shows the number of parcels in

each subarea that could potentially redevelop within the 20-year community planning time frame based upon a preliminary analysis.

Lahaina's Historic District has by far the greatest number of potential redevelopment parcels. A building's historic significance, however, will always be an important factor in determining whether or not the site is appropriate to redevelop.

Table 5. Potential Redevelopment Parcels in West Maui Growth Boundaries

NUMBER OF POTENTIAL REDEVELOPMENT PARCELS									
Kapalua		**Kā**ʻanapali		Lahaina		Ukumehame		West Maui	
Number of Parcels	Acres	Number of Parcels	Acres	Number of Parcels	Acres	Number of Parcels	Acres	Number of Parcels	Acres
1	1.3	15	13.0	60	40.0	-	-	76	54.3

Planned/Approved Development

Project Districts

West Maui contains four project districts that are either undeveloped or not fully developed. In the past, project districts provided for a more flexible and creative planning approach rather than generic zoning and land use designations. This planning approach established continuity in land uses and designs while providing for orderly growth of the community, as well as comprehensive and concurrent provision of infrastructural facilities and systems.

Because of the variety of conditions and constraints related to the different project districts, each project district is implemented through a separate ordinance. Each project district ordinance specifies the permitted uses, densities, design guidelines and other information necessary to attain each project district's objective and the objectives of the West Maui Community Plan.

The four project districts in West Maui are shown in Table 6. When fully built out, these projects are planned to encompass 1,520 acres and 2,472 new residential units. Of these project districts, only portions of Project District 1 – Kapalua are built as of the writing of this paper.

Table 6. West Maui Approved and Undeveloped Project Districts

Project District Name	Acres	Planned Dwelling Units
Project District 1 – Kapalua	220	900
Project District 2 – Kapalua Mauka	975	690
Project District 3 – Kāʻanapali-North Beach Mauka	15	-
Project District 5 – Pulelehua	310	882
Total	1,520	2,472

Chapter 19.45 of the Maui County zoning code states that:

> *"The intent of a project district development is to provide for a flexible and creative planning approach rather than specific land use designations, for quality developments. The planning approach would establish a continuity in land uses and designs while providing for a comprehensive network of infrastructural facilities and systems. A variety of uses as well as open space, parks, and other project uses are intended in accord with each individual project district objective."*

The following descriptions are from the zoning ordinances for each project district:

Project District 1 – Kapalua*:* the purpose and intent "is to establish a mixture of visitor oriented facilities, including hotel accommodations, single and multifamily residences and supporting commercial services within an open space setting organized around a central village core."

Project District 2 - Kapalua Mauka*:* the purpose and intent "is to provide for a flexible and creative approach to development that considers physical and environmental factors in a comprehensive manner and that will result in a low-density, primarily residential and recreational development."

Project District* 3 - *Kāʻanapali-North Beach Mauka*:* the purpose and intent is "to create the health and wellness component of West Maui Project District 3 (Kaanapali-*North Beach Mauka*), within the context of the Kaanapali Resort, to foster the healthcare industry and various healthcare uses. This component will comprise only 14.99 acres of the overall Project District. The State has identified deficiencies for healthcare services for West Maui. The health and wellness component will satisfy those identified deficiencies."

Project District* 5 - *Pulelehua: the purpose and intent is "to create a compact, pedestrian-oriented, mixed use neighborhood where residential and community-related commercial and civic uses are within close proximity to each other. The planning concept is based on a study of historical Hawaiian towns and the principles of traditional neighborhood design."

Community Plan Land Use Designation Update

Maui County's Title 19 Zoning Code was originally adopted nearly 60 years ago and has not been comprehensively updated since. In 2017, Orion Planning + Design (Orion) was hired to conduct an audit of the outdated zoning code. Orion produced a final report in March 2018. Some of the key findings that relate to community plans are:

- There is a weak relationship between the community plans and the zoning code.
- The existing zoning code focuses on separation of uses rather than creating unique places. This promotes development that is indistinguishable from cities on the mainland threatening the character of Maui's plantation towns, villages and historic centers.
- Maui is automobile centric and there is no requirement to build complete communities.

Similarly, the land use designations used in past community plans are antiquated and place an emphasis on separation of uses. This results in sprawling development that prioritizes automobile use and lacks character and livability (see Table 7).

In an effort to remedy this problem, the Planning department updated the community plan designations (see Table 8). The new designations will work in harmony with the zoning code rewrite that was recommended by Orion in the code audit. The updated community plan designations are designed to:

- Facilitate the development of unique places that offer a mix of uses and broad range of housing choices for residents;
- Shift the focus from separation of uses towards an emphasis contextual form and function leading to the creation of complete communities in Maui; and
- Lessen the overlap and confusion between land use designations and zoning.

The issues with the land use designations used in past community plans and the solutions offered by the new designations are further discussed in the Key Challenges and Strategies section below.

Table 7. Current Community Plan Land Use Designations

Single-Family (SF)
Includes single-family and duplex dwellings.
Multi-Family (MF)
Includes apartment and condominium buildings having more than two dwellings.
Hotel (H)
Applies to transient accommodations which do not contain kitchens within individual units. Such hotel facilities may include permissible accessory uses primarily intended to serve hotel guests.
Business/Commercial (B)
Includes retail stores, offices, entertainment enterprises and related accessory uses.
Business/Industrial (BI)
Includes a mixture of warehousing, distribution, service operations, retail and offices uses.
Business/Multi-Family (BMF)
Includes a mixture of retail, office, and commercial services which are oriented to neighborhood service and single-family and multi-family residential uses.
Service Business/Single Family Residential (SBR)
Includes single family dwellings with small scale-service and neighborhood-oriented businesses which are established in previously utilized residential dwellings or other existing structures. The business use should be compatible with the physical character of the residential neighborhood.
Light Industrial (LI)
Includes warehousing, light assembly, service and craft-type industrial operations.
Heavy Industrial (HI)
Includes major industrial operations whose effects are potentially noxious due to noise, airborne emissions or liquid discharges.
Airport (AP)
Includes all commercial and general aviation airports, and their accessory uses.
Public/Quasi-Public (P)
Includes schools, libraries, fire/police stations, government buildings, public utilities, hospitals, churches, cemeteries, and community centers.
Project District (PD)
Provides for a flexible and creative planning approach rather than specific land use designations for quality developments. The planning approach would establish a continuity in land uses and designs while providing for a comprehensive network of infrastructural facilities and systems. A variety of uses as well as open space, parks and other project uses are intended in accord with each individual project district objective.
Future Growth Reserve (FGR)
Includes possible areas of urban growth that would occur beyond the 10-year time frame of the current plan. The Future Growth Reserve designation would encourage planning for infrastructure development and use allocations.
Park (PK)
Applies to lands developed or to be developed for recreational use. Includes all public and private active and passive parks. Golf courses are further identified as "PK (GC)" on the land use map in order to differentiate golf courses and their related accessory uses from other kinds of park uses.
Rural (R)
Intended to protect and preserve areas consisting of small farms intermixed with low density single-family residential lots. It is intended that, at minimum, the requirements of Chapter 205 HRS, as amended, shall govern area.
Agriculture (AG)
Includes areas for agricultural activity in keeping with the traditional economic base of the County and the requirements and procedures of Chapter 205 HRS, as amended.
Open Space (OS)
Intended to limit development on certain urban and non-urban designated lands which may be inappropriate for intensive development due to environmental, physical, or scenic constraints; category would include but not be limited to shoreline buffer areas, landscape buffers, drainage ways, view planes, flood plains, and tsunami areas. Other appropriate urban and non-urban uses may be allowed on a permit basis.
Conservation (C)
Primarily recognizes the designation of lands in the State Conservation District and is used to protect and preserve wilderness areas, beach reserves, scenic areas, historic sites, open ranges, and watersheds; to conserve fish and wildlife; and to promote forestry and grazing.

Table 8. New Community Plan Land Use Designations

Rural Residential (RU)
The Rural Residential community plan designation is intended to preserve rural character. Rural residential areas are generally developed with large-lot subdivisions, family farms, and estates. This designation serves as a transition between agricultural areas and more urban development. Clustered development is encouraged to preserve sensitive natural features, common open space, or working agricultural lands. The primary use in this designation is low-density residential, and support uses such as parks, schools, and farming.
Residential (RES)
The Residential community plan designation is intended to establish, protect and appropriately infill low-to-moderate-density residential areas. This designation encourages a range of housing types such as single-family, `ohana units, duplex, tri-plex, townhouses and small-scale multi-family units. New Residential developments should include pedestrian, bicycle and transit connections to provide residents with access to services and amenities in adjacent districts, and existing Residential neighborhoods should be retrofitted to allow these multi-modal connections. Related and compatible uses include, but are not limited to, parks, schools, churches, and other public/quasi-public uses.
Rural Village (RV)
The Rural Village community plan designation is intended to preserve the character of Maui's small rural towns and includes services that support nearby rural residential communities. A Rural Village is the rural equivalent of a Neighborhood Center. Rural Villages may be located at existing or proposed intersections or focused around a business, historic landmark, church, or civic use (i.e. school, post office). Rural Villages are generally small, for example not exceeding the approximate area of four corners of an intersection, and have clear edges defined by land uses, building types, or natural features. Uses within this designation include a mix of neighborhood serving commercial, public/quasi-public uses such as parks, schools, and churches, and may include limited residential. New development should be appropriate in scale and designed to complement the character and sense of place of the rural area.
Neighborhood Center (NC)
The Neighborhood Center community plan designation is intended to include services that support nearby residential within pedestrian-oriented commercial nodes. Uses within this designation are primarily neighborhood serving, with small scale buildings, like traditional "Mom and Pop" shops, providing opportunities for people to take care of daily activities close to home. Pedestrian, bicycle and transit connections provide residents with access to the neighborhood center. This designation may also include residential such as small-lot single-family, multiplex, and human-scale, mixed-use buildings that include residential. Related and compatible uses include, but are not limited to, parks, schools, churches, and other public/quasi-public uses.
Small Town Center (STC)
The Small Town Center community plan designation is intended to preserve the character of Maui's smaller towns and communities, and allow for development of new, low-to-medium-density commercial centers with a mix of uses that service nearby neighborhoods. The mix of uses and human-scale design in Small Town Centers is similar to Neighborhood Centers, however these areas typically cover a larger area and may serve more neighborhoods. Some Neighborhood Centers may evolve into Small Town Centers over time. Ground floor commercial with second floor apartments is encouraged to provide live-work opportunities for residents. A mix of medium density housing types are also encouraged. Preferred design elements include smaller blocks, buildings fronting property lines, ample pedestrian, bicycle and transit facilities, as well as public/private amenities, civic spaces and parks.

Table 8. New Community Plan Land Use Designations (continued)

Urban Center/Corridor (UCC)
The Urban Center/Corridor community plan designation is intended to create transit-friendly areas that are, or are planned to be, characterized by a mix of higher-density commercial, employment and residential uses. Within this designation, residential, retail, and businesses serving local or regional markets mix to create pedestrian-friendly activity centers and multi-modal corridors with vibrant street life. Housing types in this designation include a mix of medium to high density development. Preferred design elements include buildings fronting property lines, pedestrian, bicycle and transit facilities, public/private amenities, civic space and parks. Developments within Urban Center/Corridor designations should be designed to provide the majority of the services residents would need on a daily basis, within walking distance.
Resort/Hotel (RH)
The Resort/Hotel community plan designation is intended to provide for existing and future visitor-oriented development in appropriate areas. When developed, these areas are typically medium to high density with a broad range of uses primarily intended to serve visitors, including transient accommodations, retail and commercial uses and other visitor amenities. Related and compatible uses include, but are not limited to, parks, and other public/quasi-public uses.
Employment Center (EC)
The Employment Center community plan designation is intended to encourage a range of employment uses like light manufacturing, processing, business incubators and compatible uses in appropriate areas. These areas may also include amenities that serve the employees that work there including retail, restaurants and live-work spaces. Development in these areas should include ample pedestrian, bicycle and transit facilities and may include some parks or civic spaces.
Industrial (IN)
The Industrial community plan designation is intended to permit intense industrial and manufacturing activities which could include noxious uses.
Special Purpose District (SPD)
The Special Purpose District community plan designation is intended to provide for specified land uses that, due to their uniqueness or incompatibility, don't easily fall within one of the other land use designations. This district applies to airports and may also include established project districts that don't easily fall within one of the other land use designations.
Public/Quasi Public (PQP)
The Public/Quasi Public community plan designation is intended to provide facilities for public use or benefit. Many of the uses in this designation are also allowed in other districts, like churches, parks and schools, but this designation is typically for planned or existing larger-scale government, nonprofit or educational uses.
Parks/Open Space (PKOS)
The Parks/Open Space community plan designation is intended to preserve and manage lands for recreational activities and Native Hawaiian traditional and customary uses, while protecting sensitive ecological resources, scenic and recreational resources, hazardous areas, drainage ways, and open space greenbelts and greenways. Open Space areas support natural processes such as flood management and erosion control.
Agriculture (AG)
The Agriculture community plan designation is intended to promote agricultural development, preserve and protect agricultural resources, and support the agricultural character and components of the county's economy and lifestyle.
State Conservation (SC)
The State Conservation community plan designation is intended to recognize the designation of lands in the State Conservation District and is used to protect and preserve wilderness areas, beach reserves, scenic areas, historic sites, open ranges, wetlands, and watersheds; to conserve fish and wildlife; and to promote forestry and grazing.

Key Challenges and Strategies

West Maui has a number of existing key challenges that can be addressed with relatively easy fixes. However, some challenges will likely become much more complex in the future if they are not addressed with comprehensive strategies.

As discussed above, the zoning code needs an update and there is an initiative already in place to make that happen. The new community plan designations are updated and will be used in the West Maui Community Plan update. The Lahaina Bypass has alleviated some of the West Maui traffic congestion, however, more will need to be done in the future to relieve pressure on local streets.

Finding solutions to the cost of providing infrastructure will likely occur over a number of years. Finally, developing strategies to mitigate the effects of sea level rise have only begun relatively recently, and will remain a challenge for years to come.

Community Plan Land Use Designations

As mentioned above, the 2018 *Title 19 Zoning Code Audit Final Report* found that the zoning code is antiquated and needs to be updated. The zoning code encourages development of communities that don't serve the needs of residents, lack character and promote sprawl. Likewise, the community plan land use designations (see Table 7) used in the existing outdated community plans are ineffective and in need of updating.

The Planning Department completed new community plan designations (see Table 8) designed to align with contemporary zoning codes that will encourage development of complete communities that serve the needs of residents and preserve the historical character of Maui.

Existing Residential Zoning Promotes High Development Costs

The Housing Technical Resource Paper identified low rates of housing production in West Maui as a key factor driving the shortage of affordable housing. The report noted that one of the main reasons for low housing production in the area is the lack of "reasonably priced" developable land. Typically the price of housing is directly proportional to lot size and house size. Land costs are high and large lot zoning drives up the cost of building lots. In order to make a development feasible, developers need to build larger, more expensive homes to make a profit. Zoning that allows smaller residential lots reduces building costs, encourages production of smaller homes, and increases housing affordability.

> "Developers have a hard time building affordable housing in markets, as their entry price of the land is high and the only way to make the projects pencil are by creating luxury assets, which have greater margins. The key to having greater affordable housing comes from allowing greater density on a piece of property thereby reducing the cost of each unit to allow for more units." *Affordable Housing: 11 Ways The Real Estate Industry Can Help, Forbes February 21, 2019*

Also, per-unit construction costs of multi-family housing tend to be less than that of single-family unit cost. Increasing the amount of land zoned multi-family, coupled with strong policies and regulations that prevent conversion of these areas to vacation rentals, would incentivize an increase in production of apartments and more affordable housing. These hard to find, less expensive housing types have been identified as "missing middle housing." Missing middle is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for housing options and affordability. Missing middle housing includes cottages, duplexes, triplexes, fourplexes, townhouses, and apartments.

Because of their simple form and smaller size, missing middle housing types help developers maximize affordability without compromising quality. They are classified as "missing" because very few of these housing types have been built in the last several decades due to regulatory constraints, the shift to automobile-dependent patterns of development, and incentives for single-family home ownership.

Table 9. West Maui Residential Zoning in Growth Boundaries

West Maui Residential Zoning Districts	Acres in GB	%	Minimum Lot Size (sq ft)
R-0 Single Family	6	0.3%	3,000
R-1 Single Family	317	15.5%	6,000
R-2 Single Family	282	13.8%	7,500
R-3 Single Family	1,066	52.0%	10,000
D-2 Duplex	9	0.4%	10,000
A-1 Apartment	112	5.5%	10,000
A-2 Apartment	258	12.6%	10,000
Total	2,049	100%	

As shown in Table 9, more than half of the residential zoned land in West Maui has R-3 zoning, which allows one housing unit on a minimum 10,000 square foot lot. One ʻohana unit is allowed on lots that are less than 7,500 square feet and two ʻohana units are allowed on lots that are greater than 7,500 square feet.

Less than 1% of residential land is zoned for small lots of 3,000 square feet. Only 18% are zoned for apartments. And less than 1% are zoned for duplexes, which is an example of the missing middle housing reality in West Maui.

Traffic Congestion & Jobs-Housing Imbalance

The long delays that are a daily occurrence on West Maui roadways negatively impact the free movement of freight, commuters, visitor experience, and the quality of life of residents. In 2017, nearly 25,000 people lived in West Maui. The average daytime population,

however, soared to nearly 64,000 persons. More than half of the daytime population was made up of visitors.

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. West Maui had approximately two jobs for every occupied housing unit. This shortage of housing units forces many workers to live outside the area and commute long distances to work. West Maui employers state that finding and retaining qualified employees is difficult because many workers aren't willing to make the long commute to West Maui. Businesses are left with a restricted pool of potential employees who reside on the West side.

There is a well-documented close relationship between land use choices and transportation impacts. As mentioned above, the shortage of residential land zoned for smaller lots or multi-family residential encourages developers to build expensive single-family houses. This forces people to live in more affordable areas such as central Maui and to commute to their work on the West side. In addition, the existing zoning code and community plan land use designations, which emphasize the separation of uses, discourage creation of complete communities and encourage dependence on the automobile.

Updating the Maui County zoning code and implementing the new community plan designations should result in more affordable housing units in West Maui and opportunities for residents to find nearby services that fulfill their daily needs.

In addition, the issue of traffic congestion in West Maui will be addressed in greater detail in the Mobility Technical Resource Paper.

Sea Level Rise

The *Climate Change and Sea Level Rise Technical Resource Paper,* prepared as part of the community plan update process for West Maui, states that the region is particularly vulnerable to a number of natural hazard threats including tsunamis, flooding, as well as high waves and coastal erosion. For example, West Maui has lost around 14% of beach length to erosion since early 1900, which is the highest rate of loss of any region on Maui, Kaua‘i, and O‘ahu.

The paper describes a number of key challenges including the following forecast of future sea level rise:

> *It appears more and more likely that we will see three feet or more of sea level rise in the latter half of this century, within expected lifespans of most existing and new development. Six feet or more of sea level rise by the end of the century is even plausible under higher scenarios.*

Table 10 below is a list from the technical resource paper of potential impacts that may occur due to the predicted future sea level rise. The community plan update process

provides the opportunity to identify growth areas located safely away from the predicted impacts of sea level rise and climate change.

Table 10. Key Challenges: Impacts in West Maui with 1.1 feet and 3.2 feet Sea Level Rise Exposure Area (SLR-XA)

	1.1 SLR-XA	3.2 SLR-XA
Area (acres)	493	795
Buildings	310	647
Within State Land Use Urban District (acres)	248	395
% Urban District	50%	50%
Within MIP Urban Growth Boundaries (acres)	131	286
% in MIP Urban Growth Boundaries	27%	36%
Miles of State Highway	3.3	6.6
Miles of Road (state, county, & private)	5.1	11.3
Economic Loss	$1,004,336,921	$1,884,776,860
Total	2,049	100%

Other key challenges cited in the sea level rise paper include:

1. Gaps in information about threats to infrastructure.
2. Shoreline armoring threatens beaches.
3. Need for post-disaster pre-planning.

Strategies to address sea level rise may include a number of approaches. Sea level rise is a consideration for coastal jurisdictions across the globe and many are grappling with the best way to handle existing and future development along the shore. Knowing the exposure area prepares the County, developers and the community to consider sea level rise in development and planning decisions, potentially prioritizing new development outside the sea level rise exposure area and incorporating protective measures when designing and siting new development.

Cost of Providing Infrastructure

While West Maui does not have a shortage of vacant land, the cost of providing the infrastructure needed to serve development on that vacant land is a limiting factor. Beyond the existing developed area of West Maui, the terrain is steeper, roads are more primitive, and services like water and sewer are sparse or non-existent. The following technical resource papers created for the West Maui Community Plan document the challenges of serving West Maui with needed infrastructure:

- Drainage and Stormwater
- Water
- Wastewater
- Mobility

In order for additional development to occur in West Maui, upgrades and expansions will be necessary for several of the county's services. The expense of these upgrades and expansions will vary based on the need. Even if the community chooses to focus on infill in the update to the West Maui Community Plan, there will need to be infrastructure

improvements to accommodate the population that this area is expected to receive in the next 20 years. While the cost of building infrastructure to serve new development is often paid for by the developer, improvements associated with infill development will have to be budgeted for and funded by the County. The County will need to explore funding opportunities (e.g. impact fees, tax increment financing) to expand infrastructure and improve existing infrastructure in addition to continually allocating adequate funds to maintain the systems after they are built.

References and Related Plans and Studies

County of Maui, Department of Planning. (2010) *Countywide Policy Plan, General Plan 2030*.

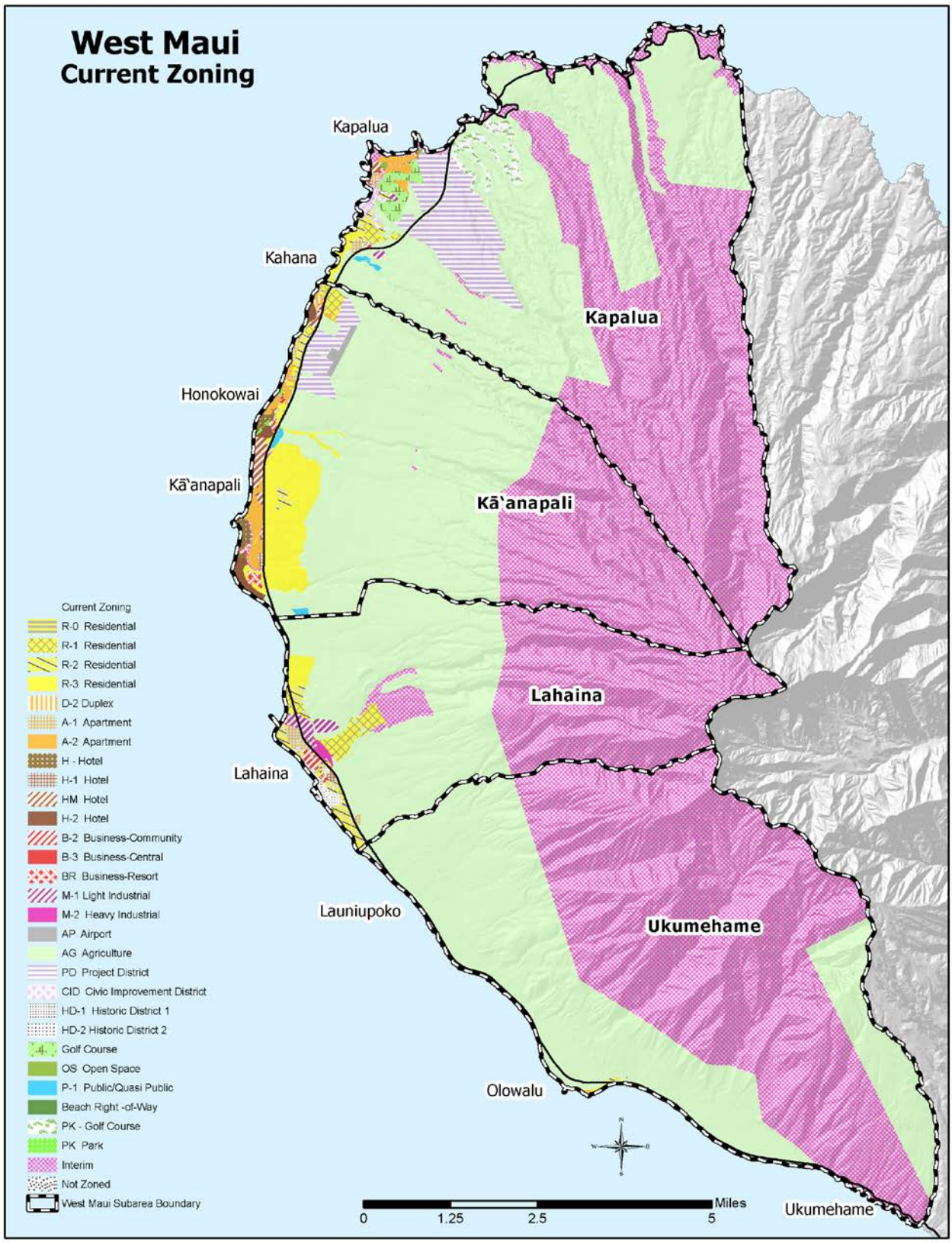
County of Maui, Department of Planning. (2012) *Maui Island Plan, General Plan 2030*.

County of Maui, Department of Planning. (1996) *West Maui Community Plan*.

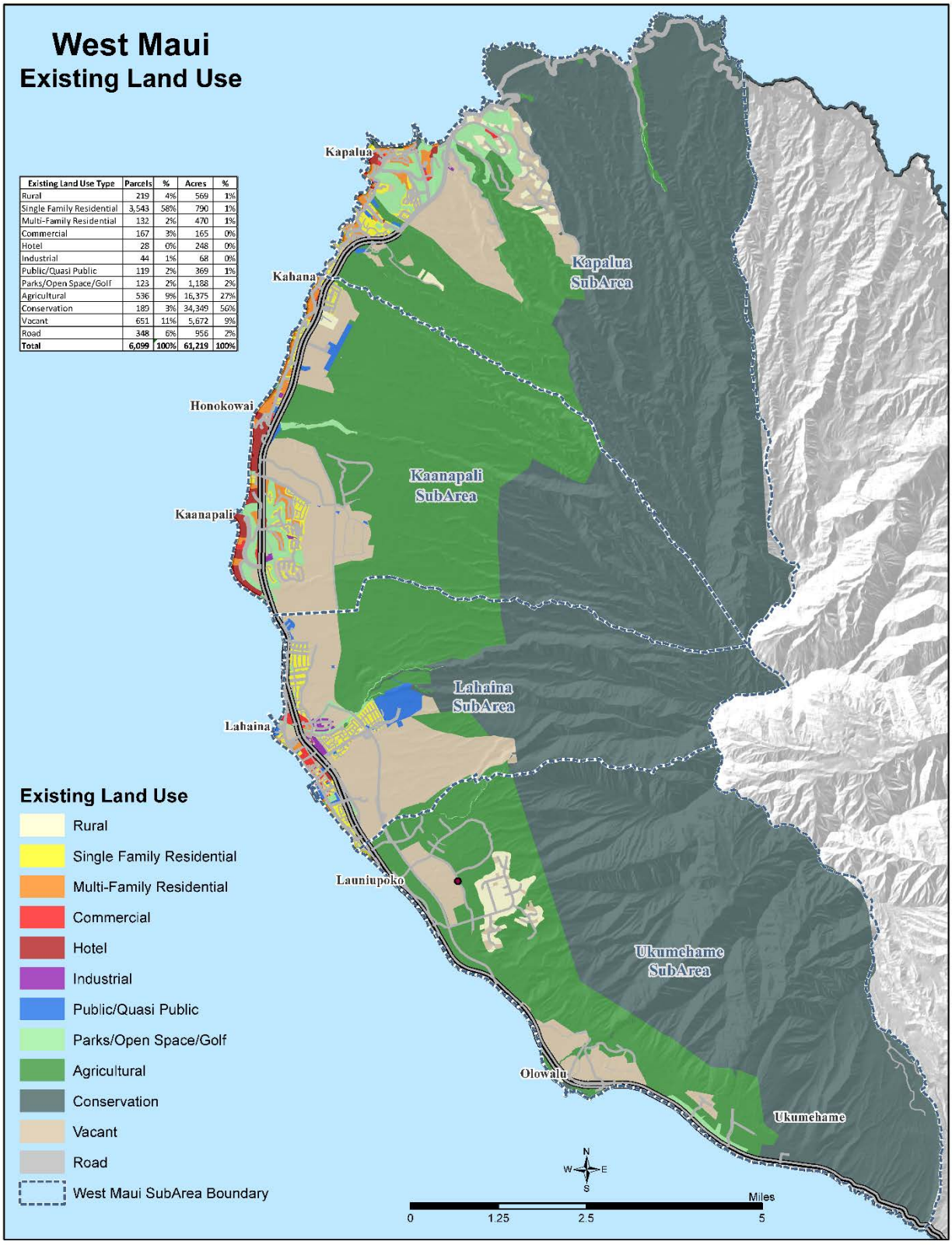
Orion Planning & Design, for Department of Planning. (2018) *Title 19 Zoning Code Audit Final Report*.

County of Maui, Department of Planning. (2018) *West Maui Community Plan, Climate Change and Sea Level Rise Technical Resource Paper*.

Appendix 1: Zoning Map



Appendix 2: Existing Land Use Map



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