

SUZANNE D. CASE

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## STATE OF HAWAII DEPARTMENT OF LAND AND NATURAL RESOURCES

COMMISSION ON WATER RESOURCE MANAGEMENT P.O. BOX 621

HONOLULU, HAWAII 96809

#### STAFF SUBMITTAL

#### COMMISSION ON WATER RESOURCE MANAGEMENT

September 20, 2022 Honolulu, Hawai'i

Approval of Stream Diversion Works Permit Application (SDWP.5807.6) and Special Conditions to Abandon Registration of Stream Diversion Works and Declaration of Water Use No. 1186.6, Reservoir 6 Intake by the Wailuku Water Co., LLC Waikapū Stream, Waikapū Surface Water Management Area, Maui

Tax Map Key: (2) 3-5-011:049

APPLICANT Wailuku Water Company, LLC PO Box 2790 Wailuku, HI 96793 LANDOWNER Waikapū Partners P O Box 130 Kihei, HI 96753

#### SUMMARY OF REQUEST

Approve Stream Diversion Works Permit (SDWP.5807.6) Application that proposes to abandon Registration of Stream Diversion Works and Declaration of Water Use No. 1186.6 Reservoir 6 Intake on the Waikapū Stream. The intake grate is plugged with rocks and debris. No water is diverted.

LOCATION: Waikapū Stream. See Figures 1 and 2.

Figure 1: Location, Wailuku River, Maui.



Red dots indicate registered diversions.



#### **BACKGROUND**

In the early 1900's, the diversion was constructed for use in plantation agriculture.

In 1989, Wailuku Agribusiness Co, Inc., registered Diversion 1186.6 consisting of a concrete structure with a divertible capacity of up to 12 million gallons per day (mgd). From 1983-1987, diverted water was unmeasured. See Exhibit 1. According to the Registration, the system was used on an intermittent basis to supplement water to the reservoir when Kama Ditch had insufficient water. The water was used for landscaping and fire control.

In 2006, the Wailuku Water Co., Ltd. (WWC), previously known as the Wailuku Agribusiness Co., Inc., last used the subject diversion. See **Figure 2**. The grating of this diversion is plugged. What little water that does drop into the diversion is returned back into the stream. Additionally, the control gate structure is closed and locked.

In 2021, per CCH-MA 15-01, the Commission on Water Resource Management (Commission) required WWC to submit the subject application to abandon.

On October 29, 2021, WWC filed a complete SDWP.5807.6 application that can be viewed on the Commissions website: https://files.hawaii.gov/dlnr/cwrm/swreview/SDWP\_5807\_6.pdf.

#### STREAM DESCRIPTION

The Waikapū Stream is perennial and about 7 miles long. Near an elevation of 915 feet, the Interim Instream Flow Standard (IIFS) is 2.9 mgd.

#### PROJECT DESCRIPTION

The project scope is to abandon Registration 1186.6. No work is proposed. **Figure 3** shows the concrete intake located across the stream channel, with a sluice gate located on the left bank.

Figure 3: Site photos.



3A. Waikapū Stream looking downstream with diversion 3B. Closed gate valve located on the left bank of intake grate in the foreground.



Waikapū Stream.



3C. Waikapū Stream looking upstream. An overhanging concrete lip is located just below the diversion intake with closed gate valve on the left bank of the stream (right side of photo).

#### **AGENCY REVIEW COMMENTS**

Maui County, Planning Department: No objections.

Department of Hawaiian Home Lands (DHHL): While the applicant claims the "gratings of this diversion are generally plugged up" and "what little water that does drop into the diversion is 100% returned back into the stream", we do not see any evidence of the Applicant's claims. We also note the Applicant alleges the control and sluice valve is locked. Again, we do not see any evidence that will remain a permanent condition in anticipation of a potential sale, a probable "Act of God" storm event, or otherwise. While we agree abandonment of the diversion is necessary, a more specific examination of infrastructure removal, rather than abandonment in place, may be warranted.

CWRM Staff Response: Concur. Staff will recommend that the control valve be removed and the intake tunnel be sealed with concrete.

Department of Land and Natural Resources (DLNR), Aha Moku: No comments received.

DLNR, Aquatic Resources: The Division of Aquatic Resources' policy on the abandonment of diversion structures is the removal of the diversion structure and its associated infrastructure(s) restoring the stream channel as much as possible to its natural condition.

CWRM Staff Response: Concur and added as a special condition by reference.

DLNR, Engineering: Flood Hazard Zones ae designated on FEMA's Flood Rate Maps. The official FIRMS's can be accessed through FEMA's Map Service Center (msc.fema.gov). Our Flood Hazard Assessment Tool (<a href="http://gis.hawaiinfip.org/fhat">http://gis.hawaiinfip.org/fhat</a>) could also be used to research flood hazard information.

CWRM staff response: The project area is in Zone AE, a special flood hazard area subject to inundation by the 1% annual chance flood.

DLNR, Forestry and Wildlife (DOFAW): No objections.

DLNR, State Historic Preservation Division (SHPD): No comments received.

DLNR, Land Division: No comments received.

DLNR, State Parks: No comments received.

Dept. of Health (DOH), Clean Water Branch: The DOH standard comments can be reviewed on their website at: <a href="https://health.hawaii.gov/cwb/files/2018/05/Memo-CWB-Standard-Comments.pdf">https://health.hawaii.gov/cwb/files/2018/05/Memo-CWB-Standard-Comments.pdf</a>.

CWRM Staff Response: The lead agency for the protection of water quality is the Department of Health, Clean Water Branch, which administers the Federal Clean Water Act (33 U.S.C. §1251 et seq.) and the State Water Pollution Act (HRS Ch. 342D; HAR Ch. 11-54 Water Quality Standards; and HAR Ch. 11-55 Water Pollution Control). HAR §11-54-1 through §11-54-8 defines Best Management Practices and water quality criteria applicable to inland and nearshore waters and are based on the Federal Clean Water Act. HAR Ch. 11-55 Appendix C defines discharges of storm water associated with construction activity. HRS 174C-66 states that the DOH oversees the State's water quality control program.

Office of Hawaiian Affairs: No comments received.

US Army Corps of Engineers: No comments received.

US Fish and Wildlife Service (FWS): No objections.

Public Comments: No comments received.

#### TRADITIONAL AND CUSTOMARY PRACTICES (KA PA'AKAI ANALYSIS)

In its Findings of Fact, Conclusions of Law, and Decision and Order in contested case hearing CCH-MA15-01<sup>1</sup>, the Commission concluded that, "the required elements to qualify as a constitutionally protected traditional and customary practice have been established through testimony that kalo growing existed throughout all four watersheds prior to November 25, 1892, that the practice is related to family needs for subsistence, and that the manner in which the practice is conducted is consistent with tradition and custom. *Pratt I*, 124 Hawai'i at 352-54, 243 P.3d at 312-15. Therefore, existing and/or new water use permits for traditional and customary practices associated with growing kalo are issued in this case to any applicant who qualifies as a Native Hawaiian within the guidelines set forth in *PASH* and who do *not* intend to grow kalo for a *commercial purpose*" (COL 181).

1) The identity and scope of cultural, historical, or natural resources in which traditional and customary native Hawaiian rights are exercised in the area.

The Applicant stated, "To the best of our knowledge, WWC is not aware of any Native Hawaiian rights activity at this location."

CWRM Staff Response: Cultural, historical, or natural resources in which traditional and customary native Hawaiian rights are generally protected on undeveloped land. PASH, 1993. No comments were received by DLNR Aha Moku. No comments from the public. Commission staff identified no historic sites but acknowledge that water from the Waikapu stream is utilized for traditional and customary practice of kalo cultivation.

2) The extent to which those resources, including traditional and customary native Hawaiian rights, will be affected or impaired by the proposed action.

The Applicant stated, "There will be no impaired native Hawaiian rights by the abandonment of this intake off of Waikapū Stream."

CWRM Staff Response: There is an overhanging lip on the concrete crossing that may impair fish passage. The location of this diversion is below those lands that are cultivated with kalo, so abandonment and removal will not impact that traditional and customary practices located upstream.

3) What feasible action, if any, could be taken by the Commission in regards to this application to reasonably protect native Hawaiian rights.

<sup>1</sup> The Findings of Fact, Conclusions of Law, and Decision and Order in contested case hearing CCH-MA15-01, Surface Water Use Permit Applications, Integration of Appurtenant Rights and Amendments to the Interim Instream Flow Standards, Na Wai Eha Surface Water Management Areas of Waihee, Waiehu, Iao and Waikapu Streams, Maui, was issued on June 28, 2021.

The Applicant stated, "There is no action necessary by the CWRM to protect native Hawaiian rights as there will be no reduction/changes to those rights by this abandonment."

CWRM Staff Response: Commission staff recommends removal of the overhanging concrete lip at the downstream edge of the concrete apron below the diversion intake.

#### HRS CHAPTER 343 - ENVIRONMENTAL ASSESSMENT (EA) COMPLIANCE

Under Hawaii Revised Statutes (HRS) §343-5(a), an EA shall be required for actions, as summarized in part below, that propose:

- (1) use of state land or county lands, or the use of state or county funds;
- (2) use within any land classified as a conservation district;
- (3) use within a shoreline area;
- (4) use within any historic site as designated in the National Register or Hawaii Register;
- (5) use within the Waikiki area of O'ahu;
- (6) any amendments to existing county general plans where the amendment would result in designations other than agriculture, conservation, or preservation;
- (7) any reclassification of any land classified as a conservation district;
- (8) construction of new or the expansion or modification of existing helicopter facilities within the State, that may affect: (A) any land classified as a conservation district; (B) a shoreline area; or (C) any historic site as designated in the National Register or Hawaii Register;
- (9) any (A) wastewater treatment unit, except an individual wastewater system or a wastewater treatment unit serving fewer than fifty single-family dwellings or the equivalent; (B) Waste-to-energy facility; (C) Landfill; (D) Oil refinery; or (E) Power-generating facility.

CWRM Staff Response: The proposed action does not trigger an EA.

#### STAFF REVIEW

Review of the permit application by Commission staff is subject to the consideration of the legal authorities cited in **Exhibit 3**.

HAR §13-168-35(b) sets out the general criteria for ruling on abandoning a stream diversion works. Each application for a stream diversion permit to perform abandonment work shall be made on forms furnished by the commission, shall not require a fee, and shall include:

- (1) The name and address of the applicant;
- (2) The location and description of the proposed stream diversion work abandonment;
- (3) An assessment of the impact the abandonment will have on the stream environment;
- (4) Relevant maps, plans, and drawings; and
- (5) Other information as may be necessary for the commission to determine the merits of the proposed stream channel alteration, including any hazards to public health, safety, or welfare, and the desirability of issuing a permit.

CWRM Staff Response: Removing this registration from active management should not interfere with instream or noninstream uses.

Per Box 4 Landowner signature: the listed landowner of the property is Waikapū Partners but that entity no longer exists.

CWRM Staff Response: No further action as identified.

Per Box 34 SHPD review: If the affected parcel has not underdone SHPD review, attach a photo of the affected area, a schematic diagram (showing the location, access road and infrastructure for the alteration), and a short description of the prior uses of the land on which the alteration resides.

CWRM Staff Response: Partially removing the concrete crossing or shaving it to promote fish passage is recommended. No historic structures were identified on the property.

#### **RECOMMENDATION**

#### That the Commission:

- 1. Approve Stream Diversion Works Permit (SDWP.5807.6) to abandon Registration of Stream Diversion Works and Declaration of Water Use No. 1186.6 on the Waikapū Stream subject to the standard conditions in **Exhibit 2** and the special conditions below:
  - a. Remove the overhanging concrete lip at the downstream edge of the concrete apron below the diversion intake.
  - b. Seal the tunnel at the control gate with concrete and remove the control gate infrastructure atop the left bank.
  - c. Abandonment of diversion is subject to SHPD concurrence. If SHPD requires conditions, delegate to Deputy Director to attach those as conditions of abandonment.

Ola i ka wai,

MUKEL O

M. KALEO MANUEL Deputy Director

#### Exhibits:

- 1. Registration of Stream Diversion Works and Declaration of Water Use 1186.6 filed in 1989.
- 2. Standard Stream Diversion Works Permit Conditions.
- 3. Legal Authorities.

APPROVED FOR SUBMITTAL:

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SUZANNE D. CASE Chairperson

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### **EXHIBIT 1**

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# STANDARD STREAM DIVERSION WORKS PERMIT CONDITIONS (Revised December 15, 2020)

- 1. The permit application and staff submittal approved by the Commission at its meeting on the above date shall be incorporated herein by reference.
- 2. The permittee, owner and/or operator of the stream diversion works shall provide and maintain an approved meter or other appropriate device or means for measuring and reporting total water usage on a monthly (calendar or work schedule) basis to the Commission per HAR §13-168-7 Report of Water Use.
- 2. The project may require other agency approvals regarding wetlands, water quality, grading, stockpiling, endangered species, and floodways. The permittee shall comply with all other applicable statutes, ordinances, and regulations of the Federal, State and county governments, including, but not limited to, instream flow standards.
- 3. The permittee, his successors, assigns, officers, employees, contractors, agents, and representatives, shall indemnify, defend, and hold the State of Hawaii harmless from and against any claim or demand for loss, liability, or damage including claims for property damage, personal injury, or death arising out of any act or omission of the permittee or his successors, assigns, officers, employees, contractors, and agents under this permit or related to the granting of this permit.
- 4. The permittee shall notify the Commission, by letter, of the actual dates of project initiation and completion. The permittee shall submit a set of as-built plans and photos in pdf format of the completed work to the Commission upon completion of this project. This permit may be revoked if work is not started within six (6) months after the date of approval or if work is suspended or abandoned for six (6) months, unless otherwise specified. The proposed work under this stream channel alteration permit shall be completed within two (2) years from the date of permit approval, unless otherwise specified. The permit may be extended by the Commission upon showing of good cause and good-faith performance. A request to extend the permit shall be submitted to the Commission no later than three (3) months prior to the date the permit expires. If the commencement or completion date is not met, the Commission may revoke the permit after giving the permittee notice of the proposed action and an opportunity to be heard.
- 5. Before proceeding with any work authorized by the Commission, the permittee shall submit one set of construction plans and specifications in PDF format to determine consistency with the conditions of the permit and the declarations set forth in the permit application.
- 6. The permittee shall implement site-specific, construction Best Management Practices in consultation with the DOH Clean Water Branch and other agencies as applicable, that are designed, implemented, operated, and maintained by the permittee and its contractor to properly isolate and confine activities and to contain and prevent any potential pollutant(s) discharges from adversely impacting State waters per HRS Ch. 342D Water Pollution; HAR §11-54-1 through §11-54-8 Water Quality Standards; and HAR Ch. 11-55 Water Pollution Control, Appendix C.
- 7. The permittee shall protect and preserve the natural character of the stream bank and stream bed to the greatest extent possible. The permittee shall plant or cover lands denuded of vegetation as quickly as possible to prevent erosion and use native plant species common to riparian environments to improve the habitat quality of the stream environment.
- 8. In the event that subsurface cultural remains such as artifacts, burials or deposits of shells or charcoal are encountered during excavation work, the permittee shall stop work in the area of the find and contact the Department's Historic Preservation Division immediately. Work may commence only after written concurrence by the State Historic Preservation Division.

### **EXHIBIT 2**

#### LEGAL AUTHORITIES

Water as a Public Trust. The four public trust purposes are:

- 1. Maintenance of waters in their natural state.
- 2. Domestic water use of the general public, particularly drinking water.
- 3. The exercise of Native Hawaiian and traditional and customary rights, including appurtenant rights. Waiahole, 94 Hawaii 97; 9 P.3d 409 (2000).
- 4. Reservations of water for use on Hawaiian home lands. Waiola O Molokai, Inc., 103 Hawaii 401; 83 P.3d 664 (2004).

Activities on undeveloped lands. Public Access Shoreline Hawaii v. Hawaii County Planning Commission (PASH I). 79 Hawaii 246 (1993).

HRS §174C-26 <u>Filing of declaration</u>. (a) Any person making a use of water in any area of the State shall file a declaration of the person's use with the commission within one year from the effective date of rules adopted to implement this chapter.

- (b) When the commission requires filing of declarations by rules, it shall cause public notice of the rule to be given statewide for filings in the city and county of Honolulu and areawide or countywide statewide for filings in counties other than the city and county of Honolulu. The commission shall also cause notice of the rules to be given by mail to any person required to file of whom the commission has or could readily obtain knowledge or who has requested mailed notice to be given when the commission adopts rules requiring the filing of declarations.
- (c) The declarations shall be in such form and contain such information as the commission by rule prescribes, including the quantity of water used, the purpose or manner of the use, the time of taking the water, and the point of withdrawal or diversion of the water. Each declaration shall contain a statement, signed and sworn to by the person required to file the declaration, or by some other person duly authorized in the person's behalf, to the effect that the contents thereof are true to the best of the person's knowledge and belief.

HRS §174C-71 <u>Protection of instream uses.</u> The commission shall establish and administer a statewide instream use protection program. In carrying out this part, the commission shall cooperate with the United States government or any of its agencies, other state agencies, and the county governments and any of their agencies. In the performance of its duties the commission shall:

- (2) Establish interim instream flow standards;
  - (D) In considering a petition to adopt an interim instream flow standard, the commission shall weigh the importance of the present or potential instream values with the importance of the present or potential uses of water for noninstream purposes, including the economic impact of restricting such uses;
- (3) Protect stream channels from alteration whenever practicable to provide for fishery, wildlife, recreational, aesthetic, scenic, and other beneficial instream uses;
  - (A) The commission shall require persons to obtain a permit from the commission prior to undertaking a stream channel alteration; provided that routine

- streambed and drainageway maintenance activities and maintenance of existing facilities are exempt from obtaining a permit;
- (C) The commission shall establish guidelines for processing and considering applications for stream channel alterations consistent with section 174C-93;

HRS §174C-92 <u>Registration of existing stream diversion works</u>. Any person owning or operating a stream diversion works within or outside of a water management area shall register such work with the commission. Registration shall be on the forms provided by the commission. Reporting requirements on the registration forms shall be reasonable.

HRS §174C-95 <u>Abandonment</u>. Any owner of any stream diversion work wishing to abandon or remove such work shall first obtain a permit to do so from the commission.

#### HAR §13-168-2 Definitions.

"Instream flow standard" means a quantity or flow of water or depth of water which is required to be present at a specific location in a stream system at certain specified times of the year to protect aquatic life, wildlife, recreational, aesthetic, scenic, and other beneficial instream uses.

"Instream use" means beneficial uses of stream water for significant purposes which are located in the stream and which are achieved by leaving the water in the stream. Instream uses include, but are not limited to:

- (1) Maintenance of aquatic life and wildlife habitats;
- (2) Outdoor recreational activities;
- (3) Maintenance of ecosystems such as estuaries, wetlands, and stream vegetation;
- (4) Aesthetic values such as waterfalls and scenic waterways;
- (5) Navigation;
- (6) Instream hydropower generation;
- (7) Maintenance of water quality;
- (8) The conveyance of irrigation and domestic water supplies to downstream points of diversion; and
- (9) The protection of traditional and customary Hawaiian rights.

"Stream diversion" means the act of diverting, pumping or otherwise removing water from a stream into a channel, ditch, pipeline, or other conduit.

"Stream diversion works" means any artificial structure, excavation, pipeline, or other conduit constructed singly or in combination, for the purpose of diverting or otherwise removing water from a stream into a channel, ditch, tunnel, pipeline, etc.

HAR §13-168-5 <u>Declaration of water use.</u> (a) Any person making a use of water from a well or stream diversion works in existence on the effective date of these rules in any area of the state shall file a declaration of the person's use with the commission within one year from the effective date of these rules.

(c) Declarations by the user shall be made on forms provided by the commission and shall contain information including, but not limited to, the location of the water sources and all usage-related facts, or information within his knowledge or possession. The user shall include a declaration of the manner, purposes, and time in which the water source is being used and

operated, the rate and volume of water being withdrawn or diverted therefrom, and the method or means of measuring and controlling the water taken or used. Each declaration shall contain a statement, signed and sworn to by the person required to file the declaration, or by some other person duly authorized in the person's behalf, to the effect that the contents thereof are true to the best of the person's knowledge and belief.

HAR §13-168-31 <u>Registration of existing stream diversion works</u>. Within one year from the effective date of these rules, the owner or operator of any stream diversion works in any area of the state shall register such facility with the commission. Registration shall be on the forms provided by the commission and shall include information such as location, dimensions, elevations, divertible capacity, construction plans, method of measuring flows, and all other facts or information reasonably required.

HAR §13-168-35 <u>Abandoned stream diversion works</u>. (a) The owner of any stream diversion works wishing to abandon or remove such works shall first obtain a stream diversion permit issued or caused to be issued by the commission. No abandonment work shall be undertaken by the applicant until such a permit is issued by the commission.

- (b) Each application for a stream diversion permit to perform abandonment work shall be made on forms furnished by the commission, shall not require a fee, and shall include:
  - (1) The name and address of the applicant;
  - (2) The location and description of the proposed stream diversion work abandonment;
  - (3) An assessment of the impact the abandonment will have on the stream environment;
  - (4) Relevant maps, plans, and drawings; and
  - (5) Other information as may be necessary for the commission to determine the merits of the proposed stream channel alteration, including any hazards to public health, safety, or welfare, and the desirability of issuing a permit.