



# Center for Maunakea Stewardship: Internal Restructuring Plan for Management Operations of Maunakea Lands

---

*This report was prepared in response to the University of Hawai'i Board of Regent's Resolution 19-03, Section 8*

*Submitted to the Board of Regents on May 21, 2020;  
revised and resubmitted, August 20, 2020.*

## Table of Contents

<b>Definitions.....</b>	<b>3</b>
<b>Background.....</b>	<b>4</b>
<b>Authority.....</b>	<b>5</b>
<b>Consultation and Outreach .....</b>	<b>5</b>
<b>Restructuring Objectives.....</b>	<b>6</b>
<b>Center for Maunakea Stewardship Organization and Description.....</b>	<b>7</b>
<b>Key Elements of Internal Restructuring .....</b>	<b>9</b>
<b>Overview of Roles and Responsibilities .....</b>	<b>9</b>
Strategy and Policy Advisors .....	9
Office of the Executive Director .....	10
Director of Stewardship Programs.....	11
Institute for Astronomy.....	12
‘Imiloa Astronomy Center .....	13
Maunakea Shared Services Committee (MKSSC).....	14
<b>Next Steps.....</b>	<b>14</b>
<b>Future Amendments.....</b>	<b>15</b>

## Definitions

**AR** – Hawai‘i Administrative Rules chapter 20-26, *Public and Commercial Activities on Mauna Kea Lands*

**BOR** – UH Board of Regents

**CMP** – *Mauna Kea Comprehensive Management Plan (2009)*

**CMS** - Center for Maunakea Stewardship

**DSP** – Director of Stewardship Programs

**DLNR** – Department of Land and Natural Resources

**EC** – Environment Committee

**HP** – Hale Pōhaku

**IfA** – Institute for Astronomy

**‘Imiloa** – ‘Imiloa Astronomy Center

**JCMT** – James Clerk Maxwell Telescope

**KKM** – Kahu Kū Mauna

**“Maunakea Lands” or “Mauna Kea Lands”** – as defined under section 304A-1901, Hawai‘i Revised Statutes

**MKMB** – Maunakea Management Board

**MKO** – Maunakea Observatories

**MKSS** – Maunakea Support Services

**MP** – *Mauna Kea Science Reserve Master Plan (2000)*

**NELHA** – Natural Energy Laboratory of Hawai‘i Authority

**OED** – Office of the Executive Director

**OMKM** – Office of Maunakea Management

**NELHA** – Natural Energy of Hawai‘i Authority

**NSF** – National Science Foundation

**TIO** – Thirty Meter Telescope International Observatory

**UH** – University of Hawai‘i

**UHH** – University of Hawai‘i at Hilo

**UHM** – University of Hawai‘i at Mānoa

**UKIRT** - United Kingdom Infra-Red Telescope

**RCUH** – Research Corporation of UH

**VIS** – Maunakea Visitor Information Station

## Background

At its regular meeting on April 16, 2020, Dr. Greg Chun, Executive Director of Maunakea Stewardship, presented the BOR with a status update on items relating to Maunakea management according to its Resolution 19-03. Dr. Chun shared his findings and conclusions, based in part on consultation and outreach with stakeholders and public land managers, on how to improve management of Maunakea and more effectively receive and address concerns raised by diverse and sometimes competing interests of the various Maunakea stakeholders. After discussion among the regents, Chair Kudo stated that, given the language in the Resolution, the proposed internal management restructuring plan would be placed on the agenda for regents' approval at the next BOR meeting in May.

For its regular meeting on May 21, 2020, the BOR placed the following item on its agenda: "Approval of Maunakea Management Restructuring Plan." Before that meeting, a previous version of this plan was submitted to the BOR for its consideration. The plan was based on the consultation and outreach described in the below section. The BOR received several individual testimonies in writing, in addition to hundreds of form testimony based on an online petition. After a presentation by Dr. Chun on the extensive outreach and consultation that resulted in the plan and a brief discussion among the regents, the matter was deferred.

At its regular meeting on June 18, 2020, Chair Kudo stated the following as recorded in the minutes:

Prior to commencing with the committee and affiliate reports, Chair Kudo announced that the initial reason for holding a board meeting in June was to continue discussions and consider taking action on an internal Maunakea management restructuring plan (Plan) that addressed the administrative, organizational, and internal restructuring of the various entities of the university that currently are in existence and have oversight and management responsibilities for Maunakea. However, in recent weeks, the board has been in receipt of communications from the Maunakea Management Board (MKMB) and Kahu Kū Mauna requesting additional time for consultation on the Plan. After meeting with MKMB and Kahu Kū Mauna, it was decided that an additional 60 days would be provided for increased consultation with the administration on the Plan.

This plan includes amendments to the plan submitted to the BOR on May 21, 2020. It includes consideration of the public testimony addressing this restructuring plan, the discussions by the regents at the previous three BOR meetings, and additional input received after the May 21, 2020 BOR meeting.

## Authority

This document was prepared pursuant to Resolution 19-03, section 8, adopted by the BOR, on November 6, 2019. Section 8, provides as follows:

Following consultation with the Maunakea Management Board, Kahu Kū Mauna, 'Imiloa Astronomy Center, existing Maunakea Observatories, and other community stakeholders, a reorganization and restructuring plan shall be presented to the Board of Regents as to all advisory, operating, and funding bodies involved in the management of Maunakea by April 2020. The purpose of the plan is to improve operations and management and make it more efficient, effective, and transparent. The analysis will include consultation with the Maunakea Management Board, Kahu Kū Mauna, and appropriate members of the Hawaii Island community. The reorganization and restructuring plan shall be embodied into a governance document that is approved by the Board of Regents.

## Consultation and Outreach

For this plan, consultation and outreach was the process by which formal and informal discussions were conducted with various stakeholders. This process included (i) presenting concepts and drafts to stakeholders, (ii) listening to feedback, and (iii) incorporating feedback from these discussions into the plan as appropriate. This process occurred between November 6, 2019 (when the BOR passed Resolution 19-03), and April 16, 2020 (when the plan was first presented to the BOR). Comments and input received from this process cumulatively informed and shaped this document.

The executive director of Maunakea stewardship, with the support of UH staff and external consultants, discussed provisions of this plan and presented drafts to various stakeholders before presenting this document to the BOR. Consultation included meeting with the following:

- Maunakea Management Board
- Kahu Kū Mauna
- 'Imiloa Astronomy Center
- Existing Maunakea Observatories (individual and group)
- MKSS Staff
- OMKM Staff
- Interested Legislators
- Congressional Staff
- Governor's Office and Cabinet

- Governor’s Land Authorization Working Group (DLNR, NSF, UH, Governor’s representative)
- TIO Board of Governors
- Pūkoa Council
- Kūali’i Council
- Maunakea Kia’i (through a third-party; kia’i did not respond to our direct outreach)

In addition, our analysis incorporated lessons learned and feedback from past State and internal audits, testimony received during a multitude of public meetings UH held over the years, contested case proceedings involving Maunakea, and information gathered through desktop research looking at other models of management within State government. We also conducted interviews with the State Office of Planning, DLNR, and NELHA.

Consultation should not be interpreted as agreement or concurrence with all aspects of this proposal by the groups, organizations, or persons consulted. The feedback received from stakeholders represent various perspectives and came at different points in the plan’s development, sequentially adding to our understanding of how to improve internal processes related to management. The feedback served to identify the diverse issues, interests, and concerns among various stakeholders on how management could or should be organized when dealing with public lands. The plan evolved as we received new information and ideas and the input received collectively informed the final product reflecting what we learned.

### Restructuring Objectives

Based on our review and the feedback we received, the primary issues regarding UH’s current management are: (1) lack of trust in decision-making; (2) UH’s regulatory, stewardship, and advocacy roles create confusion and perceived conflicts-of-interest; (3) given the current reporting lines of our management units, authority and responsibility are not always clear leading to concerns about transparency; and (4) these independent reporting lines create differences in priorities between management units.

The following objectives for the internal restructuring plan were identified to address the above concerns:

- Improve transparency and lines of accountability
- Organize UH functions around mission-critical activities
- Clarify UH’s regulatory, stewardship, and advocacy roles by separating those functions in our organization
- Leverage and optimize existing networks and partnerships

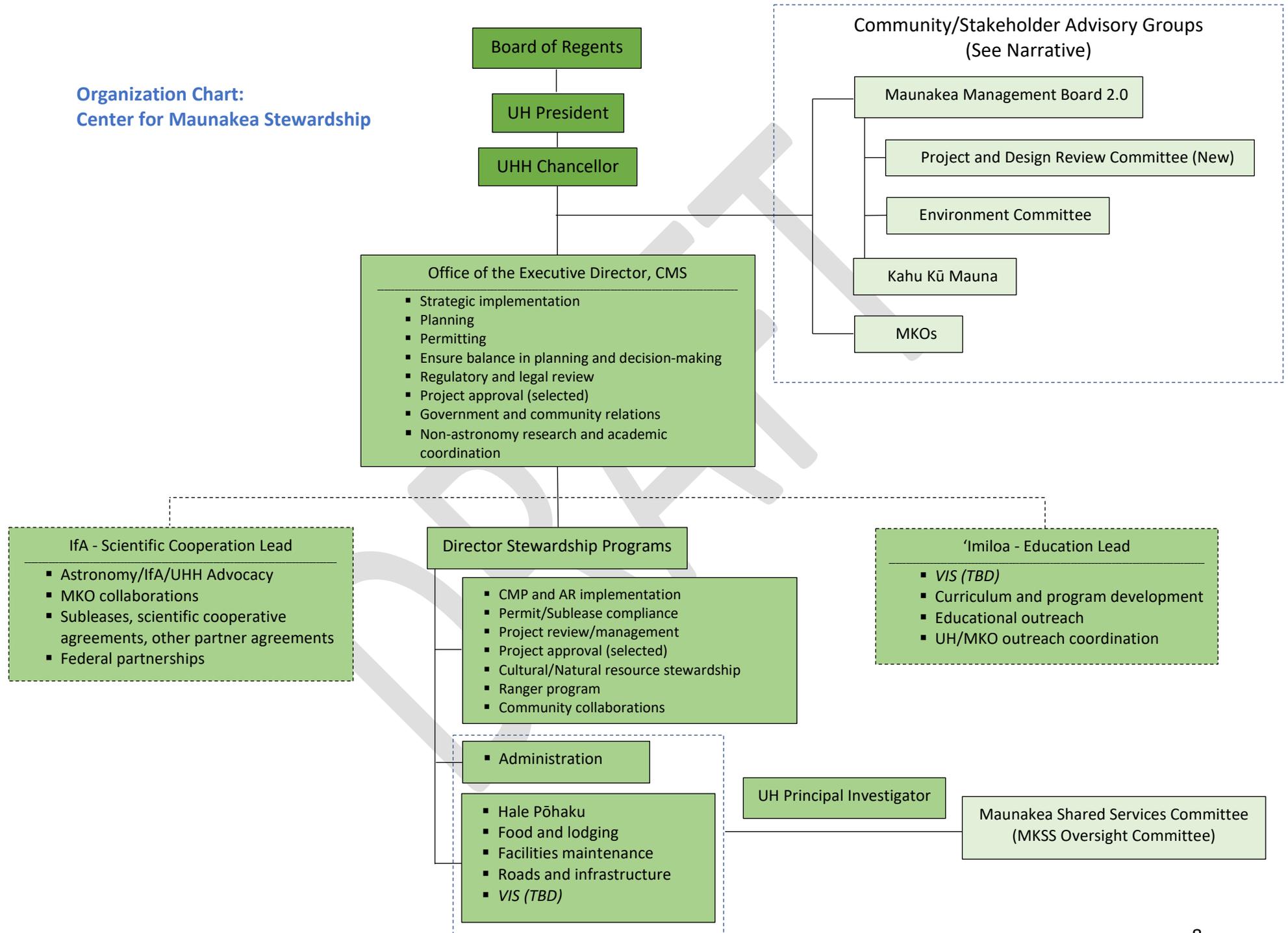
- Broaden, diversify, and elevate stakeholder input into decision-making
- Maintain governance continuity and minimize disruption as much as possible

### Center for Maunakea Stewardship Organization and Description

This section describes the creation of the CMS, which aligns existing units with the restructuring objectives identified in the previous section.

DRAFT

**Organization Chart:  
Center for Maunakea Stewardship**



## Key Elements of Internal Restructuring

Restructuring activity will include the following elements to be completed by July 1, 2020:

- Rename to CMS
- Centralize leadership under the Office of the Executive Director
- Organize around mission-central activities.
- Optimize existing UH and MKO resources, competencies, and relationships through collaborations and networks.
- Reformulate how MKMB, KKM, and the EC are comprised to improve stakeholder representation, including:
  - Establish MKO Director Committee
  - Integrate advisory groups into strategic planning and policy discussions

## Overview of Roles and Responsibilities

This section discusses in greater detail the roles and responsibilities of the various entities and units depicted in the proposed restructuring.

### Strategy and Policy Advisors

#### *General Responsibility*

With the adoption of the 2000 MP and the formation of UH's current management structure, community input into decision-making was formalized with the creation of the MKMB, KKM, and the EC.

The goal of this restructuring is to refresh those groups by broadening their representation and elevating their engagement in policy and strategy discussions, particularly on matters that are of high interest and importance to the community and key stakeholders.

#### *Functions*

Our current advisory bodies include MKMB, KKM, and EC.

This proposal increases membership of the MKMB from seven (7) to nine (9) members to broaden community input into University decision-making and prioritizes the policy advisement role of the MKMB. Under this restructuring, certain positions are formalized as ex-officio members to the MKMB. These include the respective Chairs of KKM and the newly created Project and Design Review Committee (PDRC), an MKO representative, a representative of the Environment Committee (EC), and the CMS Executive Director. In addition to these five (5) ex-officio members, there would be four (4) members selected from the community. Appointments to the MKMB would continue to be made by the UH BOR.

Ex-officio non-voting members would include two representatives from the BOR and the UHH Chancellor.

The purpose of the newly created PDRC derives from the goal of prioritizing the work of the MKMB as policy advisors. The MKMB would continue to review and recommend approval of major projects and transactions. However, its role in reviewing lesser projects would be reduced with the creation of the PDRC, thus freeing MKMB up to focus on input and community engagement concerning broader policy and strategic issues relating to Maunakea. The role of the PDRC would be to conduct the detailed technical review of all projects for conformance with all approved plans and regulatory requirements, thus continuing to provide community input into these activities. Appointments to the PDRC would be confirmed by the MKMB.

These new roles would be achieved by a delegation of authority from MKMB through its by-laws and internal UH policy amendments. As is the case now, final project approvals would still be the responsibility of the BOR, UH President, UHH Chancellor, Executive Director, or Director of Stewardship Programs as determined by UH policy depending on the level and scope of the project or transaction.

The current structure and process for KKM and the EC would remain unchanged except for formalizing the role of the KKM Chair and an EC representative on the MKMB.

Regarding the MKOs, the restructuring recognizes a formal role for this important stakeholder group as part of our community advisory structure both as a body and through the MKMB. The MKOs would determine how they want to organize themselves and how they would want to be represented on the MKMB. UH would work with the MKOs to develop an agreed upon communication and consultation process. As described below, it is anticipated that the IfA will play a key role in formalizing this structure and process.

As vacancies on the MKMB, KKM, PDRC, and EC arise we will seek to diversify committee membership and representation to ensure we are reflecting the changing interests of the community. Further, committee charters and by-laws will be reviewed and amended as needed to clarify roles and responsibilities, reflecting the strategic nature of the input we seek from these bodies.

## Office of the Executive Director

### *General Responsibility*

OED directs the overall integration, coordination, and strategic implementation of the MP, CMP, and AR.

OED provides leadership in building the internal and external partnerships required to engage and weave a cohesive, collaborative management network with stakeholders and the community.

### *Functions*

- Policy and strategy implementation
- Planning
- Permitting
- As the manager of environmentally unique and culturally significant public lands, develop and manage decision processes to ensure the balancing of values that UH is obligated to weigh.
- Provide internal management review to ensure legal and regulatory compliance.
- Project approval (minimal impact and/or minor) as appropriate.
- Government and community relations.
- Non-astronomy research and academic program coordination.

### *Director of Stewardship Programs*

#### *General Responsibility*

The DSP implements programmatic and operational functions required to fulfill UH's Maunakea stewardship responsibilities.

A newly created DSP would lead all CMS stewardship functions and programs. As depicted in the organizational chart, there is a natural clustering of OMKM and MKSS functions to be integrated in this functional unit. However, the DSP who would be responsible for developing and implementing the final restructuring and integration of current OMKM and MKSS functions.

The DSP is a direct report to the executive director and is a key member of the CMS management team. This unit serves as the operational and implementation arm of the policy, strategy, programmatic, and stakeholder/community engagement responsibilities of the CMS.

Key to the operation of this unit is the MKOs who fund critical stewardship activities provided by MKSS. Currently, the primary vehicle for decision-making on budget and certain operational matters occurs through the MKSS Oversight Committee (MKSSOC) with IfA serving as Principal Investigator (PI) overseeing implementation. The proposed restructuring would rename the MKSSOC to the Maunakea Shared Services Committee with the OED serving as PI and IfA serving as Co-PI.

### *Functions*

- CMP implementation
- Administrative and fiscal management services to support the CMS

- Enforcement of plans, permits, leases, AR, and other relevant UH policies
- Project approval (minimal impact/minor) as appropriate
- Development and implementation of all cultural/natural resource management programs, including current community outreach and potential future resource management collaborations with community stakeholders
- HP operations, facility maintenance, and infrastructure maintenance
- Ranger program
- VIS operations – Given current resource constraints, ‘Imiloa will provide content/program development expertise to support the expansion of educational activities at the VIS and HP. They will also support staff training of VIS personnel. As resources permit, responsibility for VIS operations would gradually be assumed by ‘Imiloa.

## Institute for Astronomy

### *General Responsibility*

The IfA is a world leader in astronomy research and training.

This leadership is the result of the State’s commitment to astronomy on Maunakea in conjunction with strong scientific partnerships with Federal agencies and each of the existing MKOs.

Cultivating these relationships is critical to maintaining a sustainable research enterprise for the State, and the IfA is the natural UH unit to lead these efforts in coordination with the OED.

### *Functions*

As an organized research unit at UHM, IfA maintains its administrative and programmatic independence in this management structure and does not formally report to the CMS.

The IfA Director, serving as the Scientific Cooperation Lead, is a key member of the CMS management team. The IfA would provide strategic leadership of the following functions and activities on behalf of the CMS and UH:

- Establish and maintain a process for ongoing communication and consultation with the MKOs, especially as it pertains to policy, strategy, and applicable operational matters.
- Advocacy for astronomy interests statewide, and for UH and the MKOs in particular
- UH/MKO operational and programmatic collaborations
- Provide leadership in developing partner agreements for approval by the Executive Director, UHH Chancellor, UH President, or BOR as appropriate based on organizational, legal, or delegated authority (e.g., cooperative agreements, subleases, fiscal agreements, etc.)

- Establish and maintain key partnerships with federal agencies and international organizations.

## *'Imiloa Astronomy Center*

### *General Responsibility*

'Imiloa's mission is to honor Maunakea by sharing Hawaiian culture and science to inspire exploration.

Their vision is to be a place of life-long learning where the power of Hawai'i's cultural traditions, its legacy of exploration, and the wonders of astronomy come together to provide inspiration and hope for generations.

'Imiloa has developed the expertise to create unique culture-based educational experiences for residents and visitors alike that is cross-disciplinary, multi-sensory, and which respond to community interests and needs. As such, they are ideally positioned to develop and provide cultural and educational programming in support of CMS's mission.

### *Functions*

As an educational unit at UH Hilo, 'Imiloa maintains its administrative and programmatic independence in this management structure and does not formally report to the CMS.

The Director of 'Imiloa, serving as the Cultural and Community Engagement Lead, is a key member of the CMS management team and would provide strategic leadership of the following functions and activities on behalf of the CMS and UH:

- VIS operations - Given current resource constraints, 'Imiloa will provide content/program development expertise to support the expansion of educational activities at the VIS and HP. They will also support staff training of VIS personnel. As resources allow, responsibility for VIS operations would gradually be assumed by 'Imiloa.
- Develop and implement new, "high-touch" programs targeting resident and visitor groups using our HP and VIS facilities.
- Continue and expand support for CMS outreach through curriculum/program development that can be deployed across CMS functions.
- In partnership with the MKOs, coordinate and conduct educational outreach on behalf of astronomy and UH.

## Maunakea Shared Services Committee (MKSSC)

### *General Responsibility*

Formerly named the Maunakea Support Services Oversight Committee (MKSS-OC), the MKSSC retains its budget setting role for the expenditure of extramural funds the MKOs contribute to support HP and VIS operations and associated administrative functions. The MKSSC will also continue to provide input into operational policies and practices at HP and the VIS. However, since these specific functions (HP and VIS) operate under RCUH auspices UH, through its role as Principal Investigator (PI), continues to have an oversight role to ensure that these operations comply with RCUH and UH policy. The PI role will be shared between the IfA Director (or designee) and the CMS Executive Director.

In an effort to gain further efficiencies under this proposed restructuring, it is anticipated that administrative functions currently under MKSS would be extended to support Stewardship Program functions whose direct costs are currently covered through UH funds. Administrative services provided to support UH funded activities would be covered by UH through established chargeback procedures. This procedure is already in place with, for example, MKSS administrative services supporting our current Ranger operations and OMKM paying for those services based upon an established and agreed up allocation methodology. This same chargeback process would be followed as needed when VIS operations are eventually transitioned to 'Imiloa.

### Next Steps

Given the University's economic and operational challenges as a result of the COVID-19 pandemic, current resource constraints will dictate the pace of implementation of this plan. In addition, as is being required for all UH operations we need to use the current environment as an opportunity to evaluate and improve our business systems and processes since work going forward is likely to be dramatically different. This plan serves as a framework or basic architecture of where we want to move organizationally but it is clear that getting there will need to be done in small concrete steps. It is also clear that implementation will necessarily need to be adaptive as we learn what can and cannot be done and in what timeframe. We will also need to adapt as we identify collaboration opportunities and alternative ways to share resources. Nonetheless, it is important that we have a vision of where we want to move, and this plan provides that direction. Having said this, in broad terms moving this plan forward will include the following near- and mid-term steps.

- Assess impacts of COVID 19 budgetary limitations, associated staffing restrictions, and personnel transitions and develop specific next steps based on these assessments.
- Delegation of RCUH/MKSS principal investigator authority to ED.

- Develop a DSP position description.
- Include this new management structure in the update to the MP.
- Amend applicable MKMB By-laws and UH delegation policies as needed.
- Continue to communicate and clarify the purpose of this internal restructuring to stakeholders and the community.
- Continue to work with the Governor and State on the broader analysis of alternative governance models.

### Future Amendments

Any substantive or significant changes or modifications to this plan will be presented to the BOR before its implementation, consistent with Resolution 19-03, section 8.

DRAFT