

108TH CONGRESS  
1ST SESSION

# S. 344

Expressing the policy of the United States regarding the United States relationship with Native Hawaiians and to provide a process for the recognition by the United States of the Native Hawaiian governing entity, and for other purposes.

---

## IN THE SENATE OF THE UNITED STATES

FEBRUARY 11, 2003

Mr. AKAKA (for himself and Mr. INOUE) introduced the following bill; which was read twice and referred to the Committee on Indian Affairs

---

## A BILL

Expressing the policy of the United States regarding the United States relationship with Native Hawaiians and to provide a process for the recognition by the United States of the Native Hawaiian governing entity, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. FINDINGS.**

4       Congress makes the following findings:

5               (1) The Constitution vests Congress with the  
6       authority to address the conditions of the indige-  
7       nous, native people of the United States.

1           (2) Native Hawaiians, the native people of the  
2       Hawaiian archipelago which is now part of the  
3       United States, are indigenous, native people of the  
4       United States.

5           (3) The United States has a special trust rela-  
6       tionship to promote the welfare of the native people  
7       of the United States, including Native Hawaiians.

8           (4) Under the treaty making power of the  
9       United States, Congress exercised its constitutional  
10      authority to confirm a treaty between the United  
11      States and the government that represented the Ha-  
12      waiian people, and from 1826 until 1893, the United  
13      States recognized the independence of the Kingdom  
14      of Hawaii, extended full diplomatic recognition to  
15      the Hawaiian Government, and entered into treaties  
16      and conventions with the Hawaiian monarchs to gov-  
17      ern commerce and navigation in 1826, 1842, 1849,  
18      1875, and 1887.

19          (5) Pursuant to the provisions of the Hawaiian  
20      Homes Commission Act, 1920 (42 Stat. 108, chap-  
21      ter 42), the United States set aside 203,500 acres  
22      of land in the Federal territory that later became  
23      the State of Hawaii to address the conditions of Na-  
24      tive Hawaiians.

1           (6) By setting aside 203,500 acres of land for  
2       Native Hawaiian homesteads and farms, the Act as-  
3       sists the Native Hawaiian community in maintaining  
4       distinct native settlements throughout the State of  
5       Hawaii.

6           (7) Approximately 6,800 Native Hawaiian les-  
7       sees and their family members reside on Hawaiian  
8       Home Lands and approximately 18,000 Native Ha-  
9       waiians who are eligible to reside on the Home  
10      Lands are on a waiting list to receive assignments  
11      of land.

12          (8) In 1959, as part of the compact admitting  
13      Hawaii into the United States, Congress established  
14      the Ceded Lands Trust for 5 purposes, 1 of which  
15      is the betterment of the conditions of Native Hawai-  
16      ians. Such trust consists of approximately 1,800,000  
17      acres of land, submerged lands, and the revenues de-  
18      rived from such lands, the assets of which have  
19      never been completely inventoried or segregated.

20          (9) Throughout the years, Native Hawaiians  
21      have repeatedly sought access to the Ceded Lands  
22      Trust and its resources and revenues in order to es-  
23      tablish and maintain native settlements and distinct  
24      native communities throughout the State.

1           (10) The Hawaiian Home Lands and the Ceded  
2           Lands provide an important foundation for the abil-  
3           ity of the Native Hawaiian community to maintain  
4           the practice of Native Hawaiian culture, language,  
5           and traditions, and for the survival of the Native  
6           Hawaiian people.

7           (11) Native Hawaiians have maintained other  
8           distinctly native areas in Hawaii.

9           (12) On November 23, 1993, Public Law 103–  
10          150 (107 Stat. 1510) (commonly known as the Apol-  
11          ogy Resolution) was enacted into law, extending an  
12          apology on behalf of the United States to the Native  
13          people of Hawaii for the United States role in the  
14          overthrow of the Kingdom of Hawaii.

15          (13) The Apology Resolution acknowledges that  
16          the overthrow of the Kingdom of Hawaii occurred  
17          with the active participation of agents and citizens  
18          of the United States and further acknowledges that  
19          the Native Hawaiian people never directly relin-  
20          quished their claims to their inherent sovereignty as  
21          a people over their national lands to the United  
22          States, either through their monarchy or through a  
23          plebiscite or referendum.

24          (14) The Apology Resolution expresses the com-  
25          mitment of Congress and the President to acknowl-

1 edge the ramifications of the overthrow of the King-  
2 dom of Hawaii and to support reconciliation efforts  
3 between the United States and Native Hawaiians;  
4 and to have Congress and the President, through the  
5 President's designated officials, consult with Native  
6 Hawaiians on the reconciliation process as called for  
7 under the Apology Resolution.

8 (15) Despite the overthrow of the Hawaiian  
9 Government, Native Hawaiians have continued to  
10 maintain their separate identity as a distinct native  
11 community through the formation of cultural, social,  
12 and political institutions, and to give expression to  
13 their rights as native people to self-determination  
14 and self-governance as evidenced through their par-  
15 ticipation in the Office of Hawaiian Affairs.

16 (16) Native Hawaiians also give expression to  
17 their rights as native people to self-determination  
18 and self-governance through the provision of govern-  
19 mental services to Native Hawaiians, including the  
20 provision of health care services, educational pro-  
21 grams, employment and training programs, chil-  
22 dren's services, conservation programs, fish and  
23 wildlife protection, agricultural programs, native lan-  
24 guage immersion programs and native language im-  
25 mersion schools from kindergarten through high

1 school, as well as college and master's degree pro-  
2 grams in native language immersion instruction, and  
3 traditional justice programs, and by continuing their  
4 efforts to enhance Native Hawaiian self-determina-  
5 tion and local control.

6 (17) Native Hawaiians are actively engaged in  
7 Native Hawaiian cultural practices, traditional agri-  
8 cultural methods, fishing and subsistence practices,  
9 maintenance of cultural use areas and sacred sites,  
10 protection of burial sites, and the exercise of their  
11 traditional rights to gather medicinal plants and  
12 herbs, and food sources.

13 (18) The Native Hawaiian people wish to pre-  
14 serve, develop, and transmit to future Native Hawai-  
15 ian generations their ancestral lands and Native Ha-  
16 waiian political and cultural identity in accordance  
17 with their traditions, beliefs, customs and practices,  
18 language, and social and political institutions, and to  
19 achieve greater self-determination over their own af-  
20 fairs.

21 (19) This Act provides for a process within the  
22 framework of Federal law for the Native Hawaiian  
23 people to exercise their inherent rights as a distinct  
24 aboriginal, indigenous, native community to reorga-  
25 nize a Native Hawaiian governing entity for the pur-

pose of giving expression to their rights as native people to self-determination and self-governance.

(20) The United States has declared that—

(A) the United States has a special responsibility for the welfare of the native peoples of the United States, including Native Hawaiians;

(B) Congress has identified Native Hawaiians as a distinct indigenous group within the scope of its Indian affairs power, and has enacted dozens of statutes on their behalf pursuant to its recognized trust responsibility; and

(C) Congress has also delegated broad authority to administer a portion of the Federal trust responsibility to the State of Hawaii.

(21) The United States has recognized and reaffirmed the special trust relationship with the Native Hawaiian people through the enactment of the Act entitled “An Act to provide for the admission of the State of Hawaii into the Union”, approved March 18, 1959 (Public Law 86–3; 73 Stat. 4) by—

(A) ceding to the State of Hawaii title to the public lands formerly held by the United States, and mandating that those lands be held in public trust for 5 purposes, one of which is

1 for the betterment of the conditions of Native  
2 Hawaiians; and

3 (B) transferring the United States respon-  
4 sibility for the administration of the Hawaiian  
5 Home Lands to the State of Hawaii, but retain-  
6 ing the authority to enforce the trust, including  
7 the exclusive right of the United States to con-  
8 sent to any actions affecting the lands which  
9 comprise the corpus of the trust and any  
10 amendments to the Hawaiian Homes Commis-  
11 sion Act, 1920 (42 Stat. 108, chapter 42) that  
12 are enacted by the legislature of the State of  
13 Hawaii affecting the beneficiaries under the  
14 Act.

15 (22) The United States continually has recog-  
16 nized and reaffirmed that—

17 (A) Native Hawaiians have a cultural, his-  
18 toric, and land-based link to the aboriginal, na-  
19 tive people who exercised sovereignty over the  
20 Hawaiian Islands;

21 (B) Native Hawaiians have never relin-  
22 quished their claims to sovereignty or their sov-  
23 ereign lands;

24 (C) the United States extends services to  
25 Native Hawaiians because of their unique sta-



tus as the aboriginal, native people of a once sovereign nation with whom the United States has a political and legal relationship; and

(D) the special trust relationship of American Indians, Alaska Natives, and Native Hawaiians to the United States arises out of their status as aboriginal, indigenous, native people of the United States.

**SEC. 2. DEFINITIONS.**

In this Act:

(1) ABORIGINAL, INDIGENOUS, NATIVE PEOPLE.—The term “aboriginal, indigenous, native people” means those people whom Congress has recognized as the original inhabitants of the lands and who exercised sovereignty prior to European contact in the areas that later became part of the United States.

(2) APOLOGY RESOLUTION.—The term “Apology Resolution” means Public Law 103–150 (107 Stat. 1510), a joint resolution extending an apology to Native Hawaiians on behalf of the United States for the participation of agents of the United States in the January 17, 1893, overthrow of the Kingdom of Hawaii.

1           (3) CEDED LANDS.—The term “ceded lands”  
 2       means those lands which were ceded to the United  
 3       States by the Republic of Hawaii under the Joint  
 4       Resolution to provide for annexing the Hawaiian Is-  
 5       lands to the United States of July 7, 1898 (30 Stat.  
 6       750), and which were later transferred to the State  
 7       of Hawaii in the Act entitled “An Act to provide for  
 8       the admission of the State of Hawaii into the  
 9       Union” approved March 18, 1959 (Public Law 86–  
 10      3; 73 Stat. 4).

11          (4) INDIGENOUS, NATIVE PEOPLE.—The term  
 12      “indigenous, native people” means the lineal de-  
 13      scendants of the aboriginal, indigenous, native peo-  
 14      ple of the United States.

15          (5) INTERAGENCY COORDINATING GROUP.—The  
 16      term “Interagency Coordinating Group” means the  
 17      Native Hawaiian Interagency Coordinating Group  
 18      established under section 5.

19          (6) NATIVE HAWAIIAN.—

20              (A) Prior to the recognition by the United  
 21      States of the Native Hawaiian governing entity,  
 22      the term “Native Hawaiian” means the indige-  
 23      nous, native people of Hawaii who are the di-  
 24      rect lineal descendants of the aboriginal, indige-  
 25      nous, native people who resided in the islands

1 that now comprise the State of Hawaii on or  
 2 before January 1, 1893, and who occupied and  
 3 exercised sovereignty in the Hawaiian archi-  
 4 pelago, including the area that now constitutes  
 5 the State of Hawaii, and includes all Native  
 6 Hawaiians who were eligible in 1921 for the  
 7 programs authorized by the Hawaiian Homes  
 8 Commission Act (42 Stat. 108, chapter 42) and  
 9 their lineal descendants.

10 (B) Following the recognition by the  
 11 United States of the Native Hawaiian gov-  
 12 erning entity, the term “Native Hawaiian” shall  
 13 have the meaning given to such term in the or-  
 14 ganic governing documents of the Native Ha-  
 15 waiian governing entity.

16 (7) NATIVE HAWAIIAN GOVERNING ENTITY.—  
 17 The term “Native Hawaiian governing entity”  
 18 means the governing entity organized by the Native  
 19 Hawaiian people.

20 (8) SECRETARY.—The term “Secretary” means  
 21 the Secretary of the Interior.

22 **SEC. 3. UNITED STATES POLICY AND PURPOSE.**

23 (a) POLICY.—The United States reaffirms that—

1           (1) Native Hawaiians are a unique and distinct,  
2           indigenous, native people, with whom the United  
3           States has a political and legal relationship;

4           (2) the United States has a special trust rela-  
5           tionship to promote the welfare of Native Hawaiians;

6           (3) Congress possesses the authority under the  
7           Constitution to enact legislation to address the con-  
8           ditions of Native Hawaiians and has exercised this  
9           authority through the enactment of—

10                 (A) the Hawaiian Homes Commission Act,  
11                 1920 (42 Stat. 108, chapter 42);

12                 (B) the Act entitled “An Act to provide for  
13                 the admission of the State of Hawaii into the  
14                 Union”, approved March 18, 1959 (Public Law  
15                 86–3; 73 Stat. 4); and

16                 (C) more than 150 other Federal laws ad-  
17                 dressing the conditions of Native Hawaiians;

18           (4) Native Hawaiians have—

19                 (A) an inherent right to autonomy in their  
20                 internal affairs;

21                 (B) an inherent right of self-determination  
22                 and self-governance; and

23                 (C) the right to reorganize a Native Ha-  
24                 waiian governing entity; and

1           (5) the United States shall continue to engage  
2           in a process of reconciliation and political relations  
3           with the Native Hawaiian people.

4           (b) PURPOSE.—It is the intent of Congress that the  
5           purpose of this Act is to provide a process for the recogni-  
6           tion by the United States of a Native Hawaiian governing  
7           entity for purposes of continuing a government-to-govern-  
8           ment relationship.

9   **SEC. 4. ESTABLISHMENT OF THE UNITED STATES OFFICE**  
10                   **FOR NATIVE HAWAIIAN RELATIONS.**

11          (a) IN GENERAL.—There is established within the  
12          Office of the Secretary the United States Office for Native  
13          Hawaiian Relations.

14          (b) DUTIES OF THE OFFICE.—The United States Of-  
15          fice for Native Hawaiian Relations shall—

16               (1) effectuate and coordinate the trust relation-  
17               ship between the Native Hawaiian people and the  
18               United States, and upon the recognition of the Na-  
19               tive Hawaiian governing entity by the United States,  
20               between the Native Hawaiian governing entity and  
21               the United States through the Secretary, and with  
22               all other Federal agencies;

23               (2) continue the process of reconciliation with  
24               the Native Hawaiian people, and upon the recogni-  
25               tion of the Native Hawaiian governing entity by the

1 United States, continue the process of reconciliation  
2 with the Native Hawaiian governing entity;

3 (3) fully integrate the principle and practice of  
4 meaningful, regular, and appropriate consultation  
5 with the Native Hawaiian governing entity by pro-  
6 viding timely notice to, and consulting with the Na-  
7 tive Hawaiian people and the Native Hawaiian gov-  
8 erning entity prior to taking any actions that may  
9 have the potential to significantly affect Native Ha-  
10 waiian resources, rights, or lands;

11 (4) consult with the Interagency Coordinating  
12 Group, other Federal agencies, and with relevant  
13 agencies of the State of Hawaii on policies, prac-  
14 tices, and proposed actions affecting Native Hawai-  
15 ian resources, rights, or lands; and

16 (5) prepare and submit to the Committee on  
17 Indian Affairs and the Committee on Energy and  
18 Natural Resources of the Senate, and the Committee  
19 on Resources of the House of Representatives an an-  
20 nual report detailing the activities of the Interagency  
21 Coordinating Group that are undertaken with re-  
22 spect to the continuing process of reconciliation and  
23 to effect meaningful consultation with the Native  
24 Hawaiian governing entity and providing rec-  
25 ommendations for any necessary changes to existing

1 Federal statutes or regulations promulgated under  
2 the authority of Federal law.

3 **SEC. 5. NATIVE HAWAIIAN INTERAGENCY COORDINATING**  
4 **GROUP.**

5 (a) ESTABLISHMENT.—In recognition of the fact that  
6 Federal programs authorized to address the conditions of  
7 Native Hawaiians are largely administered by Federal  
8 agencies other than the Department of the Interior, there  
9 is established an interagency coordinating group to be  
10 known as the “Native Hawaiian Interagency Coordinating  
11 Group”.

12 (b) COMPOSITION.—The Interagency Coordinating  
13 Group shall be composed of officials, to be designated by  
14 the President, from—

15 (1) each Federal agency that administers Na-  
16 tive Hawaiian programs, establishes or implements  
17 policies that affect Native Hawaiians, or whose ac-  
18 tions may significantly or uniquely impact on Native  
19 Hawaiian resources, rights, or lands; and

20 (2) the United States Office for Native Hawai-  
21 ian Relations established under section 4.

22 (c) LEAD AGENCY.—The Department of the Interior  
23 shall serve as the lead agency of the Interagency Coordi-  
24 nating Group, and meetings of the Interagency Coordi-  
25 nating Group shall be convened by the lead agency.

1 (d) DUTIES.—The responsibilities of the Interagency  
2 Coordinating Group shall be—

3 (1) the coordination of Federal programs and  
4 policies that affect Native Hawaiians or actions by  
5 any agency or agencies of the Federal Government  
6 which may significantly or uniquely impact on Na-  
7 tive Hawaiian resources, rights, or lands;

8 (2) to assure that each Federal agency develops  
9 a policy on consultation with the Native Hawaiian  
10 people, and upon recognition of the Native Hawaiian  
11 governing entity by the United States, consultation  
12 with the Native Hawaiian governing entity; and

13 (3) to assure the participation of each Federal  
14 agency in the development of the report to Congress  
15 authorized in section 4(b)(5).

16 **SEC. 6. PROCESS FOR THE RECOGNITION OF THE NATIVE**  
17 **HAWAIIAN GOVERNING ENTITY.**

18 (a) RECOGNITION OF THE NATIVE HAWAIIAN GOV-  
19 ERNING ENTITY.—The right of the Native Hawaiian peo-  
20 ple to organize for their common welfare and to adopt ap-  
21 propriate organic governing documents is hereby recog-  
22 nized by the United States.

23 (b) PROCESS FOR RECOGNITION.—

24 (1) SUBMITTAL OF ORGANIC GOVERNING DOCU-  
25 MENTS.—Following the organization of the Native



1 Hawaiian governing entity, the adoption of organic  
 2 governing documents, and the election of officers of  
 3 the Native Hawaiian governing entity, the duly elect-  
 4 ed officers of the Native Hawaiian governing entity  
 5 shall submit the organic governing documents of the  
 6 Native Hawaiian governing entity to the Secretary.

7 (2) CERTIFICATIONS.—

8 (A) IN GENERAL.—Within 90 days of the  
 9 date that the duly elected officers of the Native  
 10 Hawaiian governing entity submit the organic  
 11 governing documents to the Secretary, the Sec-  
 12 retary shall certify that the organic governing  
 13 documents—

14 (i) establish the criteria for citizenship  
 15 in the Native Hawaiian governing entity;

16 (ii) were adopted by a majority vote of  
 17 the citizens of the Native Hawaiian gov-  
 18 erning entity;

19 (iii) provide for the exercise of govern-  
 20 mental authorities by the Native Hawaiian  
 21 governing entity;

22 (iv) provide for the Native Hawaiian  
 23 governing entity to negotiate with Federal,  
 24 State, and local governments, and other  
 25 entities;

1 (v) prevent the sale, disposition, lease,  
 2 or encumbrance of lands, interests in  
 3 lands, or other assets of the Native Hawai-  
 4 ian governing entity without the consent of  
 5 the Native Hawaiian governing entity;

6 (vi) provide for the protection of the  
 7 civil rights of the citizens of the Native  
 8 Hawaiian governing entity and all persons  
 9 subject to the authority of the Native Ha-  
 10 waiian governing entity, and ensure that  
 11 the Native Hawaiian governing entity exer-  
 12 cises its authority consistent with the re-  
 13 quirements of section 202 of the Act of  
 14 April 11, 1968 (25 U.S.C. 1302); and

15 (vii) are consistent with applicable  
 16 Federal law and the special trust relation-  
 17 ship between the United States and the in-  
 18 digenous native people of the United  
 19 States.

20 (B) BY THE SECRETARY.—Within 90 days  
 21 of the date that the duly elected officers of the  
 22 Native Hawaiian governing entity submit the  
 23 organic governing documents to the Secretary,  
 24 the Secretary shall certify that the State of Ha-  
 25 waii supports the recognition of a Native Ha-

1           waiian governing entity by the United States as  
2           evidenced by a resolution or act of the Hawaii  
3           State legislature.

4           (C) RESUBMISSION IN CASE OF NON-  
5           COMPLIANCE WITH FEDERAL LAW.—

6           (i) RESUBMISSION BY THE SEC-  
7           RETARY.—If the Secretary determines that  
8           the organic governing documents, or any  
9           part thereof, are not consistent with appli-  
10          cable Federal law, the Secretary shall re-  
11          submit the organic governing documents to  
12          the duly elected officers of the Native Ha-  
13          waiian governing entity along with a jus-  
14          tification for each of the Secretary's find-  
15          ings as to why the provisions are not con-  
16          sistent with such law.

17          (ii) AMENDMENT AND RESUBMISSION  
18          BY THE NATIVE HAWAIIAN GOVERNING EN-  
19          TITY.—If the organic governing documents  
20          are resubmitted to the duly elected officers  
21          of the Native Hawaiian governing entity by  
22          the Secretary under clause (i), the duly  
23          elected officers of the Native Hawaiian  
24          governing entity shall—

1 (I) amend the organic governing  
 2 documents to ensure that the docu-  
 3 ments comply with applicable Federal  
 4 law; and

5 (II) resubmit the amended or-  
 6 ganic governing documents to the Sec-  
 7 retary for certification in accordance  
 8 with the requirements of this para-  
 9 graph.

10 (D) CERTIFICATIONS DEEMED MADE.—

11 The certifications authorized in subparagraph  
 12 (B) shall be deemed to have been made if the  
 13 Secretary has not acted within 90 days of the  
 14 date that the duly elected officers of the Native  
 15 Hawaiian governing entity have submitted the  
 16 organic governing documents of the Native Ha-  
 17 waiian governing entity to the Secretary.

18 (3) FEDERAL RECOGNITION.—Notwithstanding  
 19 any other provision of law, upon the election of the  
 20 officers of the Native Hawaiian governing entity and  
 21 the certifications by the Secretary required under  
 22 paragraph (1), the United States hereby extends  
 23 Federal recognition to the Native Hawaiian gov-  
 24 erning entity as the representative governing body of  
 25 the Native Hawaiian people.

1 **SEC. 7. AUTHORIZATION OF APPROPRIATIONS.**

2       There is authorized to be appropriated such sums as  
3 may be necessary to carry out the activities authorized in  
4 this Act.

5 **SEC. 8. REAFFIRMATION OF DELEGATION OF FEDERAL AU-**  
6 **THORITY; NEGOTIATIONS.**

7       (a) REAFFIRMATION.—The delegation by the United  
8 States of authority to the State of Hawaii to address the  
9 conditions of the indigenous, native people of Hawaii con-  
10 tained in the Act entitled “An Act to provide for the ad-  
11 mission of the State of Hawaii into the Union” approved  
12 March 18, 1959 (Public Law 86–3; 73 Stat. 5) is hereby  
13 reaffirmed.

14       (b) NEGOTIATIONS.—Upon the Federal recognition  
15 of the Native Hawaiian governing entity by the United  
16 States, the United States is authorized to negotiate and  
17 enter into an agreement with the State of Hawaii and the  
18 Native Hawaiian governing entity regarding the transfer  
19 of lands, resources, and assets dedicated to Native Hawai-  
20 ian use to the Native Hawaiian governing entity. Nothing  
21 in this Act is intended to serve as a settlement of any  
22 claims against the United States.

23 **SEC. 9. APPLICABILITY OF CERTAIN FEDERAL LAWS.**

24       (a) INDIAN GAMING REGULATORY ACT.—Nothing  
25 contained in this Act shall be construed as an authoriza-  
26 tion for the Native Hawaiian governing entity to conduct

1 gaming activities under the authority of the Indian Gam-  
2 ing Regulatory Act (25 U.S.C. 2701 et seq.).

3 (b) BUREAU OF INDIAN AFFAIRS.—Nothing con-  
4 tained in this Act shall be construed as an authorization  
5 for eligibility to participate in any programs and services  
6 provided by the Bureau of Indian Affairs for any persons  
7 not otherwise eligible for such programs or services.

8 **SEC. 10. SEVERABILITY.**

9 In the event that any section or provision of this Act  
10 is held invalid, it is the intent of Congress that the remain-  
11 ing sections or provisions of this Act shall continue in full  
12 force and effect.

○