

HAWAI'I OCEAN RESOURCES MANAGEMENT PLAN

2010 Report to the Twenty-Sixth Legislature, Regular Session of 2011

Submitted by the Hawai'i Coastal Zone Management Program
Office of Planning
Department of Business, Economic Development and Tourism

December 2010

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Senate Concurrent Resolution No. 137, H.D. 1, Regular Session of 2005, designates Hawaii's Coastal Zone Management Program and its lead agency, the State Office of Planning with responsibility for the overall implementation of the ocean resources management plan (ORMP). This is a status report detailing ORMP project-related activities in calendar year 2010.

I. Introduction

The Hawai‘i Ocean Resources Management Plan (ORMP) is a statewide plan mandated by Chapter 205A of the Hawai‘i Revised Statutes (HRS). The plan is an integrated, place-based approach to management of ocean resources in the islands. This approach builds upon recognition of the ecological connections between land and sea, of the links between human activities and environment, and of the need for improved collaboration and stewardship in natural resources governance. A new vision for Hawaii’s ocean resources has been framed by a set of concrete management goals and strategic actions to be addressed through a logical progression of five-year implementation phases that will guide State agency work over the next 30 years. In order to implement and further develop the ORMP, in the summer of 2007 the Office of Planning Coastal Zone Management (CZM) Program established a Policy Group and a Working Group made up of state and county agencies, our federal partners, academia, and community groups. This is a status report of the progress of the ORMP Policy and Working Groups in implementing and further developing the ORMP in calendar year 2010.

II. Background

The ORMP, published in 1991, was developed by a multi-agency, cabinet-level council that included private sector and non-governmental representatives. The ORMP set forth guiding principles and recommendations for the State of Hawai‘i to implement in order to achieve comprehensive and integrated ocean and coastal resources management. In addition to overall recommendations for a new governance structure and a comprehensive management system, the Plan included a series of specific policies and implementing actions for ten resource sectors. The Legislature adopted the ORMP in 1994 and enacted legislation in 1995 to incorporate the plan into the CZM Program. A review of the ORMP was conducted in 1998, revealing a need for a revised ORMP to address declining funds and personnel, changing priorities, and new concerns relating to ocean resources management. Section 205A-62, HRS, charges the Office of Planning (OP) with the review and periodic update of the ORMP as well as coordination of overall implementation of the plan. On December 28, 2006, an updated ORMP was submitted to the 24th Regular Session of the Hawai‘i State Legislature in fulfillment of Senate Concurrent Resolution No. 137, H.D. 1, Regular Session of 2005, and Section 205A-62, HRS.

The Revised ORMP: A Three-Perspective Framework

Updating the ORMP involved extensive outreach and input-gathering with participation of various stakeholder groups, government agencies, and the public over a period of eighteen months. The culmination was the 2006 ORMP. The updated plan is an integrated, place-based approach to management of ocean resources, based on land and sea links, the role of human activities, and improved collaboration in governance. Each of the framing perspectives are accompanied by concrete management goals and strategic actions to address them in five-year implementation phases over the next 30 years.

Perspective 1: Connecting Land and Sea

Careful and appropriate use of the land is required to maintain the diverse array of ecological, social, cultural, and economic benefits we derive from the sea.

Strategic actions recommended under Perspective 1 include reducing soil erosion and pollutant loads, developing beach management plans, and protecting priority coastal areas and communities from coastal hazards.

Perspective 2: Preserving Our Ocean Heritage

A vibrant and healthy ocean environment is the foundation for the quality of life valued in Hawai‘i and the well-being of its people, now and for generations to come.

Management goals emphasize the improvement of coastal water quality, strengthening marine protected area management, enhancing community capacity to restore and operate Hawaiian fishponds, and promoting sustainable ocean-based tourism.

Perspective 3: Promoting Collaboration and Stewardship

Working together and sharing knowledge, experience, and resources will improve and sustain our efforts to care for the land and sea.

This perspective highlights the need for community participation in cultural and natural resources management and the exploration of place-based approaches, including Native Hawaiian principles of land division such as ahupua‘a.

III. ORMP Policy and Working Groups

The ORMP Policy and Working Groups (ORMP Group) have been collaborating since 2007 to improve the management of Hawaii’s natural and cultural resources. Each ORMP partner brings a varied set of key skills and expertise as well as relationships with community constituencies, such as stakeholder engagement, planning and facilitation, and trusted relationships with community groups for on-the-ground implementation. The members have worked hard to facilitate effective management across jurisdictional boundaries by improving communications, aligning priorities, and enhancing resource-sharing between agencies. The members have learned to trust each other and seek advice from each other. As a result, they have developed relationships that foster more frequent collaboration on projects both within and beyond the scope of the ORMP.

The existing level of collaboration within the ORMP Group will enable the continuation and advancement of future partnerships on large-scale projects. The ORMP Group remains committed to working across physical and jurisdictional boundaries to finding the most effective and sustainable ways to manage Hawaii’s coastal and ocean resources.

Schedule, Mission, and Members

The Policy Group consists of the Directors of State and County resource management agencies, the University of Hawaii, federal partners, and the Marine and Coastal Zone Advocacy Council. The Working Group consists of managers and staff of the same offices that are tasked with coordinating their respective agency’s implementation efforts. The collective **mission statement** of the ORMP Group is:

In support of a healthy and thriving ocean for today and future generations, we are committed to adopting integrated approaches to manage our ocean’s resources by:

- Connecting Land and Sea;*
- Preserving our Ocean Heritage; and*
- Promoting Collaboration and Stewardship.*

These groups have continuously reached out to new partners as it becomes more evident that collaborative governance is essential for effective natural and cultural resource management. The full list of agencies and groups represented and participating in the ORMP to date are:

Federal Partners include NOAA Office of National Marine Sanctuaries, Pacific Islands Region (ONMS); NOAA Office of Ocean & Coastal Resource Management (OCRM); NOAA Pacific Services Center (PSC); NOAA Coastal Storms Program, Pacific Islands Region (CSP), United States Army Corps of Engineers (USACE); United States Coast Guard (USCG); and United States Environmental Protection Agency (EPA).

State Partners include State of Hawai‘i Departments of Agriculture (DOA), Civil Defense (SCD), Health (DOH), Land & Natural Resources (DLNR), Transportation (DOT), and Office of Hawaiian Affairs (OHA).

University of Hawai‘i Partners include the School of Ocean & Earth Science & Technology (SOEST); the Sea Grant College Program (UH Sea Grant); the Center for Island Climate Adaptation & Policy (ICAP); and Pacific Islands Ocean Observing System (PacIOOS).

County Partners include County of Hawai‘i, Planning Department; County of Kaua‘i, Department of Planning; County of Maui, Department of Planning; and Honolulu Board of Water Supply (BWS).

Community Partners include the Marine & Coastal Zone Advocacy Council (MACZAC).

Promoting Collaboration and Stewardship

As the ORMP Policy Group and Working Group (ORMP Group) collaborate to improve the conservation and management of our ocean and coastal resources, it became evident that streamlining efforts, resources, and time is crucial for success. At the ORMP Policy Group meeting on February 3, 2010, ORMP Group members requested the Policy Group to meet more frequently and increase engagement with the Working Group. As a result, CZM developed a two-day strategic planning meeting for the Policy Group and the Working Group. The result was the Joint ORMP Policy & Working Group Strategic Planning Meeting, held at the Waikiki Beach Marriott on July 8-9, 2010.

The purpose of the joint meeting was to reinvigorate the ORMP Policy & Working Groups and refocus members on collaborative governance and stewardship. Collective alignment of our strengths and goals for the ORMP is essential. An objective of the joint meeting was to develop an action plan to achieve our collective goals. The end result was two action plan tracks: 1) implementation focused on creating an orientation packet to aid the ORMP Group through administration and staff changes; and 2) ORMP outreach and education.

Working Group Caucuses

In order to address the numerous tasks of the Working Group, members decided that small break-out groups, or caucuses, would be an efficient way to discuss particular topics. Based upon agency projects or interests, members formed the following four voluntary caucuses in 2009:

- Climate Change/Coastal Hazards;
- ORMP Outreach;
- Policy/Legislation; and
- Watersheds.

When possible and appropriate, a portion of the Working Group meetings are devoted to caucus time. The ORMP Working Group continues to focus its efforts within three of the four caucuses: climate change/coastal hazards; outreach; and watersheds. The following describes the efforts of each caucus:

Climate Change/Coastal Hazards

Understanding that climate change has serious implications for the ORMP's efficacy and the success of the initiatives responding to its management goals and strategic actions, the climate change caucus collaborated with the University of Hawaii, Center for Island Climate Adaptation (ICAP), to finalize the document, *A Framework for Climate Change Adaptation in Hawai'i* (November 2009). The framework provides meaningful context for a number of key areas that climate change will continue to affect, such as shoreline erosion, coastal development, coastal hazards, and the preservation of our natural and cultural resources. It lays out a proposed step-by-step process by which the State can begin to develop plans and make informed decisions on climate change adaptation.

The Working Group presented the framework to the ORMP Policy Group in February of 2010 for official endorsement. The climate change caucus will continue to move forward by working with ICAP, UH Sea Grant, USACE, and other partners to implement the steps in the framework. The framework is downloadable from the Hawai'i CZM Program website at:

http://hawaii.gov/dbedt/czm/ormp/reports/climate_change_adaptation_framework_final.pdf

ORMP Outreach

The ORMP outreach caucus helped CZM to develop a graphical spread to accompany the "Man, Land, and Sea" article in the Sunday, September 27, 2009, issue of the Honolulu Advertiser. The same text ran concurrently in the Honolulu Star Bulletin. The outreach spread was very well-received. The spread was converted into a format that can be used repeatedly for outreach efforts. This ORMP mini outreach poster is visually-appealing and succinct tool to assist CZM, ORMP Working Group members, and MACZAC members in their outreach efforts. The ORMP outreach poster is available for download at:

http://hawaii.gov/dbedt/czm/ormp/outreach/ormp_poster_white_background_hi.pdf

Several outreach and education objectives were developed during the two-day joint meeting. The outreach effort is currently expanding to include members beyond the ORMP Working Group in order to include those knowledgeable and active in similar efforts. Implementation of the newly-defined objectives will commence in early 2011.

Watersheds

The watershed caucus was created to focus on the watershed activities identified as ORMP implementation priorities. It is a starting point for coordinating watershed activities across agencies and is to be used as a sounding board for projects in CZM, DOH, the Honolulu Board of Water Supply, counties, and other partners. The CZM Program and DOH have been collaborating on efforts that have resulted in a watershed guidance document to assist with the development and implementation of watershed plans. The project also links Hawaii's Coastal Nonpoint Pollution Control Program management measures as tools to address problems identified in the watershed plans. This effort has included: the development of a watershed prioritization process to identify watersheds where the guidance will be targeted (NOAA funding through CZM); an update of Hawaii's Coastal Nonpoint Pollution Control Program management measures (EPA funding through DOH); and the watershed guidance document itself (NOAA funding through CZM). The Hawai'i Watershed Guidance document is downloadable from the Hawai'i CZM Program website at:

<http://hawaii.gov/dbedt/czm/initiative/nonpoint/HI%20Watershed%20Guidance%20Final.pdf>

As an outcome of collaboration within the Watershed Caucus, the West Maui Watershed Project has been initiated through joint sponsorship by USACE, DLNR, and DOH with funding support from NOAA and EPA. A more detailed description is provided under Current Projects.

IV. Current Projects

The following section provides information on current ORMP projects.

ORMP Implementation Project: Mahuahua ‘Ai o Hoi

One of the primary objectives of the Hawai‘i CZM Program is to coordinate the implementation of the ORMP by promoting collaborative governance and stewardship. One of the ways CZM accomplishes this is by allocating discretionary funds toward coordinated implementation activities to support the ORMP. The current ORMP implementation project is a collaborative effort between the Hawai‘i Community Development Authority (HDCA) and a community-based non-profit, Kako‘o ‘Oiwī, to implement a project in the He‘eia wetlands (hoi) on the windward coast of O‘ahu. In order to restore the hoi and reduce non-point source pollution at the shoreline, the partners are incorporating a traditional Hawaiian *ahupua‘a* concept to land management. The planning and training phase of the project, for which Hawai‘i CZM Program funds were requested, is a model implementation project for the ORMP.

Wetlands Habitat Restoration Plan for Honu‘apo Estuary

This project is a partnership between the County of Hawai‘i and the community group Ka ‘Ohana O Honu‘apo. The partners are developing an integrated habitat restoration plan for Honu‘apo estuary, a significant natural and cultural feature of the county's Honu‘apo Park. CZM funding is supporting planning, baselines surveys, topographic/bathymetric mapping, and GIS mapping of important wetland features and planned restoration activities. This project is part of a broader resource management plan for the park and implements the Coastal Nonpoint Pollution Control Program (CNPCP) *Management Measure for Restoration of Wetland and Riparian Areas in WETLANDS*. A BMP the partners are using is to “plan restoration as part of a naturally occurring aquatic ecosystem.”

Building Community Capacity through Education and Outreach to Address Land-Based Pollution in Maunalua Bay.

This project is a partnership between the University of Hawai‘i Sea Grant College Program and Mālama Maunalua and implements the *Urban Pollution Prevention Management Measure* by collaborating with the National NEMO Network and local partners to design and conduct at least one workshop on low impact development and tools the community can use to reduce nonpoint source pollution. The partners will also build upon the workshop(s) by developing outreach materials for the community. The project illustrates a strong link to ORMP as well as the CNPCP. Community outreach and education is an essential element to the CNPCP and the ORMP’s broader efforts. The elements of this project are greatly needed throughout the islands, lending itself as an example for other community stewardship groups.

West Maui Watershed

The aim of the West Maui Watershed Project is to develop a multi-purpose, multi-agency integrated plan in order to improve the overall quality of the West Maui Watershed, from the summit of Pu‘u Kukui to the outer reef. The plan will incorporate holistic management aspects of traditional Hawaiian land and natural resource management (such as *ahupua‘a* principles) at the watershed level within a modern context. The following ORMP partners are involved in this project: DOH, EPA, USACE, NOAA, and DLNR. Maui County and the CZM Program will be engaged as members of the Steering Committee for this project.

Wide-spread ORMP Outreach by the Marine and Coastal Zone Advocacy Council (ongoing)

MACZAC provides ORMP outreach throughout the Main Hawaiian Islands to garner wide-spread community buy-in. MACZAC partnered with the Hawaiian Islands Humpback Whale National Marine Sanctuary (HIHWNMS) program to integrate the ORMP into the current management plan review. They were also able to reach a broad group of stake holders during a special two day scoping meeting that the HIHWNMS held on Maui. It was the first time many of these decision makers had seen the ORMP and it was very well received. MACZAC has also reached out to several communities and user groups including the entire Island of Lanai, the Ocean Tourism Coalition, Maui Visitor and Convention Bureau, Maui Hotel and Lodging Association, as well as to the larger community through op ed articles in the local news papers. This has taken place over the past three years and has cost the government very little. Much more could be done with more funding.

Climate Change Vulnerability and Risk Assessment

Beginning in 2011, the ORMP Group plans to partner with the USACE through its Planning Assistance to the States Program to develop a Climate Change Vulnerability and Risk Assessment for Hawaii, pending appropriation of federal funds.

Collaborating to Reduce Risk through the USACE Silver Jackets Initiative:

The USACE Honolulu District through its Silver Jackets Initiative invited the ORMP Policy and Working Groups as a partner to support the continued development of synergies between agencies to help reduce risk associated with an array of issues, including environmental degradation, natural disasters, and climate change. Through funding received from the USACE, the Honolulu District will continue to support interagency collaboration through engagement in key interagency working groups, the ORMP and the Pacific Risk Management ‘Ohana (PRiMO). The goal of the project is to “enhance opportunities to bring together multiple collaboration initiatives and multiple Federal, State and local agencies to learn from one another and facilitate partnering capabilities to reduce risks in the Pacific that could affect or impair holistic water resource management.”

ORMP as the Foundation for a Hawai‘i Sub-Regional Ocean Partnership; Implementing Priorities of the ORMP that Align with National Ocean Policy Objectives

The Office of Planning, on behalf of the ORMP Policy and Working Groups, recently submitted a \$3.5M proposal to NOAA’s Coastal Services Center in response to a competitive federal funding opportunity (FFO) for Regional Ocean Partnerships (ROP). The purpose of the FFO was for implementation of activities that contribute to achieving the priorities of the ROP while advancing coastal and marine spatial planning (CMSP) efforts as envisioned in the National Ocean Policy (NOP).

Using the existing ORMP partnership as the foundation for a Hawai‘i Sub-Regional Ocean Partnership (SOP), the partners propose that the first two years of a planned five year effort (as suggested in the NOP) will be spent enhancing the existing planning efforts via the ORMP Group efforts and building capacity at the state and local level by addressing specific national goals and principles in the guidance for CMSP. This project is based upon the clear linkages between the established goals and objectives in the ORMP and the NOP. The ORMP Group sees potential in CMSP as a public policy process for Hawai‘i to better determine how our coasts and ocean are sustainably used and protected – now and for future generations.

V. Working Group Challenges

Implementing the ORMP has not been easy. Some of the common challenges that Working Group members have identified in past years still exist and are described below.

Insufficient Human Resources

Insufficient human resources are a challenge for the members because participating on the Working Group requires a considerable amount of time and effort. Working Group members are expected to work within their respective agencies as well as with each other to implement the ORMP. Most members are working on ORMP implementation in addition to their regular job tasks.

Lack of Dedicated Funding

Fiscal support for the ORMP implementation remains a challenge. The Working Group is concerned that expectations without reasonable resources is not a fair proposition. There are many necessary and important implementation projects that are worthy of funding, but are not being approved due to the lack of dedicated funding.

Lack of Political Will

The fact that the ORMP is not legally binding remains a challenge as well. A comprehensive perspective in ocean management described in the ORMP is a new concept for many state entities, and we don't always get the support and advocacy we need from our leaders to move forward with this management approach.

Balancing Policy and Place-based Management

As the Working Group moves toward the long-term goal of place-based resource management, it will be a challenge to incorporate such concepts into state policy, which currently functions within a more sector-based framework.

Missing Key Players

The Working Group stressed the need for participation by all agencies listed in the ORMP. The participation of the City and County of Honolulu, Department of Planning and Permitting is particularly critical, as the implications of their absence are broad. We have however, made progress with the county in that the Honolulu Board of Water Supply does participate regularly, which the group values greatly.

VI. Closing

The Working Group has been collaborating in pursuit of the broader ORMP goals, and community-based approaches to natural and cultural resource management are being pursued. In addition, the group has been able to make progress on specific topic areas, whether it is a priority issue in the ORMP such as watershed management coordination, or a new topic that the group would like to see added into the next update of the ORMP, such as climate change adaptation. With the encouraging growth of the Working Group, we anticipate more extensive collaboration and hope to show more results on multi-functional, multi-agency tasks.