

# HAWAII COASTAL AND ESTUARINE LAND CONSERVATION PLAN

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**Hawaii Coastal Zone Management Program**  
Department of Business, Economic Development, and Tourism



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*Prepared for:*

Hawaii Coastal Zone Management Program  
Office of Planning  
Department of Business, Economic Development, and Tourism

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## Acronyms used in this document

CELCP	Coastal and Estuarine Land Conservation Program/Plan
CWCS	Comprehensive Wildlife Conservation Strategy
DLNR	Department of Land and Natural Resources
HCZMP	Hawaii Coastal Zone Management Program
HILT	Hawaiian Islands Land Trust
NAPP	Natural Area Partnership Program
NARS	Natural Area Reserves System
NERR	National Estuarine Research Reserve
NOAA	National Oceanic and Atmospheric Administration
NSCLT	North Shore Community Land Trust
OCRM	Office of Ocean and Coastal Resource Management
OHA	Office of Hawaiian Affairs
ORMP	Ocean Resource Management Plan
SAWCS	Statewide Aquatic Wildlife Conservation Strategy
SMA	Special Management Area
SMZs	Streamside Management Zones
TNC	The Nature Conservancy
TPL	Trust for Public Land

## **1. INTRODUCTION**

Coastal and estuarine areas in Hawaii provide habitat for a diverse range of vegetation and wildlife, and contain numerous cultural, recreational, and historical resources that are valued by the native Hawaiian community, residents, and visitors. Coastal and estuarine areas are also highly favored for development which creates resource management challenges related to such things as increased demand for recreational, cultural, and economic resources in the public trust. Even land-based activities can have an impact on coastal resources, because no point on the islands is more than 29 miles from shoreline.

The population of the State of Hawaii has increased over the past decades. The state's population increased from just under half a million in 1950 to nearly 1,400,000 by 2012 (Hawaii Data Book, U.S. Census Bureau). Along with this increase in population, there is an accompanying increased demand for open space and recreational areas. Each County General plan mentions open space, recreational areas, or scenic views as important resources that need protection from the pressures of development. Between the years 1990 to 2010, lands classified in the state as agricultural decreased by 35,100 acres, while lands classified as conservation increased by 13,238 acres, lands classified as rural increased by 1,427 acres and the remainder, 20,435 acres, were re-classified as urban (Hawaii Data Book). Given these pressures, the state's coastal and estuarine resources are in need of additional support for protection.

As the state faces budget restrictions and resource management programs face challenges of limited funding and dedicated personnel to run these programs, the resources in coastal areas are at a higher risk from secondary and cumulative impacts from development. Given the popularity of sensitive coastal and estuarine areas for development, the acquisition of

priority estuarine areas is a useful tool for ensuring their conservation and effective management.

In recognition of the need to provide long-term protection for significant coastal and estuarine resources, Congress created the [Coastal and Estuarine Land Conservation Program](#) (CELCP) in 2002. This initiative enables states to permanently protect coastal and estuarine lands by providing matching funds for community-based projects to acquire property from willing sellers either through fee simple purchase or through conservation easements. Lands acquired through the program are owned by the state, local agencies or designated community groups, and in this manner the CELCP shares similarities with the Federal Forest Legacy program in which Hawaii has also been an active participant. Title or interests in properties purchased under the CELCP are held in perpetuity by the award recipient, and public access is ensured in the absence of legitimate environmental protection or public safety concerns.

Until 2007, all CELCP awards were congressionally-directed, although since 2007 the National Oceanic and Atmospheric Administration (NOAA) transformed the program into a competitive format that allocates funding based upon a set of uniform evaluation criteria. In order to qualify for competitive funding under the program, individual coastal states must meet specific eligibility requirements as outlined in guidelines prepared by NOAA. The preparation of an approved state CELCP is the initial action that must take place. These state plans identify priority conservation needs and provide clear guidance for the process of nominating local coastal land conservation projects to the national competition. The Hawaii CELCP was developed by the Department of Geography at the University of Hawaii at Manoa in conjunction with the Hawaii Coastal Zone Management Program. A

Hawaii CELCP Advisory Committee (see Appendix C) was also created to provide public input and direction during the preparation of the state plan.



**Coastal Development in East Honolulu**

State plans are intended to be concise documents that guide local participation in the national CELCP. In keeping with guidelines developed by NOAA and the Office of Ocean and Coastal Resource Management (OCRM), the Hawaii CELCP will provide the following information:

- an overview of existing CELCP projects in the state (Section 2);
- a definition of the geographic extent of coastal and estuarine areas within Hawaii as defined for the purposes of the state plan (Section 3);
- a description of the lands or values to be protected and the need for conservation through acquisition (Section 4);
- a description of existing plans or programs that identify local conservation priorities and are supportive of the objectives of the CELCP (Section 5);

- a list of state agencies, local agencies, and local community groups eligible to hold title to property acquired under the CELCP (Section 6);
- a description of the state's process for reviewing and prioritizing qualified proposals for nomination to the national selection process (Section 7);
- a description of public consultation and inter-agency coordination activities associated with the preparation of the state plan (Section 8); and
- certification and approval of the plan (Section 9).

The Hawaii CELCP will provide a framework for identifying coastal and estuarine land conservation priorities in the state.

Once the Hawaii CELCP has been fully approved, the next update of the plan should occur within five years. During this update process, it is expected that complementary issues such as climate change, public access, other agencies' priority projects, the Greenprint process, and input from other stakeholders will be considered to enhance the Hawaii CELCP. With regard to climate change, the passage of House Bill 1714 in 2014, which establishes an interagency climate adaptation committee to develop a sea level rise vulnerability and adaptation report that addresses sea level rise impacts statewide to 2050, will offer guidance and recommendations to be considered for the CELCP update.



## **2. EXISTING CELCP PROJECTS IN HAWAII**

A number of coastal sites in the State of Hawaii have been acquired for conservation purposes with the assistance of congressionally-directed and competitively-selected CELCP funds. A brief description of each of these projects is provided below. For their locations, see maps after Section 3.

### **Waihee Coastal Dunes and Wetlands**

The 250 acre Waihee Coastal Dunes and Wetlands Reserve on Maui's north shore contains over 24 acres of spring-fed wetland, 103 acres of dune ecosystem, over 7000 feet of marine shoreline, and more than 8 acres of riparian habitat that supports native birds and vegetation. At least six endangered species have been observed on the site including the Hawaiian Stilt and Coot, two endangered plants and two endangered insects.



### **Waihee Coastal Dunes and Wetlands Reserve**

Nearly \$1 million in CELCP funds and \$1 million in USFWS Endangered Species Act funds were combined with county, state and private contributions to purchase the site for \$4.8 million in 2003. The Maui Coastal Land Trust holds title to the property and is responsible for management and long-term stewardship. Maui County and the State of Hawaii also hold conservation easements on the property to ensure protection of the site and its resources in perpetuity.

The Waihee Coastal Dunes and Wetlands Reserve supports the CELCP priority of conserving ecological areas along the shoreline and coastal

wetlands. Maui County seeks to preserve the native biodiversity and improve the quality of environmentally sensitive areas. These are listed as objectives in the Maui County General Plan, and the conservation of Waihee Coastal Dunes and Wetlands Reserve supports this objective.

### **Muolea Point**

Maui County acquired Muolea Point on January 18, 2005 and designated the 70-acre site as a permanent conservation area. The property was valued at just over \$4 million and was purchased through a collaborative effort of federal, state and county governments and the local community. The Trust for Public Land negotiated with the previous owners to hold the parcel off the market until funds could be raised for the purchase, and this included a \$2 million CELCP grant in 2003. The parcel is bordered by Alaalaula Stream with native freshwater and estuarine species and contains Maui's last pure stand of Polynesian coconut palm. The shoreline of Muolea Point is a documented basking site for the rare Hawaiian monk seal (*Monachus schauinslandi*) and other parts of the property contain valuable historic, cultural and recreational resources. Located on the Hana Highway, Muolea Point is one of the few places that allow public access to the ocean along this section of steep and rugged coastline.

The Muolea Point area supports the CELCP priorities of conserving areas with cultural and ecological value, and the priority of recreational value is also supported by allowing public access to the shoreline. Maui County seeks to preserve the native biodiversity and improve the quality of environmentally sensitive areas. These are listed as objectives in the Maui County General Plan, and the conservation of Muolea Point supports this objective.

## **Pupukea-Paumalu Natural Area**

The 20 year process to preserve the 1,129 acre Pupukea-Paumalu coastal property on Oahu's North Shore for conservation purposes was completed in 2006 and is now known as the Pupukea-Paumalu State Park Reserve. Through intensive collaboration and support from community and non-profit groups along with pledged funding from county, state and federal governments (including the US Army), an offer was accepted by the landowners for the property which is valued at over \$10 million. The CELCP allocated \$2 million toward the total project cost in 2004 and the site was purchased in 2006. Although Pupukea-Paumalu is located several hundred meters inland, the protection of this area preserves the water quality and the scenic beauty of world-famous coastal sites such as Sunset Beach, Rocky Point, Pipeline and Log Cabins. In addition, the site protects native Hawaiian plants and cultural sites, along with state water reserves and World War II historic resources that are also found on the property. Hiking and educational opportunities have continued to be available for both local residents and visitors.

Pupukea-Paumalu State Park Reserve supports the CELCP priority of conserving upland areas adjacent to important coastal areas to protect their ecological integrity, as well as the priority of protecting cultural resources of famous coastal sites along the North Shore of Oahu. The Oahu General Plan lists protection of the natural environment as well as enhancement of natural monuments and scenic views of Oahu as objectives for the County, and the conservation of Pupukea-Paumalu State Park Reserve supports these objectives.

## **Honuapo Estuary**

The 225-acre Honuapo parcel located on the south shore of the Island of Hawaii (valued at \$3.65 million) was purchased collaboratively by the Trust for Public Land and the State of Hawaii in March 2006. The County of

Hawaii holds the title to, and acts as the steward of, the property. Total CELCP funding dedicated to this purchase was \$1.4 million. Honuapo's tide pools and fish ponds represent important nursery habitat for fish and provide shelter from rough seas to the Hawaiian monk seal (*Monachus schauinslandi*) and sea turtles (*Eretmochelys imbricate*). The site also contains habitat that supports native bird species such as the pueo (Hawaiian owl, *Asio flammeus sandwichensis*) and wading birds such as the hakuu (black-crowned night heron, *Nycticorax nycticorax*).



**Honuapo Estuary**

Preservation of the Honuapo site represents a significant habitat investment as well as ensures the protection of numerous cultural, historic, recreational and aesthetic resources. The site was once a Hawaiian fishing village and is a favorite camping and fishing spot for local residents. Situated on a virtually uninhabited stretch of the Kau coastline, the parcel supports open space and scenic vista goals of both Hawaii County and the State of Hawaii.

Honuapo Estuary supports the CELCP priority of conserving open space, ensuring public access and recreation areas, the protection of scenic vistas and important habitat for fish, seals, turtles and birds. For Hawaii County, one of the goals is to "protect and effectively manage Hawaii 's open

space, watersheds, shoreline, and natural areas,” which is supported by the conservation of Honuapo Estuary.

### **Kilauea Bay**

In 2005, CELCP funding in the amount of \$1.5 million was granted to support the purchase of a \$3 million parcel at Kilauea Bay on the north shore of Kauai. This 3-acre site is part of a long-term initiative known as the Kilauea Coastal Preservation and Restoration Project that is attempting to expand protected areas surrounding the 160-acre Kilauea Point National Wildlife Refuge. Lands acquired in areas surrounding the refuge will be transferred to local governmental ownership and managed cooperatively with government agencies and private groups such as the Hawaiian Islands Land Trust (HILT). The Kilauea Bay site contains habitat that supports endangered species such as the loulou palm (*Pritchardia martii*), Hawaiian hoary bat (*Lasiurus cinereus semotus*), loloa duck (*Anas wyvilliana*), and the Hawaiian moorhen (*Gallinula chloropus sandvicensis*). The property is located on the lower reaches of the Kilauea River, and its acquisition ensures the protection of the estuary from damage that could occur as a result of development on steep slopes that characterize portions of the site. Future restoration activities will address the presence of invasive species on the property and a re-vegetation program is planned to utilize native Hawaiian coastal and estuarine plants such as akia, ilima and naupaka.

The Kilauea Bay site supports the CELCP priority of conserving the coastal habitat of native plants and animals. In Kauai County, the unique qualities of coastal lands are acknowledged and prioritized for protection. The Kilauea Bay site supports this County priority.



### **Kilauea Bay and Estuary**

#### **Lapakahi**

The Hawaii Coastal Zone Management Program (HCZMP), the State Department of Land and Natural Resources, State Parks Division, and The Trust for Public Land's Hawaiian Islands Program worked to acquire this 17-acre parcel, completing the purchase in March 2011. The Lapakahi project received a \$1.25 million federal grant for federal fiscal year 2010 which was matched to reach the \$2.35 million purchase price of the land. This North Kohala land conservation project added 17 acres of shoreline to the Lapakahi State Historical Park on the Island of Hawaii.

The property is rich with cultural sites and burials, and was listed in November 2009 as one of Hawaii's Most Endangered Places ([Honolulu Magazine November 2009](#)). The property is adjacent to the Lapakahi Marine Life Conservation District, home to over 116 marine species. The area supports the CELCP priority of protecting coastal habitat as well as protecting cultural and historic sites. For Hawaii County, one of the goals is to "protect and effectively manage Hawaii's open space, watersheds, shoreline, and natural areas," which is supported by the expansion of the Lapakahi State Historical Park.

### **3. IDENTIFICATION OF COASTAL AND ESTUARINE AREAS**

NOAA requires that the geographic extent of the coastal and estuarine areas included within the Hawaii CELCP be determined to provide a focus for assessing coastal conservation priorities within the state. Hawaii is rich in diverse coastal and estuarine habitats and includes 8 major islands, 124 minor islands, and 750 miles of coastline (the 4th longest coastline in the United States).



**Kihei Coast, Maui**

A holistic definition of the plan’s geographic scope is supported by the fact that 100 percent of the state is designated as “coastal” by the HCZMP. No point on land within the state is further than 29 miles from the sea, and virtually every land use activity has the potential to impact coastal ecosystems. However, more restricted definitions of the coastal zone also exist since the implementation of HCZMP depends heavily on state and local government participation. The practicalities of county land use planning and permitting processes necessitated the creation of a more limited functional definition of the coastal zone. Special Management Areas (SMAs) were incorporated into the *Hawaii Coastal Zone Management Act*. These zones



include all lands and waters beginning at the shoreline and extending a minimum of 100 yards inland from the shoreline, but can extend further depending upon local characteristics. In practice, many SMAs are bound by the high water mark and the nearest landward state highway, but counties have in many cases extended the SMA boundary landward beyond the state's minimum requirements. SMAs do not include any areas seaward of the shoreline because those areas fall under state jurisdiction.

With respect to defining the geographic scope of coastal and estuarine areas eligible for participation in the CELCP, lands designated as important agricultural lands have been deemed ineligible since the national criteria name active agricultural activities as inconsistent with the purposes of the program. Federal holdings will not be considered for CELCP funding.

All other lands within the state are eligible for consideration as project sites. This inclusive approach reinforces an interest in traditional ahupuaa management practices developed by the original Hawaiian inhabitants of the state. The ahupuaa concept is an ecosystem-based approach that shares certain similarities to watershed management within islands environments. It stresses the connectivity of natural resources and human activities from the mountains to the sea, and emphasizes culturally relevant techniques for controlling human behavior as a key component of effective resource management. The ahupuaa concept is gaining support within Hawaii as a sustainable system of island management that maintains the environmental integrity of upland and coastal ecosystems while also supporting significant human populations.

Tier 1 eligible lands are defined as those in the SMA area which are located on the coast. These represent priority areas for CELCP funding. Tier 2 eligible lands are those lands generally located inland that help protect coastal resources located downstream. A more compelling explanation of



these Tier 2 lands would be necessary in order to be considered for CELCP funding.

See the following maps for eligible and ineligible lands as well as current CELCP sites in each of the four counties.







0 2.5 5 10  
Miles

*Pupukea-Paumalu  
Natural Area*

# Honolulu County

■ Designated CELCP Sites

## Eligible CELCP Lands

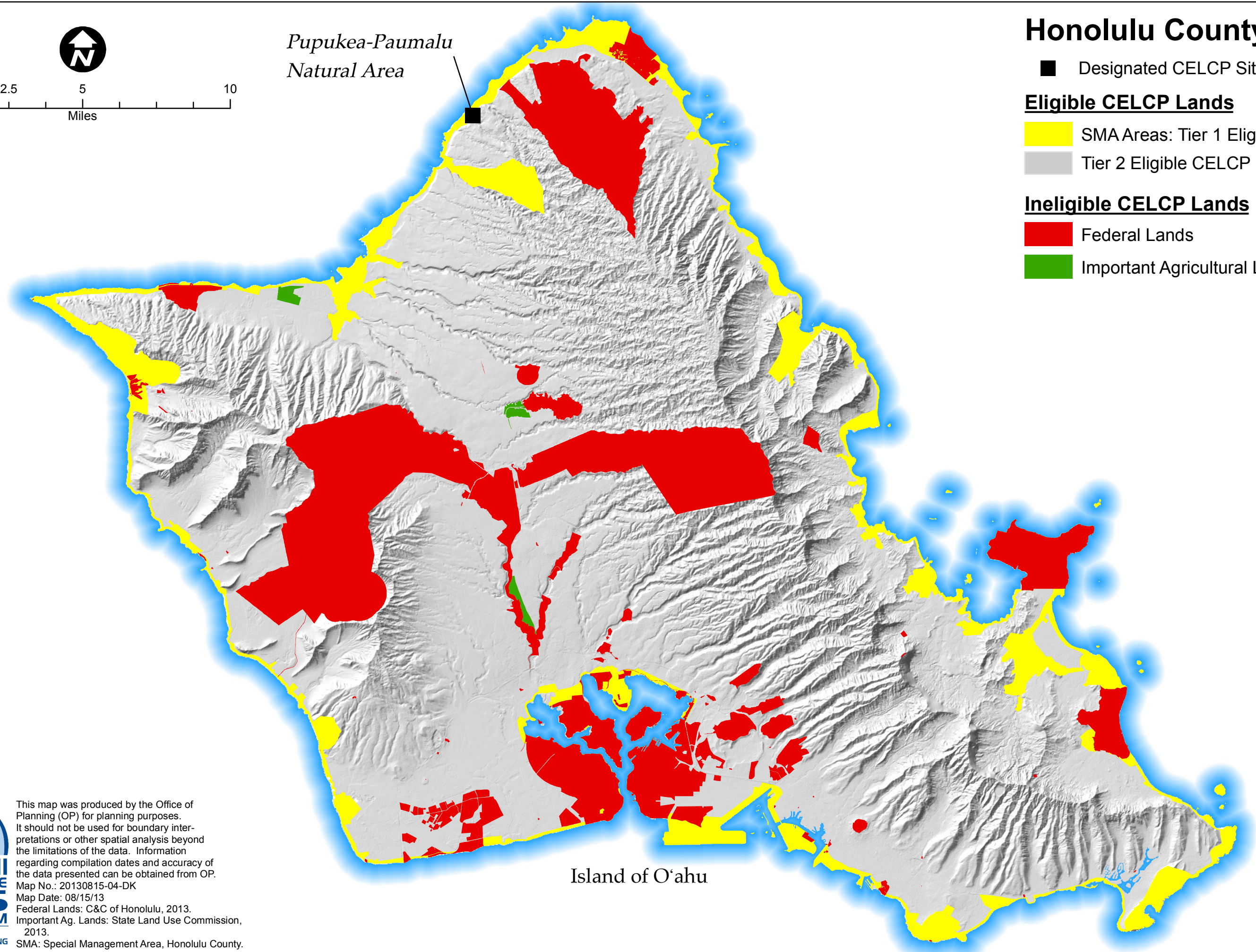
■ SMA Areas: Tier 1 Eligible CELCP Lands

■ Tier 2 Eligible CELCP Lands

## Ineligible CELCP Lands

■ Federal Lands

■ Important Agricultural Lands



Island of O'ahu



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Map No.: 20130815-04-DK  
Map Date: 08/15/13  
Federal Lands: C&C of Honolulu, 2013.  
Important Ag. Lands: State Land Use Commission, 2013.  
SMA: Special Management Area, Honolulu County.



# Kaua'i County

■ Designated CELCP Sites

## Eligible CELCP Lands

■ SMA Areas: Tier 1 Eligible CELCP Lands

■ Tier 2 Eligible CELCP Lands

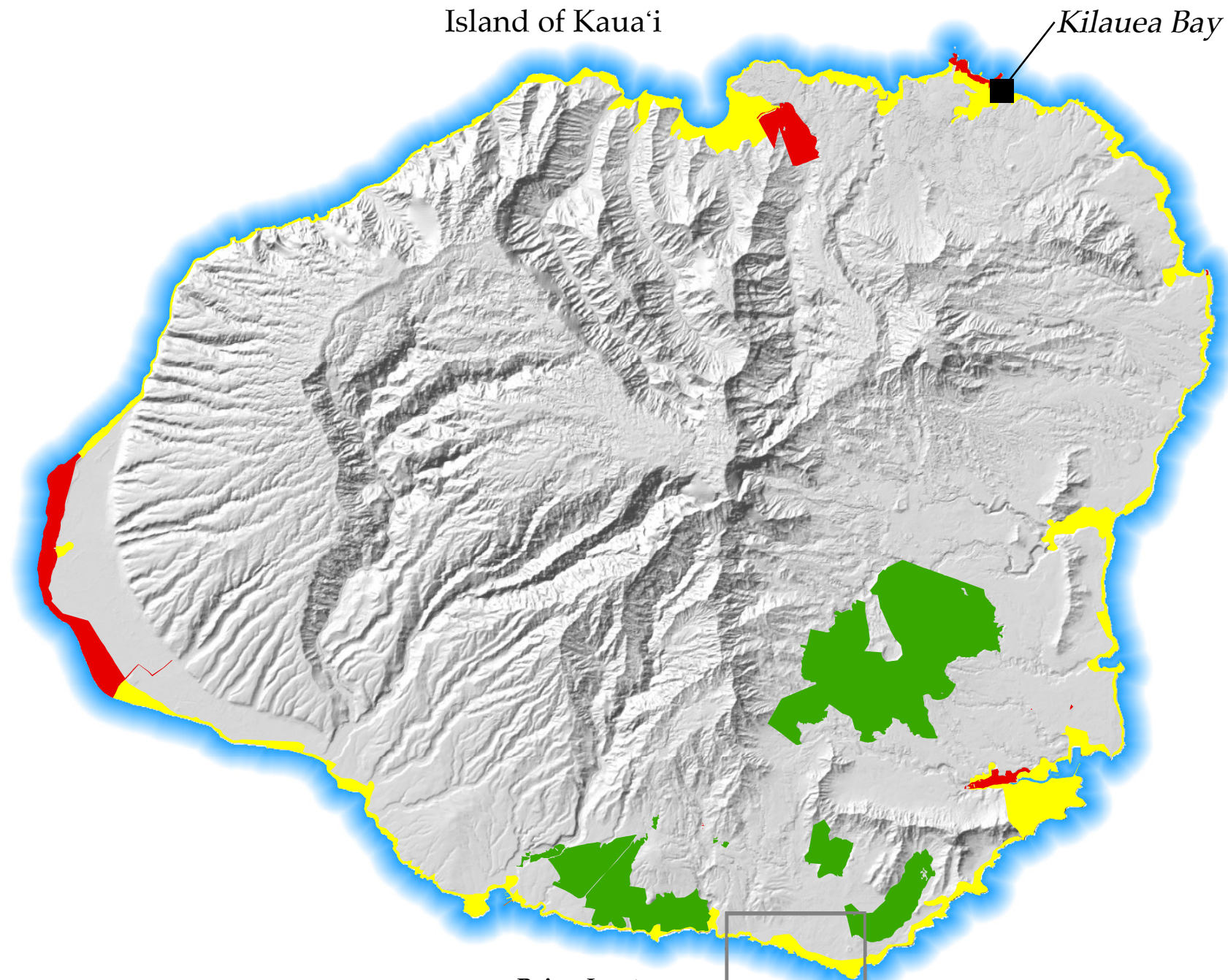
## Ineligible CELCP Lands

■ Federal Lands

■ Important Agricultural Lands

Island of Kaua'i

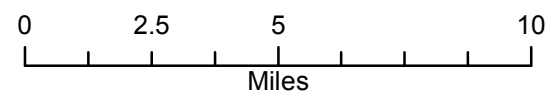
Kilauea Bay



Poipu Inset



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Map No.: 20130815-02-DK  
Map Date: 08/15/13  
Federal Lands: Kauai County, 2012.  
Important Ag. Lands: State Land Use Commission, 2013.  
SMA: Special Management Area, Kauai County.





# Hawai'i County

■ Designated CELCP Sites

## Eligible CELCP Lands

■ SMA Areas: Tier 1 Eligible CELCP Lands

■ Tier 2 Eligible CELCP Lands

## Ineligible CELCP Lands

■ Federal Lands

■ Important Agricultural Lands

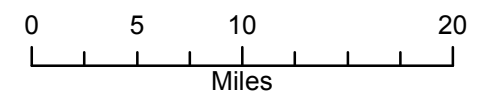
Lapakahi

Island of Hawai'i

Honu'apo Estuary



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# Maui County

■ Designated CELCP Sites

## Eligible CELCP Lands

■ SMA Areas: Tier 1 Eligible CELCP Lands

■ Tier 2 Eligible CELCP Lands

## Ineligible CELCP Lands

■ Federal Lands

■ Important Agricultural Lands

Island of Moloka'i

Island of Lana'i

Island of Maui

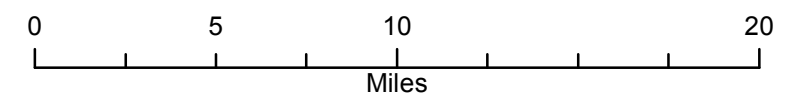
Island of Kaho'olawe

*Waihe'e Coastal Dunes and Wetlands*

*Mu'olea Point*



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Map No.: 20130815-05-DK  
Map Date: 08/15/13  
Federal Lands: Maui County, 2013.  
Important Ag. Lands: State Land Use Commission, 2013.  
SMA: Special Management Area, Maui County.



#### **4. RESOURCE VALUES TO BE PROTECTED**

The coastal and estuarine resource values discussed below are based on national program criteria established by Congress and NOAA. These values also reflect local conditions and priorities. In general, the Hawaii CELCP emphasizes the protection of shoreline areas threatened by development and conversion to a non-natural state. Priority is allotted to ecologically significant lands that can be effectively managed or protected, and in particular, projects that advance the goals, objectives and implementation of existing land conservation programs already operating within the State of Hawaii (see Section 5.0). Every project proposal must document the presence and significance of each of the following five resource values, but conserving lands with significant ecological and conservation values is the clear priority of both the national program and this plan. Cultural, recreational and aesthetic values are important and can provide important secondary support for proposed projects, but proposals prepared under the Hawaii CELCP must highlight conservation or ecological values to ensure their competitiveness in the national selection process.

##### **4.1. Ecological Values**

Hawaii's shoreline environments are subject to both terrestrial and marine influences and include dry, mesic or moderately moist, and wet communities depending upon their location and orientation. Historically these areas have been subject to significant alteration by human activities and continue to be affected by land conversion as a result of residential construction, resort development and agriculture. Few undisturbed shorelines remain and in most cases it is difficult to imagine Hawaii's coastal environment prior to human contact. Non-native species such as mangrove (*Bruguiera gymnorrhiza* and *Rhizophora mangle*), pickleweed (*Batis maritime*), kiawe (*Prosopis alpacato*), ironwood (*Casuarina equisetifolia*) and

koa haole (*Leucaena leucocephala*) dominate undeveloped coastal sites, and introduced animals such as rats, cats, and mongooses endanger native wildlife populations. The protection of threatened habitats and indigenous flora or fauna represents the core objective of the national CELCP, and numerous areas are potentially eligible to participate in the program given the large number of threatened or endangered species in Hawaii and the significant amount of habitat loss which has taken place.



**Kaena Point, Oahu**

Coastal areas are natural ecotones or transition areas, and are typically rich in both number of species and habitat diversity as a result of the interaction of land and sea environments. For the purposes of this plan, the principal habitats of concern in Hawaii's coastal and estuarine environment are shoreline, wetland and adjacent upland areas. Each of these habitats provide a key contribution to the ecological integrity of the overall coastal environment, and "ecological significance" is determined by the quality of existing natural habitats, the diversity of species present, and the existence of threatened or endangered species. Any proposed project



submitted to the HCZMP for evaluation as a nominee to the CELCP national competition must include one or more of these habitats to be eligible.

**Shoreline habitats** in an undisturbed state were once common in Hawaii but are now increasingly rare as a result of sustained development pressures. This category includes areas directly adjacent to the sea such as beach or dune communities and anchialine ponds where fresh and saltwater mix through underground connections. Residential and recreational development and human activities along the coast continue to impact the movement of sand and the sustainability of shoreline habitats. Coastlines that support the growth of natural vegetation such as naupaka kahakai (*Scaevola sericea*) and undisturbed dune vegetation are particularly rare. Retaining longer segments of undisturbed shoreline is essential to support long-term habitat viability and protect native coastal wildlife such as seabirds, migratory shorebirds, Hawaiian monk seals and the green sea turtle.

**Coastal wetland habitats** in Hawaii are diverse and many inter-tidal estuaries have been altered and developed for agricultural purposes in the past and residential purposes more recently. Sheltered coastal wetlands in Hawaii support numerous unique plant and animal communities, and species dependent on Hawaiian estuaries are unusual in their ability to tolerate highly variable water quality conditions and significant sediment inputs. Upland freshwater wetlands in Hawaii frequently grade into estuarine systems and provide a mix of habitats that support native species such as the opae oehaa (*Macrobrachium grandimanus*) which are estuarine-dependent for some portion of their lifecycle. Striped mullet (*Mugil cephalus*), milkfish (*Chanos chanos*) and nehu (*Stolephorus purpureus*) are locally important marine species that also rely on inter-tidal brackish areas, and coastal lagoons provide essential habitat for a wide range of shorebirds

and other wetland fauna. Coastal wetlands provide prey organisms for many marine species inhabiting coral reef and other offshore habitats, and their role in maintaining nearshore water quality is under-appreciated. The buffering capacity of coastal wetlands protects coral reefs and other nearshore marine habitats from a variety of negative impacts such as sedimentation, turbidity, and freshwater inputs produced by heavy rains.



**Kawainui Marsh, Windward Oahu**

**Adjacent upland habitats** are areas which share boundaries with shoreline or wetland areas. From an ecological perspective, adjacent uplands play both a direct and an indirect role in coastal conservation. Upland areas support a wide range of coastal flora and fauna, and also act as buffer zones that protect shoreline and wetland habitats. Intact upland riparian habitats can also limit the production of non-point source pollutants that can severely degrade coastal water quality downstream. Quite simply, healthy shorelines and wetlands require healthy adjacent uplands. Although adjacent upland habitats are relatively less threatened by development in the State of Hawaii, intact areas can be considered as potential CELCP sites on the basis

of the important role these lands play as buffer zones protecting shoreline or wetland habitats.

#### **4.2. Conservation Values**

A consideration of conservation values is important because limited funds are available for land acquisition and protection efforts must be concentrated on areas with the greatest need for conservation. In a general sense, conservation value relates to the potential of any individual coastal land parcel to protect biodiversity as an individual entity or in combination with adjoining conservation lands such as natural area reserves, national parks, state parks, local protected areas or marine protected areas (MPA). The conservation significance of proposed projects can be determined by characterizing sites as undisturbed habitat, core habitat, buffer zones, or in terms of connectivity to other important habitats.

Relatively few large stretches of **undisturbed habitat** in coastal areas remain in Hawaii, and these lands possess substantial conservation significance for the purposes of the Hawaii CELCP. Lands that represent **core habitats** for rare or endangered coastal fauna such as native seabirds, sea turtles, the Hawaiian monk seal or ecosystems such as coastal dry shrublands are considered a priority for protection. Coastal lands situated immediately adjacent to undisturbed or core habitats can serve as **buffer zones**. Although buffer zones represent lower conservation values than undisturbed or core habitats, ecological benefits associated with these areas include providing a physical barrier to encroachment on core habitats, providing protection from storm damage, reducing edge effects, and improving the protection of highly mobile or migratory species. Upland buffer zones can provide benefits from a water quality perspective by limiting the input of pollutants to freshwater streams. Lands that provide **connectivity** to existing protected shoreline areas or adjacent upland areas

also have conservation significance. Improving connectivity between conservation areas can reduce habitat fragmentation and enhance the preservation of biodiversity within the coastal environment.

#### **4.3. Cultural Values**

Sites associated with pre-contact Hawaii and the Hawaiian kingdom are commonly found in coastal areas and the preservation of these resources is extremely important to both Native Hawaiian and resident communities. Cultural values may include lands used by native Hawaiians for non-invasive traditional practices such as hula halau (schools for teaching hula), areas used by traditional medical practitioners, religious or spiritual sites that contain petroglyphs and heiau (temples), landscape features held sacred by the Hawaiian people, and areas used for traditional food gathering activities such as opihi (sea snail) picking. The preservation of Hawaiian cultural sites is compatible with the ecological conservation objectives of the CELCP, and the protection of these resources by fee simple purchase or through conservation easements would enhance the overall potential of any proposed conservation site. Given this broad compatibility of ecological and cultural conservation goals within coastal areas of Hawaii, the CELCP may provide opportunities to support the development of uniquely Hawaiian approaches to coastal conservation.



#### **4.4. Recreational Values**

Coastal lands that are primarily used for active recreation are not eligible for funding under the CELCP, but certain recreational activities are compatible with CELCP objectives and can continue if these do not compromise conservation or ecological values. For example, lands adjacent to existing marine recreation areas could be protected while ensuring continued access to water-based recreational activities such as outrigger canoeing, kayaking, surfing, scuba diving or snorkeling. Low-impact non-consumptive land-based recreational activities such as beach use, hiking, picnicking or birding could also be viewed as compatible with CELCP objectives and provide additional support for a proposed conservation site.



#### **4.5. Aesthetic Values**

Protecting open space and scenic vistas is an important objective of the Hawaii CELCP, and the preservation of aesthetically pleasing coastlines is important to the state economy which is highly dependent upon tourism. Hawaii is justifiably famous for its scenic coastal corridors, and the aesthetic qualities of its coastline have created a desirable tourist destination. Although aesthetic values are of secondary concern to the national CELCP, almost any undeveloped coastal site in the State of Hawaii will also possess important visual or aesthetic qualities. Aesthetic values can, therefore, play a highly supportive role when building the case for proposed conservation projects. This is a common goal for all counties in Hawaii as well.

## **5. EXISTING SUPPORTIVE PLANS AND PROGRAMS**

NOAA guidelines for the CELCP recommend that state plans "...make use of work that has already been done." With this directive in mind, the following information identifies existing state and local initiatives that have shared priorities as those listed in Section 4 of the Hawaii CELCP. This plan was written with the input of the public as well as an advisory committee (see Section 8) and a 30-day public comment period will precede finalization of the plan. A significant amount of effort has already been dedicated to identifying priority conservation sites in the State of Hawaii, and the following initiatives have helped to inform the development of the Hawaii CELCP Plan. The following list provides a brief description of each initiative and how these have informed the Hawaii plan for the purpose of project site selection and proposal development.



**Napali Coast, Kauai**

### **5.1. State Government Plans and Programs**

#### **5.1.1. [Hawaii Coastal Zone Management Program](#)**

As the lead agency on the Hawaii CELCP (see Section 6.1) the HCZMP is responsible for both administration and integration of this plan with the

objectives of Hawaii's Coastal Zone Management Act and other existing coastal projects. Coastal projects implemented at the County level are consistent with State objectives and policies.

The Office of Planning, in which the HCZMP resides, includes the [Hawaii Statewide GIS Program](#), which provides free online data and a simple mapping tool for viewing environmental, land use, zoning, and other socio-economic data for each county in the State of Hawaii (see Appendix A). This has been used to identify the relevant ecological and conservation value of areas as identified as priorities in the CELCP Plan.

### **Ocean Resource Management Plan**

The Hawaii Ocean Resource Management Plan (ORMP) sets forth guiding principles and recommendations for achieving comprehensive and integrated ocean and coastal resources management. An update to the ORMP was completed in 2013 and includes recommendations for a new governance structure, a comprehensive management system, and a series of implementing actions for eleven management priorities including appropriate coastal development and marine resources. The ORMP informed the Hawaii CELCP by providing state-wide guidance on the balanced use of ocean and coastal resources. ORMP priorities were defined in the 2006 version of the plan, and further refined in the 2013 update. The ORMP priorities which overlap with CELCP priorities include protecting marine resources and preserving the cultural heritage of the ocean.

### **5.1.2. Department of Land and Natural Resources**

The Department of Land and Natural Resources (DLNR) is responsible for the management of conservation lands in the State of Hawaii. A brief discussion of several important DLNR initiatives is provided below.

#### **Natural Area Partnership Program**

The Natural Area Partnership Program (NAPP) was established in 1991 by the State of Hawaii Legislature and the Governor. It authorizes the DLNR to "provide state funds for the management of private lands dedicated to conservation." Lands and waters that qualify for the program include areas with intact native ecosystems, essential habitat for endangered species, and Conservation District lands within the Protective (P) Sub-zone designation. The NAPP can support a wide range of management activities to protect, restore or enhance significant native natural resources, and the lands included in the NAPP prioritize ecological and conservation values.

#### **Hawaii Natural Area Reserve System**

The Natural Area Reserves System (NARS) is administered by the DLNR, Division of Forestry and Wildlife. The reserve system is based on the concept of protecting ecosystems, not just single species, and includes a diverse array of habitats including marine and coastal environments, lava flows, tropical rainforests, and alpine deserts. Management and control of non-native plants and animals that threaten natural biota in the reserves is a priority of the NARS. As with the NAPP described above, there is a strong overlap between the Hawaii CELCP's priorities and NARS priorities.

#### **Hawaii Comprehensive Wildlife Conservation Strategy**

The Hawaii Comprehensive Wildlife Conservation Strategy (CWCS) has helped to inform the Hawaii CELCP. The CWCS was prepared as a condition of state participation in the USFWS Wildlife Conservation and Restoration



Program and was completed in October 2005. This strategy provides a thorough review of current wildlife and habitat conservation issues in the State of Hawaii and provides an exhaustive review of existing conservation agencies and programs. The CWCS also provides a valuable inventory of animal species of greatest conservational need and their associated habitats for all the major Hawaiian Islands. Additionally the CWCS identifies land areas on each island that are not protected, but are considered to possess high conservation potential. This comprehensive wildlife conservation strategy represents a critical data source for the CELCP plan and potential additional CELCP sites in Hawaii.

### **Hawaii Statewide Aquatic Wildlife Conservation Strategy**

The Hawaii Statewide Aquatic Wildlife Conservation Strategy (SAWCS) is based on the CWCS and was jointly developed by the Division of Forestry and Wildlife and the Division of Aquatic Resources within DLNR. The purpose of the program is to develop a comprehensive planning process for aquatic resource managers that recognizes the unique needs of Hawaii's aquatic species. CELCP proposals that recognize and attempt to integrate with both the SAWCS and the CWCS will maximize conservation benefits and ensure that nearshore aquatic species and ecosystems are protected.

### **Watershed Partnership Program**

Watershed partnerships are voluntary alliances of public and private landowners in Hawaii committed to the common goal of protecting larger forested areas for water recharge and other values. Eleven watershed partnerships have been established covering more than 300,000 acres and others are being formalized. Existing watershed partnerships include: East, West, and Leeward Haleakala on Maui, Koolau and Waianae on Oahu, Lanai Hale, East Molokai, Kohala, Mauna Kea, and Three Mountains on the island

of Hawaii, and Kauai. Other projects have focused on alien species control and fencing, but these partnerships have been allocated limited funding up to this point in time. Although the Watershed Partnership Program mainly focuses on upland areas, this program is linked to coastal lands through the management of Streamside Management Zones (SMZs). Conservation of riparian lands and vegetation is critical to the long-term preservation of coastal ecosystem receiving runoff from upland areas.

### **5.1.3. Hawaii Legacy Lands Act**

House Bill 1308 CD1 (Legacy Lands Act) was passed in 2005 and establishes a permanent fund for land conservation and the preservation of open space and scenic resources in Hawaii. Specific projects eligible for funding include conservation of watersheds, coastal areas, beaches, and ocean access, habitat protection, cultural and historic sites, natural areas, and open spaces and scenic resources among others. A conveyance tax provides funding and ten percent of the program's annual budget are directed into the State's Land Conservation Fund. This fund is administered by the State DLNR and lands will be acquired on the basis of recommendations from state or county agencies and local conservation groups as well as the Legacy Land Conservation Commission. Twenty-five percent of the program's annual budget is allocated to the Natural Area Reserve Fund to assist the Natural Area Reserve System in protecting critical habitat, endangered species and valuable cultural resources on publicly owned and ceded lands. The Hawaii Legacy Land Conservation Program's priorities of conservation of ecological and cultural and historical resources have helped to inform the state's CELCP plan. The Land Conservation Fund represents an important source of matching funds for conservation proposals developed under the CELCP, and could also potentially support long-term management activities on lands acquired under the program.



**Mokulua, Windward Oahu**

## **5.2. County Government Plans and Programs**

County General Plans are developed by each of Hawaii's four counties to guide local land use decisions, communicate local conservation objectives, and manage development concerns. Given the focus on individual properties within proposals prepared under the CELCP, Community Plans developed by each county to address local planning issues are likely to be of more relevance. Both the General Plans and Community Plans are potentially useful sources of information concerning land ownership and zoning for project proponents, and links to these documents in each of Hawaii's four counties are located in Appendix B.

County governments have also created several specific natural resource preservation programs that are of particular relevance to the Hawaii CELCP. The [Kauai Public Access, Open Space and Natural Resources Preservation Fund Commission](#) is responsible for preparing an annual report and recommendations for Kauai Council that guides the use of county funds for the acquisition of lands or interest in lands with important conservation attributes. A similar program is also in place on the Big Island of Hawaii

where the [Hawaii County Public Access, Open Space and Natural Resource Preservation Commission](#) is responsible for developing a prioritized list of lands worthy of preservation.

Maui County has taken a slightly different path to administering their Open Space, Natural Resources, Cultural Resources, and Scenic Views Preservation Fund. Maui County has worked closely with local private conservation groups on identifying coastal conservation objectives and successfully completing several smaller coastal conservation projects in recent years. The county is also taking a similar approach on larger future initiatives such as the [Pali-to-Puamana Coastal Parkway](#).

The City and County of Honolulu adopted a charter amendment in 2006 to set aside one-half percent of real property tax revenues on an annual basis for “protection of watershed lands to preserve water quality and water supply; preservation of forests, beaches, coastal areas and agricultural lands; public outdoor recreation and education, including access to beaches and mountains; preservation of historic or culturally important land areas and sites; protection of significant habitats or ecosystems, including buffer zones; conservation of land in order to reduce erosion, floods, landslides, and runoff; and acquisition of public access to public land and open space” (Revised Charter of the City & County of Honolulu 1973, Article 9, Chapter 2 Fund Administration, Section 9-204). The protection of significant scenic values, natural areas and public access to shoreline areas on Oahu is also guided by the vision, policies and guidelines in eight local Development Plans and [Sustainable Communities Plans](#) which collectively cover the entire island of Oahu. All of the initiatives described above provide valuable community input on local land conservation priorities and represent potential sources of matching funds for property acquisitions proposals on Oahu developed under the CELCP.

## **6. IMPLEMENTATION OF THE PLAN**

### **6.1. State Lead Agency**

NOAA guidelines require a state lead agency to be responsible for soliciting qualified conservation proposals, reviewing these documents for completeness, prioritizing proposals according to state criteria, and nominating qualified projects to the national competition. This model assumes substantial control at the state agency level, but significant flexibility exists with respect to the relationship between the lead agency and local partners. As designated in the CELCP Final Program Guidelines (2003), the lead agency for the purposes of administering the CELCP in Hawaii is the Hawaii Coastal Zone Management Program. The program is situated within the Office of Planning which is administratively attached to the Department of Business, Economic Development, and Tourism, and was created in 1977 through the passage of Hawaii Revised Statutes Chapter 205A. The Hawaii Coastal Zone Management Program operates within a framework of cooperation among federal, state and local agencies and a public advisory group to address coastal issues and uphold environmental law through a variety of regulatory and non-regulatory techniques.

### **6.2. Agencies and Organizations Eligible to Hold Land Title**

NOAA can make financial awards to the lead agency in the State of Hawaii for the purposes of implementing the Hawaii CELCP. The lead agency can then allocate grants or make sub-awards to other state agencies or local governments as defined under 15 CFR 24.3 or entities eligible for assistance under section 306A(e) of the CZMA (16 USC 1455a(e)). NOAA can also make grants directly available to any of these eligible entities at its discretion and in consultation with the lead agency to expedite completion of an approved project. Only state or local governmental agencies are eligible to receive grants and hold title to lands acquired under the existing program

guidelines unless directed by Congress, and designated entities will hold title to the land (or interests in land) in perpetuity. Eligible organizations in Hawaii include state agencies such as the Department of Business, Economic Development, and Tourism, various offices located within the Department of Land and Natural Resources, and individual local government agencies such as any county, municipality, city, town, township, local public authority, school district, special district, council of government, or regional government entity.

Other organizations have been extremely active on conservation projects within Hawaii and frequently play a pivotal role in the acquisition and management of coastal conservation sites, providing expertise and technical assistance. For this reason a list of organizations that have been active in coastal land conservation or have participated in recent CELCP funded projects is provided in Appendix E. Per the 2009 CELCP authorization, qualified non-governmental organizations may hold title to in-kind match properties for the purposes of conservation. Qualified non-governmental organizations generally include non-profit organizations recognized under Section 501(c)(3) of the IRS code and whose primary mission is to acquire and manage land for the purposes of conservation.

### **6.3. Eligible and Ineligible Use of Program Funds**

The purpose of the CELCP is to acquire properties or interests in properties from willing sellers, and the terms and conditions of the acquisition must ensure that the property will be administered for conservation purposes in perpetuity. Activities consistent with program objectives include: resource protection, restoration and enhancement, recreation, research and education. To be eligible for funding, a project must:

- Protect important coastal and estuarine areas that have significant conservation, ecological, historical, aesthetic, or recreation values, or that are threatened by conversion from their natural or recreational state to other uses.
- Be located within a state's designated CELCP area (as defined in its CELCP plan) which is based on its coastal watershed or State Coastal Zone Boundary. If the state does not have an approved CZM Program, a project must benefit an approved NERR.
- Provide non-federal matching funds in the form of cash or in-kind contributions at a ratio of 1 to 1, with certain exceptions.
- Provide for non-federal public ownership in perpetuity. Note that in-kind match properties may be held by a qualified nongovernmental organization whose primary mission is to acquire and manage land for the purposes of conservation.
- Provide public access, or other public benefit, as appropriate and consistent with resource protection.
- Acquire property or conservation easements from willing sellers.
- Advance the goals, objectives, or implementation of the state coastal management program or plan or National Estuarine Research Reserve (NERR) management plan, or a local, regional or state watershed protection plan.
- Be consistent with the state's approved coastal management program.
- Complement (not conflict with) working waterfront needs.

Each project must also develop a strategy for long-term stewardship that identifies the entity or entities responsible for on-going conservation

management. Activities inconsistent with program objectives include: agriculture, aquaculture, shoreline armoring, construction of most roads, buildings or facilities (except to support conservation activities) and active recreation facilities. The federal share of program funds cannot be used for funding long-term operations, maintenance or management of land, construction (buildings, boat launches, docks or piers) shoreline armoring, or other acquisitions that completely restrict access to specific groups. Acquisitions are not allowed for the purpose of complying with habitat mitigation requirements resulting from agency, corporate or individual actions, or for the primary purpose of enforcing fish, wildlife, or other regulations. Land acquisitions for active recreation such as sports facilities, water parks or playgrounds are not allowed. Federal funds, funds previously used or proposed for use to match another federal grant, and mitigation funds are not allowable sources of matching funds for program purposes.

#### **6.4. Project Review Process**

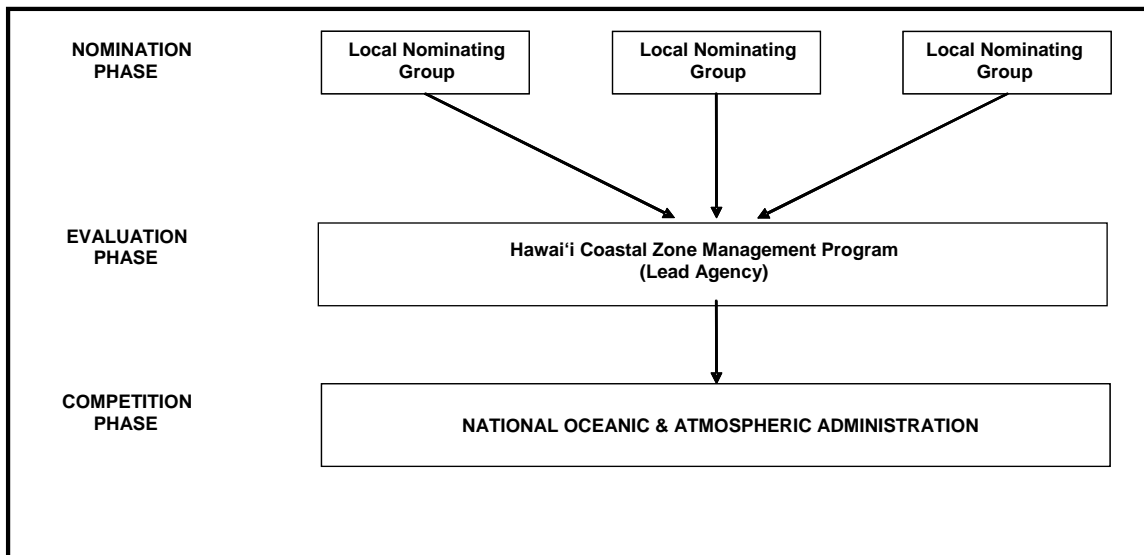
Two models were discussed at the first meeting of the Hawaii Coastal and Estuarine Land Conservation Plan Advisory Committee on November 30, 2005 to facilitate the project review process at the state level. The first option was a "lead agency" model where the HCZMP would both receive and review proposed projects. Potential benefits of the "lead agency" model would include program consistency and the availability of state resources to support the evaluation of proposals. Drawbacks of this approach could include reduced local support for project applicants and the potential loss of an opportunity to enhance coastal land conservation within local land use planning processes.

The second option for project evaluation was a "local" model with each county taking the responsibility for reviewing and subsequently nominating projects that would be forwarded to the HCZMP for nomination to the



national competition. Benefits associated with the “local” model could include enhanced local participation in the program and the potential for improved integration of coastal land conservation into local land use planning systems. Potential drawbacks could include the limited availability of adequate county staff and resources to manage the annual review of CELCP project proposals.

After a discussion of the relative merits of each approach with the Coastal and Estuarine Land Conservation Plan Advisory Committee, it was agreed that the “lead agency” model was preferred. Project proposals developed by State agencies or local partners would be forwarded prior to a specified deadline to the HCZMP for evaluation and ranking. State and county agencies such as the DLNR are expected to work closely with local partners such as The Nature Conservancy, The Maui Coastal Land Trust, and Trust For Public Land to prepare high quality proposals that would be submitted to the HCZMP to be considered for submission to the national competition. This process is illustrated in Fig. 1.



**Fig. 1 Relationship between the Lead Agency and CELCP Partners**

#### **6.4.1. Project Solicitation**

The HCZMP will solicit CELCP proposals after receiving notification from NOAA that funds are anticipated for projects under the competitive grants program for the coming fiscal year. NOAA's funding notice describes the eligibility criteria for the competition, including the number of projects the State will be able to nominate and the maximum funding amount that may be requested for each project. A list of agencies, organizations or individuals interested in coastal land conservation will be developed to facilitate these solicitations, and application instructions will be developed using information contained in this plan. Application instructions will describe the CELCP guidelines, applicant and project eligibility criteria, project information requirements, and the proposal review process. A contact list of state and local government staff or private organizations familiar with the CELCP and the proposal development process will also be included in the solicitation to assist new participants in successfully completing the application process.

#### **6.4.2. Project Submission and Evaluation**

All project proposals received by the HCZMP prior to the specified submission deadline will be assessed for completeness and compliance with the CELCP eligibility criteria. Proposals will also be reviewed to ensure there is a willing land seller and that existing property owners understand any conservation restrictions or easement concepts being proposed. The appropriateness of designated matching funds will be assessed to ensure that these are reasonable, will be available within the performance period, and are eligible under the CELCP Guidelines. CELCP accepts as match non-federal cash contributions to the purchase of the target property or for supporting costs such as appraisals and title work; donated land value (i.e., the difference between appraised value and purchase price, if the latter is less); and the value of other lands acquired by or donated to the grant

recipient, if they meet specific criteria and are reasonable and necessary to support the objectives of the project. Incomplete proposals or applications that do not meet program eligibility criteria will not be included in the project evaluation process as described below. Applicants will be notified in writing of a negative determination as soon as possible, and this notification will describe proposal deficiencies to allow applicants to re-submit if the solicitation has not closed.

After the proposal submission closing date has passed, the HCZMP will nominate a Peer Review Committee to be charged with the evaluation and ranking of all acceptable proposals submitted to the open round of CELCP competitive funding. The Peer Review Committee should include members from relevant state and county agencies and from local land conservation groups, but in no case should any individual directly associated with a current proposal be included in the review committee, to avoid a conflict of interest. HCZMP staff should provide the review committee with copies of each proposal and specific instructions regarding review criteria, scoring and ranking. Committee members will then assess the merits of each proposal individually and score projects based on the evaluation guidance outlined in Section 7 of this document. All evaluation decisions must be based solely on information contained in the written project proposals submitted by applicants.

After committee members have completed their individual assessments, the HCZMP will convene a meeting of the full Peer Review Committee at its office in Honolulu. At this meeting the review committee members will discuss their individual assessments, address any inconsistencies or errors, and attempt to develop a consensus ranking of the proposals under consideration. If a consensus ranking cannot be agreed upon by the Peer Review Committee at this meeting, project proposals will

be ranked according to the combined total points awarded by each individual reviewer. In either case, a ranked list of all proposals from highest to lowest and a copy of all evaluation comments will be forwarded to the HCZMP which will certify the evaluation process and final results.

#### **6.4.3. Selection for the National Competition**

After the HCZMP has certified the recommendations of the Peer Review Committee, ranked project proposals and all necessary supporting materials will be forwarded to NOAA for the CELCP national competition. The HCZMP may forward the single highest ranked proposal or any number of proposals based on NOAA guidelines and the amount of funding allocated to the competitive grants program for the relevant fiscal year. Applicants selected to proceed to the national competition will be notified and instructed to provide any additional information required to support their proposals.

## **7. GUIDANCE FOR PROJECT EVALUATION**

As outlined in Sections 3 and 4 of this plan, all lands but those designated as Important Agricultural Lands or those lands which are federally held within Hawaii are deemed eligible for CELCP funding. Priority is allotted to lands in the SMA areas. Projects will be evaluated as to their ecological significance of shoreline habitats, coastal wetlands, and adjacent coastal upland areas, if they can be effectively managed and advance the goals or priorities of land conservation programs currently operating within Hawaii. The evaluation guidance provided below supports the emphasis on specific coastal habitats and reflects criteria used by NOAA to rank project proposals at the CELCP national competition. Resource values represent the most important single criteria in the evaluation guidance, but technical and scientific merit, qualifications of the applicant, and project costs are also considered. These evaluation criteria are intended to be used by the Peer Review Committee (described in Section 6.4.2) during its evaluation of project proposals, and provide the basis for ranking proposals in terms of overall conservation merit. Financial aspects are also considered during the preliminary review of proposed projects conducted by the HCZMP after submission.

### **I) Project Resource Values (55 out of 110 points)**

#### *Ecological Values (25 points)*

Referees must assign priority to projects containing shoreline habitats, coastal wetlands, and adjacent coastal upland areas (as defined in Section 4.1 of this document) during their consideration of ecological values. Referees will evaluate the degree that projects contain intact natural habitats and examples of exceptional species diversity, and should also consider the occurrence of federal or state-listed threatened or endangered vegetation and whether native or endemic plant species are represented on

the site. The existence of native or endemic wildlife or fish species and the presence of federal or state-listed threatened or endangered wildlife or fish species must also be considered. Lands that possess intact ecological values are favored over areas that require significant restoration or remediation. Projects that provide core habitat for rare or endangered coastal species, or serve as buffer zones for adjacent conservation areas should be ranked above projects that do not provide these benefits. Other conservation values to consider include the ability of a proposed project to provide connective habitats, corridors, habitat linkages and other means of reducing biological isolation. The presence of invasive or exotic species should be minimal or easily managed. Coastal erosion is an increasingly serious concern in Hawaii, and proposals that include shoreline habitat must provide an evaluation of the potential impacts of coastal erosion on the long-term conservation of project lands. Referees must specifically consider:

- the type, quality and area of habitat types found on the proposed project site;
- the regional ecological importance of the proposed project site in terms of protecting species diversity, and providing ecological connections or linkages among other important coastal and estuarine conservation areas;
- how acquisition of the site will help establish corridors or linkages among areas of significant conservation, ecological, recreational or aesthetic values that are already protected;
- the potential success of restoration plans for the site if existing ecological values are impaired (e.g., the existence of invasive or exotic species or alterations such as dikes, agricultural and silvicultural land uses); and

- how the habitat supports (or may support) federal or state listed threatened species, endangered species, or species of concern.

*Conservation Values (10 points)*

Referees should consider whether a project represents a keystone acquisition within a larger conservation plan or if the project directly supports the priorities and objectives of any other county, state or federal land conservation initiative. The evaluation of conservation values must consider the ability of proposed projects to protect biodiversity as an individual entity or in combination with adjoining conservation lands such as natural area reserves, national parks, state parks, sanctuaries or marine protected areas. Surrounding land uses should be compatible with long-term conservation of the site's resource values. Referees must specifically consider how the property fits within any larger conservation strategy, comprehensive coastal zone management plan, or watershed protection initiative; and whether the project exhibits a mix of ecological, recreation, historic and aesthetic values that together contribute important benefits to the coastal and estuarine environment not provided by those values individually.

*Cultural Values (10 points)*

Referees must evaluate whether proposed project sites include the presence of a registered archeological site or the documented use of lands by Native Hawaiians for traditional cultural activities. Also of significance are areas used by traditional medical practitioners, religious or spiritual sites that contain petroglyphs, pictographs, heiau or pu'uhonua, landscape features held sacred by the Hawaii an people, and coastal areas used for traditional food gathering activities. Referees must recognize features that are designated or could be designated as a National Historical Landmark or listed on the National Register of Historic Places or a State or Local Register

of Historic places. The potential existence of cultural, historical or archaeological features that have not been formally evaluated or documented must also be considered.

*Recreation and Aesthetic Values (10 points)*

The evaluation of aesthetic values must consider the contribution a proposed project site makes to the aesthetic character of surrounding areas, or the existence of vistas that complement existing scenic byway, trail or viewshed programs. Project sites that are within the viewshed of populated areas, visible from heavily utilized roadways, or identified as a scenic resource by a tourism or community land use plan should also be considered to possess significant aesthetic values. With respect to recreation values, referees must evaluate whether the proposed project site provides public access to coastal areas or opportunities for low-impact non-consumptive land-based recreational activities such as beach use, hiking, picnicking, nature study or birding. Lands adjacent to existing marine recreation areas also possess recreational value by providing access to water-based activities such as outrigger canoeing, kayaking, surfing, scuba diving or snorkeling. Referees must specifically consider whether the proposed project supports existing or potential recreational access needs identified in any state, county or community plan.

**II) Technical and Scientific Merit (25 out of 110 points)**

*Long-Term Management and Use (15 points)*

Evaluation of the proposed site's long-term management plan must consider how the proposed project site will be maintained or improved in the future. This will include the suitability of rehabilitation or enhancement strategies required to restore ecological, conservation, cultural, recreation and aesthetic values. Referees must assess whether the property is currently in the desired state for its intended conservation purpose, and if surrounding



land uses are compatible with the long-term conservation of site values (as defined by existing development plans or land use designation). The proposed management plan must be evaluated to assure that it is technically sound and possesses innovative strategies for achieving conservation goals. Other factors to consider include whether the management plan provides for the continuation of traditional Hawaii an practices or customs that are consistent with conservation objectives, if funding has been secured for proposed restoration activities, and whether identified public or private sector partners are willing to provide long-term management support.

*Threat of Conversion (5 points)*

Referees will consider the degree that the property is threatened by conversion from its exiting state to uses which are inconsistent with the long-term conservation of existing ecological and conservation values. A significant threat of conversion is represented by the existence of an approved development plan or a standing offer to purchase the property for non-conservation purposes. A moderate threat of conversion could involve the property being situated in close proximity to other development activity or the property being listed for sale. A low threat of conversion could entail a lack of development approvals, local development trends that do not indicate a significant impending threat, or sites that are not readily developable because of factors such as the presence of steep slopes or access issues.

*Project Readiness (5 points)*

Project readiness will be evaluated by considering the likelihood that a proposed project can be completed during the identified performance award period. This assessment will include factors such as whether the proposed site is on the market, the stage of discussions with willing a seller, or the existence of a purchase or sale agreement. Assessment should be supported by documentation such as an appraisal or title opinion. Referees should also

consider whether the site possesses any uncertainties such as liens, litigations or judgments that are not likely to be resolved within the proposed award performance period, or if the site has any history of contamination or other environmental hazard that must be resolved prior to purchase.

### **III) Qualifications of the Applicant (10 out of 110 points)**

Referees must consider whether the applicant possesses the capacity and experience to execute the proposed land transaction and manage the property in a manner consistent with the long-term conservation of identified resource values, CELCP guidelines and state coastal zone management policies. Factors to consider include the applicant's success with previous land conservation projects or long-term resource stewardship initiatives, and whether the applicant possesses the necessary education, experience, training, facilities and administrative resources to accomplish the proposed project.

### **IV) Project Cost (20 out of 110 points)**

The proposed project budget will be evaluated to determine if it is realistic and commensurate with the project needs and the award timeframe. The source of non-federal matching funds must be consistent with the CELCP Guidelines and likely to be available within the performance period. Requested direct and indirect costs for implementation of the project must be consistent with CELCP guidelines, and administrative costs associated with executing the land transaction (e.g., appraisals or title opinions) must be reasonable. Funds allocated for salaries and fringe benefits can be only be allocated for personnel directly involved in implementing the proposed project. The evaluation of project costs must specifically consider:

- how direct land acquisition costs were estimated and if this was based on an independent appraisal or other assessment of fair market value;
- the source of matching funds and whether these are in the form of cash or in-kind contributions such as services, the purchase value of other lands or easements, or donated land;
- whether matching funds are currently available or expected to be available within the award performance period;
- the suitability of any property or easement proposed as in-kind match (defined by the values that the property contributes to the project, compatible ownership and uses, the timing of the acquisition, and the basis for the purchase price or donated land value);
- the appropriateness of any administrative costs, grants or in-kind services associated with the matching funds; and
- the viability of proposed project if funding from other sources did not become available within the award performance period.

## **8. PUBLIC CONSULTATION AND INTER-AGENCY COOPERATION**

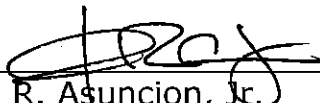
A Hawaii Coastal and Estuarine Land Conservation Plan Advisory Committee was organized to advise the authors of this document and the lead agency (HCZMP) on the preparation of the Hawaii CELCP. The committee included representatives from four County Planning Departments, private land conservation organizations, the HCZMP, the State DLNR, as well as a respected Native Hawaiian cultural practitioner.

Public participation and inter-agency cooperation was built through Advisory Committee meetings, a webpage specifically devoted to the Hawaii CELCP, and public presentations in each of the four counties. These presentations were arranged in consultation with advisory committee members, and for the most part, coincided with public meetings of Public Access, Open Space and Natural Resources Preservation Commissions within each county. This strategy was used to build agency and public knowledge of the *CELCP* and to draw upon the shared goals and interests of this project and these public commissions. A list of the Hawaii CELCP Advisory Committee members is provided in Appendix C and public consultation events are outlined in Appendix D. A public comment period of 30 days was included in the finalization process of the CELCP.

**9. CERTIFICATION AND APPROVAL**

- a. Certification that plan is consistent with the state/territory's approved coastal management program.

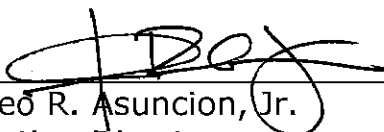
This plan was prepared by the lead state agency responsible for administering the federal consistency provision of the Coastal Zone Management Act, and is consistent with the enforceable policies of the state's federally approved coastal zone management program.

  
\_\_\_\_\_  
Leo R. Asuncion, Jr.  
Planning Program Manager  
Hawaii Coastal Zone Management Program

6/30/2014  
Date

- b. Approval of plan by designated official of state lead agency.

I confirm that this plan has been prepared in accordance with the guidelines established by the Office of Ocean and Coastal Resource Management and meets all of the requirements. I also declare that this plan has been vetted in the public domain and that all affected interests have been adequately addressed.

  
\_\_\_\_\_  
Leo R. Asuncion, Jr.  
Acting Director  
Hawaii State Office of Planning

6/30/2014  
Date

## **APPENDIX A: COASTAL DATA RESOURCES**

The Hawaii Statewide GIS Program <http://planning.Hawaii.gov/gis/> provides free online GIS data and mapping tools for viewing environmental data for each county in the State of Hawaii. The Statewide GIS Program can locate coastal land parcels containing native and endangered floral and fauna, as well as key wetland areas in areas zoned for development. This program also offers downloadable GIS data that identifies information such as land use and zoning within each county.

### **Maps from Department of Business, Economic Development, and Tourism**

Index of Downloadable Data Layers <http://planning.Hawaii.gov/gis/download-gis-data-expanded/>

Administrative Data and Political Boundaries <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#003>

Agricultural Lands of Importance to the State of Hawaii [http://files.Hawaii.gov/dbedt/op/gis/maps/state\\_alish\\_large.pdf](http://files.Hawaii.gov/dbedt/op/gis/maps/state_alish_large.pdf)

Biological and Ecological Data <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#002>

Coastal and Marine Data <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#014>

Landownership Maps <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#015>

Land Reserves Maps <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#003>

Land Study Bureau Maps [http://files.Hawaii.gov/dbedt/op/gis/maps/state\\_lsb.pdf](http://files.Hawaii.gov/dbedt/op/gis/maps/state_lsb.pdf)

State Land Use District Maps <http://maps.Hawaii.gov/LUDfinder/>

Watershed Partnerships <http://planning.Hawaii.gov/gis/download-gis-data-expanded/#003>

## **APPENDIX B: COUNTY AND COMMUNITY PLANS**

### **County General Plans**

Kauai General Plan <http://www.kauai.gov/default.aspx?tabid=130>

Oahu General Plan <http://www.honoluluodpp.org/Planning/GeneralPlan.aspx>

Maui General Plan <http://www.co.maui.hi.us/index.aspx?nid=421>

Hawaii General Plan <http://www.cohplanningdept.com/community-planning/general-plan/>

### **Community Plans**

City and County of Honolulu Sustainable Communities Plans

<http://www.honoluluodpp.org/Planning/DevelopmentSustainableCommunitiesPlans.aspx>

Maui County Community Plans

<http://www.co.maui.hi.us/index.aspx?NID=1523>

Hawaii County Regional and Community Plans <http://www.Hawaii-countycdp.info/>

Kauai County Planning (See General Plan link above.)

**APPENDIX C: HAWAII ADVISORY COMMITTEE (Convened during development of the CELCP in 2005-2006)**

Thorne Abbott  
Maui County Planning Department  
Wailuku, Maui

Dr. Gary Blaich  
Kauai Public Land Trust  
Kilauea, Kauai

Dr. Dale Bonar  
Maui Coastal Land Trust  
Wailuku, Maui

Dave Caylor  
Kauai County Planning Department  
Līhue, Kauai

Scott Derrickson  
State of Hawaii Office of Planning  
Honolulu, Oahu

Alice Kawaha  
Hawaii County Planning Department  
Hilo, Hawaii

Sam Lemmo  
Office of Conservation and Coastal Lands  
State of Hawaii Department of Lands and Natural Resources  
Honolulu, Oahu

Art Challacombe  
City and County of Honolulu Department of Planning and Permitting  
Honolulu, Oahu

Hannah Springer  
Hawaii an Native Cultural Practitioner  
Waikoloa, Hawaii

Josh Stanbro  
Trust for Public Land  
Honolulu, Oahu



## **APPENDIX D: PUBLIC MEETING DATES AND LOCATIONS**

Wednesday, November 30, 2005

Hawaii Coastal and Estuarine Land Conservation Plan Advisory Committee Meeting  
State Office of Planning  
Honolulu, Oahu

Thursday, May 25, 2006

Public presentation at a meeting of the Kauai County Public Access, Open Space and Natural Resources Preservation Fund Commission  
Līhu'e Civic Center  
Līhue, Kauai

Friday, May 26, 2006

Presentation to Maui County planning staff and the general public  
Conference Room # 219 at One Main Plaza  
Waipahu, Maui

Tuesday, May 30, 2006

Public presentation at a meeting of the Hawaii County Public Access, Open Space and Natural Resources Preservation Commission  
Hilo Lagoon Center  
Hilo, Hawaii

Tuesday, May 30, 2006

Meeting with Land and Asset Management staff  
Parker Ranch  
Waimea, Hawaii

Wednesday, May 31, 2006

Presentation to Hawaii County planning staff and the general public  
Mayor's Conference Room at Hanama Place  
Hilo, Hawaii

Wednesday, June 30, 2006

Presentation to City and County of Honolulu staff  
Department of Permitting & Planning Offices  
Honolulu, Hawaii

## **APPENDIX E: PRIVATE CONSERVATION ORGANIZATIONS (Eligible to hold land title to properties used as in-kind match)**

### **The Nature Conservancy of Hawaii**

The Nature Conservancy (TNC) is one of the largest and most active conservation organizations in the country. The Hawaii Chapter's mission is to preserve the plants, animals and natural communities that represent the diversity of life in the state by protecting the lands and waters needed to survive. TNC Hawaii has worked together with its members and conservation partners to help protect more than 200,000 acres of natural lands in Hawai'i. TNC Hawaii is currently working on projects on all of the state's major islands, and provides public outreach services and volunteer opportunities throughout the state.

### **The Trust for Public Land**

The Trust for Public Land (TPL) is a national, nonprofit organization that conserves land for people to enjoy as parks, community gardens, historic sites, rural areas, and other natural places to ensure livable communities for generations to come. TPL has been instrumental in establishing many new conservation areas in Hawaii, including CELCP funded projects such as Honuapo on the Big Island, Muolea Point on Maui, and the Pupukea-Paumalu site on Oahu. TPL has also provided important financial support for holding properties off the market while state, county and private funds are raised for purchase.

### **Maui Coastal Land Trust**

The Maui Coastal Land Trust's mission is to acquire, preserve, and protect coastal lands in Maui Nui (the islands of the County of Maui) for the integrity of the natural environment and the enjoyment of current and future generations. The organization has been instrumental in establishing

important coastal conservation projects including the CELCP funded Waihee Coastal Dunes and Wetlands Reserve.

### **North Shore Community Land Trust**

The North Shore Community Land Trust (NSCLT) is a nonprofit land trust that protects the special natural areas of the north shore of Oahu through voluntary land conservation. Their most recent and highly publicized activity was the major role they have played in securing the funds for acquisition of the 1129 acre Pupukea-Paumalu parcel adjacent to Oahu's famous north shore beach areas.

### **Hawaiian Islands Land Trust**

The Hawaiian Islands Land Trust (HILT) seeks to facilitate the preservation and stewardship of open space, environmentally sensitive lands, and culturally significant areas for present and future generations. Though the group is relatively new (it was formed in 2002) it functions in much the same manner as the Maui Coastal Land Trust and the Kauai Public Land Trust.

### **Office of Hawaiian Affairs**

As the official representative agency for indigenous Hawaiians, the Office of Hawaiian Affairs (OHA) invests significant resources in programs, services and advocacy for benefit of the Native Hawaiian community. OHA programs are wide ranging (including education, culture, governance, planning, historic preservation, and economic development) and recent OHA involvement in land conservation purposes include CELCP funded projects such as the Muolea Point project on Maui, and the acquisition of the 25,855-acre Wao Kele O Puna parcel on the Island of Hawaii.

## **Historic Hawaii Foundation**

The Historic Hawaii Foundation is a private, nonprofit statewide organization dedicated to the preservation of historic and archaeological sites, objects and cultural traditions of the state. Historic Hawaii Foundation has become the leading advocate for preservation, heritage education and cultural tourism in Hawaii, and is actively engaged in statewide preservation efforts. It presents a powerful, visible and diverse force encouraging respect for the history and cultural heritage of the Hawaiian Islands.