
PART V - PUBLIC PARTICIPATION

Section 6217(b)(5) of the Coastal Zone Act Reauthorization Amendments (CZARA) of 1990 requires that states provide opportunities for public participation in all aspects of the program. Congress intended the public to have the opportunity to be extensively involved in both the development and implementation of coastal nonpoint pollution control programs.

1. Opportunities for Public Participation During the Program Development Process

Opportunities have been provided for public participation in all phases of development of Hawaii's coastal nonpoint pollution control program. The processes and activities used to provide for public involvement are described below.

a. Statewide Public Informational Meetings

(i) August-September 1993: The Hawaii Coastal Zone Management (CZM) Program, and the Department of Health's Polluted Runoff Control Program (DOH-PRC)¹, in cooperation with the local Natural Resources Defense Council (NRDC), organized public informational meetings in 1993 on nonpoint source pollution and Hawaii's coastal nonpoint pollution control program. At these meetings, the problems associated with polluted runoff were described, the Section 6217, CZARA, requirements were outlined, and opportunities for public involvement in the program development process were enumerated. The meetings were announced through press releases to local papers around the State and through flyers sent to agencies, organizations, and individuals compiled from a variety of mailing lists. Participants were provided with copies of "Section 6217 In a Nutshell," summarizing the EPA and NOAA guidance documents in a more "user-friendly" format. Emphasis was given to enabling people to get involved in the program development process from its very beginning.

Thirteen meetings were held around the State during the months of August and September 1993. Meetings were held in the following sequence (city, island):

Kona, Hawaii	August 2
Hilo, Hawaii	August 3
Mililani, Oahu	August 9
Ewa Beach, Oahu	August 10
Lihue, Kauai	September 7
Hanalei, Kauai	September 8
Lahaina, Maui	September 15
Wailuku, Maui	September 16
Lanai City, Lanai	September 21

¹Department of Health's Nonpoint Source Pollution Control Program has changed its name to the Polluted Runoff Control (PRC) Program.

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Kaunakakai, Molokai	September 22
Hawaii Kai, Oahu	September 23
Kaneohe, Oahu	September 28
Honolulu, Oahu	September 29

(ii) June 1995: In June 1995, a second round of public informational meetings was held to provide an update and progress report on the development of the State's coastal nonpoint pollution control program. In total, seven evening meetings were held on six islands:

Kahului, Maui	June 5
Lanai City, Lanai	June 6
Honolulu, Oahu	June 7
Kaunakakai, Molokai	June 13
Kapaa, Kauai	June 14
Kailua-Kona, Hawaii	June 19
Hilo, Hawaii	June 20

These meetings were publicized through display advertisements in the Sunday edition of the *Honolulu Advertiser/Star Bulletin* and major local newspapers. In addition, press releases were sent to the smaller newspapers and local radio stations.

(iii) January-February 1996: In January and February 1996, after the draft management plan had been released for public review and comment, seven evening meetings were conducted around the State to summarize the draft management plan's key recommendations and to provide people an opportunity to verbally comment on the draft plan. Both written and verbal comments have been responded to in this coastal nonpoint pollution control program management plan.

b. Presentations

Hawaii CZM Program, DOH-PRC, University of Hawaii Cooperative Extension Service (CES), Natural Resources Conservation Service (NRCS) staff have made numerous presentations around the State on nonpoint source pollution and the coastal nonpoint pollution control program to government officials, industry, and environmental, and community organizations, and at local conferences and workshops. The presentation varies according to the audience or the particular polluted runoff issue.

The CZM Program's presentations on the coastal nonpoint pollution control program include:

- 11/10/92 Hawaii Association of Environmental Professionals (Oahu)
- 2/18/93 Hawaii Agricultural Leadership Foundation (Oahu)
- 6/23/93 Workshop for sugar plantation managers, sponsored by AMFAC/JMB Hawaii, Inc. (Oahu)
- 7/8/93 Pearl Harbor Watershed Committee (Oahu)

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- 8/30/93 Stream Protection and Management Task Force of the Commission on Water Resources Management (Oahu)
 - 9/9/93 Soil Nutrient Management Workshop sponsored by the University of Hawaii College of Tropical Agriculture and Human Resources, University of Hawaii (workshop intent was to provide extension agents, specialists, researchers, and other CES clients state-of-the-art information on soil/plant nutrient testing and fertilizer management)
 - 9/23/93 Presentation at Soil Conservation Service Field Office (Molokai) to Soil and Water Conservation District cooperators, the Department of Hawaiian Home Lands, the Department of Transportation, and DOH
 - 9/27/93 Hawaii County Council and staff (Hilo)
 - 11/17/93 Hawaiian Sugar Technologists Conference (Oahu)
 - 2/3/94 Hawaii Water Pollution Control Association Annual Conference (Oahu)
 - 2/12/94 West Maui Community Forum on Runoff and Soil Erosion (organized as part of the West Maui Watershed Management Project, with community members and land users attending).
 - 3/7/94 University of Hawaii, Environmental Law 520 class (Oahu)
 - 3/23/94 Interagency Water Quality Training Session (Oahu) (an annual training session on nonpoint source pollution control which draws over 100 people from government, industry, non-governmental organizations, etc.).
 - 4/26/94 “Eight Bells” luncheon presentation series (Oahu) (focus on commercial/recreational marinas and boating issues and attended by recreational boaters, U.S. Coast Guard, marina and harbor personnel, etc.).
 - 8/3/94 Hawaiian Homelands Livestock Producers Symposium sponsored by CES (Hawaii)
 - 8/19/94 Hawaii State Cattleman’s Association annual meeting (Maui)
 - 3/15/95 Workshop entitled “Management and Protection of Estuaries and Coastal Waters: Tools for Local Government,” sponsored by EPA (Maui)
 - 3/17/95 University of Hawaii, Water Resources Research Center seminar (Oahu)
 - 3/30/95 Annual Ornamental Short Course (Maui) (included participants from the landscape and golf course industries).
 - 4/5/95 Conference entitled “Hawaii Agriculture: Positioning for Growth,” focusing on issues facing Hawaii’s diversification of agriculture (Oahu)
 - 5/20/95 Hawaii State Cattlemen’s Association meeting (Hawaii)
 - 6/2/95 Hawaii Agricultural Leadership Foundation (Hawaii)
 - 8/3/95 Kailua Neighborhood Board meeting (Oahu)
 - 9/1/95 Hawaii Conference of Planning Officials (Kauai)
 - 1991-present Hawaii Association of Conservation Districts quarterly and annual meetings held around the State

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Susan Miller, consultant to NRDC, has also conducted numerous interviews and small group meetings around the State. The DOH Pollution Prevention Program conducts presentations and charrettes to the construction building industry.

c. Contacts and Mailing Lists

A mailing list was developed prior to the first round of informational meetings. It included a broad range of public officials, government agencies, and individuals, businesses and organizations identified as having some connection to or interest in nonpoint pollution issues. Names of attendees at informational meetings and presentations were added to the mailing list, as were the names of persons requesting information about the coastal nonpoint pollution control program. Section 6217 working and focus group members were also included on the mailing list. The mailing list currently has over 1,200 contacts listed.

d. Working and Focus Group Meetings

A working group and five focus groups were formed over the course of the program development process. Each group was an informal, advisory group, and members served on a voluntary basis. Participants represented a broad range of interests, including the public sector, private sector, industry, environmental and community organizations, and private citizens. From the outset, it was made clear that participation on any given focus group or working group did not necessarily mean ultimate concurrence with the contents of the management plan. While all meetings were held in Honolulu because of budget constraints, they were open to anyone who wished to participate, and members represented a broad geographic distribution from around the State. The working group addressed the broader issues of program development and those issues that cut across all land use categories. The individual focus groups assessed the management measures for their particular land use categories (agriculture, forestry, urban, marinas, and stream systems) with respect to appropriateness and applicability to Hawaii. The focus groups also identified existing regulatory and non-regulatory mechanisms, best management practices, and possible alternative or coordinating mechanisms with which to more effectively implement the management measures. The number of people on the respective mailing lists and meeting dates are listed for the working group and each focus group.

(i) Section 6217 Working Group: (104 people on mailing list)

April 27, 1993	June 22, 1993
September 10, 1993	October 6, 1993
December 9, 1993	January 6, 1994
April 14, 1994	January 17, 1995
February 24, 1995	April 26, 1996

(ii) Agriculture Focus Group (95 people on mailing list): The agriculture focus group formed sub-groups to address each specific management measure. These sub-groups met on numerous occasions outside the forum of the focus group, and reported their findings at each agriculture focus group meeting. The sub-group meeting dates are *not* included in the following list.

November 18, 1993	January 11, 1994
February 8, 1994	March 8, 1994
April 19, 1994	May 24, 1994
June 28, 1994	July 19, 1994
August 23, 1994	September 27, 1994
October 18, 1994	December 13, 1994
January 24, 1995	February 21, 1995
April 11, 1995	April 25, 1996

(iii) Forestry Focus Group (67 people on mailing list):

November 18, 1993	January 11, 1994
May 24, 1994	August 2, 1994
October 17, 1994	December 7, 1994
February 8, 1995	March 7, 1995
April 4, 1995	May 9, 1995
April 25, 1995	

(iv) Urban Focus Group (76 people on mailing list):

November 19, 1993	January 6, 1994
March 8, 1994	August 2, 1994
October 17, 1994	November 21, 1994
January 23, 1995	March 6, 1995
April 26, 1996	

(v) Marinas and Recreational Boating Focus Group (72 people on mailing list):

January 12, 1994	March 9, 1994
May 25, 1994	July 18, 1994
October 27, 1994	April 23, 1996

(vi) Stream Systems Focus Group (72 people on mailing list): A focus group was initially formed to discuss hydromodifications. At its first meeting, the group decided that the management measures for hydromodifications, and the protection and restoration of wetland and riparian areas should be discussed together. Hence, the stream systems focus group evolved to address the alteration, protection, and restoration of natural stream and wetland systems.

November 19, 1993	January 12, 1994
March 9, 1994	April 19, 1994
July 19, 1994	October 18, 1994
November 21, 1994	January 23, 1995
March 9, 1995 (Brainstorming)	March 29, 1995 (Brainstorming)
April 24, 1995 (Wetlands)	April 23, 1996 (Brainstorming)

e. Newsletters and Other Outreach

DOH-PRC, CZM Program, and NRDC have collaborated on a quarterly newsletter, *Hawaii NPS News*, which contains articles about nonpoint source

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pollution control efforts around the State and the ongoing coastal nonpoint pollution program development process. Supported in part by Section 319, Clean Water Act, monies, several issues have been distributed since the beginning of 1995, and it is expected to serve a continuing function of providing information on the drafting and implementation phases of the management plan. The approximately 1,200 contacts on the nonpoint source mailing list receive this newsletter.

f. Consultants' Role in Public Participation Process

In assisting the State to develop its draft coastal nonpoint pollution control program management plan, Pacific Environmental Research (PER) examined ways to further increase public participation in the program development process. A concern had been identified that the Section 6217 working and focus group meetings were held exclusively on Oahu during working hours, thereby constraining extensive neighbor island, small business, and community participation. While some neighbor islanders did participate in the working and focus groups, and CZM Program and DOH-PRC staff did make numerous presentations at community and industry meetings, and at conferences on the neighbor islands, PER sought to expand neighbor island participation even further.

PER established a toll-free, inter-island telephone number, with an informational message, and voice mail and fax capabilities; developed and disseminated flyers and brochures; and prepared articles for the *NPS News*. These resources were used to provide information on the coastal nonpoint pollution control program development process, provide contact numbers, and describe opportunities for involvement. In addition, a scoping process was conducted to identify additional groups and individuals not previously included in the planning process. This process yielded additional contacts, and, where these individuals had specific land or water use category related concerns, they were provided with a packet of informational materials.

During the spring of 1995, the consultants made presentations, conducted interviews and provided informational materials at numerous meetings and events. The consultants briefed representatives of a variety of organizations including conservation organizations, environmental and land use organizations, community water quality monitoring groups, traditional and alternative agriculture groups, landscape industry professionals, federal, State, and county field offices, golf course superintendents, boating associations, university research programs, land use attorneys, professional mediators, community associations and neighborhood boards, and educational organizations.

g. Public Comment Period

A 45-day public comment period was open between December 1995 and early February 1996. The availability of the draft management plan and/or executive summary for review was publicized in all the major newspapers around the State. Copies of the document were available in all State public libraries and upon request from the CZM Program.

2. Future Opportunities for Public Involvement

As the various State and county agencies develop programs and policies to fill the remaining gaps, there will be additional opportunities for public involvement, including participation on advisory groups and involvement in any rulemaking processes that are required.

a. Sustaining Opportunities for Public Participation

The identification of stakeholders is critical to the success of program development and implementation. The very nature of nonpoint source pollution implies seeking as inclusive a process as possible. But how successfully stakeholders become genuine participants depends considerably on whether the process meets their levels of interest:

- at the abstract and general rule-making stage of identifying appropriate management measures;
- in the application of management measures in the form of specific practices (*e.g.*, in projects and demonstrations); or
- in the issue-based “on the ground” focus that community groups are more likely to express their need for involvement. These issues include the marine sanctuary designation process, golf course development and other resort decisions, water resource allocation decisions, land use planning processes, zoning changes, stream assessments, and many others.

An important administrative challenge to program development and implementation will be to create and sustain opportunities to define nonpoint source pollution management at each of these levels, and to maintain effective linkages between them in order to encourage participation at multiple levels by the same interests.

It is recommended that the CZM Program invest significant planning and energy in the short-term review process as this is a potential seed for longer-term participation in on-going implementation of the plan. The long-term process may take the form of on-going participation in focus groups, watershed and regional planning, watershed councils, or other bodies that bring community, agency, and other interests together to examine and solve local nonpoint source pollution problems.

b. Implementation Plan Development Process

During the next year, the State intends to develop an implementation plan that will specify how each of the management plan’s recommendations will be accomplished, quantify fiscal and human resources needed to implement program changes, prioritize implementation, and establish timelines for implementation subject to availability of resources. The implementation plan will also identify lead agencies and their roles, and provide draft language, as necessary, to enable these program changes. The development of this implementation plan will provide another opportunity for public involvement in

the development and implementation of the coastal nonpoint pollution control program.

3. Public Education

Effective public education will be critical to the successful implementation of the coastal nonpoint pollution control program. Many public educational efforts are already underway statewide. Other educational mechanisms will be developed during the next several years.

a. Ongoing Public Education

The goals of the DOH-PRC's public education and outreach efforts are to make a positive change in the knowledge, attitudes, skills, and behavior of people, and encourage the application of management measures to address nonpoint source pollution.

DOH-PRC has a myriad of public education and outreach activities to address nonpoint source pollution. In addition, other agencies such as the Hawaii Association of Conservation Districts (HACD), City and County of Honolulu, (CES), CZM Program, and NRCS promote public educational efforts. Outreach efforts utilize a variety of tools to reach companies and individuals such as public presentations, videos for children and adults, newsletters, brochures, a children's coloring book, public displays, and public service announcements (PSAs). A summary of current nonpoint source pollution control educational activities within the State follows.

(i) Volunteer Water Quality Monitoring: Water quality monitoring by volunteers not only provides useful scientific information for an agency but it also educates the participants and the broader group with which they interact on nonpoint source pollution issues. Currently volunteer water quality monitoring is sponsored by DOH in the Kailua-Waimanalo Watersheds and a school based effort is underway in the Ala Wai Canal Watershed.

(ii) Kaiaka-Waialua Bay HUA Projects: This USDA project was developed to address water quality issues in the Kaiaka-Waialua Hydrologic Unit Area (HUA). Public education to citizens and land users is a major goal of the project. The Classroom Augmentation Program is a successful effort to promote water quality awareness by reaching children ages 6-14 residing in that watershed. The Natural Resource Assessment and Action Program encourages participants' assessment, interpretation, and action on environmental issues within the watershed. Both programs were implemented by the CES extension agent to the area and were assisted by the cooperating agencies of the HUA project's Local Advisory Committee and the Interagency Coordinating Committee. From October 1, 1994, to September 30, 1995, 226,620 contacts were made with people through the outreach programs (208,289: media and other indirect contacts; 18,431: face-to-face contacts).

(iii) Nonpoint Source Control Projects Publicity: The DOH-PRC Program has sponsored over 20 nonpoint source control implementation or demonstration projects. These have been sponsored through the Clean Water Act Section 319(h) funds. Final reports and findings are distributed to relevant organizations as projects are completed. Press releases, articles, field site tours, and presentations at local industry meetings or conferences are utilized to share this information with others (media, land owners and operators, legislators).

(iv) NPS Public Service Announcements: In 1992, DOH-PRC and the Soil Conservation Service (now known as NRCS) developed a public service announcement about polluted runoff. It is periodically shown on network television. In 1995, the City and County of Honolulu Department of Public Works (C&CDPW) created a different PSA that focuses on similar nonpoint source pollution issues.

(v) CARE Program: The Community Ahupua'a Resource Education (CARE) program was a single year project developed by NRDC to educate Windward Oahu citizens about urban runoff. The project's goal was to develop a model for empowering a community in an urban *ahupua'a* (watershed) to manage and control sources of nonpoint source pollution and, thus, protect streams and coastal waters.

(vi) Storm Drain Stenciling: This project, sponsored by DOH-PRC with Section 319(h), CWA, funding, began in the fall of 1992. The objective is to educate Hawaii citizens that items thrown or carried into storm drains travel to inland and coastal waters and can impair the quality of these waters. Storm drain stenciling is an effective control on urban runoff as a contributor to nonpoint source impairment. Currently, the City and County of Honolulu and DOH both coordinate this effort. Volunteers are recruited and supplied with materials to paint the message "Dump No Waste, Drains to Ocean" above each storm drain.

(vii) Cleanup days: DOH-PRC and C&CDPW work together to assist local community groups and elected officials with cleaning streams and stenciling storm drains in selected neighborhoods. In 1995, outings have been held in the Ala Wai Canal watershed, in Kailua near Kaiwainui Marsh, and in Upper Kalihi Valley. Several hundred people participated in each event, building camaraderie and increasing environmental awareness. Television stations and newspapers have provided excellent human-interest reports about this citizen participation, the amount of trash collected, and the number of storm drains stenciled.

(viii) Adopt-a-Stream: C&CDPW coordinates a volunteer effort for community groups or individuals to adopt portions of streams to oversee and to collect trash. This is an urban control measure that complements the storm drain stenciling effort.

(ix) Adopt-a-Park: The City and County of Honolulu Department of Parks and Recreation coordinates volunteers who adopt specific county parks and do periodic trash cleanups.

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(x) State Farm Fair: Since 1993, DOH-PRC has sponsored an information booth at the annual State farm fair. This booth has evolved to include all DOH-Environmental Health Administration programs that benefit from public outreach. Educational activities are available for both children and adults. NRCS also participates in the Farm Fair, showcasing some of its watershed projects.

(xi) Earth Day: The DOH-Environmental Health Administration programs sponsor an informational and interactive display at the annual Earth Day event. All ages are targeted. In addition, the county departments of public works participate in similar events on their respective islands. NRCS also has an information booth at the Earth Day event.

(xii) Interagency Water Quality Action Program: The Interagency Water Quality Action Program (IAWQAP) includes members from all agencies and organizations interested in controlling polluted runoff. For four years, training sessions were held to teach members about controlling pesticide use, erosion, and other topics. In addition, the IAWQAP Education Committee meets periodically to share information about each organization's nonpoint source pollution outreach activities.

(xiii) Nonpoint Source Pollution Contest: Three contests have been held to find out what people know and do not know about nonpoint source pollution. About 400 people participated in the 1992 (statewide), and 1994 (Oahu only) contests. 834 people participated in the 1995 statewide contest. DOH and C&CDPW have worked on these contests together. Participants are encouraged to answer questions to the best of their ability to be eligible for door prize drawings. Results of the contest show people generally have a greater understanding of polluted runoff, but their level of knowledge reflects the amount of information presented in the media prior to the contest.

(xiv) Interactive Television Programs: The DOH-PRC public participation coordinator worked with the Hawaii Department of Education and Moanalua Gardens Foundation in 1995 to present nonpoint source pollution information on two statewide interactive television broadcasts. In April, fourth-grade students learned about polluted runoff and what they could do to prevent it. They also asked questions to Apoha the Oopu fish mascot. In June, the DOH-PRC public participation coordinator participated in a talk show for educators about water quality. Viewers requested many educational materials following the shows.

(xv) Television News Coverage: Local television stations have aired nonpoint source pollution stories about the following: Storm Drains and You contest; Richard Chamberlain as spokesperson for C&CPDW nonpoint source pollution control efforts; Ala Wai cleanup; Kaiwainui Marsh cleanup; Ala Wai Canal watershed tracking study; red dye study in Ala Wai Canal; and demonstration projects to control soil runoff into Waialua Bay.

(xvi) Environmental Telephone Information Line: Updates about DOH's environmental and public health activities are recorded each month for Hawaii

residents to access via a toll-free telephone number. Pollution prevention and waste minimization tips and invitations to stencil storm drains are frequently included.

(xvii) Collateral Materials Available: Each of the following organizations has educational and promotional materials for distribution to targeted audiences:

- DOH-PRC program:
 - * Apoha: A Fish Story coloring book and video
 - * Nonpoint Source Pollution brochure and poster
 - * Clean Water Action Packet
 - * Management Plan about Nonpoint Source Pollution

- City and County of Honolulu Department of Public Works:
 - * Water quality door hangers, bus signs, posters and magnets
 - * PSAs featuring spokesperson Richard Chamberlain

(xviii) Hawaii Environmental Education Association: The Hawaii Environmental Education Association (HEEA) is a statewide resource for information on K-12 environmental curricula; descriptions and activities of Hawaii environmental organizations, including contact information, programs, and lists of publications; listings of environmental educators and resources; and State and national environmental conservation and research programs.

In 1995, the DOH-PRC public participation coordinator represented DOH on the HEEA board of directors. She joined professionals from throughout the State to draft a master plan for strengthening environmental education in Hawaii so people can learn about environmental issues (including controlling polluted runoff) throughout their lives. The DOH-PRC public participation coordinator also works with other Oahu boards of directors to coordinate a statewide annual conference. At this event, people interested in environmental education network with one another and learn about watershed management, pollution prevention, and environmental education teaching strategies.

(xix) Adopt-A-Highway: DOT coordinates a volunteer effort for community groups to keep the State highways litter-free. DOT erects “Adopt-A-Highway” signs along the roadway shoulder with the name of the volunteering organization. This program increases public awareness.

b. Future Educational Efforts

DOH is in the process of developing a nonpoint source pollution outreach advisory committee which will establish a long-range communication and outreach plan. This plan will integrate additional public outreach efforts required to facilitate the implementation of the State’s coastal nonpoint pollution control program management plan. It will also accommodate and incorporate relevant portions of associated educational efforts by the DOH Pollution Prevention Plan and the goals and objectives of the HACD Education Committee.

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