

# Hawai'i Ocean Resources Management Plan Public Review Draft Fall 2012



**Hawaii CZM Program**  
Coastal Zone Management  
HAWAII STATE OFFICE OF PLANNING





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Aloha,

Thank you for your interest in Hawaii's Ocean Resources Management Plan (ORMP). The collective vision guiding the ORMP is connecting land and sea; preserving our ocean heritage; and promoting collaboration and stewardship.

The ORMP is required pursuant to Hawaii Revised Statutes Chapter 205A. The following document is the five-year update of the ORMP. However, the ORMP update is much more than a legal requirement. The update is the culmination of feedback from several meetings, where coastal and marine resource management priorities for the next five years were discussed among county, state, and federal agencies; non-governmental organizations (NGO); and several communities across the state. It is a living document that articulates and addresses the needs and concerns of Hawaii's people, as it relates to coastal and marine resource management.

The ORMP is intended to address activities, projects, and programs that will help the State of Hawaii be effective managers and stewards of coastal and marine resources. The plan is not intended to identify every possible coastal and marine management concern or foreclose management options. It also recognizes that priorities may change in an uncertain world. However, the principles and framework for addressing management priorities and the partnerships established during the update process are intended to support ongoing coastal and marine resource management challenges confronting the state.

Continued support by several and various stakeholders is crucial to the plan's success. Implementation of the plan is dependent upon the continued personnel support of the participants who contributed to the plan, and funding support by county councils, the legislature, federal entities, and NGOs. The time and energy spent by ORMP update participants will go a long way in moving priorities forward.

Thank you to everyone who participated in this process, especially Governor Abercrombie, who is a staunch supporter of coastal and ocean resource management.

We look forward to continuing our partnerships to implement the ORMP.

Mahalo,

Jesse K. Souki, Director

## I. Introduction

When people talk about water, they are talking about a life source. With water, there is life. This includes the water coming down as rainfall at the top of the mountains, the waterfalls, the streams and rivers, and the ocean that surrounds Hawai‘i. This *Ocean Resources Management Plan* (ORMP) discusses management of the ocean and coastal resources, including the water that feeds the ocean surrounding the islands.

The ORMP examines the pressures on Hawaii’s fragile ocean and coastal ecosystems, discusses conflicts on uses of ocean resources and ways to resolve them, incorporates sustainability into this planning document to preserve the ocean and coastal resources for future generations, and aligns the ORMP with other statewide planning efforts as well as the National Ocean Policy.

The ORMP acknowledges that just as economic growth is vital to Hawai‘i, so too must its impacts be properly managed to preserve our natural resources and reduce conflicts among resource users. Protecting ocean resources requires taking a look at new directions and new integrated management approaches. The ocean’s carrying capacity is unclear, yet exceedingly important. Reliance on outside sources for food, energy, and economic activity erode the once sustainable lifestyle on the islands.

At public listening sessions, participants frequently say, “Hawai‘i is not what is used to be.” There are concerns that if certain trends continue, treasured parts of Hawai‘i will be lost, irretrievably. Consequently, land and water conflicts and disputes have become more fierce, eroding the Aloha Spirit, the social fabric of the community.

The *New Day in Hawaii Plan* prepared by Governor Neil Abercrombie in 2010 states that Hawai‘i must change direction if it is to move forward. In particular, we must move away from postponing problem solving, and we must move away from divisive, negative politics that tear us apart. The *New Day Plan* quotes the Rev. Abraham Akaka: “Put our paddles in the water and pull deeper from the rough seas of the present, safely to the shore of the future.”

The *2050 Hawai‘i Sustainability Plan* sets the tone for the ORMP work by presenting a three-pronged definition of sustainability:

- Respect the culture, character, beauty, and history of our State’s island communities;
- Strike a balance among economic, social and community, and environmental priorities; and
- Meet the needs of the present without compromising the ability of future generations to meet their own needs.

The establishment of a National Ocean Policy (NOP) issued on July 19, 2010 by Executive Order, presents a significant change since the *2006 ORMP*. Aligning the Hawai‘i ORMP with the NOP is one of the objectives for this update.

The purpose of this *Ocean Resources Management Plan*, and of other related state plans, is to identify a vision and the actions necessary to create that vision. It seeks to achieve all three prongs of the sustainability definition: to respect the culture and character and beauty of the island, to balance economic, social, and environmental priorities, and to meet present needs without compromising future generations. While a plan document alone cannot stop or reverse negative activities, nor can it impel

positive action. A plan process is a place to articulate preferred outcomes, to identify what can be done and by whom, and to provide a basis for individual and group accountability.

The *Ocean Resources Management Plan* is meant to address activities by agencies and entities in the State of Hawai‘i. As a state plan, the first audience is state agencies with responsibilities for the land, coast, and ocean. But since jurisdiction for these activities also includes federal and local entities, they are considered partners in state activities. Furthermore, as citizen stewards of the land and the ocean, every person present in Hawai‘i, resident and visitor alike, plays an important role in the protection and preservation of these life-sustaining resources. Education and awareness are our most powerful tools at both the agency and the citizen level.

This plan seeks to advance the area of measurement in the plan’s goals, management priorities, and actions. By setting benchmark measures, by monitoring progress, and by addressing the results, we create a continuous feed-back loop to inform decision making and to help adjust priorities and resources. Ultimately, the judgment of our success in ocean resource management will be made by future generations. They will see the results of our efforts and live in the world we create.

## Background of this Plan

The State of Hawai‘i has been formally addressing ocean management for nearly three decades. The first *Ocean Management Plan for Hawaii* was completed in April 1985, prepared under a grant from the National Oceanic Atmospheric Administration’s (NOAA) Office of Ocean and Coastal Resource Management. That plan set forth policies to guide the direction and coordination of state agencies responsible for the conservation of marine resources. Topics of concern at the time included nearshore recreation, marine conservation and preservation, ocean waste disposal and accidental spills, beach erosion, fisheries, harbor development, coastal energy facilities, mariculture, ocean thermal energy conversion, and manganese nodules. Most of these sector topics remain important today.

In the period from 1989-1991, Hawai‘i embarked on its first statewide planning effort ever, which became known as the *Hawaii State Plan*. It was adopted in June 1989 and codified as HRS Chapter 226. Part I of the State Plan listed overall themes and goals; Part II established a statewide planning system to coordinate implementation; and Part III established priority guidelines in five major areas: economic development, population growth and land resource management, affordable housing, crime and criminal justice, and quality education. Under Part II came the twelve State Functional Plans. While ocean resource management was not one of the twelve, elements concerning ocean protection and conservation can be found in the Functional Plans for Agriculture, Conservation Land, Recreation, and Tourism, which were all adopted in 1991.

At the same time as Functional Plans were being prepared, the State prepared the *1991 Hawaii Ocean Resources Management Plan* under HRS Chapter 228. Review was made of published materials and expertise from government, industry, and research to review sector based management issues in: ocean research and education, ocean recreation, harbors, fisheries, marine ecosystem protection, beaches and coastal erosion, waste management, aquaculture, energy, and marine minerals. The *1991 ORMP* called for a central authority for planning and policy making, inter-agency coordination, communications facilitation, and conflict resolution. The central office was never established; instead, the function has been carried out by the Office of Planning and the Coastal Zone Management (CZM) Program. After much debate on governance and the role of an advisory group, the *1991 ORMP* was adopted by the State Legislature in 1994. The following year, the State Legislature named the Office of State Planning as the lead agency for implementing the plan and established the Marine and Coastal Zone Management Advisory Group (MACZMAG) to be made up of state and county agencies and non-governmental

members. MACZMAG would serve as a forum to facilitate implementation and to discuss coastal zone and ocean issues.

A review of the *1991 ORMP* was conducted in 1998. The review examined the sector-specific activities and recommended actions for improvement. The review also identified management issues that seemed to hamper implementation: lack of strategic planning; inadequate enforcement; lack of recognition of the ecological and economic importance of ocean and coastal issues; inadequate access to information; outdated management regimes for ocean and coastal management; inadequate management capabilities; lack of administrative efficiency; and inadequate administrative flexibility for resource managers. The most common criticism of the *1991 ORMP* was that it no longer reflected current political and economic realities. Declining government resources, changes in government priorities and programs, and declining support for resource management had undermined specific actions in the plan. Because the context for management had changed so dramatically, some argued, what was needed was a more strategic approach to ocean resource management, with a focus on a few key issues and priorities.

The *2006 Ocean Resources Management Plan* charted a new course of action. The pinnacle of this new approach was the Three Guiding Perspectives.

#### **2006 ORMP New Course of Action**

##### **Perspective 1: Connecting Land and Sea**

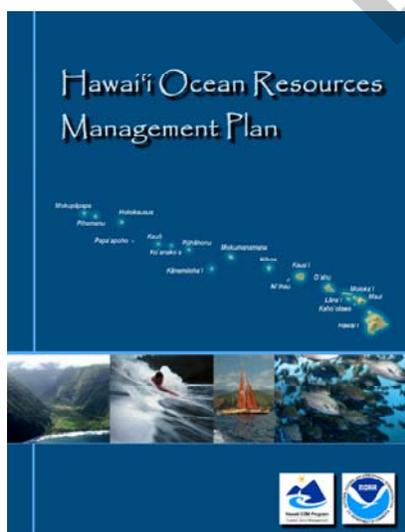
Careful and appropriate use of the land is required to maintain the diverse array of ecological, social, cultural, and economic benefits we derive from the sea.

##### **Perspective 2: Preserving our Ocean Heritage**

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

##### **Perspective 3: Promoting Collaboration and Stewardship**

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



The foundation for an integrated approach to natural resource management looked to communities to help assess the health and vulnerability of their surrounding environment and to formulate best management practices for sustainable, long-term land and natural resource management alternatives. The integrated concepts bore similarities to the traditional Hawaiian practice of *ahupua'a* management, which is generally resource management of a subdivision of land from the mountain to the sea.

The *2006 ORMP* laid out a phased implementation approach, describing expected outcomes for each of the five-year phases defined through the year 2030. Because change takes time, four phases of implementation were recognized. The first phase, termed Demonstration, would demonstrate how the guiding perspectives could be adopted in select communities in the State. The second phase, termed Adaptation, is when the perspectives would start being

applied more broadly. The third phase, termed Institutionalization, would more firmly implant the perspectives in agency work plans. The final phase, termed Mainstreaming, would practice the perspectives as standard, without the need to consider them for priority attention. Each phase would build upon lessons learned from the previous phase as well as identify and address new threats and forces.

## What has Changed in the 2013 Ocean Resources Management Plan and How it was Prepared

This *Public Review Draft 2013 Ocean Resources Management Plan* is considered an update of the *2006 ORMP*. It continues the new direction and course of action.

The 2013 ORMP uses new terms which more closely mirror the way terms are used in other state plans such as the *2050 Sustainability Plan* and the *New Day Plan*. New graphics have been added and editing has been done to make the plan more reader- and user-friendly.

The ORMP Three Perspectives remain intact as a way to integrate ocean resource management and to provide guidance for all of the actions that the ORMP agencies and partners do to manage Hawaii's ocean resources. The ORMP Three Perspectives are neither priorities nor goals, but merely an overall statement of the ORMP vision. Chapter II discusses the Three Perspectives, defining goals and strategies below each perspective as a way to achieve them.

New issues and drivers are identified, explained, and incorporated in Chapter III. The focus on integration and agency coordination, as well as community participation, remains central and is discussed in Chapter IV. Chapter V outlines what was completed during the Demonstration Phase since the *2006 ORMP*.

Chapter VI discusses the upcoming Adaptation Phase of the ORMP. The Adaptation Phase will implement and track actions to accomplish ten Management Priorities. This chapter simplifies the presentation of the Actions (formerly Strategic Actions) by implementing agencies. Among these Actions is how the state agencies will address the National Objectives articulated in the National Ocean Policy, which was decreed by Executive Order in 2010. The *Public Review Draft 2013 ORMP* also adds ways to measure progress, including benchmarks ("Where we are now"), targets ("Where we want to be"), and quantifiable indicators or metrics for monitoring and reporting progress.

Work towards preparation of an updated ORMP began in 2011, when the Office of Planning (OP) received a grant from NOAA to begin the update process. After contracting with a consultant to assist, work began in earnest during 2012 with a series of in-depth interviews with state and county agency participants in the ORMP Policy Group and the ORMP Working Group. Previous documents and related plans prepared by the participating agencies were reviewed to identify coordination and integration issues.

### ORMP Terminology

**Three Perspectives** = Broad Outcomes

**Strategies** (formerly Management Goals) = Approaches to be used

**Management Priorities** = Ten areas of focus which involve one or more state agencies, sometimes working with county, federal, non-governmental organizations, or private multiple parties, and those comprising actions which will be closely tracked and monitored during the Adaptation Period.

**Goals** = Each of the ten Management Priorities has at least one goal, and some have two goals. These goals are linked to metrics.

**Actions** (formerly Strategic Actions) = projects and activities to achieve the Management Priorities

**Metrics** = Indicator or measures of performance and progress; typically indicators are for the actions

A series of eight statewide Public Listening Sessions (PLS) were held, and these were attended by over three hundred individuals who reported about issues and problems on their island. Summaries of both the interviews and the PLS were prepared and discussed with the Working Group as part of working meetings to determine the appropriate areas of emphasis and priority for the ORMP update.

This *Public Review Draft 2013 ORMP* is meant to be widely circulated and become the basis for a second round of statewide Public Listening Sessions to be held in October and November 2012. Interested parties can also participate in the update process by providing comments on the CZM website at: <http://hawaii.gov/dbedt/czm/ormp/ormp.php>

## What Was Accomplished Since the 2006 ORMP?

The commitment to protecting Hawaii's ocean climate and to address activities that compromise it remains strong. The ORMP continues to serve as the coordinating mechanism for state and county agencies and those who work with the state on matters of conservation, mitigation, enforcement, and preservation. The organizational framework for implementing the ORMP was formed in 2007, with the creation of the Policy Group and the Working Group who both continue the work of collaboration.

Each group has been strengthened in the past six years through consistently meeting (nine times for the Policy Group and 50 times for the Working Group between 2007-2012). At these meetings they could address problems of mutual concern and interest across jurisdictional boundaries, even as state resources, funding, and staffing were severely challenged. ORMP partners bring a varied set of key skills and expertise as well as relationships with community constituencies, such as stakeholder engagement, planning, and facilitation, and trusted relationships with community groups for on-the-ground implementation. According to a survey of members, the Working Group: improves inter-agency working relationships, participants are able to identify common challenges, and this assists with streamlining. A new state administration in 2010 chose to continue the important work of the Policy Group and the Working Group. The transition and change-over of members occurred smoothly and work has benefitted from renewed energy.

Two examples demonstrate collaborative undertakings. There was a collaborative effort on watershed management in which the ORMP Working Group formed a watershed caucus and later worked with the CZM Program's Coastal Nonpoint Pollution Control Program (CNPCP) to help organize a Watershed Summit in 2009. The information gained through the caucus and the Watershed Summit helped to inform the 2009 *Hawaii Watershed Prioritization Process* and the 2010 *Hawaii Watershed Guidance*.

The second was a collaborative effort on climate change. Efforts started in 2009 with the development of *A Framework for Climate Adaptation in Hawai'i*, in association with the University of Hawai'i Center for Island Climate Change Adaptation and Policy (ICAP). A year later, members of the ORMP Policy Group and Working Group not only participated in a two-day workshop on climate change, but also helped prepare draft climate change legislation, which was submitted by OP, passed by the 2012 State Legislature, and signed into law by Governor Neil Abercrombie on July 9, 2012. Climate change adaptation efforts are receiving high priority, and this should continue during the next phase of ORMP implementation.

The ORMP Working Group and Policy Group formulated a two-year *Consolidated Work Plan* in 2008 to set a baseline for their strategic actions. There were 113 activities listed under the ten management goals. In 2010 they participated in a two day strategic planning session which resulted in a written mission statement. Progress on the Strategic Actions listed in the 2006 ORMP were monitored in 2009 (Interim) and in 2012 as part of the update evaluation that led to the first draft of the 2013 ORMP. The interim

review found that about 60 percent of the actions were being worked on at some stage by a combination of state, federal and/or county agencies.

The 2012 review found that while some of the activities were accomplished, many other activities were under the purview of agencies that were not involved in the Working Group or Policy Group, such as the Department of Education. Members of the community gave feedback during the Public Listening Sessions that they needed to see themselves in the ORMP, as they had much to contribute to managing ocean and coastal resources. The 2012 review also found that there needed to be one lead agency associated with each action, or there would not be any leadership or accountability with ways to measure performance. Finally, the review also found that there were too many strategic actions and activities, and that the perspectives, management goals, strategic actions, and activities needed to be simplified. This ORMP update takes all of this feedback into consideration and attempts to simplify the goals, objectives, and strategic actions for all involved.

Several place-based efforts were undertaken during the ORMP Demonstration Phase, and most were ecosystem focused. Many were given financial support from OP-CZM and/or other state agencies. These included:

- Māhuhua ‘Ai O Hoi (He‘eia Wetlands, O‘ahu)
- Maunalua Bay Education and Outreach on Land-Based Pollution (O‘ahu)
- Kawainui Marsh Levee Certification (O‘ahu)
- West Maui Watershed (Maui) – development of a watershed management plan out to outer reef
- Honu‘apo Estuary restoration of wetland and riparian areas/ Best Management Practices (BMP) (Hawai‘i Island)
- Hilo Bay Watershed Advisory Group Website and Water Quality Monitoring Program (Hawai‘i Island)
- Pacific Tsunami Museum risk assessment from storm surge and coastal flooding (Hawai‘i Island)
- Pu‘u O Umi Natural Area Research and Kohala Forest Reserve Watersheds- Baseline monitoring at High- yield watersheds Units C & D (Hawai‘i Island)
- Reducing Risk: Army Corps of Engineers Silver Jackets Initiative (statewide)
- MACZAC outreach (statewide)

An example of a highly successful project is the He‘eia Wetlands project, which has since been chosen as a NOAA Sentinel Site. What this means is that it started as a single undertaking, the cleaning of the marsh. From that, additional tasks were undertaken and funding sought for a fishpond restoration. NOAA chose this site based on its unique blend of characteristics: a dynamic physical setting, an ecologically diverse environment, and a rich culture of historical significance. The 405-acre property of the He‘eia Wetlands is referred to as *Hoi*, and is a marshland area formed within the *ahupua‘a* of He‘eia on the island of O‘ahu. The waters from Ha‘ikū and Ioleka‘a Valleys form the wetlands where taro was traditionally grown. In the mid 1800’s, the wetland taro fields were replaced by sugarcane, pineapple, and rice, and later, cattle. These new land uses intensified erosion and runoff, degrading the adjacent He‘eia Fishpond. Mangroves were planted to

Figure 1-1: Project Māhuhua ‘Ai o Hoi



control erosion, but as they moved downstream, they closed the mouth of He'eia Stream.

A community-based non-profit organization, Kāko'o 'Ōiwi, entered into a 38-year lease agreement with the Hawai'i Community Development Authority (HCDA) to implement Māhuhua 'Ai O Hoi and restore the ecosystem while providing cultural, environmental, and educational programs throughout the watershed.

Undertaking projects in a place-based manner incorporates many of the management principles of traditional Hawaiian *ahupua'a* system, as well as current state of the art community planning practices. Lessons learned from place-based practices during the Demonstration phase are meant to be shared and used during the next implementation period, the Adaptation Phase.

### ***Definitions and Key Terms***

*Kanaka Maoli*—indigenous people of the Hawaiian Islands or their descendants, which may be pure or part Native Hawaiian

*ahupua'a*—in Hawai'i, a common subdivision of the land. Normally, it extends like a slice of the island from the mountains to the ocean so that resources from upland and the sea are available to the inhabitants, and it would usually divide along stream systems.

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