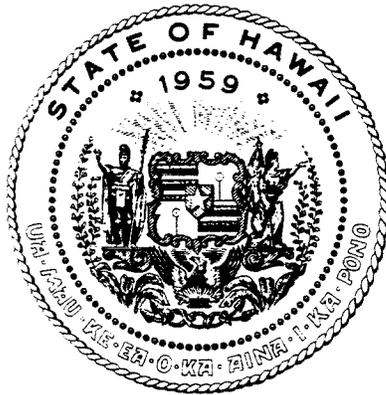


# ***The Hawaii State Plan***



# ***RECREATION***

***STATE FUNCTIONAL PLAN  
1991***

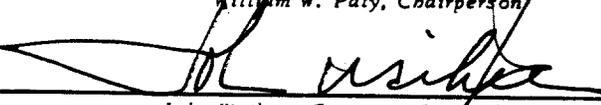
# ***The Hawaii State Plan***



## ***RECREATION***

*Preparation of this Functional Plan was coordinated by the*  
**DEPARTMENT OF LAND AND NATURAL RESOURCES**  
*in accordance with Chapter 226, Hawaii Revised Statutes.*

Submitted by  Date March 18, 1991  
*William W. Paty, Chairperson*

Approved by  Date May 22, 1991  
*John Waihee, Governor, State of Hawaii*



**EXECUTIVE CHAMBERS**  
HONOLULU

JOHN WAIHEE  
GOVERNOR

**FOREWORD**

Outdoor recreation is an important and integral part of life for Hawaii's residents, as well as our visitors. Hawaii's natural beauty and benign climate have been a magnet, drawing people in increasing numbers to our limited recreational areas. This heavy use has resulted in crowded beach parks and other recreational facilities. It has contributed to conflicts over the use of our natural resources and has led to the degradation of many of our natural and recreational attractions.

While it is unrealistic to close the doors to our most congested attractions, it is clear we must find ways to manage the use of these resources -- not only to ensure the safety of users, but to protect and preserve each of those resources. This Plan provides programs that would work to relieve the stresses on heavily-used beaches and recreational facilities and open up new recreational opportunities elsewhere. It draws upon a cross-section of the community in resolving some of the problems we face in protecting access to beaches and mountain areas and in mediating different and often conflicting uses of our natural areas.

Implementation of this Plan will ensure that current residents, visitors, and future generations will continue to enjoy the unique experiences our islands' coasts and mountains have to offer.

  
JOHN WAIHEE



STATE OF HAWAII  
DEPARTMENT OF LAND AND NATURAL RESOURCES

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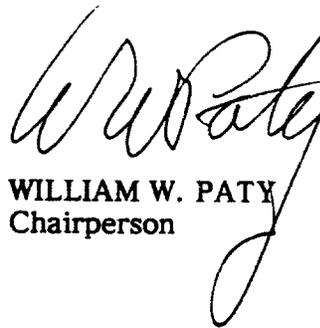
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LAND MANAGEMENT  
STATE HISTORIC PRESERVATION  
STATE PARKS  
WATER AND LAND DEVELOPMENT

PREFACE

The Hawaii State Plan, established under Chapter 226, Hawaii Revised Statutes, provides a long-range guide for Hawaii's future and establishes a statewide planning system. The system includes the formulation of 14 functional plans, including this plan on recreation, to guide programs, actions, and resource allocation decisions.

The Department of Land and Natural Resources is charged with the responsibility of preparing the functional plan on recreation. This document summarizes plans for acquiring or preserving lands of recreation value, providing adequate recreation facilities and programs, and assuring public access to recreation areas. Aimed at implementing the goals, objectives, and policies of the Hawaii State Plan and county general plans, this Recreation Functional Plan presents a balanced set of programs and projects directed toward meeting the outdoor recreational needs of Hawaii's residents and visitors.



WILLIAM W. PATY  
Chairperson

## ACKNOWLEDGEMENTS

The State Recreation Functional Plan was formulated through the efforts and cooperation of Federal agencies, County agencies, other State departments, the State Recreation Functional Plan Advisory Committee (members listed below), private organizations, and many interested citizens. For this and the broad range of public participation in the preparation of the plan, the State Department of Land and Natural Resources is very grateful

The Department also wishes to acknowledge with gratitude the work of its staff and the consulting firm of Belt Collins & Associates in developing this plan.

### The State Recreation Functional Plan Advisory Committee

#### State Officials:

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Daniel Tanaka, Department of Transportation

#### County Officials:

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#### Experts in the Field:

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John Clark, Author of *Beaches of Oahu*, *Beaches of Maui County*, *Beaches of the Big Island*, and *Beaches of Kauai and Niihau*  
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William Suzuki, YMCA of Honolulu

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# CHAPTER I

## INTRODUCTION

### A. Statutory Basis

The Hawaii State Plan, Chapter 226, Hawaii Revised Statutes, provides a long-range guide for Hawaii's future. It establishes State goals, objectives and policies and a Statewide Planning System to carry them out. This system requires the development of State Functional Plans (SFPs) which are approved by the Governor. The Functional Plans guide implementation of State and County actions in the following areas: agriculture, conservation lands, education, employment, energy, health, higher education, historic preservation, housing, human services, recreation, tourism, transportation, and water resources development.

In 1984-85, the Legislature adopted the first 12 Functional Plans. Revisions to five SFPs related to human needs (education, employment, health, housing and human services) occurred in 1987-88. The Governor approved the plans in 1989 in accordance with amendments to Chapter 226, HRS, which changed approval responsibility to the Governor. In 1989-90, the SFP revision process has focused primarily on the preparation of seven SFPs relating to physical resource needs and development:

<u>Area</u>	<u>Coordinating Agency</u>
Agriculture	Department of Agriculture
Conservation Lands	Department of Land and Natural Resources
Energy	Department of Business, Economic Development and Tourism
Historic Preservation	Department of Land and Natural Resources
Recreation	Department of Land and Natural Resources
Tourism	Department of Business, Economic Development and Tourism
Transportation	Department of Transportation

### B. Purpose of the State Functional Plans

In conjunction with County General Plans, State Functional Plans are the primary guideposts for implementing the Hawaii State Plan. While the Hawaii State Plan establishes long-term objectives for Hawaii, the State Functional Plans delineate specific strategies of policies and priority actions that need to be addressed in the short-term.

In addition, there is an increased emphasis on the implementation of programs and actions. Therefore, Functional Plans contain specific, implementable actions that can be directly related to budget items.

The purposes of the State Functional Plans with respect to Chapter 226, Hawaii Revised Statutes, are to:

- Identify major statewide priority concerns;
- Define current strategies for the functional area;
- Identify major relationships among functional areas;
- Provide the direction and strategies for departmental policies, programs and priorities;

- Provide a guide for the allocation of resources to carry out various State activities in coordination with County activities; and
- Assist in reconciling and coordinating State and County roles and responsibilities in the implementation of the Hawaii State Plan.

### **C. Role of the State Functional Plans**

Functional Plans primarily address priority actions that should be taken within a two- to six-year period. This time frame coincides with the Biennial Budget and Capital Improvement Program budgetary cycles. The plans primarily affect State operations; however, recommendations for coordinated actions at the Federal, County, and private sector levels are also included.

State Functional Plans are intended to act in a coordinated fashion with County General Plans and Development Plans. Chapter 226, Hawaii Revised Statutes, states that County General Plans and Development Plans shall be used as a basis in the formulation of State Functional Plans. Conversely, the law also states that the Counties shall use approved State Functional Plans as guidelines in formulating, amending, and implementing the County General Plans and Development Plans. Thus, State Functional Plans and the County General Plans and Development Plans each draw from the knowledge embodied in the other, and all are essential to implement the Hawaii State Plan. However, State Functional Plans are still not to be interpreted as law or statutory mandates, nor do they mandate County or private sector actions. The Functional Plans assure that problems and issues of statewide importance are addressed, while the County General and Development Plans indicate desired population and physical development patterns for each County, and assure that the unique problems and needs for each County are addressed.

### **D. Theme: Balanced Growth**

The major theme for these physical Functional Plans focuses on the promotion of a balanced growth approach in the use of our limited resources. This recognizes the need for economic development while preserving our fragile environment and multi-cultural lifestyles throughout our island State. The strategies for each SFP are aimed at initiating desired development, while at the same time limiting or discouraging development which would impact negatively on our resource base. It also means enhancing our natural environment and cultural resources through actions aimed at protecting, preserving and promoting their significance. In order to achieve balanced growth, the Functional Plans address issues through the following interrelated elements: Resource Management which ensures the preservation and conservation of fragile, unique ecosystems and other natural physical and historical/ cultural resources from loss or degradation; Resource Development which ensures the compatibility of development activities with surrounding communities and infrastructure, and ensures the diversification of economic activities to increase the viability and stability of our economic, environmental, and social base; and Infrastructure and Service Supports that promote public and private partnerships for effective management and the timely provision of services and physical infrastructure.

### **E. State Functional Plan Advisory Committee**

Each Functional Plan has an Advisory Committee composed of State officials, County officials, members of the public from each County, and experts in the particular functional area. Members are appointed by the Governor in accordance with provisions of the Hawaii State Plan, Section 226-57, Hawaii Revised Statutes.

The State Functional Plan Advisory Committee plays a major role in advising State Functional Plan agencies in the revision and implementation of the SFPs. The Committee provides an

opportunity for other governmental agencies, the private sector, and the public to participate in the revision process. Representation of County officials on each of the State Functional Plan Advisory Committee ensures that the SFPs take into account major concerns in each County. Once the plan has been approved, the Committee meets on a periodic basis to monitor implementation of the Functional Plan.

## **F. Review and Revision**

In order to be responsive to constantly changing needs and conditions, Functional Plans are subject to review and revision at least every two years, the timing of which is linked to the review process of the Hawaii State Plan.

In undertaking these reviews, some of the State Functional Plan agencies have developed Technical Reference Documents and/or other technical studies and resource materials which provide background information and supporting rationale for policies and actions contained in the Functional Plan. The State Comprehensive Outdoor Recreation Plan (SCORP) serves as the Technical Reference Document for the Recreation Functional Plan. As required under the Federal Land and Water Conservation Act of 1965, SCORP is updated every five years for the State to qualify for federal acquisition and development funds.

## **G. Coordination**

This Functional Plan document has been produced by the Department of Land and Natural Resources through extensive meetings and consultations with the State Recreation Functional Plan Advisory Committee, the Office of State Planning, other affected State and County agencies, the private sector, and the general public.

The Functional Plan agencies initiate interagency coordination by identifying areas with complementary and competing interests. The review and monitoring activities conducted by their Advisory Committees provide assurance that areas of complementary and competing relationships continue to be addressed in the implementation process.

While each Functional Plan agency develops a process for public and agency input, overall responsibility for assuring coordination among Functional Plans on a continuing basis rests with the Office of State Planning.

Each of the major participants in the SFP revision process with their corresponding functions are identified in Chart 1.

## CHART 1

### KEY PARTICIPANTS IN THE STATE FUNCTIONAL PLAN REVISION PROCESS <sup>1</sup>

PARTICIPANT	FUNCTION / ROLE	MANDATE
<b>Governor</b>	• Establishes Advisory Committees.	§226-55
	• Designates Functional Plan Agencies.	
	• Approves State Functional Plans (SFPs).	§226-55
	• Transmits Functional Plans to Legislature, Mayors, County Councils for information and use.	§226-56
<b>Legislature</b>	• Reviews approved Functional Plans to be used as guidelines for resource allocation in implementing State policies.	§226-57
<b>Department of Budget and Finance</b>	• Prepares guidelines for the preparation and revision of SFPs.	§226-56
	• Assures that the approved SFPs are used as guidelines in the budgetary review and allocation process.	§226-52
<b>State Functional Plan Agency</b>	• Responsible for preparing and updating SFP.	§226-52
	• Works with the SFP Advisory Committee, State and County agencies.	§226-55
	• Solicits public views and comments on the SFP.	§226-55
<b>Functional Plan Advisory Committee</b>	• Advises SFP agencies in preparing, implementing, monitoring, and updating SFPs.	§226-55
<b>Office of State Planning</b>	• Provides recommendations to the Governor, State and County agencies.	§226-53
	• Prepares reports and special studies for the Governor.	§226-53
	• Reports on emerging issues for use in the updating of SFPs.	§226-53
<b>General Public</b>	• Serves on SFP Advisory Committees.	§226-55
	• Provides comments, concerns, and input on Functional Plans to SFP agencies through public informational meetings, surveys or other agency contacts.	§226-55

<sup>1</sup> Based on the passage of Act 76, Session Laws of Hawaii 1991, enacted on April 30, 1991, which amended provisions of Part II of the Hawaii State Plan, Chapter 226, H.R.S.

## **CHAPTER II**

### **APPROACH TO FUNCTIONAL PLAN ISSUES**

#### **A. Long Term Philosophy Statement**

The objectives of the State Recreation Functional Plan and State Comprehensive Outdoor Recreation Plan (SCORP) are to:

- assess present and potential supply of and demand for outdoor recreation resources,
- guide State and County agencies in acquiring or protecting lands of recreational value,
- provide adequate recreation facilities and programs, and
- assure public access to recreation areas.

The Functional Plan covers the major populated islands of the State. Information on recreational facilities and resources were collected and evaluated for Kauai, Oahu, Maui, Lanai, Molokai, and Hawaii.

The responsibilities and roles of public and private agencies and organizations in meeting recreation and open space needs are outlined in the Plan. State agencies should maintain and emphasize their resource management orientation toward recreation. County recreation agencies should emphasize their facility and program orientations for community-related, leisure-time activities at the regional, district, community, and neighborhood levels. Private recreation agencies should support, supplement, or add to recreation opportunities provided by public agencies.

#### **B. The Planning Process**

A simplified flow chart of the Functional Plan/SCORP planning process is shown on the following page. The outdoor recreation issues, objectives, policies, and actions were derived from various sources, including the following:

- A statewide telephone survey of 1,000 residents intended to determine levels of participation in various outdoor recreation activities.
- A survey of visitors at Lihue, Honolulu International, Kahului, and Keahole Airports, also intended to determine levels of participation in outdoor recreation activities.
- Interviews with the department head and staff in each county government responsible for parks and recreation, state and federal agency representatives, and various private sector recreation providers and advocates. Consultation with various agencies regarding proposed implementing actions.
- The findings of task forces, surveys, and planning efforts relating to recreation, many of which involved extensive public participation.
- Review, comments, and prioritization by the State Recreation Functional Plan Advisory Committee, composed of both government and private sector representatives.
- Review of the Functional Plan document by other agencies.
- Functional Plan public informational meetings on all islands—a total of nine meetings held during July and August 1990.

**ASSESSMENT OF OUTDOOR RECREATION SUPPLY**

- Recreation Manager Interviews
- Statewide Recreation Inventory Update

**IDENTIFICATION OF OUTDOOR RECREATION ISSUES, OBJECTIVES, POLICIES, AND ACTIONS**

- Assessment of Supply & Demand
- Input from State Recreation Functional Plan Advisory Committee
- Interagency Review
- Functional Plan Public Informational Meetings

**DEVELOPMENT OF ACTION PROGRAM**

- Setting priorities: critical funding and management needs
- Implementing Actions
- Capacity Analysis
- Demonstration Projects
- Public/Private Sector Partnership
- Interagency Cooperation & Coordination

**ASSESSMENT OF OUTDOOR RECREATION DEMAND**

- Demographic & Economic Trends
- Resident & Visitor Surveys
- Recreation Manager Interviews
- Attendance/Participation Data
- Other Sources: reports, surveys, studies, plans

**SCORP PLANNING PROCESS**

## **C. Issues Addressed in the Functional Plan**

The State Recreation Functional Plan is divided into six issue areas: ocean and shoreline recreation; mauka, urban, and other recreation opportunities; public access to the shoreline and mauka recreation areas; resource conservation and management; management of recreation programs, facilities, and areas; and wetlands protection and management. (Note: Inclusion of a wetlands plan in SCORP is a Federal requirement.) Issues, problems, or needs have been identified within each issue area, as follows:

### **ISSUE AREA I. Ocean and Shoreline Recreation**

- Saturation of beach park capacity.
- Water safety.
- User conflicts.
- Inadequate boating facilities.

### **ISSUE AREA II. Mauka, Urban, and Other Recreation Opportunities**

- Activities and facilities in mauka (upland) and other areas.
- Special recreation needs.
- Urban and community recreation opportunities.

### **ISSUE AREA III. Public Access to Shoreline and Upland Recreation Areas**

- Loss of public access due to development.
- Landowner liability as a barrier to public access.
- Restricted access to State Forest Reserve lands.
- Acquisition and management of accessways.

### **ISSUE AREA IV. Resource Conservation and Management**

- Environmental degradation.
- Enforcement.

### **ISSUE AREA V. Management of Recreation Programs, Facilities, and Areas**

- Maintenance of existing facilities.
- Interagency cooperation and coordination.
- Alternative funding, acquisition, and management strategies.

### **ISSUE AREA VI. Wetlands Protection and Management**

- Recreation access and opportunities.
- Improved wetlands information base.
- Protection of the most valuable wetlands.

In Chapter III, each issue area has been translated into an objective with specific policies and implementing actions.

## **D. Summary Assessment of Issue Areas**

This section summarizes the concerns and problems in each issue area related to the development or management of recreational resources. Addressing these concerns would help to assure public health and safety, protect an important resource, meet current and future demand for recreational activities, and improve capabilities to manage and/or expand recreational resources.

Threats to Health, Safety, and Valued Resources. The following concerns require immediate attention to mitigate hazardous conditions or to prevent the loss, unavailability, or degradation of a highly valued resource.

- Saturation of beach park capacity.
- Water safety—need to prevent and respond to ocean recreation accidents.
- Conflicts among users for limited ocean and shoreline recreation resources and facilities.
- Shortage of activities and facilities in mauka and other areas.
- Restricted public access to the shoreline and upland recreation areas.
- Environmental degradation.
- Weak enforcement of recreation rules and regulations.
- Inadequate maintenance of existing facilities.
- Demands for wetlands use and protection.

**Recreational Demand.** Information from resident and visitor surveys, recreation managers, and other sources indicate that the following issues are critical in terms of addressing current and future demand for recreational facilities and programs.

- Saturation of beach park capacity.
- Water safety—need to prevent and respond to ocean recreation accidents
- Shortage of activities and facilities in mauka and other areas.
- Overburdened or insufficient urban and community recreation opportunities.

**Recreation Resources Management.** Finally, several issues—listed below—demonstrate the need for more effective management of existing recreation resources, as well as the need to develop additional funding sources and means to provide outdoor recreational opportunities.

- Saturation of beach park capacity.
- Conflicts among users for limited ocean and shoreline recreation resources and facilities.
- Restricted public access to the shoreline and upland recreation areas.
- Environmental degradation.
- Weak enforcement of recreation rules and regulations.
- Need for more cooperation and coordination among agencies.
- Inadequate funding and mechanisms to acquire, develop, and manage recreation resources.
- Inadequate maintenance of existing facilities.

## ISSUE AREA I. OCEAN AND SHORELINE RECREATION

**Saturation of beach park capacity.** The capacity of beach parks and nearshore areas is rapidly being exceeded because of the significant numbers of resident and visitor users. High-volume use is taxing the capacity of related support facilities such as restrooms and vehicular parking. Although this problem is most pronounced on Oahu, it exists on the other islands as well.

**Water safety.** Drowning is the second leading cause of accidental death in Hawaii. The most critical concerns are the lack of lifeguards at State beaches and the need for drownproofing programs in the schools. Also needed are emergency phone systems and more signs warning of dangerous surf, current, and bottom conditions. Other issues include the management of mixed but incompatible recreational activities and enforcement of boating rights-of-way.

**User conflicts.** As suitable ocean recreation sites become increasingly overcrowded, tensions are created between private users (generally residents) and commercial patrons (generally tourists). Problems range from limited parking space, crowded beaches, and reduced fish catches, to the potentially fatal hazards of motor craft collisions. There is also concern over the use of popular beaches for competitions. User conflicts are expected to escalate as tourism and ocean recreation industries continue to grow. Some concerns have been addressed by the Statewide Ocean Recreation Management Plan, which focuses primarily on the problem of thrillcraft and establishes zones for various uses, but a number of issues remain unresolved.

Inadequate boating facilities. Problems include a shortage of boat ramps, berths, and designated mooring areas for small recreational boats (both personal and commercial); insufficient support facilities for boaters (ice houses, sewage pumpouts, fuel sources, dry docks, parking, restrooms and showers; indiscriminate moorings that destroy corals; and the rapid growth in the popularity of outrigger canoeing and increasing demand for support facilities (e.g., canoe storage). The need for facilities must be balanced against the need to protect the marine environment from potential adverse impacts.

## ISSUE AREA II. MAUKA, URBAN, AND OTHER RECREATION OPPORTUNITIES

Need for activities and facilities in mauka and other areas. As capacities at beach parks and other popular recreation sites are exceeded, there will be a need for other recreation activities which can be carried out in considerably less congested areas and in more natural or wilderness-type surroundings. It is recognized that recreational land acquisition efforts cannot be delayed indefinitely; the cost of potential sites will become too prohibitive when the demand for these areas begins to grow.

Special recreation needs. Changes taking place in our society are affecting outdoor recreation. These include not only changes in demographics but a growing awareness and involvement on the part of groups with special interests and needs. The challenge in the 1990s will be to anticipate future trends and the needs of various segments in the community, such as the elderly, the disabled, women, single-parent families, and immigrants.

Expanded urban and community recreation opportunities. According to the Report of the President's Commission on the American Outdoors (1987), people use local or community parks and recreation areas most often. Demand for recreation activities in urban areas, close to home, will continue to grow on all of the islands, and interviews with recreation managers indicate that many facilities are at maximum capacity. Results of the statewide resident survey confirm the popularity of basic neighborhood recreational activities such as running, walking, bicycling, field games, and court games.

## ISSUE AREA III. PUBLIC ACCESS TO SHORELINE AND UPLAND RECREATION AREAS

Loss of public access due to development. Access issues become critical as more lands are developed for resorts, subdivisions, and golf courses. In the absence of a comprehensive access code, providing adequate public access is often part of the zoning and permitting process. This places the burden on government agencies and the public to review development proposals and the impact they may have on access.

Landowner liability as a barrier to access. The potential exposure of landowners to lawsuits has been a significant deterrent to public access, particularly affecting upland hunting, hiking, and fishing activities. Specific issues include the need to define limits of landowner liability, the lack of guidelines in assigning liability, and the lack of public awareness and understanding about this subject.

Acquisition and management of accessways. Existing public accessways need to be kept open. Paths have been fenced or blocked illegally, signs indicating public access torn down, and accessways have become impassable stands of uncontrolled weeds and brush. In addition, land acquisition efforts to guarantee public access cannot be delayed indefinitely, or the cost of potential sites will become too prohibitive.

## ISSUE AREA IV. RESOURCE CONSERVATION AND MANAGEMENT

Environmental degradation. Clean water and an abundance and variety of marine species directly affect recreational satisfaction. The Governor's Ocean Resources/Tourism Development Task Force concluded that "in a world of increasing environmental stress and pollution and declining natural resources, Hawaii's scenic shorelines and nearshore ocean beauty are strategic financial assets." There is also serious concern over the impact of off-road vehicles, feral pigs, exotic or alien plants, poaching, vandalism, fire, and litter on fragile native ecosystems. Adverse effects of tour helicopters on wilderness recreational experiences need to be addressed.

Enforcement. Enforcement has not been adequate, primarily due to a shortage of resources. In workshops conducted as part of the Statewide Ocean Recreation Management Plan, this concern was ranked number one statewide, as well as in Windward Oahu, North and South Shores of Oahu, West Maui, and Kihei/Makena. The main concern appears to be that there are already enough rules but not enough manpower to enforce them.

## ISSUE AREA V. MANAGEMENT OF RECREATION PROGRAMS, FACILITIES, AND AREAS

Interagency cooperation and coordination. Discussions with State and county recreation agencies indicate that varying degrees of cooperation and coordination exist between agencies. Closer relationships need to be established to facilitate sharing of resources and joint development efforts, as well as to avoid costly duplication. Such relationships can also help eliminate overlaps in governmental jurisdiction and improve enforcement capabilities.

Alternative funding, acquisition, and management strategies. Funding of recreation facilities and programs has not received priority consideration at the county level in comparison with other needs. The State is also affected by the limited funds available for park operations and maintenance, acquisition, and development.

Maintenance of existing facilities. Funding at both the State and county levels generally have been directed toward acquisition and development. The federal Land and Water Conservation Fund Program provides assistance for acquisition and development but not for operation and maintenance of outdoor recreation areas. The county governments in particular are concerned about keeping pace with growing operations and maintenance costs for existing facilities, much less new recreation facilities and areas.

## ISSUE AREA VI. WETLANDS PROTECTION AND MANAGEMENT

Recreation access and opportunities. It is believed that greater use of wetlands for passive recreation, particularly educational programs, will significantly increase the public's overall appreciation of wetlands resources. Such an approach, however, will require a coordinated and intensive interagency survey, followed by an evaluation of potential multi-use opportunities and priorities.

Improved wetlands information base. Basic planning information is urgently need by public agencies and others involved in wetlands management. Existing information from the Nature Conservancy of Hawaii, the University of Hawaii Environmental Center, and the National Wetlands Inventory maps of the U.S. Fish and Wildlife Service provide a good information base to build on.

Protection of the most valuable wetlands. Many wetlands have already been significantly altered by development, including dredge/fill operations, vegetative clearing, and construction of flood control systems. Acquisition of wetlands, either by government or private organizations, is

the most secure method of assuring protection, but other methods should also be explored. Agencies need to clarify and coordinate their roles and responsibilities in acquiring wetlands.

## E. Functional Plan Strategies

Listed below are the proposed strategies for addressing each issue area. The highest priority strategies/policies are indicated with asterisks (\*). In Chapter III, the highest priority implementing actions are similarly identified. These priorities are based on input from the State Functional Plan Advisory Committee and others, results of the SCORP resident and visitor surveys, the need to meet statutory requirements, and consistency with the State policy of balanced growth. In its assessment of the various policies/strategies, the Advisory Committee used the following criteria:

- Meet current and future public recreational demand in a manner that is consistent with resource limitations.
- Increase diversity of recreational opportunities.
- Increase public accessibility to recreation facilities and programs.
- Promote wise management and use of natural and cultural resources.
- Improve the management and quality of recreation facilities and programs.
- Increase private sector participation in the development and management of recreation facilities, programs, and resources.

## ISSUE AREA I. OCEAN AND SHORELINE RECREATION

### Saturation of beach park capacity.

- Acquire or obtain use of additional beach parkland and rights-of-way.\*
- Obtain use of Federal lands and waters for ocean recreation and shoreline access.
- More aggressively manage and control the use of existing beach parks.\*
- Develop areas mauka of existing beach parks to increase their capacities and to diversify and encourage activities away from the shoreline.

### Water safety.

- Increase support for water safety programs.\*

### User conflicts.

- Implement and enforce the Ocean Recreation Management Plan (ORMP).\*
- Develop an approach to resolve conflicts relating to commercial use of popular ocean recreation areas.
- Mitigate the impact of increased use of popular ocean recreation areas by visitors.
- Take action to minimize or alleviate potentially dangerous user conflicts.

### Inadequate boating facilities.

- Provide moorings and boat launching facilities for recreational boats.
- Implement programs for private sector development and management of boating facilities for public use.
- Provide outrigger canoe and kayak facilities.

## ISSUE AREA II. MAUKA, URBAN, AND OTHER RECREATION OPPORTUNITIES

### Need for activities and facilities in mauka and other areas.

- Plan and develop parks featuring historic, cultural, scenic, and natural resources; implement interpretive programs.\*
- Plan and develop camp sites in mauka areas.
- Proceed with planning, acquisition, and development of hiking trails.\*
- Implement a statewide bikeway system.\*
- Plan and develop more areas for freshwater fishing.

### Special recreation needs.

- Involve the public in planning, development, and operation of recreational facilities and areas.
- Give a higher priority to provision of physical access to the disabled.\*

### Expanded urban and community recreation opportunities.

- Meet the demand for recreational opportunities in local communities.\*

## ISSUE AREA III. PUBLIC ACCESS TO SHORELINE AND MAUKA RECREATION AREAS

### Loss of public access due to development.

- Require land use permit applicants to fully address the impact of their projects on trails and public access.\*

### Landowner liability as a barrier to public access.

- Seek legislative reform of landowner liability laws.\*
- Actively involve private landowners in resolving liability issues.

### Restricted access to State Forest Reserve lands.

- Work with other government agencies to facilitate access to recreational areas in Forest Reserve lands.

### Acquisition and management of accessways.

- Acquire public access to selected shoreline and mauka recreation areas.
- Assure the provision of adequate improvements and maintenance of public accessways.
- Keep existing shoreline accessways open.\*

## ISSUE AREA IV. RESOURCE CONSERVATION AND MANAGEMENT

### Environmental degradation.

- Develop and implement information, education, and interpretive programs.\*
- Enhance the Department of Health's ability to maintain coastal water quality.
- Protect, preserve, and restore recreational fishery resources.

Enforcement.

- Develop a coordinated approach to enforcement.\*
- Increase funding support for enforcement.\*

Helicopter impacts.

- Facilitate interagency cooperation to address problems relating to tour helicopters.

ISSUE AREA V. MANAGEMENT OF RECREATION PROGRAMS, FACILITIES, AND AREAS

Interagency cooperation and coordination.

- Foster closer relationships between recreation agencies.\*

Alternative funding, acquisition, and management strategies.

- Explore alternative funding strategies and sources.
- Explore alternative land acquisition strategies.
- Explore innovative ways to manage and maintain recreation resources.

Maintenance of existing facilities.

- Improve the maintenance of existing parks.\*

ISSUE AREA VI. WETLANDS PROTECTION AND MANAGEMENT

Recreation access and opportunities.

- Identify existing wetlands that have the potential for recreational use without adversely affecting wetland resources.

Improved wetlands information base.

- Expand the wetlands information base.

Protection of the most valuable wetlands.

- Develop a coordinated approach to wetlands protection, acquisition, and management.\*

## CHAPTER III

### OBJECTIVES, POLICIES, AND ACTIONS

This chapter contains the objectives, policies, and implementing actions for each of the six issue areas. It is recognized that funds for recreation programs are limited and that it will not be possible to fully implement all of the actions during the biennium. Therefore, the highest priority actions have been indicated with an asterisk (\*) and in *italics* to guide agencies in their programming and budgeting decisions.

#### ISSUE AREA I. OCEAN AND SHORELINE RECREATION

- ISSUES:**
- Saturation of beach park capacity.
  - Water safety.
  - User conflicts
  - Inadequate boating facilities.

The saturation of beach park capacity is considered the top priority issue in the ocean and shoreline recreation issue area. The capacity of beach parks and nearshore areas is rapidly being exceeded because of significant numbers of resident and visitor users. High-volume use has quickly outstripped the capacity of related support facilities such as restrooms and vehicular parking. User conflicts are aggravating the situation. Although this problem is most pronounced on Oahu, it exists on the other islands as well.

Water safety is another high-priority issue. According to the Department of Health, drowning is the second leading cause of accidental death in Hawaii. There is a need for lifeguards at State beaches, education programs to increase awareness among residents and visitors, "learn-to-swim" or "drownproofing" programs for children in elementary schools, emergency phone systems, and more warning signs. Both residents and visitors engage in a wide variety of ocean recreation activities, resulting in exposure to hazards such as high surf and strong currents. With large-scale resort development on the neighbor islands and projected increases in tourism statewide, water-related mishaps will increase unless precautionary measures are taken. Addressing this issue will require a cooperative effort between various government agencies and private organizations.

There is also a need to resolve conflicts between different recreational activities, and to deal with the increased use of public recreation areas for commercial activities and the increased use of popular recreation areas by tourists.

Problems and needs related to inadequate boating facilities include shortage of boat ramps, berths, mooring areas, and support facilities; the impact of indiscriminate moorings on coral; and increasing demand for canoe facilities.

**OBJECTIVE I-A:** Address the problem of saturation of the capacity of beach parks and nearshore waters.

**Policy I-A(1):** Acquire additional beach parkland and rights-of-way to remaining undeveloped shorelines to provide increased capacity for future public recreational use

**Implementing Action I-A(1)a\*:** *Acquire beaches in the following areas:*

*Kauai: Haena, Hanalei, Mahaulepu, and Poipu*

*Oahu: Mokuleia (Makaleha Beach), Kahuku, and Queens Beach*  
*Maui: Makena, Honolua Bay, Mokuleia Bay (Slaughterhouse), and Honomanu Bay*  
*Lanai: Shipwreck Beach*  
*Molokai: Honomuni Beach, Halawa Valley, and Moanui*  
*Hawaii: Wailea Bay, 'Anaeho'omalu Bay to Ka'upulehu, and Kua Bay*

**Lead Organization:** DLNR State Parks Division for all except Makaleha Beach, which is recommended for acquisition by the City and County of Honolulu Department of Parks and Recreation

**Assisting Organizations:** DLNR Land Management, Forestry & Wildlife, and Historic Preservation Divisions

**Start Date:** FY92-FY95 (subject to availability of funds)

**Total Budget Estimate:** \$25,000 per site for appraisal, boundary survey, and title search.

**Target Location:** Statewide

**Comments:** Beachfront properties suitable for park use need to be acquired before they are developed or become unavailable due to high land costs. This is a list of high priority sites, but due to budget constraints, further prioritizing is required to identify the sites which should be acquired first. See also: Conservation Lands Functional Plan, II-D(1)a.

On the island of Kauai, the remaining Haena shoreline and beach frontage at Hanalei Bay and Mahaulepu should be acquired for future beach park development. Additional lands should also be acquired to expand Poipu Beach Park. Other areas of Kauai to be considered for acquisition include Keoniloa Bay and the Ahukini shoreline area.

Of the remaining undeveloped shoreline properties on the island of Oahu, priority should be given to Makaleha Beach at Mokuleia. If acquired, it would be the only public access to the beach for about a mile. Land along the Kahuku shoreline should also be considered. In addition, acquisition of Queens Beach would assure that an area under intense development pressure is kept in open space and reserved for future park use.

Lands for future beach park development on Maui include Makena and Honolua, Mokuleia, and Honomanu Bays. Shipwreck Beach is the priority for acquisition on Lanai, and on Molokai, sites for future beach park development include Honomuni Beach, Halawa Valley (including the beach), and Moanui. Moanui is under consideration for Marine Life Conservation District (MLCD) status. Public ownership of the land fronting the shoreline would increase its accessibility.

Beach frontage at Wailea Bay ("Beach 69") should be acquired for park development adjacent to the popular Hapuna Beach State Park in South Kohala, Hawaii. This would enable the State to expand the Hapuna park complex. Another potential site on the island of Hawaii is the area centered at Kiholo Bay in North Kona. Through consolidation of State-owned lands and acquisition of selected privately-owned parcels, a regional shoreline recreation complex could be created, including a unifying shoreline trail network composed of traditional Hawaiian trails and a Marine Life Conservation District. Features include anchialine ponds, archaeological sites, and pristine offshore waters rich in marine life. Kua Bay (Maniniowalu) in North Kona is another potential site. Targeted for beach park use for 20 years, it has a beautiful white sand beach—a valued resource on the Big Island.

**Implementing Action I-A(1)b:** Establish nearshore underwater areas for non-consumptive activities (e.g., Marine Life Conservation Districts, artificial reefs).

**Lead Organization:** DLNR Aquatic Resources Division

**Assisting Organizations:** DLNR State Parks Division, County parks and recreation departments, UH Sea Grant, and TORCH.

**Start Date:** FY91-92 (Planning)

**Total Budget Estimate:** \$8,000 per year per site

**Target Location:** Statewide, with priority given to Oahu

**Comments:** New sites should be planned for Oahu to help take pressure off Hanauma Bay. It is also noted that there are no MLCs on Kauai. Potential sites suggested at the Functional Plan public meeting on Kauai include the Na Pali coast, Hanalei Bay to Anini on the north shore, and Palama Point to Mahaulepu on the south shore. Other suggestions received include Poipu Beach (Waiohai Bay), Lawai Beach (next to Prince Kuhio Park), and Koloa Landing. See also: Conservation Lands Functional Plan, II-C(1)c and II-D(2)a.

**Implementing Action I-A(1)c:** Develop additional facilities at Kanaha Beach Park.

**Lead Organization:** Maui County Department of Parks and Recreation

**Assisting Organizations:** DLNR State Parks Division, National Park Service

**Start Date:** FY91-92

**Total Budget Estimate:** \$416,000 (including \$208,000 in federal Land and Water Conservation funds)

**Target Location:** Kahului, Maui

**Comments:** Located near Maui's resident population center, Kanaha is a popular site for windsurfing, swimming, picnicking, limu picking, fishing, and other activities. Only one-third of the available area is developed for park use. The proposed improvements would be situated on six acres at the east end of the park, including parking, improvements to the traffic circulation system, landscaping, and picnic facilities. Restrooms, parking, landscaping, and other improvements are currently being planned by the Department of Transportation, Airports Division, to accommodate the high volume of windsurfers at Kooks Beach, located on airport land east of and adjacent to the park.

**Policy I-A(2):** Acquire or obtain use of Federal lands and waters for ocean recreation and public access to the shoreline.

**Implementing Action I-A(2)a:** Establish a program to coordinate discussions and negotiations with Federal agencies to allow use of federal lands and waters for ocean recreation and public access to the shoreline, through purchase, land exchange, lease, and other means.

**Lead Organization:** DLNR Land Management Division

**Assisting Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, DOT Harbors Division

**Start Date:** FY92-93 (subject to availability of funds)

**Total Budget Estimate:** \$100,000 (inventory)

**Target Location:** Statewide

**Comments:** An inventory of federal lands suitable for ocean recreation use should be prepared and priorities for acquisition developed. One critical concern is that surplus federal lands with recreation potential be made available for use to the State and counties rather than auctioned off to the highest bidder.

**Implementing Action I-A(2)b:** Take over maintenance, security, and lifeguard services at Mokuieia Army Beach so it can be reopened for public use.

**Lead Organization:** City and County of Honolulu Department of Parks and Recreation

Assisting Organizations: U.S. Army  
Start Date: FY91-92  
Total Budget Estimate: \$100,000  
Target Location: Mokuleia, Oahu.

**Policy I-A(3):** More aggressively manage and control the use of existing beach parks.

**Implementing Action I-A(3)a\*:** *Develop and implement an ongoing capacity analysis program, including beach counts and analyses to determine appropriate uses and the maximum number of allowable users at a facility (carrying capacity or "limits of acceptable change").*

Lead Organization: DLNR State Parks and Aquatic Resources Divisions and County parks and recreation departments

Assisting Organizations: DLNR Land Management Division and Office of Conservation and Environmental Affairs (OCEA), DOT Harbors Division, OSP Coastal Zone Management Program, DBED Ocean Resources Branch, UH Sea Grant, TORCH

Start Date: FY91-92 (subject to availability of funds)

Total Budget Estimate: \$100,000

Target Location: Statewide

Comments: This proposed action is consistent with the Hawaii Ocean and Marine Resources Council recommendation that all State agencies with responsibilities for ocean and coastal resource management and/or regulation establish carrying capacities and set limits of acceptable change for these resources in order to preserve them for continued use and enjoyment. Implementation would enable agencies to anticipate future demands, determine specific facility needs, and program maintenance requirements. It would also provide the rationale for programs to limit use at areas under heavy stress (e.g., Hanauma Bay, Molokini, north shore of Kauai).

**Implementing Action I-A(3)b\*:** *Identify heavily stressed beach parks and nearshore ocean areas, prioritize them in terms of need for action, carry out capacity analyses, determine appropriate activities, set limits, and develop measures to control use, such as permits, user fees, limiting the number of users, etc.*

Lead Organization: DLNR State Parks Division and County parks and recreation departments

Assisting Organizations: DLNR Land Management and Aquatic Resources Divisions, OCEA, DOT Harbors Division, OSP Coastal Zone Management Program, UH Sea Grant, TORCH, DBED Ocean Resources Branch

Start Date: FY92-93 (subject to availability of funds)

Total Budget Estimate: \$100,000

Target Location: Statewide

Comments: This could also be done for recreation areas other than beach parks that are at over-capacity, especially those where environmental impacts are particularly severe.

**Policy I-A(4):** Develop areas mauka of existing beach parks to increase their capacities and to diversify and encourage activities away from the shoreline.

**Implementing Action I-A(4)a:** Connect beach parks with designated accessways for walking, jogging, bicycling, and hiking to offer diversification of activities away from the shoreline.

Lead Organizations: DOT and county highway departments

Assisting Organizations: DLNR State Parks and Forestry & Wildlife Divisions and County parks and recreation departments

Start Date: FY92-93 (subject to availability of funds)

Total Budget Estimate: \$100,000 (planning)

Target Locations: Statewide

Comments: This effort, which will require close interagency coordination, should begin with identification of selected accessways for development. Implementation would help to meet the needs of the relatively large numbers of walkers, joggers, and bicyclists indicated in the SCORP statewide resident survey.

**Implementing Action I-A(4)b:** Identify priorities for acquisition of lands mauka of existing beach parks to provide picnic facilities, tot lots, basketball and sand volleyball courts, and playing fields. Initiate land acquisition and/or planning efforts for at least one site during the FY92-93 biennium.

Lead Organization: County parks and recreation departments

Assisting Organizations: DLNR State Parks and Land Management Divisions

Start Date: FY92-93 (subject to availability of funds)

Total Budget Estimate: \$300,000 (planning)

Target Locations: Statewide

**OBJECTIVE I-B:** Reduce the incidence of ocean recreation accidents.

**Policy I-B(1):** Increase support for water safety programs.

**Implementing Action I-B(1)a\*:** *Provide lifeguard services at State beach parks, with top priority given to heavily used areas with hazardous conditions.*

Lead Organization: DLNR State Parks Division

Assisting Organizations: County parks and recreation departments

Start Date: FY91-92

Total Budget Estimate: \$1,000,000

Target Location: Statewide

Comments: Options include the transfer of certain State beach parks or beaches to the Counties and providing lifeguard services through concessions.

**Implementing Action I-B(1)b:** Determine the effectiveness of enhanced signage at beaches and supplemental educational programs in reducing the number of drownings and near-drownings.

Lead Organization: DOH Injury Prevention and Control Office

Assisting Organization:

Start Date: FY91-92

Total Budget Estimate: \$5,000

Target Location: Statewide

Comments: DOH's Honolulu Aquatic Safety Project is in the second year of a three-year study of the effectiveness of signage and supplemental educational programs in reducing drownings and near-drownings at Hanauma Bay. It is recommended that DOH consider coordinating with various State and county agencies on the development of uniform statewide signage.

**Implementing Action I-B(1)c\*:** *Increase support for drownproofing and water safety programs in elementary schools.*

Lead Organization: DOE

Assisting Organization: DOH Injury Prevention and Control Office

Start Date: FY91-92 (subject to availability of funds)

Total Budget Estimate: \$25,000

Target Location: Statewide

Comments: It is estimated that less than 40 percent of Hawaii's children know how to swim. Swimming and water safety were once taught in the public schools as a required fourth grade course. Due to rising costs, liability problems, a shortage of facilities and instructors, and transportation difficulties, swimming education is no longer mandated. Drownproofing children can be an effective means of reducing aquatic mishaps. Programs should be designed to include children with disabilities. According to the Kauai Water Safety Task Force, the number of fourth graders able to swim at least 25 yards increased by 50 percent as a result of enrollment in a "Learn-to-Swim" program.

**Implementing Action I-B(1)d:** Coordinate water safety information programs targeted at visitors.

Lead Organization: DBED Tourism Office

Assisting Organizations: HVB, airlines, hotels, TORCH, Sea Grant, DBED Ocean Resources Branch, etc.

Start Date: FY91-92

Total Budget Estimate: Operating funds

Target Location: Statewide

Comments: A recent study conducted by the Pacific Basin Rehabilitation Research and Training Center (part of the John A. Burns School of Medicine) has confirmed that tourists and military personnel suffer a disproportionate number of drownings and ocean-related injuries at Hawaii's beaches. The showing of in-flight videos and distribution of fliers to every arriving visitor have been suggested as ways to prevent accidents.

**OBJECTIVE I-C:** Resolve conflicts between different activities at heavily used ocean recreation areas.

**Policy I-C(1):** Promote implementation and enforcement of an effective Ocean Recreation Management Plan (ORMP).

**Implementing Action I-C(1)a\*:** *Work with the appropriate government agencies, private landowners, business interests, and community organizations to implement and update the Statewide Ocean Recreation Management Plan.*

Lead Organization: DOT Harbors Division

Assisting Organizations: DLNR State Parks and Aquatic Resources Divisions, OCEA, DBED Ocean Resources Branch, County planning and parks and recreation departments, adjacent landowners, affected businesses, and organizations such as TORCH (The Ocean Recreation Council of Hawaii) and UH Sea Grant.

Start Date: FY91-92

Total Budget Estimate: Operating funds

Target Locations: Statewide

Comments: DOT is revising those sections of the Statewide ORMP that have been challenged in court. Ongoing review of the plan is recommended, including input from all interested and affected parties. In addition to focusing on thrillcraft, attention should be given to environmental issues and impacts on land-based infrastructure.

**Policy I-C(2):** Develop an approach to resolve conflicts relating to commercial use of popular ocean recreation areas.

**Implementing Action I-C(2)a:** Formulate policies and processes to guide the use of public recreation facilities and areas by commercial operators.

**Lead Organizations:** DOT Harbors Division, DLNR, County parks and recreation departments

**Assisting Organizations:** OSP/Coastal Zone Management (CZM) Program, Hawaii Ocean and Marine Council, DBED Ocean Resources Branch, Alternative Dispute Resolution Program in the State Judiciary, TORCH, etc.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Locations:** Statewide

**Comments:** In the absence of consistent policies, conflicts of this kind are currently being handled in the courts. Rather than have the courts dictate policy, it is preferred that agencies have available to them policy guidelines, plans, and effective tools for conflict resolution. Plans should be in place for faster growing areas such as West Hawaii before conflicts occur.

**Implementing Action I-C(2)b:** Explore solutions to conflicts between commercial operators and residents for use of beaches and facilities at Hanalei, Kauai.

**Lead Organization:** OSP/CZM Program

**Assisting Organizations:** DBED Ocean Resources Branch, DOT Harbors Division, Kauai County Planning and Public Works Departments, DLNR OCEA, Alternative Dispute Resolution (ADR) Program in the Judiciary.

**Start Date:** FY91-92

**Total Budget Estimate:** \$50,000

**Target Location:** Kauai

**Comments:** Between 1985 and 1986, the number of commercial tour boat companies operating in Hanalei Bay increased from 22 to 42. As of December 1989, there were 51 tour boats operating along the North Shore of Kauai. 41 of the boats load and unload passengers and supplies from the mouth of the Hanalei River along the seaward side of "Black Pot" Beach Park. The other 10 boats use "Tunnels" Beach four miles down the beach from Hanalei. At both locations, the tour boat operations are competing with residents for the use of the beaches and facilities.

Similar problems in Kaneohe Bay are currently being addressed by the Kaneohe Bay Task Force, as authorized by the State Legislature. The CZM Program in the Office of State Planning is providing staff and other support to the Task Force. As the agency with broadest statutory responsibility over coastal areas, both landward and seaward, the CZM Program is the logical lead agency to facilitate a resolution of the Hanalei conflicts.

**Policy I-C(3):** Mitigate the impact of increased use of popular ocean recreation areas by visitors.

**Implementing Action I-C(3)a:** Promote recreational activities for visitors away from popular or heavily used beaches.

**Lead Organization:** DBED Tourism Office

**Assisting Organizations:** DLNR, DOT, County parks and recreation departments, National Park Service, private recreation providers, HVB, etc.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Locations:** Statewide

**Comments:** Examples of alternative activities include hiking in mauka areas, bicycling, and cultural/educational activities. European visitors in particular would be attracted by Hawaii's hiking opportunities.

**Policy I-C(4):** Take action to minimize or alleviate potentially dangerous user conflicts.

**Implementing Action I-C(4)a:** Develop solutions to the conflicts between boaters and swimmers at Kaunakakai Harbor.

**Lead Organization:** DOT Harbors Division

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Molokai

**Comments:** There is only one boat ramp on the south shore of Molokai, located at Kaunakakai Harbor. Due to the lack of suitable swimming beaches in the area, children use the docking pier at the boat ramp as their principal swimming and diving site. Fishermen and other boaters using the Kaunakakai ramp say that a serious accident is inevitable under these conditions. Harbor rules against swimming and boaters' warnings have been ineffective. The boaters suggest the construction of a small, inexpensive pier expressly for swimmers, to be located inshore of the ramp.

**OBJECTIVE I-D:** Provide adequate boating facilities. Balance the demand for boating facilities against the need to protect the marine environment from potential adverse impacts.

**Policy I-D(1):** Provide moorings and boat launching facilities for recreational boats.

**Implementing Action I-D(1)a:** Implement the State Mooring Plan and establish additional State mooring areas.

**Lead Organization:** DOT Harbors Division

**Assisting Organizations:** DLNR Office of Conservation and Environmental Affairs, Land Management, and Aquatic Resources Divisions; TORCH; County planning departments

**Start Date:** FY91-92

**Total Budget Estimate:** \$1,100,000 (Keehi Lagoon)

**Target Location:** Statewide, beginning with Oahu

**Comments:** Implementation would reduce and control the impacts of anchoring by prohibiting mooring outside of designated areas, away from live coral beds or other unique substrates. Draft rules have been developed for designation of Keehi Lagoon on Oahu as a State mooring area. Public hearings will be held on this first increment of the State Mooring Plan in early 1991, and implementation is expected by mid-1991.

**Implementing Action I-D(1)b:** Install day-use moorings using an adaptation of the Florida pin mooring system, which has the least impact on marine ecosystems.

**Lead Organization:** DOT Harbors Division

**Assisting Organizations:** TORCH; DLNR Office of Conservation and Environmental Affairs, Land Management and Aquatic Resources Divisions; UH Sea Grant and Hawaii Institute of Geophysics.

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate: \$1,400,000**

**Target Location: Statewide**

**Comments: Moorings have been established in certain locations at no cost to the State through donations of time and money by the dive industry and others.**

**Implementing Action I-D(1)c: Develop additional boat launching facilities.**

**Lead Organization: DOT Harbors Division**

**Start Date: FY91-92**

**Total Budget Estimate: \$1,300,000**

**Target Location: Statewide**

**Comments: Marinas/boat harbors are becoming increasingly more difficult to develop because of environmental concerns and costs. Hence, more emphasis should be placed on constructing boat launching facilities for the owners of small trailer boats who use their craft for recreation and/or subsistence fishing. The Statewide Boat Launching Facilities Master Plan should be periodically updated.**

**Policy I-D(2): Implement programs for private sector participation in the developing and managing slips, moorings, and boating support facilities for public use.**

**Implementing Action I-D(2)a: Lease public land to private entities for development of boating facilities available to the public.**

**Lead Organization: DOT Harbors Division**

**Assisting Organizations: DLNR Land Management Division**

**Start Date: FY92-93**

**Total Budget Estimate: Operating funds**

**Target Location: Statewide**

**Comments: The developers would be required to provide a percentage of the slips, moorings, and/or boat ramps for public use. Adequate public access, as well as equal opportunity to use the facilities, would have to be assured.**

**Policy I-D(3): Provide facilities for outrigger canoe and kayak activities.**

**Implementing Action I-D(3)a: Designate areas and plan facilities for outrigger canoe and kayak training and racing, including storage facilities, adequate beach access, and "canoe trails" where users can safely paddle without hazardous conflicts with motorized boats, jet skis, etc., and without interfering with traditional fishing practices.**

**Lead Organization: DOT Harbors Division**

**Assisting Organizations: DLNR State Parks Division and County parks and recreation departments**

**Start Date: FY93-94 (subject to availability of funds)**

**Total Budget Estimate: \$100,000 (planning)**

**Target Location: Statewide**

**Comments: Outrigger canoeing and kayaking have grown significantly in recent years. The American Canoe Association, Hawaii Division, conservatively estimates that there are 10,000 paddlers in the state.**

## ISSUE AREA II. MAUKA, URBAN, AND OTHER RECREATION OPPORTUNITIES

- ISSUES:**
- Activities and facilities in mauka and other areas
  - Special recreation needs
  - Urban and community recreation opportunities

As capacities at beach parks are exceeded, opportunities need to be provided in other areas where activities can be carried out in considerably less congested and more natural surroundings. Land acquisition efforts cannot be delayed since the cost of potential sites will become too prohibitive when the demand for these areas begins to grow. Addressing this issue should be given the highest priority.

Changes in demographics and a growing awareness and involvement on the part of groups with special interests and needs are affecting outdoor recreation. The challenge will be to anticipate future trends and the needs of various segments in the community, such as the elderly, the disabled, women, single-parent families, and immigrants.

The need to expand urban and community recreation opportunities is another issue in this category. According to the Report of the President's Commission on the American Outdoors (1987), people use local or community parks and recreation areas most often. Demand for recreation activities close to home will continue to grow on all of the islands, and interviews with recreation managers indicate that many facilities are at maximum capacity. According to the statewide resident survey results, emphasis should be given to providing adequate neighborhood and community facilities for running, walking, court games, field games, and bicycling.

**OBJECTIVE II-A:** Plan, develop, and promote recreational activities and facilities in mauka and other areas to provide a wide range of alternatives.

**Policy II-A(1):** Plan and develop facilities and areas that feature the natural and historic/cultural resources of Hawaii. Develop interpretive programs for these areas.

**Implementing Action II-A(1)a\*:** *Acquire, prepare plans, and develop interpretive programs for the following areas of historic and cultural significance:*

*Kauai: Kukui Heiau, Menehune Fishpond, Mahaulepu Lithified Sand Dunes, Kapinao Heiau, and Lokahi Hula Heiau*  
*Oahu: Kea'au (Ohikilolo)*  
*Maui: Keoneoio Archaeological District and Waiu Bay Archaeological Complex*  
*Molokai: Moomomi Sand Dune Area*  
*Hawaii: Waipio Valley*

**Lead Organization:** DLNR Historic Preservation Division

**Assisting Organizations:** DLNR Land Management and State Parks Divisions, UH Anthropology Department and Hawaiian Studies Program, OHA, Society for Hawaiian Archaeology

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$100,000 (land appraisals and planning)

**Target Location:** Statewide

**Comments:** It is proposed that the DLNR Historic Preservation Division prioritize these areas recommended for acquisition, planning, and/or development.

On the island of Kauai, it is recommended that an interpretive program be developed at the Kukui Heiau in Kapaa. Located on both State and private land, the heiau is listed on the National and State Registers of Historic Places. Signage and a pathway are needed on the State portion of the site. Other recommendations are the acquisition of Menehune Fishpond in Nawiliwili; Mahaulepu Lithified Sand Dunes; Kapinao Heiau at Kilauea, which is known to contain burials; and land within Haena State Park owned by the County of Kauai on which the Lokahi Hula Heiau is located. The purpose of the latter acquisition is to consolidate the archaeological sites in the park and develop interpretive programs. The County of Kauai Public Works Department would be an assisting organization for this acquisition.

Acquisition of archaeological sites at Kea'au (Ohikilolo) on the Waianae coast for development into a historic preserve is a high-priority action for Oahu. Kea'au contains extensive prehistoric and historic remains of a coastal residential and agricultural settlement. No other complex of this type survives on Oahu today.

On Maui, it is recommended that private land adjacent to State land be acquired to consolidate the Keoneoio Archaeological District near La Perouse Bay on Maui. Listed in the Hawaii State Register of Historic Places, the District is within the coastal area proposed for the wilderness park described under Implementing Action II-A(1)c below. Incorporation of Keoneoio into the overall wilderness park should be considered. The portion proposed for acquisition is owned by Ulupalakua Ranch. Another site targeted for acquisition which could be considered for inclusion in the overall wilderness park is the Waiu Bay Archaeological Complex near Nuu Bay in Kaupo, Maui.

Private land in the Moomomi Sand Dune Area, Molokai, contains archaeological sites, burials, and remains of extinct birds. Part of the area is owned by the Nature Conservancy and Hawaiian Home Lands, the remainder by Molokai Ranch. The latter portion is proposed for acquisition.

It is proposed that land containing archaeological sites at Waipio Valley on the Big Island be acquired from the Bishop Museum for development into a historic preserve. Much of Bishop Museum lands in the area are more suited to agricultural use and would not be acquired.

**Implementing Action II-A(1)b:** Develop interpretive programs and research facilities at Kualoa Regional Park for the preservation of Hawaiian culture, artifacts, and history. Acquire other archaeological sites adjacent to the park, particularly Molii Pond.

**Lead Organization:** City & County of Honolulu Department of Parks & Recreation.

**Assisting Organizations:** UH Anthropology Department and Hawaiian Studies Program, Society for Hawaiian Archaeology

**Start Date:** FY91-92

**Total Budget Estimate:** \$100,000

**Target Location:** Oahu

**Comments:** The ahupua'a of Kualoa is listed on the National Register of Historic Places. Archaeological work at Kualoa Regional Park has produced one of the state's most extensive and comprehensive collections of Hawaiian artifacts from a single area. Interpretive programs would introduce the public to Kualoa's historical and archaeological significance. Funds are needed to further define specific archaeological sites within the park and to build facilities to record, analyze, and store artifacts as they are found.

**Implementing Action II-A(1)c:** Plan a wilderness park for the coastal area on Maui beyond Makena, extending from Ahihi-Kinau, past La Perouse Bay, to Kanaio.

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** DLNR Forestry & Wildlife Division/NARS and Na Ala Hele, Historic Preservation Division, and Land Management Division; Department of Hawaiian Home Lands

**Start Date:** FY93-94 (subject to availability of funds)

**Total Budget Estimate:** \$50,000 (planning)

**Target Location:** Maui

**Comments:** Ahihi-Kinau is a Natural Area Reserve which extends out into the ocean and includes anchialine ponds and archaeological resources. The coastline also features the "King's Trail," and there is a potential for either establishing a Natural Area Reserve at Kanaio or expanding the boundaries of the Ahihi-Kinau area. Long-range plans could include extension of the wilderness park to Kaupo, which would involve obtaining access over State and Hawaiian Home leased lands and private property.

**Implementing Action II-A(1)d:** Plan and implement forest recreation projects at Puu Huluhulu, Keanakolu, and Honomalino on the Big Island.

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organizations:** DLNR State Parks and Land Management Divisions, Hawaii Nature Center

**Start Date:** FY91-92

**Total Budget Estimate:** \$195,000 (See comments below.)

**Target Location:** Hawaii

**Comments:** An interpretive trail is proposed at Puu Huluhulu in the Mauna Loa Forest Reserve near the Saddle Road. The project would involve a botanical survey and development of an interpretive guide and signage (estimated cost: \$15,000), as well as improvements to the existing trail (regular operating budget at district level).

A recreation and education center is proposed at the Keanakolu Ranger Station in the Humuula section of the Hilo Forest Reserve, which includes a variety of forest types. Implementation would require a land swap between the State and Parker Ranch for the Waipunalei Tract (pending) to consolidate forest reserve lands; improvements to existing cabins (\$50,000); a full-time caretaker/resource person (\$25,000); vehicle and equipment (\$50,000); development of an interpretive program (\$30,000); and yearly maintenance/operating costs, excluding caretaker salary (\$25,000). This is an excellent opportunity for a joint venture between DOFAW and State Parks.

**Policy II-A(2):** Plan and develop camp sites and other recreational amenities in mauka areas.

**Implementing Action II-A(2)a:** Plan and develop camp sites, picnic facilities, equestrian paths, and other recreational amenities at the following locations:

**Kauai:** Kokee and Waimea Canyon State Parks; Wailua River State Park

**Oahu:** Kahana Valley State Park, Peacock Flats, Palehua, and Makiki Valley.

**Molokai:** Wailau Valley.

**Maui:** Polipoli Springs State Park

**Hawaii:** Akoakoa Point-Pololu Valley (including the Kohala Ditch Trail) and Mauna Kea

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** DLNR Forestry & Wildlife Division/Na Ala Hele/NARS, DOE, Hawaii Nature Center

Start Date: FY91-92 (subject to availability of funds)

Total Budget Estimate: \$150,000 (planning)

Target Location: Statewide

Comments: This implementing action would include planning for the expansion/enhancement of existing parks (Kokee, Waimea Canyon, Wailua, Kahana, and Polipoli), as well as the development of new parks. Interpretive and educational programs, such as that developed by the Nature Center and DOE for Peacock Flats, should be provided. Development priorities should be established, given available resources.

**Policy II-A(3):** Proceed with planning, acquisition, and development of trails.

**Implementing Action II-A(3)a\*:** *Provide adequate funding on a continuing basis for the Na Ala Hele Program (Statewide Trails and Access System), including permanent staff positions.*

Lead Organization: DLNR Forestry & Wildlife Division

Assisting Organizations: DLNR Land Management, State Parks, and Historic Preservation Divisions; Attorney General; Hawaiian Home Lands; County planning and parks and recreation departments; National Park Service; Nature Conservancy; Sea Grant; private landowners; trail user groups.

Start Date: FY91-92

Total Budget Estimate: \$750,000 per year (operating funds)

Target Location: Statewide

Comments: See also: Conservation Lands Functional Plan, III-D(3)b.

**Implementing Action II-A(3)b:** Plan and develop the following demonstration and priority trails identified by the Na Ala Hele Program:

Kauai:	Waioli Valley Access and Waioli Falls Trail Wailua Cart Road
Oahu:	Ko'olaupoko Trail Complex (starting with the Maunawili segment) Castle Trail Kahuku Shoreline Trail Mokuleia Trail Complex
Molokai:	Maunahui-Makakupaia Trail
Lanai:	Keomoku Hawaiian Trail Kaiolohia-Kahui Coastal Trail
Maui:	Lahaina Pali Trail
Hawaii:	Kohala Ditch Trail Humuula Trail via Ookala Ala Kahakai (Kawaihae to Kailua-Kona)

Lead Organization: DLNR Forestry & Wildlife Division

Assisting Organizations: DLNR Land Management, State Parks, and Historic Preservation Divisions; Attorney General; Hawaiian Home Lands; County planning and parks and recreation departments; National Park Service; Nature Conservancy; Sea Grant; private landowners; trail user groups.

Start Date: FY91-92

Total Budget Estimate: Operating funds

Target Location: Statewide

Comments: A trails/access management plan is currently being prepared. Work on demonstration trails on each island is already underway. Development of these trails—including acquisition, construction, signage, interpretive programs, etc.—is expected to take place over a number of years and will occur in phases or segments. Work

in the next fiscal year will include items such as surveying and mapping, trail repair and maintenance, sign installation, archaeological and flora surveys, clearing and grubbing, etc.

**Policy II-A(4):** Implement a bikeway system based on the statewide bikeways master plan.

**Implementing Action II-A(4)a\*:** *Provide funds for bikeway development.*

**Lead Organizations:** DOT Highways Division, County highway departments

**Assisting Organizations:** Bicycle organizations, UH Urban & Regional Planning Program

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$100,000

**Target Location:** Statewide

**Comments:** DOT currently does not handle bicycle facilities as a separate issue, and no State funds are available specifically for bikeways. Bikeways are constructed as part of highway projects, and the 1977 statewide bikeways master plan is referred to during the planning and design process. Work on updating the master plan will begin in late 1990; the master plan should be updated on a regular, more frequent basis.

Bicycling as a competitive sport, as a leisure and fitness activity, and as an alternative means of transportation has grown significantly in recent years. There are 92,000 licensed bicycles on Oahu. Results of the SCORP resident survey confirm that bicycling is a high-frequency activity. In addition, mountain biking is growing in popularity. The development of bikeways on the neighbor islands should be emphasized. On Oahu, Maui, and Kauai, relatively high proportions of respondents to the SCORP resident survey mentioned the lack of bike paths as a major problem for bicyclists. Bicycle safety concerns also need to be addressed, including the development of bicycle paths away from roadways (for example, green belts) and the need for wider highway shoulders.

**Policy II-A(5):** Plan and develop facilities and programs to increase freshwater recreational fishing opportunities.

**Implementing Action II-A(5)a:** Establish, monitor, and maintain Public Fishing Areas (PFAs) at the following locations:

**Kauai:** Wailua Reservoir and Waita Reservoir

**Oahu:** Nuuanu Reservoirs Nos. 3 and 4

**Hawaii:** Lalamilo and Puupulehu Reservoirs

**Lead Organization:** DLNR Division of Aquatic Resources

**Assisting Organizations:** DLNR Division of Land Management, Kauai and Hawaii Aquatic Life and Wildlife Advisory Committees, Honolulu Board of Water Supply, and State Department of Agriculture.

**Start Date:** FY91-92

**Total Budget Estimate:** \$225,000

**Target Location:** Kauai, Oahu, and Hawaii

**Comments:** Establishment of a PFA at Wailua Reservoir in Lihue has been requested by the Kauai Aquatic Life and Wildlife Advisory Committee, which is appointed by the Governor to advise DLNR. Implementation requires an agreement to protect the private landowner (Lihue Plantation) from liability risk. Waita Reservoir in Koloa is a prime fishing site for largemouth bass. The owner, Grove Farm, allows fishing access by permission. An agreement to protect the landowner from liability risk is required.

It is recommended that the existing Fish Refuge at Nuuanu be reorganized to allow more complete control, develop a stock production capability, and improve public fishing. A

PFA is managed at Reservoir No. 4 under agreement with the Honolulu Board of Water Supply. It is proposed that Reservoir No. 3 be used to breed and rear fish to stock Reservoir No. 4 and other PFAs, and that facilities for public fishing in Reservoir No. 4 be improved.

On the island of Hawaii, establishment of a Fish Refuge and Public Fishing Area at Lalamilo and Puupulehu Reservoirs near Waimea is proposed. The reservoirs are owned by the Department of Agriculture. An experiment in the raising of rainbow trout at Lalamilo is underway. If it is successful, Lalamilo would be developed as a trout hatchery to stock a new PFA at Puupulehu. This would require an agreement with the Department of Agriculture and facilities improvements at Puupulehu, including roadway, parking, and perhaps toilets and wheelchair ramps.

In addition to the above, it is recommended that potential sites be identified on the island of Maui, which has no PFAs. See also: Conservation Lands Functional Plan, II-C(1)b.

**OBJECTIVE II-B:** Meet special recreation needs of the elderly, the disabled, women, single-parent families, immigrants, and other groups.

**Policy II-B(1):** Involve the public in the planning, development, and operation of recreational facilities and programs.

**Implementing Action II-B(1)a:** Establish linkages with existing community groups and form committees to advise on recreation matters.

**Lead Organizations:** DLNR State Parks, Forestry and Wildlife, and Aquatic Resources Divisions; DOT Harbors Division; County parks and recreation departments

**Assisting Organizations:** Oahu Neighborhood Boards, community associations, non-profit recreation providers such as the YMCA/YWCA, State and county commissions advocating for the needs of the elderly and disabled, military Morale, Welfare and Recreation agencies.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Examples of citizen groups include the Aquatic Life and Wildlife Advisory Committees and Na Ala Hele Advisory Councils on each island.

**Implementing Action II-B(1)b:** Work with the private sector, both non-profit and for-profit organizations, to provide recreation opportunities to members of the community with special needs.

**Lead Organizations:** DLNR State Parks, Forestry & Wildlife, and Aquatic Resources Divisions, DOT Harbors Division, County parks and recreation departments

**Assisting Organizations:** Various non-profit and for-profit organizations

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Changes in our society are affecting outdoor recreation. These include not only changes in demographics but a growing awareness and involvement on the part of groups with special interests and needs.

**Policy II-B(2):** Give higher priority to providing physical access to the disabled.

**Implementing Action II-B(2)a\*:** *Set a timetable and increase funds available for the retrofitting of existing parks and recreation facilities, as mandated by federal and state laws.*

**Lead Organizations:** DLNR State Parks, Forestry & Wildlife, and Aquatic Resources Divisions, DOT Harbors Division, DAGS, County parks and recreation departments and building department

**Assisting Organizations:** DOH Commission on Persons with Disabilities and counterpart agencies at the counties.

**Start Date:** FY91-92

**Total Budget Estimate:** \$50,000 per year for FY91-96 (Aquatic Resources Division)

**Target Location:** Statewide

**Comments:** The DLNR Aquatic Resources Division's initial plans call for ramps, railings, gutting tables, rain shelters, parking, and other special facilities at Nuuanu Reservoir No. 4 on Oahu and Waiakea Pond PFA in Hilo, Hawaii.

**Implementing Action II-B(2)b\*:** *Assure that all new facilities meet the Uniform Federal Accessibility Standards for handicapped access.*

**Lead Organizations:** DLNR State Parks, Forestry & Wildlife, and Aquatic Resources Divisions, DOT Harbors Division, county parks and recreation departments

**Assisting Organizations:** DOH Commission on Persons with Disabilities and counterpart agencies at the counties.

**Start Date:** FY91-92

**Total Budget Estimate:** \$100,000

**Target Location:** Statewide

**Implementing Action II-B(2)c:** Design integrated recreation programs that accommodate the needs of people with disabilities.

**Lead Organizations:** County parks and recreation departments, private recreation providers, DLNR State Parks, Forestry & Wildlife, and Aquatic Resources Divisions

**Assisting Organizations:** DOH Commission on Persons with Disabilities, Helemano Plantation, UH Mariculture Research and Training Center (MRTC)

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** The participation of disabled persons in outdoor recreational activities and sports competitions needs to be encouraged. Specialized facilities, equipment, and training methods are required to accommodate this need. The DLNR Aquatic Resources Division is currently providing opportunities and guidance to mentally retarded clients of Helemano Plantation to fish in one of the MRTC's ponds. Future programs would be developed depending on the results of this trial activity.

**OBJECTIVE II-C:** Improve and expand the provision of recreation facilities in urban areas and local communities.

**Policy II-C(1):** Meet the demand for recreational opportunities in local communities.

**Implementing Action II-C(1)a\*: *Develop bikeways in residential areas.***

Lead Organizations: County transportation departments

Assisting Organizations: Bicycle organizations, private developers, County planning and housing agencies, Housing Finance and Development Corporation (HFDC), DHHL

Start Date: FY91-92

Total Budget Estimate: \$50,000 (planning)

Target Location: Statewide

Comments: Designated bikeway would help assure safe bicycling in neighborhoods, especially for children bicycling to school, but also for residents who bike to get around or for exercise and enjoyment. Developers of new subdivisions should be encouraged to include bikeways in their plans.

**Implementing Action II-C(1)b: Provide additional playing fields and upgrade existing fields for both youth and adult sports leagues.**

Lead Organization: County parks and recreation departments

Assisting Organizations:

Start Date: FY91-92

Total Budget Estimate: \$100,000 (planning per county)

Target Location: Statewide

Comments: There is a high and growing demand for fields by baseball, softball, and soccer leagues, and the capacity of parks to accommodate more leagues is limited. There is also a shortage of lighted fields for night games.

**Implementing Action II-C(1)c\*: *Work with government agencies and developers to provide urban trails and walkways.***

Lead Organizations: County planning agencies

Assisting Organizations: DLNR Forestry & Wildlife Division/Na Ala Hele, HFDC, OSP, HCDA, DBED, County housing agencies, DHHL, private developers

Start Date: FY91-92

Total Budget Estimate: Operating funds

Target Location: Statewide

Comments: For example, the developers of Kapolei and other new developments on the Ewa plain should be encouraged to incorporate pedestrian linkages into the designs. The same concept could be applied to plans for the fixed rail system, the Honolulu waterfront, Kaka'ako, and the Aloha Tower development. Ideally, public transportation systems need to maximize access to trails and walkways. Trails and walkways accessible to people with disabilities need to be developed.

**Implementing Action II-C(1)d: Develop the recreational potential of Nuuanu, Manoa, and Kalihi Stream green belts, where trails, mudslides, and swimming holes are within close proximity to the urban Honolulu population.**

Lead Organizations: City and County of Honolulu Dept. of Parks & Recreation

Assisting Organization: DLNR Forestry & Wildlife Division/Na Ala Hele and Aquatic Resources Division

Start Date: FY91-92

Total Budget Estimate: \$50,000 (planning)

Target Location: Honolulu, Oahu

Comments: Plans have been developed by the University of Hawaii in coordination with the City & County of Honolulu Department of Parks & Recreation to improve certain areas of lower Manoa Stream for hiking trails and green space. There may be a potential for

improving the habitat value of these streams for consumptive and non-consumptive fishery uses. According to the Aquatic Resources Division, an experiment to control exotic (non-native) fish species in Manoa Stream is being planned, and the results will indicate the feasibility of recreational fishery development. The purpose is to obtain results which could be applicable to other streams.

**Implementing Action II-C(1)e: Repair and improve Hana Pier and Mala Wharf on Maui.**

**Lead Organization:** DOT Harbors Division

**Assisting Organization:** DLNR Aquatic Resources Division

**Start Date:** FY92-93

**Total Budget Estimate:** \$6,000,000 (Mala Wharf)

**Target Location:** Hana and Lahaina, Maui

**Comments:** The public pier at Hana, Maui has been used for fishing and boating for many years but its condition is poor. Mala Wharf, located near the center of Lahaina town, has long provided a place from which to fish. However, it is no longer safe and has been closed. It is recommended that these facilities be repaired/restored for fishing and other compatible recreational uses, including use by the disabled. DOT could draw upon expertise from the State of Washington, which has considerable experience in designing multi-use piers eligible for partial funding through a Federal sportfishing and boating improvement program.

**Implementing Action II-C(1)f: Provide opportunities for golf at reasonable cost by planning new municipal courses and by assuring that privately developed courses have provision for play by residents at "kamaaina rates."**

**Lead Organizations:** County parks and recreation and planning departments.

**Start Date:** FY92-93

**Total Budget Estimate:** \$30,000 (planning per golf course)

**Target Location:** Statewide

**Comments:** Golf course development, particularly on Oahu, is primarily a land use rather than a recreation issue. However, the popularity of golf among both residents and visitors is expected to increase as the population ages, and there is a current need for more municipal golf courses and/or golf courses that are available for public play at reasonable cost.

### **ISSUE AREA III. PUBLIC ACCESS TO THE SHORELINE AND UPLAND RECREATION AREAS**

- ISSUES:**
- Loss of public access due to development.
  - Landowner liability as a barrier to public access.
  - Restricted access to State Forest Reserve lands.
  - Acquisition and management of accessways.

Problems related to this issue include the loss of shoreline recreation areas and the restriction of public shoreline access due to new developments, blocking of existing shoreline access paths, restricted access to State Forest Reserve lands, and liability exposure as a significant deterrent to public access. Shoreline and upland access issues become critical as more lands are developed for resorts, housing, and golf courses. Questions of liability and property damage will have to be resolved. According the DLNR Aquatic Resources Division, the problem of landowner liability is the single greatest constraint on expanding freshwater fishing opportunities for the public.

**OBJECTIVE III-A:** Prevent the loss of access to shoreline and upland recreation areas due to new developments.

**Policy III-A(1):** Require land use permit applicants to fully address the impact of their projects on trails and public access.

**Implementing Action III-A(1)a\*:** *Conduct a systematic review of State and county laws, rules, and procedures covering land use permitting and environmental impact evaluations to assure that the impact of proposed developments on trails and public access is fully addressed. Propose changes to the laws, rules, or procedures, as needed.*

**Lead Organization:** DLNR Forestry & Wildlife Division/Na Ala Hele

**Assisting Organizations:** Attorney General's Office, Legislative Reference Bureau, DOH, DLNR Land Management Division, County planning departments, DBED Ocean Resources Branch

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** In the absence of a comprehensive access code, providing adequate public access is often part of the regulatory and permitting process. This places the burden on government agencies and the public to review development proposals and the impact they may have on trails and access. The assurance of access to mauka or upland recreation areas needs particular attention.

**Implementing Action III-A(1)b:** Draft a comprehensive public access code to require the provision of public access to shoreline and mauka recreation areas.

**Lead Organization:** DLNR Forestry & Wildlife Division/Na Ala Hele

**Assisting Organizations:** Attorney General's Office, DLNR Land Management Division, and Commission for People with Disabilities

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**OBJECTIVE III-B:** Resolve the problem of landowner liability that seriously hampers public access over private lands.

**Policy III-B(1):** Seek legislative reform of landowner liability laws to expand the provision of public access over private lands.

**Implementing Action III-B(1)a\*:** *Follow up on recommendations made in the Attorney General's report to the 1990 State Legislature regarding landowner liability.*

**Lead Organization:** DLNR Forestry & Wildlife Division/Na Ala Hele

**Assisting Organizations:** Attorney General's Office, trail user groups, landowners

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Amendment of Chapter 520, HRS, is needed to offer greater relief from liability as an incentive to landowners to provide access. A timetable for the introduction of legislation should be established.

**Implementing Action III-B(1)b:** Initiate discussions with major landowners to work toward eliminating obstacles that prevent them from allowing access.

Lead Organization: DLNR Forestry & Wildlife Division/Na Ala Hele

Assisting Organizations: Attorney General's Office

Start Date: FY92-93

Total Budget Estimate: Operating funds

Target Location: Statewide

**OBJECTIVE III-C:** Increase access to State Forest Reserve lands over federal property, leased State lands, and other government lands.

**Policy III-C(1):** Assure access to recreational areas in Forest Reserve lands.

**Implementing Action III-C(1)a:** Initiate discussions with the military and other federal agencies which restrict access over their lands to Forest Reserve areas.

Lead Organization: DLNR Forestry & Wildlife Division/Na Ala Hele

Start Date: FY92-93

Total Budget Estimate: Operating funds

Target Location: Statewide

**Implementing Action III-C(1)b:** Coordinate with the DLNR Division of Land Management and Department of Hawaiian Home Lands to assure access through leased lands to Forest Reserve areas.

Lead Organization: DLNR Forestry & Wildlife Division/Na Ala Hele

Assisting Organizations: DLNR Land Management and Aquatic Resources Divisions, Hawaiian Home Lands Department, Aquatic Life and Wildlife Advisory Committees

Start Date: FY93-94

Total Budget Estimate: Operating funds

Target Location: Statewide

Comments: The purpose of this action would be to open up areas for hiking, hunting, and bird watching and to develop new public fishing areas. Suitable wording should be written into State leases to guarantee and identify public access routes.

**Implementing Action III-C(1)c:** Work with the water departments to open up selected watershed areas and resource subzones for hiking, hunting, bird watching, and freshwater fishing (which would not jeopardize the water supply).

Lead Organization: DLNR Forestry & Wildlife Division/Na Ala Hele

Assisting Organizations: County water departments, DLNR/Division of Water & Land Development and Aquatic Resources Division, Aquatic Life and Wildlife Advisory Committees

Start Date: FY93-94

Total Budget Estimate: Operating funds

Target Location: Statewide

**OBJECTIVE III-D:** Acquire, develop, and manage additional public accessways.

**Policy III-D(1):** Give priority to acquiring public access to selected shoreline and mauka recreation areas.

**Implementing Action III-D(1)a:** Identify top priority lands that should be acquired and provide means of funding for acquisition (e.g., Land Bank).

Lead Organization: DLNR Forestry & Wildlife Division/Na Ala Hele  
Assisting Organizations: County planning/land use departments  
Start Date: FY91-92 (subject to availability of funds)  
Total Budget Estimate: \$100,000 (land appraisals)  
Target Location: Statewide

**Policy III-D(2):** Provide adequate improvements at public accessways.

**Implementing Action III-D(2)a:** Construct secondary roads, vehicular parking, comfort stations, and signs at selected public accessways, as appropriate.

Lead Organizations: County parks and recreation departments, DLNR State Parks and Forestry & Wildlife Division/Na Ala Hele  
Assisting Organizations: DLNR Land Management Division and Commission for Persons with Disabilities  
Start Date: FY92-93 (subject to availability of funds)  
Total Budget Estimate: \$500,000  
Target Location: Statewide  
Comments: The presence of appropriate improvements and signs identifying the location of access points and recreation opportunities are important elements of public access. Lack of these amenities is believed to actually discourage public use of the shoreline and mauka hiking and hunting areas. Facilities should be accessible to people with disabilities.

**Policy III-D(3):** Effectively manage and maintain existing public accessways.

**Implementing Action III-D(3)a\*:** *Prevent the blocking of existing shoreline access paths.*

Lead Organization: County planning departments  
Assisting Organization: County parks and recreation departments, DLNR Forestry & Wildlife/Na Ala Hele, Land Management, and Aquatic Resources Divisions  
Start Date: FY91-92  
Total Budget Estimate: Operating funds  
Target Location: Statewide  
Comments: The DLNR Aquatic Resources Division notes an urgent need to more aggressively manage existing shoreline accessways. Paths have been fenced or blocked illegally, signs indicating public access torn down, and accessways have become impassable stands of uncontrolled weeds and brush. Complaints are received repeatedly from fishermen in public meetings.

**Implementing Action III-D(3)b:** Assure provision of public accessways that are accessible to people with disabilities.

Lead Organization: County planning departments  
Assisting Organization: Commission for Persons with Disabilities  
Start Date: FY92-93  
Total Budget Estimate: Operating funds  
Target Location: Statewide

## **ISSUE AREA IV. RESOURCE CONSERVATION AND MANAGEMENT**

- ISSUES:**
- Environmental degradation
  - Enforcement

Concern over environmental degradation has focused largely on the ocean and shoreline. Problems include nonpoint source pollution, impact of developments on water quality, litter and debris, degradation of reef environments, anchor damage to corals, depletion of recreational fisheries, impacts on surfing sites, and inadequate attention to shoreline and beach maintenance.

There is also serious concern over the impact of off-road vehicles (dirt bikes, mountain bikes, motorcycles, jeeps), feral pigs, overgrazing, exotic plants, poaching, vandalism, fire, and litter on fragile native ecosystems. Opening upland areas to the public increases the risk of damage.

There is concern over the State's inability to adequately enforce existing laws, rules, and regulations intended to protect natural resources and to control recreation activities which may threaten these resources.

**OBJECTIVE IV-A:** Promote a conservation ethic in the use of Hawaii's recreational resources.

**Policy IV-A(1):** Emphasize an educational approach, in coordination with enforcement efforts, to promote environmental awareness.

**Implementing Action IV-A(1)a\*:** *Promote and coordinate the development and implementation of environmental education and information programs to address subjects such as litter, vandalism, poaching, anchor damage of coral, depletion of recreational fisheries, and destruction of native ecosystems.*

**Lead Organization:** OEQC

**Assisting Organizations:** DOE, UH Sea Grant Program, DBED Ocean Resources Branch and Tourism Office, DOH, DOT, OSP Coastal Zone Management Program, the Aquarium, DLNR Aquatic Resources and Forestry & Wildlife Divisions, Hawaii Nature Center, UH College of Education, Nature Conservancy

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Government agencies should be encouraged to coordinate with the private sector to promote environmental awareness. Interpretive programs are needed to promote an appreciation and understanding of unique natural and cultural resources.

**OBJECTIVE IV-B:** Prevent degradation of the marine environment.

**Policy IV-B(1):** Enhance water quality to provide high-quality ocean recreation opportunities.

**Implementing Action IV-B(1)a:** Regularly monitor the water quality at key ocean recreation sites.

**Lead Organization:** DOH

**Assisting Organizations:** DLNR Aquatic Resources and State Parks Divisions, County parks and recreation departments, DOT Harbors Division

**Start Date:** FY91-92

Total Budget Estimate: \$845,597 (HTH 849)  
Target Location: Statewide

**Policy IV-B(2):** Protect, preserve, restore, and enhance recreational fishery resources.

**Implementing Action IV-B(2)a:** Establish and monitor Fishery Management Areas to regulate fishing in areas with especially heavy use.

Lead Organization: DLNR Aquatic Resources Division  
Assisting Organizations: DLNR/Conservation and Resources Enforcement Division, DBED Ocean Resources Branch  
Start Date: FY91-92  
Total Budget Estimate: \$75,000  
Target Location: Statewide

**Implementing Action IV-B(2)b:** Develop a comprehensive statewide master plan for Marine Life Conservation Districts.

Lead Organization: DLNR Aquatic Resources Division  
Assisting Organizations: DLNR Land Management and State Parks Divisions, County parks and recreation departments, the Aquarium, UH Sea Grant, TORCH, DBED Ocean Resources Branch  
Start Date: FY92-93 (subject to availability of funds)  
Total Budget Estimate: \$100,000  
Target Location: Statewide

Comments: A cohesive plan is needed to identify, establish, and manage the State's Marine Life Conservation Districts (MLCDs) and/or underwater parks. MLCDs are popular recreation sites among residents and visitors. The California Underwater Parks Master Plan is an example of the type of comprehensive approach that Hawaii should consider taking. Information is needed to clearly document the effects of various uses and establish acceptable limits of use. Consultant services are required to compile and integrate information from existing sources and coordinate public information meetings.

**Implementing Action IV-B(2)c:** Conduct a comprehensive review of fishing laws, rules, and regulations.

Lead Organization: DLNR Aquatic Resources Division  
Assisting Organizations: UH Sea Grant, DBED Ocean Resources Branch  
Start Date: FY93-94  
Total Budget Estimate: Operating funds  
Target Location: Statewide

Comments: The effectiveness of existing statutes and administrative rules needs to be reviewed, with particular attention paid to laws/rules covering methods such as netting that have a greater impact on fishery resources.

**Implementing Action II-B(2)d:** Improve assistance to fishermen in locating fish at sea by installing and maintaining additional Fish Aggregation Devices (FADs).

Lead Organization: DLNR Division of Aquatic Resources  
Assisting Organizations: U.S. Navy, Corps of Engineers, U.S. Coast Guard, National Marine Fisheries Service, DOT Harbors Division.  
Start Date: FY91-92  
Total Budget Estimate: \$300,000 per year.

**Target Location:** Statewide

**Comments:** Fish catches reportedly made around FADs currently average between one to two million pounds per year and are expected to increase. The project is approved to receive funds under the Federal Aid to Sport Fish Restoration Act.

**Policy IV-B(3):** Protect surfing sites.

**Implementing Action IV-B(3)a:** Assure that the impact of proposed developments on surfing sites is fully addressed.

**Lead Organizations:** DLNR Office of Conservation and Environmental Affairs and County planning departments

**Assisting Organizations:** DLNR State Parks and County parks and recreation departments

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Concern was expressed in the Functional Plan public meeting on Kauai about the protection of surfing sites. Surfing, bodysurfing, and boogyboarding are popular activities throughout the state, and there is a need to protect such sites in terms of public access, water quality, and coastal works which may alter surf conditions. If alteration of a surfing site is unavoidable, serious consideration should be given to mitigating the impact through the construction of artificial reefs and the creation of new surf sites.

**OBJECTIVE IV-C:** Improve the State's enforcement capabilities.

**Policy IV-C(1):** Develop a coordinated approach to enforcement.

**Implementing Action IV-C(1)a\*:** *Coordinate enforcement efforts within DLNR and with DOT.*

**Lead Organization:** DLNR Division of Conservation & Resources Enforcement (DOCARE)

**Assisting Organizations:** Other DLNR Divisions

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** All enforcement functions within DLNR are now consolidated in DOCARE, while DOT's Harbor Patrol has jurisdiction over boating and ocean recreation activities, including enforcement of the Ocean Recreation Management Plan. The multiple, overlapping jurisdictions has been a concern, and an administration bill was introduced in the 1990 State Legislature to transfer the Boating Branch (including the Harbor Patrol) from DOT to DLNR. This bill did not pass. See also: Tourism Functional Plan, III-A(1)a.

**Implementing Action IV-C(1)b:** Coordinate enforcement efforts with the counties, Federal government, and private entities.

**Lead Organization:** DLNR DOCARE

**Assisting Organizations:** DOT, County parks and recreation departments and police departments, National Marine Fisheries Service, resorts

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action IV-C(1)c:** Establish a program similar to the Neighborhood Watch program, whereby the local community assists DOCARE.

**Lead Organization:** DLNR DOCARE

**Assisting Organizations:** Neighborhood Boards, community associations

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** This program should have a strong public information and education component.

**Policy IV-C(2):** Increase funding support for enforcement.

**Implementing Action IV-C(2)a\*:** *Provide for additional enforcement personnel to increase coverage on all islands.*

**Lead Organization:** DLNR DOCARE

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**OBJECTIVE IV-D:** Mitigate adverse impacts of tour helicopters on the quality of recreational experiences in wilderness areas.

**Policy IV-D(1):** Facilitate interagency cooperation to address the tour helicopter problem.

**Implementing Action IV-D(1)a:** Identify wilderness areas over which tour helicopter fly-overs need to be restricted.

**Lead Organization:** DOT Airports Division

**Assisting Organizations:** DLNR State Parks and Forestry and Wildlife Divisions, National Park Service, FAA, Nature Conservancy, Hawaii Helicopter Association.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide, with priority given to Kauai

**Comments:** It is recommended that agencies with jurisdiction over wilderness areas used for recreation assist the DOT Airports Division in identifying areas over which helicopter fly-overs be restricted. Although the State lacks jurisdiction in controlling flight paths, it can continue to play a key role in facilitating a solution. If self-regulation by the tour helicopter industry and other strategies do not resolve the problems, the State could work with the Federal Aviation Administration and Hawaii's congressional delegation to find a satisfactory solution.

## **ISSUE AREA V. MANAGEMENT OF RECREATION PROGRAMS, FACILITIES, AND AREAS**

- ISSUES:**
- Maintenance of existing facilities.
  - Interagency cooperation and coordination.
  - Alternative funding, acquisition, and management strategies.

A primary issue relating to management is the need to address the continuing shortage of funds available for recreation. Potential sources of additional revenues need to be identified, and

innovative management strategies have to be developed. Of particular concern are the limited resources available for ongoing operations and maintenance. A variety of recreation management and development opportunities could be more effectively addressed through the cumulative resources of agencies working together.

**OBJECTIVE V-A:** Properly maintain existing parks and recreation areas.

**Policy V-A(1):** Improve the maintenance of existing parks.

**Implementing Action V-A(1)a\*:** *Establish preventive maintenance programs in the State and county recreation agencies.*

**Lead Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, DOT State Harbors Division, County parks and recreation departments

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$75,000 (demonstration project)

**Target Locations:** Statewide

**Comments:** Detailed work management systems and related facility information need to be developed and continuously updated so that maintenance activities can be budgeted and scheduled in advance. A demonstration project can be developed using available work management software.

**Implementing Action V-A(1)b:** Finalize proposed land and facility exchange programs between State and county agencies so that parks can be more efficiently managed and maintained.

**Lead Organizations:** DLNR State Parks Division and County parks and recreation departments

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** A bill in the 1990 State Legislature to effect such exchanges was not passed.

**Implementing Action V-A(1)c\*:** *Increase funding and staffing for maintenance of State and County parks and recreation facilities.*

**Lead Organizations:** DLNR State Parks Division and County parks and recreation departments

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$500,000 (\$100,00 per jurisdiction—State and four counties)

**Target Location:** Statewide

**Comments:** Funding at both the State and county levels generally has been directed toward acquisition and development. The Federal Land and Water Conservation Fund Program provides assistance for acquisition and development but not for operation and maintenance of outdoor recreation areas. Due to fiscal constraints, funding of maintenance has not kept pace, and in some cases, has been reduced. Deferred maintenance is likely to lead to misuse of facilities and further deterioration.

**OBJECTIVE V-B:** Promote interagency coordination and cooperation to facilitate sharing of resources, joint development efforts, clarification of responsibilities and jurisdictions, and improvements in enforcement capabilities.

**Policy V-B(1): Foster closer relationships between recreation agencies.**

**Implementing Action V-B(1)a:** Establish periodic meetings at each county between representatives of the various recreation agencies.

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** County parks and recreation departments, DLNR Forestry & Wildlife Division, DOCARE, DOT Harbors Division, National Park Service, and Commission for Persons with Disabilities

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Since the late 1970s, representatives of the Hawaii County Department of Parks and Recreation, State Parks Division, and National Park Service have held informal, quarterly meetings. These meetings have fostered greater understanding between local recreation agencies, as well as specific cooperative efforts. More important, this long-term working relationship can be used to pursue the acquisition, development, and management of future recreation opportunities on the Big Island.

**Implementing Action V-B(1)b:** Establish regular coordination meetings between the various divisions of DLNR in each county involved in outdoor recreation.

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** DLNR Aquatic Resources, Forestry & Wildlife, Conservation & Resources Enforcement, and Land Management Divisions.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action V-B(1)c\*:** *Establish both formal and informal structures and methods for cooperative ventures on specific projects.*

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** DLNR Aquatic Resources, Forestry & Wildlife, Conservation & Resources Enforcement, and Land Management Divisions; County parks and recreation departments; DOT; National Park Service

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** Strategies include circulating draft plans for review by other agencies, designation of staff liaisons to serve as points of contact for intra- and inter-agency efforts, task forces to work on specific projects which require interagency coordination and cooperation, establishment of interagency agreements, and sharing of information.

**Implementing Action V-B(1)d:** Convene the State Recreation Functional Plan Advisory Committee on an ongoing basis.

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** OSP

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** This committee offers a means for interagency cooperation since most State and county recreation agencies are represented, together with members from the public.

Membership should be reviewed to assure inclusion of all relevant agencies. Meetings should be held regularly for the committee to become an effective body.

**Implementing Action V-B(1)e:** Encourage recreation agency staff members' participation in the Hawaii Parks and Recreation Association.

**Lead Organizations:** DLNR State Parks, Aquatic Resources, and Forestry & Wildlife Divisions

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** HPRA has the potential to become a coordinating body and provide an expanded forum for recreation issues.

**OBJECTIVE V-C:** Assure adequate support for priority outdoor recreation programs and facilities.

**Policy V-C(1):** Explore alternative funding strategies and sources.

**Implementing Action V-C(1)a\*:** *Establish more user fees to supplement regular appropriations and help cover operations and maintenance costs. Increase existing user fees. Suggestions include charging fees for camping permits, charging for parking in heavily used areas, and increasing slip rentals in State small boat harbors. All fees should be returned to the collecting agency.*

**Lead Organizations:** DLNR State Parks, Aquatic Resources, and Forestry & Wildlife Divisions; DOT Harbors Division; County parks and recreation departments.

**Assisting Organizations:**

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action V-C(1)b:** Earmark revenues from various sources for recreation purposes. Potential sources include the hotel room tax, gasoline taxes, surcharges on license fees, income tax checkoffs, and dedicated sales taxes to fund open space acquisition.

**Lead Organization:** DLNR State Parks Division

**Assisting Organizations:** Budget & Finance, County parks and recreation departments

**Start Date:** FY93-94

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action V-C(1)c:** Establish a private, non-profit corporation to expand public agency capabilities to provide recreation services. This corporation would serve as a clearinghouse for private sector contributions of funds, lands, and facilities for public recreation use, and acquire tracts of land with significant natural and cultural resource value for preservation or public recreational use.

**Lead Organization:** DLNR

**Assisting Organizations:** DOT, county parks and recreation departments, private recreation agencies

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** A simpler variation of this concept would be the establishment of a "Friends of State Parks" or similar type of organization. The "Friends" could be a means for volunteer recruitment (for example, docents for interpretive programs) and fundraising.

**Implementing Action V-C(1)d:** Consider the establishment of impact fees paid by developers to support the acquisition, development, and/or maintenance of parks, open space, and public access.

**Lead Organizations:** DLNR Office of Conservation and Environmental Affairs, County planning departments

**Assisting Organizations:** DLNR State Parks Division

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Policy V-C(2):** Explore alternative land acquisition strategies.

**Implementing Action V-C(2)a:** Establish conservation easements and land trusts as alternatives to direct land acquisition.

**Lead Organization:** DLNR Land Management Division

**Assisting Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, Nature Conservancy, Kauai Public Land Trust, Trust for Public Land

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Policy V-C(3):** Explore innovative ways to manage and maintain recreation resources.

**Implementing Action V-C(3)a:** Increase recruitment and mobilizing of volunteers for community work days and renovation projects. Target businesses, non-profit organizations, youth/teen groups, community associations, etc.

**Lead Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, County parks and recreation departments

**Assisting Organizations:** DOH Litter Control Office

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action V-C(3)b:** Expand "adopt-a-park", "adopt-a-beach", and "adopt-a-trail" programs to get the public involved in caring for public recreation facilities.

**Lead Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, County parks and recreation departments

**Assisting Organizations:** Neighborhood Boards, community associations, user groups, businesses, visitor destination associations, senior citizen groups.

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Implementing Action V-C(3)c:** Share the responsibility for recreation resources management with the private sector through lease agreements, whereby public land is managed by a private entity which provides recreation programs, guest accommodations, and related amenities.

**Lead Organizations:** DLNR State Parks and Forestry & Wildlife Divisions, DOT Harbors Division

**Assisting Organizations:** DLNR Land Management Division

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** An example of this strategy is the management of cabins and campsites at the Malaekahana State Recreation Area by a non-profit organization. Management by for-profit entities should also be considered. The first step would be an evaluation of State lands (forests, wetlands, etc.) with recreation potential which would not be adversely affected by human access.

## **ISSUE AREA VI. WETLANDS PROTECTION AND MANAGEMENT**

- ISSUES:**
- Recreation access and opportunities.
  - Improved wetlands information base.
  - Protection of the most valuable wetlands.

Expanding urbanization on all of the islands pose the greatest challenge to wetlands conservation and management. Wetlands have already been significantly altered by land development activities. The U.S. Fish and Wildlife Service has identified approximately 110,800 acres of wetland habitat in Hawaii, approximately 2.7 percent of the state's total land area. Over half of this acreage is on Maui. These wetlands provide wildlife habitats and serve as natural reservoirs for stormwater retention and groundwater recharge. They are used on a limited basis for recreational fishing, picnicking, sightseeing, kayaking, walking, wildlife observation, and environmental education. Active recreational pursuits in Hawaii's wetlands are generally discouraged because of concern for potential disruptions and destruction of waterbird habitat.

**OBJECTIVE VI-A:** Increase recreational access and opportunities in Hawaii's wetlands.

**Policy VI-A(1):** Identify existing wetlands with the potential for recreational development without significantly affecting wetland resources, with an emphasis on passive recreation and education.

**Implementing Action VI-A(1)a:** Conduct site evaluations and select priority sites for recreation use.

**Lead Organization:** DLNR Forestry & Wildlife Divisions

**Assisting Organizations:** DLNR Aquatic Resources Division, U.S. Fish & Wildlife Service, Commission for Persons with Disabilities

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$20,000

**Target Location:** Statewide

**Comments:** Greater recreational use may increase the public's appreciation of wetland resources. However, such an approach will require a coordinated interagency survey, followed by an evaluation of potential multi-use opportunities and priorities, including the potential for recreational use by people with disabilities.

**Implementing Action VI-A(1)b:** Develop recreation program plans for selected wetlands sites identified in the site evaluation.

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organizations:** DLNR Aquatic Resources Division, U.S. Fish & Wildlife Service

**Start Date:** FY92-93 (subject to availability of funds)

**Total Budget Estimate:** \$50,000 (planning)

**Target Location:** Statewide

**OBJECTIVE VI-B:** Develop an adequate information base to assist the County planning departments and other regulatory agencies in making decisions regarding wetlands.

**Policy VI-B(1):** Expand the wetlands information base.

**Implementing Action VI-B(1)a:** Conduct evaluations of known wetlands using the "wetlands assessment threshold criteria" to assess priority areas.

**Lead Organizations:** DLNR Forestry & Wildlife Division and U.S. Fish & Wildlife Service

**Assisting Organizations:** DLNR State Parks, Aquatic Resources, and Historic Preservation Divisions; U.S. Army Corps of Engineers; Soil Conservation Service; UH Environmental Center and Water Resources Research Center; Nature Conservancy of Hawaii.

**Start Date:** FY92-93 (subject to availability of funds)

**Total Budget Estimate:** \$100,000

**Target Location:** Statewide

**Comments:** A description of this evaluation method is contained in Appendix G of the SCORP technical reference document

**Implementing Action VI-B(1)b:** Incorporate the information from the wetlands evaluation into the consolidated data base developed by the UH Environmental Center.

**Lead Organization:** UH Environmental Center

**Assisting Organizations:** DLNR Forestry & Wildlife and Aquatic Resources Divisions, U.S. Fish & Wildlife Service, U.S. Army Corps of Engineers, Nature Conservancy

**Start Date:** FY93-94 (subject to availability of funds)

**Total Budget Estimate:** \$215,000

**Target Location:** Statewide

**Comments:** It is estimated that between 200-250 sites in the state meet the criteria set forth under Section 301 of the Emergency Wetlands Resources Act of 1986.

**Implementing Action VI-B(1)c:** Consider adopting Federal criteria for identifying and delineating wetlands.

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organizations:** U.S. Fish & Wildlife Service, DLNR Aquatic Resources Division

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** The U.S. Fish & Wildlife Service, EPA, Corps of Engineers, and Soil Conservation Service have agreed upon uniform criteria for identifying and delineating jurisdictional wetlands. The State does not have an official definition; adoption of the Federal guidelines should be considered.

**OBJECTIVE VI-C:** Assure the protection of the most valuable wetlands in the state.

**Policy VI-C(1):** Develop a coordinated approach to wetlands protection, acquisition, and management, as well as to the provision of public education programs.

**Implementing Action VI-C(1)a\*:** *Protect the following top-priority wetlands through fee acquisition, land banking, cooperative agreements, conservation easements, cooperation with private landowners, public education, and/or other strategies:*

**Kauai:** (1) *Wailua-Opaekaa Valley Area*  
(2) *Waita Reservoir and Wetlands*  
(3) *Puu Poa Marsh*  
**Oahu:** (1) *Kawainui Marsh*  
(2) *Heeia Wetlands*  
(3) *Ukoa Wetlands*  
**Molokai:** (1) *Paialoa Pond and Wetlands (in the Kamalo area)*  
**Hawaii:** (1) *Opaeula Pond (at Makalawena)*  
(2) *Aimakapa Pond (near Honokohau)*

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organization:** DLNR Aquatic Resources Division

**Start Date:** FY91-92 (subject to availability of funds)

**Total Budget Estimate:** \$600,000/year

**Target Location:** Statewide

**Comments:** The above list includes the current State priorities for wetlands protection and is subject to change. See also: Conservation Lands Functional Plan, II-B(3)a.

**Implementing Action VI-C(1)b:** Clarify and coordinate agency roles and responsibilities for wetlands acquisition and management.

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organizations:** U.S. Fish & Wildlife Service, DLNR Aquatic Resources Division

**Start Date:** FY91-92

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** See also: Conservation Lands Functional Plan, II-B(3)b.

**Implementing Action VI-C(1)c:** Establish partnerships with the private sector for the acquisition, restoration, and management of wetlands.

**Lead Organization:** DLNR Forestry & Wildlife Division

**Assisting Organizations:** U.S. Fish & Wildlife Service, Nature Conservancy, etc.

**Start Date:** FY92-93

**Total Budget Estimate:** Operating funds

**Target Location:** Statewide

**Comments:** See also: Conservation Lands Functional Plan, II-B(3)c.