

The background of the slide is a photograph of a sandy path leading through tall, dry grass towards a line of green dunes under a clear sky. The path is light-colored and winds slightly to the right. The grass is a mix of green and yellow, indicating it might be late spring or early summer. The dunes in the background are covered in dense green vegetation.

# Alternative Funding Mechanisms for Acquisition and Maintenance of Shoreline Public Access

*Marine & Coastal Zone Advocacy Council*

**May 8, 2014**



# Welcome & Introductions



**Hawaii CZM Program**

Coastal Zone Management  
HAWAII STATE OFFICE OF PLANNING

*Consultant*



PBR HAWAII  
& ASSOCIATES, INC.

*Advisory Committee*



*Sub-consultants*





# Project Goal

With the likelihood that general funds will continue to be **scarce**, the goal of this project is to be a **positive force** for public access by identifying **new and creative techniques** to **finance** not just **acquisition**, but the needed **improvements and maintenance** for safe and responsible access.



# Project Process

- Form a committee to obtain **feedback** and **input** on the project
- Compile **inventories** of public access to better understand **existing situation** and **possible issues**
- **Research** and **describe** existing and alternative funding mechanisms
- Develop **suggested financing principles** to guide providers' selection of **applicable** and **appropriate** financing methods



# Advisory Committee Membership

## *County of Hawai'i*

- Planning (2)
- Parks & Recreation
- Finance, Property Management Division (2)

## *County of Kaua'i*

- Planning
- Parks & Recreation

## *City & County of Honolulu*

- Budget & Fiscal Services
- Parks & Recreation

## *County of Maui*

- Finance
- Budget Office
- Parks & Recreation

## *DLNR*

- DOFAW
- State Parks
- OCCL

## Trust for Public Land

## MACZAC

## PATH



# Role of Advisory Committee

**Meeting #1:** Develop framework of issues

**Meeting #2:** Review alternative financing techniques

**Meeting #3:** Review funding principles & recommendations

**Meeting #4:** Review draft report



# Summary of Funding Sources

	Existing Hawaii State and Counties													Federal/National																									
	A	B	C	D	E	F	G	H	I	J	K	L	M	1	2	3	4a	4b	4c	4d	4e	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20		
Use																																							
Acquisition	•	•	•	•	•		•	•	•	•	•	•	•	•	•	•		•			•	•					•	•	•	•	•	•	•	•	•	•	•	•	•
Improvement			•	•	•	•		•	•	•	•			•	•	•		•			•		•	•	•	•	•	•	•									•	
Maintenance				•	•	•		•		•				•			•			•							•	•			•		•	•					
Technical Assistance																					•							•	•			•							
Eligible Recipient																																							
State	•			•	•	•	•								•	•	•	•	•	•	•	•		•		•	•	•	•										
County		•	•		•	•	•	•	•	•	•				•		•						•				•												
Non-Profit					•	•									•		•											•	•	•	•	•	•	•	•	•	•	•	•
Private												•	•				•							•															
Funding Type/Source																																							
Mandate	•	•	•																																				
Special Appropriation/Bonds					•	•	•																																
Special Fund				•	•	•		•	•	•	•																												
Grant															•	•		•	•		•		•	•			•	•	•	•	•		•				•		
Loan																				•																			
Tax Credit													•																										
Visitor Lodging Tax				•		•																																	
Sales Tax																																							
Conveyance Tax					•																																		
Fuel Tax				•																																			
Property Tax								•	•	•	•																												
Bag Tax																																							
Bike Tax																																							
Special Tax (i.e., CFD)																																							
Voluntary Surcharge/Donation																																							
User Fees				•																																			
Permit Fees																																							
Advertisement Fees																																							
Concession Fees																																							
Donation																																							
Advisory Services																	•				•				•														
Other												•														•	•												

# Summary of Funding Sources (con't)

	California																							
	21	22	23	24	25	26	27	28	29	30	31	32	33	34	35	36	37	38	39	40	41	42	43	44
<b>Use</b>																								
Acquisition	.	.	.	.		.														.		.	.	.
Improvement	.	.	.	.	.	.	.		.	.	.	.	.	.			.	.	.	.	.	.	.	.
Maintenance	.	.	.	.	.	.	.	.	.	.	.	.		.		.	.		.	.	.	.	.	.
Technical Assistance																								
<b>Eligible Recipient</b>																								
State	.			.		.			.					.										
County	.	.	.	.	.		.	.	.	.	.	.	.			.	.		.					
Non-Profit	.														.			.		.	.	.	.	.
Private																								
<b>Funding Type/Source</b>																								
Mandate																								
Special Appropriation/Bonds				.																				
Special Fund																								
Grant	.	.	.		.												.						.	
Loan																								
Tax Credit																								
Visitor Lodging Tax																								
Sales Tax											.	.												
Conveyance Tax																								
Fuel Tax																								
Property Tax																								
Bag Tax								.																
Bike Tax																								
Special Tax (i.e., CFD)													.											
Voluntary Surcharge/Donation	.														.	.								.
User Fees						.			.															
Permit Fees		.	.		.		.							.										
Advertisement Fees										.														
Concession Fees																								
Donation																			.				.	
Advisory Services																								
Other																		.		.	.	.		



# Summary of Funding Sources (con't)

	Other States																											
	45	46	47	48	49	50	51	52	53	54	55	56	57	58	59	60	61	62	63	64	65	66	67					
Use																												
Acquisition		•			•		•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
Improvement	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	•	
Maintenance	•	•	•	•		•	•	•	•	•	•	•		•	•	•	•	•	•	•	•	•	•	•	•	•	•	
Technical Assistance																												
Eligible Recipient																												
State				•								•	•															
County	•	•	•		•	•	•	•	•	•	•	•	•	•	•	•	•	•					•					
Non-Profit												•				•			•	•	•	•	•					
Private																												
Funding Type/Source																												
Mandate					•																							
Special Appropriation/Bonds																•												
Special Fund								•																				
Grant						•	•			•	•	•	•	•	•	•	•	•				•	•					
Loan																												
Tax Credit																												
Visitor Lodging Tax				•					•																			
Sales Tax				•			•																					
Conveyance Tax																												
Fuel Tax																												
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User Fees																												
Permit Fees																												
Advertisement Fees																												
Concession Fees																												
Donation			•																		•	•		•				
Advisory Services																												
Other																												



# Funding Plan

## Shoreline Access Funding Plan

Coordination  
& Technical  
Assistance

Acquisition

Improvements

Maintenance

Principles

Actions

Funding  
Sources

Principles

Actions

Funding  
Sources

Principles

Actions

Funding  
Sources

Principles

Actions

Funding  
Sources



# Coordination & Technical Assistance

*Enhance **coordination** among the state and counties to:*

- ***increase leverage** for competitive federal or foundation funding,*
- *encourage **sharing** of experiences/knowledge,*
- ***equalize** funding allocations among the state and counties.*



# Coordination & Technical Assistance

Recommendations	Funding Source Examples
<p>Step up DLNR's role as provided in HRS 198D:</p> <ul style="list-style-type: none"><li>• Maintain inventory</li><li>• Provide indemnity agreements</li><li>• Advise on liability issues</li></ul>	<p><i>Special Land &amp; Development Fund [D]</i></p>
<p>CZM provides organizational &amp; research support ("Forum")</p>	<p><i>Smart phone apps [38, 43]</i></p> <p><i>CZM federal sources [4c, 4d, 4e]</i></p>
<p>Assist in developing shoreline access plan for State and each county</p>	<p><i>CZM federal sources [4c, 4d, 4e]</i></p>



# Acquisition

*Systematically progress towards a shoreline network based on:*

- Defined *interval standards* and
- Acquisition *priorities*.



# Acquisition

Recommendations	Funding Source Examples
Developments should contribute a proportional in-lieu fee if the shoreline access is not feasible or safe in the development	<i>Higher permit fee [27]</i>
Re-tool HRS 115-7 to be a revolving fund that could be repaid through streaming revenue sources	<i>State county partnership fund [G]</i> <i>Partnership [54]</i> <i>General Obligation Bond</i>



# Acquisition (cont.)

Recommendations	Funding Source Examples
<p>Participate in the Forum to annually prioritize special resource and/or heritage areas <b>statewide</b></p> <p>Counties determine how to use funds to match their respective Open Space funds</p>	<p><i>Legacy Land Fund [E]</i></p> <p><i>Special resource funds [1, 2, 16, 66]</i></p> <p><i>Rails-to-trails [3, 37, 66]</i></p> <p><i>LWCF through SCORP [6]</i></p> <p><i>Foundation grants [18, 19]</i></p> <p><i>County open space funds [H, I, J, K]</i></p>



# Acquisition (cont.)

Recommendations	Funding Source Examples
Consider new sources to supplement a revolving fund or the Legacy Land Fund	<i>Film permit fees [34]</i> <i>Pro Bowl ticket surcharge [35]</i>



# Improvements

*Budget the level of improvements (and associated funding requirements for capital improvements) based on:*

- *Defined standards;*
- *Standards should also be a **basis** for **county liability immunity**.*



# Improvements

Recommendations	Funding Source Examples
Through the Forum, develop uniform, statewide standards for adequate levels of improvements. Lobby for county tort immunity based on these standards.	<i>Special Land &amp; Development Fund [D]</i> <i>CZM federal sources [4c, 4d, 4e]</i>
Through the Forum, use STIP-like process to identify and prioritize projects to allocate “block grant” funds.	<i>FHWA Transportation Enhancement [11]</i> <i>Increase &amp; earmark TAT allocation (HRS 237D-6.5) to Special Land &amp; Development Fund [D]</i>



# Improvements (cont.)

Recommendations	Funding Source Examples
Where a shoreline trail system or access specifically benefits a resort area, consider BID or hotel surcharge	<i>Special Tax District [46]</i> <i>Special Tax [48]</i> <i>Hotel opt-out donation [63]</i> <i>CFD [33]</i>



# Maintenance

- (1) *Since visitors are likely to use any access, visitor funding sources should **not be restrictive**.*
- (2) *Counties should be **substantially aided** in maintenance so that they meet quality and safety standards.*
- (3) *User fees should **benefit** the place from which they are collected.*



# Maintenance

Recommendations	Funding Source Examples
Increase TAT and/or Tourism Fund allocation to counties as annual block grants in proportion to prior year visitor counts.	<i>Amend Tourism Fund Natural Resources allocation to be a block grant to counties [F]</i>
To keep user fees place-specific, consider donation programs to adopt-a-park groups.	<i>Hotel opt-out donations [44, 63]</i> <i>User fee example not place-specific [26]</i>
Include resource impact monitoring programs and enforcement. Seek assistance from volunteer organizations.	<i>Surfrider [14]</i>

# Maintenance (cont.)

Recommendations	Funding Source Examples
Initiate and formalize Adopt-a-Park programs.	<i>Seattle Street Ends [50]</i>
Charge parking fees (e.g., Honolulu Zoo)	



# Discussion

**MACZAC Representation.** Should there be a MACZAC representative on the Forum?

**Legislative Amendments.** Would MACZAC help to lobby for legislative amendments such as increased TAT funding, tort immunity for counties, and other recommendations in the report agreed to by the Forum?

**Community Role.** Do you think you could encourage more community groups to participate in adopt-a-park programs and other volunteer efforts related to public access (e.g., through land trust or other groups like Surfrider Foundation)?

**User Fees.** Do you think people would be willing to pay, especially if the funds could be dedicated and used for the place where the fees are collected?



# Next Steps

- Final Advisory Committee meeting on **May 22**
- Committee will **review** and **comment** on draft report at that meeting
- Consultant team will **finalize** report by the **end of June**



# Questions?



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