

Management Plan Review

2002 Management Plan Assessment



April 2011

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I. WELCOME TO THE SANCTUARY: Aloha, e komo mai!

The Hawaiian Islands Humpback Whale National Marine Sanctuary (sanctuary) was congressionally designated by the Hawaiian Islands National Marine Sanctuary Act (HINMSA) on November 4, 1992 (Subtitle C of Public Law 102-587, the Oceans Act of 1992). The sanctuary works collaboratively to sustain a safe and healthy habitat for humpback whales (*koholā*).

Nearly two-thirds of the entire North Pacific population of humpback whales migrate to Hawai‘i each winter. While in Hawai‘i, they engage in breeding, calving and nursing critical to the survival of the species. This makes the shallow warm waters surrounding the main Hawaiian Islands one of the world’s most important habitats for the endangered humpback whale.

The sanctuary consists of five noncontiguous marine protected areas distributed across the main Hawaiian Islands. The total area of the sanctuary is 1,370 square miles, with the largest portion around Maui, Lāna‘i, and Moloka‘i. Each of the five sanctuary areas has its own distinct natural character and social significance. Together, they are home to a rich cultural and biological history: Native Hawaiian traditions of living in harmony with the sea and a fascinating array of marine animals, corals and plants, some of which are found nowhere else on Earth. Its waters invite recreational activities such as diving, boating and snorkeling; subsistence fishing and traditional gathering; and support commercial uses such as fishing and shipping.

As part of the community of ocean stewards, the Hawaiian Islands Humpback Whale National Marine Sanctuary strives to achieve a balance of inspired care taking, enlightened understanding, appropriate uses, and effective education to ensure the continued presence of the *koholā* for future generations.

II. GOALS

The vision for the August 2002 Management Plan was articulated in seven goals (listed on page 27 and 29 of the Hawaiian Island Humpback Whale National Marine Sanctuary August 2002 Management Plan document):

1. Conserve, enhance and protect humpback whales and their habitat.
2. Promote and coordinate research to enhance understanding and to improve management decision-making.
3. Enhance public awareness, understanding, and appreciation of humpback whales, their habitat and the sanctuary.
4. Foster all uses of the sanctuary compatible with protection of the humpback whales and their habitat (including uses by Native Hawaiians customarily and traditionally exercised for subsistence, cultural and religious purposes).
5. Establish mechanisms to foster coordination and collaboration among federal, state, and local resource management agencies, Native Hawaiians, academia, private sector, general public, non-government organizations, and other organizations.
6. Develop and maintain infrastructure and resources to achieve sanctuary goals.
7. Identify and evaluate resources and ecosystems for possible inclusion in the sanctuary.

III. EXECUTIVE SUMMARY

Management plans are documents crafted to guide current and future operations of a site. The plan for the Hawaiian Islands Humpback Whale National Marine Sanctuary includes regulations and boundaries, staffing and budget needs, and performance indicators for resource protection, research, and education programs.

Periodic management plan review is required by law for all national marine sanctuaries to ensure they continue to best conserve, protect, and enhance their nationally significant living and cultural resources while maintaining a balance of human use and economic stability.

The Hawaiian Islands Humpback Whale National Marine Sanctuary has recently undertaken a process to review its current management plan through a multi-year process committed to openness and transparency.

Sanctuary staff began with an assessment of the current management plan using the measures of effectiveness outlined in the document. This report discusses areas where the sanctuary has been successful in accomplishing the outlined tasks and also where goals and objectives may be revised to reflect the current and future direction of the sanctuary.

IV. INTRODUCTION TO THE CURRENT PLAN (adopted in August 2002)

Federal, state, and local authorities, partner agencies and interested citizens worked together to create the management actions, regulations, and goals that govern the Hawaiian Islands Humpback Whale National Marine Sanctuary.

The Final Environmental Impact Statement and the Management Plan for the Hawaiian Islands Humpback Whale National Marine Sanctuary were entered into the Federal Register in June 1997. Together, these documents formed a comprehensive plan designed to facilitate public and commercial use of the sanctuary while simultaneously coordinating the protection of humpback whales and their habitat.

The 2002 management plan review built upon the efforts conducted in 1997 on the original management plan and environmental impact statement for the sanctuary. During this revision, sanctuary staff and members of the Sanctuary Advisory Council (council) worked together to define the core of sanctuary operations, resulting in the five function-oriented action plans:

- **Natural Resource Protection:** Encompasses contingency planning, damage assessment, emergency response, permitting, enforcement and development of a process to evaluate resources for possible inclusion into the sanctuary.
- **Education and Outreach:** Incorporates education, outreach and interpretive projects, and the development of a volunteer plan.
- **Research and Monitoring:** Includes research and monitoring projects, as well as steps to enhance the administration of research projects and communications among researchers, decision-makers, and the public.
- **Cultural Resource Enhancement:** Encompasses projects pertaining to Native Hawaiian uses and traditions.
- **Administration:** Addresses projects associated with interagency coordination, Sanctuary Advisory Council operations, staffing and facilities.

This review report has been produced to inform the public of progress made towards implementing the 2002 management plan as the sanctuary prepares to update its management plan to stay relevant for ongoing and evolving issues in the ocean community.

V. EVALUATING IMPLEMENTATION

The 2002 Hawaiian Islands Humpback Whale National Marine Sanctuary Management Plan articulated its management actions for the future through five action plans. This report summarizes sanctuary actions undertaken to achieve the outcomes expected using the performance indicators identified in the plan. These performance indicators measure progress towards the outcome and provide an instrument for accountability.

The evaluation of the management plan is intended to measure whether the outcomes as stated were achieved by the implementation of various strategies and activities. As a measurement of sanctuary management effectiveness, sanctuary activities since 2002 were evaluated based on progress made towards each performance indicator; recorded as either yes (represented with a check ✓) or no (✗).

If yes, staff determined whether the deliverable was achieved within the established timeframe. Each action plan of the current management framework has a target date, a mechanism designed to guide the sanctuary through a five year implementation by allowing priorities to shift over time.

This method results in three possible scores: ✓/✓ represents on-time implementation, ✓/✗ represents delayed or late implementation. If the item was not implemented, it has an ✗ in the third column. Further explanation for each of the scores is provided below, along with specific examples to illustrate how activities or programs were judged.

- ✓/✓ “On-time Implementation” describes activities completed within the timeline set forth in the plan. For instance, since June 2004, one full-time sanctuary island coordinator has shared office space at the National Energy Laboratory of Hawai‘i Authority in Kona thanks to the partnership with the State of Hawai‘i. This was implemented a full six months ahead of the schedule identified in one of the performance indicator set forth in the Administration action plan.

On-time implementation also recognizes efforts where the sanctuary has taken steps towards a performance indicator when activities in this category are ongoing and do not have a distinct finishing point or fixed timeframe. For instance, one of the Research and Monitoring performance indicators calls for the council to take a more prominent role in providing recommendations related to research and monitoring. In practice, this resulted in monthly conference calls between sanctuary research staff and the council conservation and research committees. Two checkmarks can signal either completed or ongoing work because of the emphasis on progressive terms by the 2002 assessment scheme.

- ✓/✗ This score corresponds to “Late Implementation”. Performance indicators were accomplished, but outside the specified date. For instance, a full assessment of the list of potential resources under consideration for inclusion to the sanctuary was submitted to the governor in 2007 rather than 2004. The management plan was written in 2002 with

the expectation that it would be updated five years later. Circumstances have delayed a major revision, but the sanctuary has continued to make progress towards listed actions as is seen by a ✓/✘ mark.

- ✘ This score indicates that the performance indicator was not met either on time or little to no progress was made towards achieving this indicator. In several cases, the performance indicator is no longer relevant or a priority for the sanctuary.

This assessment is presented in a series of tables that summarize the evaluation process for each of the five action plans listed in the 2002 management plan. Each table contains all of the performance indicators in the current 2002 management plan, as well as the outcomes the indicators are intended to address. The accompanying passages describe whether or not progress occurred in more depth. The last paragraph is a summary of the outcomes of the action plan.

■ NATURAL RESOURCE PROTECTION ACTION PLAN

The establishment of the sanctuary was centered on the primary mission of protecting humpback whales and their habitat. The current management plan has identified three targeted outcomes in this area which address two of the site's goals (Natural Resource Protection Action Plan, page 36 of the 2002 Management Plan).

GOAL 1: CONSERVE, ENHANCE AND PROTECT HUMPBACK WHALES AND THEIR HABITAT.						
GOAL 7: IDENTIFY AND EVALUATE RESOURCES AND ECOSYSTEMS FOR POSSIBLE INCLUSION						
Thematic Action Plan	Performance Indicator	Target Date	Implemented?			Outcome
			Yes	On-Time	No	
Natural Resource Protection	A defined role and responsibilities in contingency planning in coordination with appropriate Federal, State, and local agencies	2003	✓	✗		Enhanced capability to PROTECT RESOURCES
	An identified and trained point of contact for consultation and permits	2004	✓	✓		
	A defined policy and mechanisms necessary for damage assessment and restoration to incidents that result in destruction, loss of, or injury to humpback whales and their Hawaiian Sanctuary habitat	2004	✓	✓		
	Outreach products and activities promoting sustainable uses developed and distributed/implemented, and annually thereafter as necessary and appropriate.	2005	✓	✓		Understand and communicate the full RANGE AND PATTERNS OF USES of the sanctuary
	A comprehensive report on Sanctuary uses prepared and distributed	2003	✓	✗		
	Increases in public awareness of appropriate and inappropriate uses of Sanctuary resources as determined by the awareness survey	2005			✗	
	A list of potential resources to be added to the Sanctuary	2004	✓	✗		Determine if the sanctuary has a role to play in the protection of OTHER RESOURCES not currently included in the Sanctuary
	Initiation of the public review of the list of potential resources	2005	✓	✗		
	Initiation of a process, if needed, to add resources to the Sanctuary	2006	✓	✗		

Protect Resources

To help achieve the first goal of the sanctuary, the management plan called for a defined role and responsibilities for sanctuary staff in contingency planning in cooperation with various federal, state, and local agencies. All three indicators have been implemented for this outcome, although the sanctuary has eased into this role. Presently, ongoing coordination with the U.S. Coast Guard's Local Area Committee ensures policies are in place for responding to catastrophic

events such as oil or other hazardous material spills within the habitat. State permits are reviewed by the state co-manager, while sanctuary staff review National Environmental Protection Act documents and conduct Endangered Species Act consultations with NOAA's National Marine Fisheries Service for proposed actions within the sanctuary.

The sanctuary has taken the lead on establishing policies and procedures for responding to distressed humpback whales. Entanglement in fishing gear/ marine debris and collisions with marine vessels has been identified as the primary human-caused sources of serious injury and mortality among humpback whales in Hawai'i through the on-the-water experience of sanctuary research staff. The Hawaiian Islands Large Whale Entanglement Response Network, established in 2002, is a community-based response effort for entangled large whales around the main Hawaiian Islands. Since its inception, over 170 trained participants have conducted more than a hundred on-water entanglement responses, removed over 6,500 feet of entangling gear, and successfully disentangled 14 humpback whales.

Range and Patterns of Uses

The sanctuary has initiated an assessment of the full range and patterns of uses within its borders, and is mapping human use activities to generate baseline information to manage current threats. While not completed by the 2003 target date, this assessment will be available to inform proposed management actions in the upcoming management plan review.

The sanctuary has developed several outreach products that highlight appropriate uses of sanctuary resources. This was one of the important outputs from the 2003 workshop sponsored by the Sanctuary Advisory Council Vessel Strike Working Group. In an effort to identify possible actions to reduce the occurrence of vessel-whale collisions, more than 75 people in attendance (including resource managers, scientists, industry leaders and representatives of the marine community) recommended increasing awareness through education and outreach. In response, the sanctuary created the Ocean Etiquette Campaign targeting boater user groups in particular, but also the general public with workshops, conducting lectures, installing harbor signs, participating in outreach events, distributing outreach materials, and contributing articles to appropriate publications and other media outlets. The sanctuary has been actively engaged in this outreach effort, but staff has yet to measure whether this has increased public awareness of appropriate and inappropriate uses of sanctuary resources because survey methodology is heavily constrained by the Paperwork Reduction Act (44 U.S.C. 3501 *et seq*) which regulates the collection burden on the public.

Other Resources

When the sanctuary was designated, the Hawaiian Islands Humpback Whale National Marine Sanctuary Act stated that other marine resources and ecosystems of national significance should be considered for possible inclusion in the sanctuary. Public comment also highlighted the need to initiate a process to consider the inclusions of additional resources in the sanctuary.

The 2002 management plan set forth several indicators for making progress towards this outcome. A report entitled "Assessment of Additional Marine Resources for Possible Inclusion in the Hawaiian Islands Humpback Whale National Marine Sanctuary" was submitted and

approved by the Governor of the State of Hawai‘i in 2007. In 2010, a series of eight scoping meetings were held across the islands to initiate a public review of the list of potential resources. These comments are to be folded into the current management plan review, the mechanism by which additional species and resources may be added. While all three performance indicators have either been achieved or are ongoing, none of them were completed within the dates associated with the performance indicator. Therefore, this section receives three “Late implementation” scores or ✓/✗.

Summary

In summary, all of the performance indicators identified within the Natural Resource Protection action plan were achieved with the exception of one, which was to conduct a public awareness survey of appropriate and inappropriate uses in the sanctuary. The sanctuary will continue to work with partner agencies and organizations to develop tools to assess public awareness of the sanctuary.

It is clear that the sanctuary has made significant achievements in resource protection efforts beyond what was originally identified in the 2002 management plan. For example, with respect to the first of the sanctuary goals (Conserving, enhance and protect humpback whales and their habitat), sanctuary programs are recognized both nationally and internationally for their success in providing natural resource protection for humpback whales and their habitat. This expertise has facilitated the discussion of sister sanctuary status with both Russia and Canada, the formation of subcommittees and working groups within the International Whaling Commission, and cooperation with the American Samoa Territorial Government to assess populations in American Samoan waters. Locally, sanctuary staff provides assistance in stranding and disentanglement of monk seals, green sea turtles and other cetaceans, ultimately supporting the broader resource protection missions of the joint managers, NOAA and State of Hawai‘i Department of Land and Natural Resources (DLNR).

▪ EDUCATION ACTION PLAN

Education and outreach are tools leveraged towards the overarching goal of enhancing public awareness, understanding and appreciation of humpback whales, their habitat and the sanctuary.

GOAL 3: ENHANCE PUBLIC AWARENESS, UNDERSTANDING, AND APPRECIATION OF HUMPBACK WHALES, THEIR HABITAT AND THE SANCTUARY.						
Thematic Action Plan	Performance Indicator	Target Date	Implemented?			Outcome
			Yes	On-Time	No	
Education and Outreach	Increased awareness of and understanding of Sanctuary goals and other key facts and messages related to humpback whale protection and sustainable ocean use as shown by periodic surveys among educators, Sanctuary users and the general public.	2004			X	Increasing awareness of the SANCTUARY STEWARDSHIP MISSION and fostering an ocean stewardship ethic more effectively
	A completed Strategic Education and Outreach Plan	2004			X	
	A completed interpretive plan and/or handbook completed	2005			X	
	Increasing numbers of volunteers and hours of volunteer participation increase throughout the plan period.	--	✓	✓		Clarify and augment its VOLUNTEER program
	A completed volunteer handbook	2004	✓	X		
	A completed volunteer plan	2005	✓	X		
	Stable or increased satisfaction levels of volunteers as shown by surveys taken throughout the plan period.	--			X	

Sanctuary Stewardship Mission

The educational programs of the sanctuary have a dual focus: teach communities about humpback whales and the ocean they live in, and train the next generation of ocean stewards. Throughout the state, sanctuary staff augment existing school curricula through classroom-based or in-the-field education, and empower teachers with the tools to expand ocean literacy. In addition, the sanctuary has developed extensive community programming which creates learning opportunities which are as diverse as the constituents these programs serve.

Despite the numerous programs and education activities conducted by staff, the performance indicators designed to assess the outcome of whether public awareness of sanctuary goals increased were not achieved. Teacher workshops and some programs participants have filled out evaluations, but no systematic assessments were conducted to measure the effectiveness of the programs over time, which limits the sanctuary from making any conclusions about progress of this indicator.

The current management plan called for the completion of an Education and Outreach strategic plan. Staff began development of site-specific plans with the creation of a portfolio of programs,

but this effort was put on hold when the Office of National Marine Sanctuaries (ONMS) proposed updating the national education plan for the entire sanctuary system. Common issues such as liability, roles, or background checks were addressed at a headquarters level. Now that the NOAA ONMS Education Strategic Plan 2010-2015 and Implementation Plan 2010-2015 are available, work will resume with tailoring these documents to a comprehensive site-specific plan that addresses not only education, but interpretive and volunteer activities to achieve efficiency and accountability in the next management plan.

Volunteers

By engaging volunteers from the community, the sanctuary has been able to enhance operations and increase capacity, thus making substantive progress towards the desired outcome of increasing the volunteer program. As a baseline figure, in 2001, 700 volunteers contributed 4,500 hours of pro bono service. This number was increased to approximately 20,000 total hours of service statewide in 2010 to support sanctuary programs that help protect the marine environment through their stewardship efforts. This is a significant increase over the plan and equal to approximately \$427,200 (based on Independent Sector estimated value of volunteer time).

The Maui site has a volunteer coordinator, while other staff fill that role on Kauaʻi, Oʻahu and in Kona, in addition to their other responsibilities. The sanctuary is also supported by a national volunteer coordinator that assists with coordinating volunteerism at all the sanctuary sites in order to standardize recruiting, training, management and recognizing volunteers.

To date, the sanctuary has developed a volunteer handbook only for Maui, the location of the sanctuary's Kīhei visitor center. This site also has a plan for training volunteers, outlining a progression of involvement in activities. Although products have not been created for all islands, this represents progress towards the completed volunteer handbook and volunteer plan indicator.

Summary

The sanctuary is well known for its education and outreach programs on the marine environment in Hawaiʻi. Both formal and informal education programs across the state continue to reach tens of thousands of students, visitors and members of the community in order to spread awareness of the need to protect ocean resources. Sanctuary staff has started a number of volunteer citizen scientist programs. The popular Sanctuary Ocean Count project offers the community a chance to monitor humpback whales from the shores of Oʻahu, Hawaiʻi and Kauaʻi. Not only does this project collect population and distribution information on humpback whales around the Hawaiian Islands, but it also involves the community in a fun and educational activity. Similar programs have been set up for monitoring various parameters of the humpback whales' habitat: water quality, invasive limu, fish, and ʻopihi. These activities, developed since the current management plan was adopted, are an important example of how sanctuary activities have evolved outside of the proposed framework to better engage its constituents.

The sanctuary will continue to work with partner agencies and organizations to build and improve outreach and education efforts, while addressing weakness in localized strategic planning and specific program effectiveness assessment.

RESEARCH / MONITORING ACTION PLAN

The current management plan recognizes that research and long-term monitoring are essential to accomplishing the sanctuary's goals. The outcomes of this action plan seek a well-run research and monitoring program able to provide marine managers with the resource information they need.

GOAL 2: PROMOTE AND COORDINATE RESEARCH TO ENHANCE THE UNDERSTANDING OF HUMPBACK WHALES AND THEIR HABITAT, AND TO IMPROVE MANAGEMENT DECISION-MAKING.						
Thematic Action Plan	Performance Indicator	Target Date	Implemented?			Outcome
			Yes	On-Time	No	
Research and Monitoring	Periodic reports/estimates of humpback whale abundance in the main Hawaiian Islands.	--	✓	✓		Use research and monitoring information in DECISION MAKING PROCESS
	A completed research study on threats	2004	✓	✗		
	A completed workshop on threats	2005	✓	✓		
	A more prominent role for the SAC in providing recommendations related to research and monitoring.	--	✓	✓		
	Increased numbers of research results published in peer-reviewed publications	2006	✓	✓		Administration and promotion of RESEARCH AND MONITORING PROJECTS
	Developed data storage and management system(s)	2006	✓	✓		
	Improved coordination of research and monitoring activities with education and outreach activities.	--	✓	✓		

Use in the Decision-Making Process

In 2003, the sanctuary's science and research program began to address unanswered questions concerning habitat requirements, population size, distribution and dynamics, threats and impacts, and other important biological and ecological parameters of humpback whales. In order to provide an estimate of humpback whale abundance in the main Hawaiian Islands, sanctuary scientists coordinated the largest whale research project ever completed. The Structure of Populations, Levels of Abundance, and Status of Humpbacks (SPLASH) featured 10 countries, 50 organizations, and 400 researchers spread across the North Pacific humpback feeding and wintering areas using photo-identification and biopsy tissue sampling as their primary field methods to generate the most accurate population estimates ever calculated in Hawai'i and the North Pacific.

Current projects focus on threats to the humpback whale: studying impacts of entanglements, vessel collisions, and other human activities affecting the animal directly and indirectly through changes in their habitat. A research study was commissioned to report on threats to the humpback whale as suggested by the performance indicator of this outcome, but it became

obvious that the scope of the issue was larger than could be covered comprehensively in a single report. Therefore, the sanctuary has diversified its approach. Much has been learned through sanctuary-hosted workshops and discussion panels with experts (2003 Vessel Collision Workshop, 2006 Health Assessment Workshop, a 2009 panel on Threat Mitigation at the Marine Mammal Protected Areas Conference, and 2010 Large Whale Entanglement Workshop). Moreover, sanctuary scientists have contributed to the creation of a research network by advising or sitting on numerous committees including the NOAA Humpback Whale Biological Review Team, the U.S. delegation to the International Whaling Commission, the International Committee on Marine Mammal Protected Areas, the Commission for Environmental Cooperation, the Secretariat of the Pacific Region Environmental Program and the Marine Mammal Sanctuary of the Dominican Republic which is a sister sanctuary of the site.

In turn, the sanctuary advisory council research and conservation committees have been more involved, communicating with sanctuary staff on regularly scheduled conference calls. Collectively, these efforts have granted access to relevant resources to guide management decisions.

Administration and Promotion

The second outcome of the Research and Monitoring Action Plan was to improve the administration and communication of the results of sanctuary sponsored research projects. The Hawaiian data from SPLASH was organized into a readily accessible database by 2006 that continues to be analyzed. The sanctuary also created an ongoing Animal in Distress database for entangled, ship-struck and unhealthy humpback whales. The research program has co-authored 26 papers on humpback whale biology and human impacts between 2002 and 2010, as well as three workshop reports and 39 professional presentations. This material has also found its way into education activities, which frequently feature research and rescue updates. All three of the performance indicators to improve administration and communication of the results of sanctuary sponsored research projects have been implemented.

Summary

Sanctuary personnel are recognized experts in the area of large whale entanglement response and research, but continue to reach out to colleagues, hosting a number of internships and trainings each year to facilitate the circulation of knowledge between staff and the global community. University and graduate students from Hawai‘i, the U.S. mainland, Japan, Mexico, China and the Dominican Republic have contributed to and enhanced the work of the sanctuary through internships and support research on a variety of topics such as acoustics, entanglement, genetics, pollutants, skin bacteria and interactions with vessels. These types of agreements, partnerships and collaborations enhance the sanctuary’s ability to meet its primary purpose of protecting the humpback whale and its habitat in Hawai‘i.

▪ CULTURAL RESOURCE ENHANCEMENT ACTION PLAN

The desired outcome for the Cultural Resource Enhancement Action plan is for the sanctuary to take a proactive role in facilitating, fostering, and communicating Native Hawaiian uses and traditions. Progress towards achieving this outcome would be measured by the growth of Native Hawaiian partnerships, the incorporation of Native Hawaiian cultural values within curriculum materials and educational tools, and increased awareness among sanctuary users of Native Hawaiian culture related to the marine environment and humpback whales.

GOAL 4: FOSTER ALL USES OF THE SANCTUARY COMPATIBLE WITH PROTECTION OF THE HUMPBACK WHALES AND THEIR HABITAT (INCLUDING USES BY NATIVE HAWAIIANS CUSTOMARILY AND TRADITIONALLY EXERCISED FOR SUBSISTENCE, CULTURAL AND RELIGIOUS PURPOSES).						
Thematic Action Plan	Performance Indicator	Target Date	Implemented?			Outcome
			Yes	On-Time	No	
Cultural Resource Enhancement	Development of curriculum materials and educational tools incorporating Native Hawaiian cultural values	2006	✓	✓		Facilitating, fostering, and communicating NATIVE HAWAIIAN USES and traditions
	Increased participation of Native Hawaiian organizations and individuals in Sanctuary activities and products	2007	✓	✓		
	Increased awareness among Sanctuary users of Native Hawaiian culture related to the marine environment and humpback whales as measured by awareness surveys (first survey to be completed by the end of 2005).	2005			✗	

Native Hawaiian Uses

The sanctuary partnered with the Pacific American Foundation to create Aloha ‘Āina, a set of curricula designed to integrate the traditional Native Hawaiian resource management concepts including interconnected ecosystems such as ahupua‘a, or land division extending from mountain to sea, into the State of Hawai‘i Department of Education standards. The ongoing partnership with the Pacific American Foundation emphasizes the incorporation of traditional knowledge into teacher enrichment. Other ongoing efforts to incorporate Native Hawaiian perspectives into sanctuary programs include integrating cultural protocols, as appropriate at sanctuary events and more recently, sharing resources with the Kaho‘olawe Island Reserve Commission. The sanctuary also benefits from a strong partnership with ‘Ao‘ao O Nā Loko I‘a O Maui, the Association of the Fishponds of Maui. This organization has been rebuilding the Ko‘ie‘ie Loko I‘a rock wall that fronts the Sanctuary Learning Center on Maui, a tremendous opportunity to educate the public about traditional Native Hawaiian values, practices and traditions. The sanctuary has and will continue to reach out to the Native Hawaiian community, to consult with Hawaiian kūpuna (elders) and cultural practitioners to seek input into sanctuary resource management.

Several initiatives have been undertaken to increase Native Hawaiian perspectives and culture into sanctuary programs related to the marine environment and humpback whales. To date, approximately 20% of Ocean Awareness Training (OAT) and Ocean Protection And Cultural Awareness (OPACA) trainings are devoted to Native Hawaiian concepts and resource management. This is likely to increase as the sanctuary strengthens its collaborations with several Native Hawaiian organizations. Several sanctuary brochures and posters have been developed to highlight Native Hawaiian values in marine resource management but no evaluation or assessments were conducted to measure increases in awareness.

Summary

The sanctuary has made significant strides towards including Native Hawaiian uses in the sanctuary. The sanctuary previously had a Hawaiian Cultural Educator to assist in the incorporation of cultural traditions relating to the ocean and humpback whales into sanctuary projects and activities. However, this is an area that the sanctuary can show more improvement. To date, most of the sanctuary's engagement with the Native Hawaiian community has been focused in the Kīhei community on Maui, centered around the fishpond at the Sanctuary Learning Center. The sanctuary is expanding its engagement with Native Hawaiian organizations and recently appointed a new Native Hawaiian representative to the Sanctuary Advisory Council, with the intention of increasing the participation of Native Hawaiians and organizations statewide.

■ ADMINISTRATION ACTION PLAN

Three outcomes have been identified for the Administration action plan, promoting collaboration, SAC participation and operational efficiency.

GOAL 5: ESTABLISH MECHANISMS TO FOSTER COORDINATION AND COLLABORATION AMONG FEDERAL, STATE, AND LOCAL RESOURCE MANAGEMENT AGENCIES, NATIVE HAWAIIANS, ACADEMIA, PRIVATE SECTOR, GENERAL PUBLIC, NON-GOVERNMENT ORGANIZATIONS, AND OTHER ORGANIZATIONS						
GOAL 6: DEVELOP AND MAINTAIN INFRASTRUCTURE AND RESOURCES TO ACHIEVE SANCTUARY GOALS						
Thematic Action Plan	Performance Indicator	Target Date	Implemented?			Outcome
			Yes	On-Time	No	
Administration	Completion of all pending Memoranda of Understanding	2004	✓	✓		Coordination and COLLABORATION WITH PARTNERS sharing jurisdiction for Sanctuary resources
	Defined and implemented roles for the Sanctuary in interagency responses to humpback whale strandings and scientific research	2005	✓	✓		
	Development and implementation of an orientation package for new SAC members	2002	✓	✓		Enhance the support provided to the SAC; INCREASE SAC PARTICIPATION in appropriate Sanctuary activities
	Completed SAC retreat by the middle of 2003 and annually thereafter.	2003	✓	✓		
	Development and distribution of a brochure identifying contact information for SAC members	2003	✓	✓		
	Completed strategic plan and annual operating plan for the SAC	2003	✓	✓		
	Increased SAC member attendance at public events	2005	✓	✓		
	Establishment of a satellite office on the Big Island, depending upon availability of funding and staff	2004	✓	✓		Increase its OPERATIONAL EFFICIENCY by improving its physical and staff infrastructure
	Prioritized list of equipment needs and ongoing action to acquire equipment	2003	✓	✗		
	Completion of a ten-year facilities plan for the Sanctuary	2005	✓	✗		
	Completion of a prioritized list of new staff needed by the middle of 2003 and new staff hires, within personnel slot and budget limitations	2005	✓	✗		
	Development of a training plan for each employee of the Sanctuary	2003			✗	

Better Coordination with Partners

A Memorandum of Understanding (MOU) with the State of Hawai‘i was finalized July 30, 2002, to enter into a partnership with NOAA to co-manage the sanctuary. This was followed by a second MOU with the Research Corporation of the University of Hawai‘i in 2004 to hire staff to provide services to implement management of the sanctuary. The sanctuary also works with

numerous agencies to execute emergency whale stranding response efforts, address threats, and inform management protocols and procedures. The collaborating agencies include: National Marine Fisheries Service, the Coast Guard, the Division of Conservation and Resources Enforcement at the State of Hawai‘i, Department of Land and Natural Resources and NOAA’s Office of Law Enforcement. Both of these performance indicators were completed on time.

Strengthen Sanctuary Advisory Council

In the 2002 management plan, the sanctuary developed several management actions and identified a key performance indicator to increase support of the sanctuary advisory council as a means for increasing public participation in appropriate sanctuary activities. The council is a community-based advisory group consisting of representatives from various stakeholder groups, government agencies and the public at large. New council members now receive an orientation after their appointment, training packages and handbook. The council embodies a collaborative management approach by contributing significantly to sanctuary policies and programs. Related to the next performance indicator, annual operating plans were developed during previous council retreats in 2003-2005, 2007 and 2008. While not annual, this still represents significant progress towards this indicator, and was marked as such. Therefore, each of the five performance indicators designed to increase support to the council were implemented on time.

Staff and physical infrastructure improvements

Goal six of the current management plan was to develop and maintain infrastructure and resources to achieve sanctuary goals. A ten-year facility plan for the sanctuary offices (O‘ahu, Maui, Kaua‘i, and Hawai‘i) was incorporated into the larger ONMS Pacific Islands Regional Facilities Master Plan completed in 2009. The creation of a prioritized list of equipment or new staff by the end of 2003 was not done, but personnel needs necessary to manage the sanctuary have been filled as they arise, with staff receiving the required office purchases as funding allows. Finally, the last performance indicator was not met because training was provided on a rolling basis as schedules and budgets allowed.

Summary

The sanctuary has actively supported an expanding role of the council, encouraging members to become more actively engaged in attending sanctuary events, including the upcoming management plan review. Over the past eight years, numerous seats have been added to the advisory council with representation across islands (Moloka‘i and Lāna‘i are now represented), various new stakeholders (Native Hawaiian, tourism) and a youth seat. The sanctuary has worked hard to build personnel capacity through attracting interns from the University of Hawai‘i, the Hawai‘i Institute of Marine Biology, AmeriCorps and NOAA.

VII. CONCLUSION

During the past decade, the Hawaiian Islands Humpback Whale National Marine Sanctuary has made significant accomplishments within its management plan. There was a high degree of implementation of activities in the Natural Resource Protection, Research and Monitoring, and Administrative Action Plans. These successes have formally strengthened the sanctuary's management role in the Hawaiian Islands, facilitating work with other agencies, partners and stakeholders to achieve its primary mission to protect North Pacific humpback whales and their habitat.

The sanctuary has and will continue to prioritize a high level of public and community engagement to implement a full slate of outreach and education materials, respectful of local community and culture.

Reviewing the progress of the Management Plan performance indicators from 2002 to 2010 presents a clear opportunity for the sanctuary to improve its management effectiveness to reflect new challenges, new priorities and new opportunities.

When preparing this assessment, there were several areas where achievements went beyond those listed in the performance indicators. As the Hawaiian Islands Humpback Whale National Marine Sanctuary prepares to update its guiding document, these activities show the possibility of expanding the scope of the sanctuary beyond its primary mission of protecting humpback whales and their habitat.

VIII. THE FUTURE

Nearly two decades have passed since the sanctuary was established to protect humpback whales and their habitat in Hawai‘i. As the previous pages have shown, since then the sanctuary has developed and implemented a multitude of programs focusing on humpback whale resource protection, education, research and cultural resources through inspired partnerships and dedicated staff.

As a national and internationally recognized leader in marine mammal protection, the sanctuary has found itself engaging in activities that lie outside the 2002 Management Plan and that support the broader missions of its joint trustees, assisting with other species and the broader ecosystem. The sanctuary seeks to remain relevant and up-to-date with ongoing and evolving issues in the ocean community in line with its Congressional mandate. To best serve the Hawaiian Islands in protecting the ocean resources meaningful to the community, the sanctuary is considering its role and direction to more effectively address marine conservation issues facing the Hawaiian Islands.

NOAA and the state of Hawai‘i are collectively embarking on a process that provides communities with an opportunity to weigh-in on how the sanctuary might evolve to help meet the marine resource protection needs of Hawai‘i over the next five to ten years and beyond. As always, we will endeavor to do this with harmony, hope, respect and *aloha o ke kai* (love of the sea).

Mahalo nui loa for reading!