

1. Introduction

This document is a combined draft management plan (DMP) and draft environmental impact statement (DEIS). Proposed revisions to sanctuary regulations are published concurrently in the Federal Register (FR) as a proposed rule. The National Oceanic and Atmospheric Administration (NOAA) is the lead agency for this proposed action.

The basic elements of a DEIS include the purpose and need for the proposed action (Section 4), the affected environment (Section 7 and 8), a description of the proposed action and alternatives (Section 5), and the environmental consequences of the alternatives (Section 9). The affected environment describes the biological, cultural, and socioeconomic value of the marine habitats of the populated Hawaiian Islands and more specifically details these values for the proposed additional sanctuary units. The description of the proposed action and alternatives includes a description of a no-action alternative, the proposed action, and two other alternatives. The description of the affected environment and the description of the proposed action and alternatives (along with the action plans in Section 10) present decision makers and the public with the information necessary to understand the analysis of potential environmental, cultural, and socioeconomic consequences or impacts of the alternatives.

Management plans are sanctuary-specific planning and management documents used by all national marine sanctuaries. Management plans fulfill many functions, including outlining staffing and budget needs, setting priorities and performance measures for resource protection, research and education programs, and guiding development of future budgets and management activities. When final, this plan will chart the course for the sanctuary over the next 5 to 10 years.

Section 304(a)(4) of the NMSA requires that “terms of designation may be modified only by the same procedures by which the original designation is made.” When HIHWNMS was designated in 1999, an EIS was prepared prior as required by the NMSA. As such, since the proposed action would modify the sanctuary’s terms of designation, the NMSA requires preparation of an EIS regardless of the significance of the impacts of the alteration. There are no anticipated significant effects of this action.

The DEIS evaluates the potential environmental, cultural, and socio-economic impacts of the proposed Hawaiian Islands Humpback Whale National Marine Sanctuary actions, including changing the name from Hawaiian Islands Humpback Whale National Marine Sanctuary to Hawaiian Islands National Marine Sanctuary - Nā Kai ‘Ewalu, designating additional areas to be included in the sanctuary, revising sanctuary regulations, and implementing new sanctuary action plans. The DEIS has been prepared in accordance with the National Environmental Policy Act of 1969, as amended (NEPA), 42 United States Code (U.S.C.) § 4321 *et seq.*, its implementing regulations (40 Code of Federal Regulations [C.F.R.] § parts 1500–1508), and NOAA’s implementing procedures for NEPA (NOAA’s Administrative Order 216-6). The Notice of Intent to prepare this EIS was published on [insert date here] (insert F.R.N. number here). To help readers locate topics required by NEPA, Table 3 lists them with the corresponding section of this document and the relevant page numbers. An index of important terms is also provided at the end of the document.

NEPA REQUIREMENT	DOCUMENT SECTION	PAGE
Cover Sheet		24
Table of Contents		4
List of Preparers		3
Executive Summary		14
Purpose and Need for Action	Section 4	38
Affected Environment	Section 6 & 7	72
Alternatives	Section 8	47
Environmental Consequences	Section 9	176
List of Agencies, Organizations, and Persons Receiving Copies of the DEIS	Appendix H	402
Index		412

Table 3. Legal requirements for the DMP/DEIS.

2. Background

This section provides overviews of the Hawaiian Islands Humpback Whale National Marine Sanctuary, the National Marine Sanctuary System, the State of Hawai'i Department of Land and Natural Resources, and the sanctuary advisory council. It also describes the mandate of the Office of National Marine Sanctuaries (ONMS) under the National Marine Sanctuaries Act (NMSA).

2.1. Hawaiian Islands Humpback Whale National Marine Sanctuary

The Hawaiian Islands Humpback Whale National Marine Sanctuary (sanctuary) covers approximately 1,370 square miles of federal and state waters in the Hawaiian Islands. Congress designated the sanctuary in 1992 through the Hawaiian Islands National Marine Sanctuary Act (HINMSA). The Act requires the development of a comprehensive management plan with implementing regulations to govern the overall management of the site and to protect sanctuary resources and qualities. As expressed by Congress in the HINMSA, the purposes of the sanctuary are to (1) protect humpback whales and their habitat in the area described in section 2305(b); (2) educate and interpret for the public the relationship of humpback whales to the Hawaiian Islands marine environment; (3) manage human uses of the sanctuary consistent with the Act and NMSA; and (4) provide for the identification of marine resources and ecosystems of national significance for possible inclusion in the sanctuary. The boundaries and terms of designation were established in 1997 through an administrative process with extensive public input.

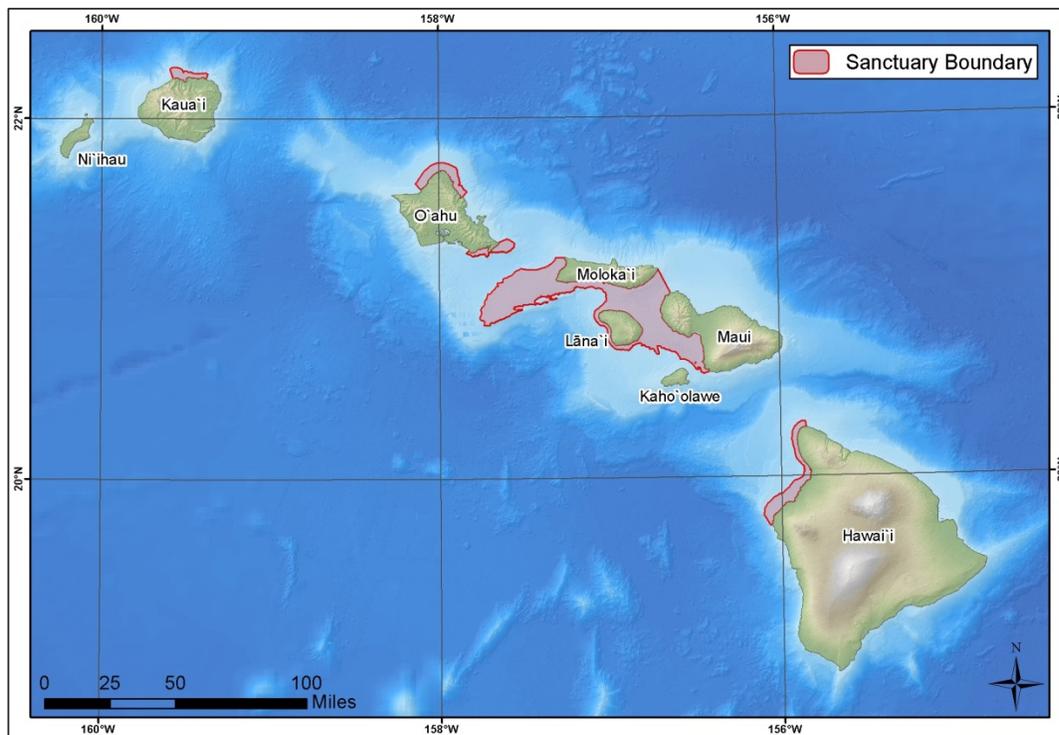


Figure 2. Current sanctuary boundaries.

The current sanctuary boundary encompasses the submerged lands and waters off the coast of the Hawaiian Islands extending seaward from the shoreline, cutting across the mouths of rivers and streams, unless otherwise indicated (Figure 2):

- (1) to the 100-fathom (183 meter) isobath adjoining the islands of Maui, Moloka‘i and Lāna‘i, including Penguin Bank, but excluding the area within three nautical miles of the upper reaches of the wash of the waves on the shore of Kaho‘olawe Island;
- (2) to the deep water area of Pailolo Channel from Cape Halawa, Moloka‘i, to Nakalele Point, Maui, and southward;
- (3) to the 100-fathom (183 meter) isobath from Upolu Point southward to Keahole Point, Hawai‘i.
- (4) to the 100-fathom (183 meter) isobath from Kailiu Point eastward to Makahuena Point, Kaua‘i; and
- (5) to the 100-fathom (183 meter) isobath from Pua‘ena Point eastward to Mahie Point, and from the Ala Wai Canal eastward to Makapu‘u Point, O‘ahu .

Excluded from the sanctuary are the following commercial ports and small boat harbors:

- **Hawai‘i (Big Island):** Kawaihae Boat Harbor & Small Boat Basin
- **Maui:** Lahaina Boat Harbor; Mā‘alaea Boat Harbor
- **Kaua‘i:** Hanamaulu Bay
- **Lāna‘i:** Kaumalapau Harbor; Manele Harbor
- **Moloka‘i:** Kaunakakai Harbor; Hale o Lono Harbor

The sanctuary is co-managed by the National Oceanic and Atmospheric Administration (NOAA) and the State of Hawai‘i (State) through a compact agreement that was signed in 1998. NOAA and the State entered into an intergovernmental Compact Agreement in 1998 for the purpose of clarifying the relative jurisdiction, authority, and conditions of the NOAA-State partnership for managing the sanctuary. It clarifies the State's continuing authority and jurisdiction over its State waters, submerged lands, and other resources within the sanctuary. The agreement establishes provisions with respect to NOAA's collaboration with the State of Hawai‘i on sanctuary management issues and recognizes that no federal, state, or local title or authority to manage and regulate submerged lands, resources, or activities, has been limited, conveyed or relinquished. The Compact Agreement states that NOAA and the State will collaborate in the management of the sanctuary and its resources and clarifies that the sanctuary management plan will apply throughout the sanctuary, including the portion of the sanctuary within the seaward boundary of the State. The Department of Land and Natural Resources (DLNR) serves as the lead agency in administering the co-management of the sanctuary.

2.2. National Marine Sanctuary System

The National Marine Sanctuary System includes thirteen national marine sanctuaries and one marine national monument, encompassing more than 170,000 square miles of ocean and Great Lakes waters from Washington State to the Florida Keys, and from New England to American Samoa (Figure 3). They range in size from the one mile diameter Monitor National Marine Sanctuary off the coast of North Carolina, to the more than 139,000 square mile Papahānaumokuākea Marine National Monument, located in the Northwestern Hawaiian Islands of the Archipelago.

National marine sanctuaries are special areas set aside for long-term protection and conservation and are part of our nation’s legacy to future generations. Sanctuaries are an essential part of this country’s collective environmental and cultural riches, with natural, cultural and scenic endowments as significant as any national park. They contain deep ocean habitats of resplendent marine life, kelp forests, coral reefs, whale migration corridors, deep-sea canyons, historically significant shipwrecks, and other underwater archaeological sites. Each sanctuary is a unique place worthy of special protection. Because they are integral to coastal communities, sanctuaries serve as natural classrooms, cherished recreational spots, and places for valuable commercial activities. National marine sanctuaries represent many things to many people.

2.3. Office of National Marine Sanctuaries

The Office of National Marine Sanctuaries (ONMS), formerly the National Marine Sanctuary Program, serves as the trustee for the National Marine Sanctuary System and is an office within the National Ocean Service (NOS) of NOAA. The mission of ONMS is to identify, protect, conserve, and enhance the natural and maritime heritage resources, values, and qualities of the National Marine Sanctuary System for this and future generations throughout the nation.

NATIONAL MARINE SANCTUARY SYSTEM



Figure 3. The National Marine Sanctuary System.

2.4. Department of Land and Natural Resources

The State of Hawai‘i Department of Land and Natural Resources (DLNR), headed by an executive Board of Land and Natural Resources, is responsible for managing, administering, and exercising control over public lands, water resources, ocean waters, navigable streams, coastal areas (except commercial harbors), minerals, and all interests therein. The department’s jurisdiction encompasses nearly 1.3 million acres of state lands, beaches, and coastal waters as well as 750 miles of coastline (the fourth longest in the country). It includes state parks, historical sites, forests and forest reserves, aquatic life and state sanctuaries, public fishing areas, boating, ocean recreation, and coastal programs, wildlife and its sanctuaries, game management areas, public hunting areas, and natural area reserves.

The mission of DLNR is to enhance, protect, conserve and manage Hawai‘i’s unique and limited natural, cultural and historic resources held in public trust for current and future generations of visitors and the people of Hawai‘i in partnership with others from the public and private sectors. The DLNR contains 10 Divisions and Offices that work to accomplish this mission, including Aquatic Resources (DAR), Boating and Ocean Recreation (DBOR), Bureau of Conveyances (BOC), Conservation and Coastal Lands (OCCL), Conservation and Resources Enforcement (DOCARE), Engineering Division (ENG), Forestry and Wildlife (DOFAW), Historic Preservation Division (SHPD), Land Division (LAND), and State Parks (SP). In addition, the DLNR administers the following Boards, Commissions, Committees, and Councils: Aha Moku Advisory Committee, Commission on Water Resource Management, Endangered Species Recovery Committee, Hawai‘i Historic Places Review Board, Island Burials Councils, Kaho‘olawe Island Reserve Commission, Legacy Land Conservation Commission, and the Natural Area Reserves Systems Commission.

2.5. National Marine Sanctuaries Act

The National Marine Sanctuaries Act (NMSA) (16 U.S.C. §§1431 *et seq.*) is the legislative mandate governing ONMS. The NMSA authorizes the Secretary of Commerce to designate as national marine sanctuaries those areas of the marine environment or Great Lakes with special national significance based on their conservation, recreational, ecological, historical, scientific, cultural, archeological, educational or esthetic qualities. The primary objective of the NMSA is to protect sanctuary resources. The NMSA also focuses on education, public outreach and research.

The NMSA states that the National Marine Sanctuary Program (now ONMS) shall “maintain for future generations the habitat and ecological services of the natural assemblage of living resources that inhabit [sanctuaries]” (16 U.S.C. § 1431(a)(4)(A),(C)). The NMSA further recognizes that “while the need to control the effects of particular activities has led to enactment of resource-specific legislation, these laws cannot in all cases provide a coordinated and comprehensive approach to the conservation and management of the marine environment” (16 U.S.C. § 1431 301(a) (3)). Accordingly, ONMS subscribes to a broad and comprehensive ecosystem-based management approach to meet the NMSA’s primary objective of resource protection.

The NMSA was the first legislation to focus on comprehensive and area-specific protection of the marine environment resulting in most national marine sanctuaries using an ecosystem-based management approach that focuses on the maintenance of high levels of biodiversity to meet the NMSA’s primary objective of resource protection. The NMSA is unique in that it promotes management actions focused on the protection and conservation of the full spectrum of biological diversity as defined by each site, and can serve as an important complement to other laws and regulations. Sanctuaries may consider an array of management measures to maintain “natural biological communities.” By including the broad mandate “to protect, and where appropriate, restore and enhance natural habitats, populations, and ecological processes,” the NMSA highlights its purpose as providing protection of overall biodiversity in these special areas. In specifying the management of “natural biological communities,” “natural assemblages of living resources,” and “natural habitats” national marine sanctuaries can be managed to broadly protect and conserve biodiversity. This comprehensive management approach differs

from many other laws and regulations, which tend to address specific problems or resource issues such as water quality, endangered species, or particular fishery stocks, but are not really geared to consider management of human use impacts as they affect the whole marine environment.

2.6. Sanctuary Advisory Council

The sanctuary advisory council (council) is a community-based advisory group consisting of representatives from various ocean user groups and industries, scientists, environmentalists, communities, government agencies and the public at large. The council consists of nineteen voting members and their alternates, and fifteen non-voting members, all of whom are confirmed by the ONMS Director in consultation with the State of Hawai‘i (Table 4). The role of the council is to provide advice and recommendations on sanctuary operations and programs. Additionally, council members serve as liaisons between their constituents and communities and the sanctuary staff to promote communication on key issues and concerns that may affect research, resource protection, management actions, education, and economic opportunities.

Sanctuary Advisory Council Members	
Non-Government Members (voting unless otherwise indicated)	Government Members (non-voting unless otherwise indicated)
Business/Commerce	Hawaiian Islands Humpback Whale National Marine Sanctuary
Citizen At-Large	Superintendent
Commercial Shipping	National Marine Sanctuary of American Samoa Superintendent
Conservation	NMFS, Office of Law Enforcement
Education	NMFS, Pacific Islands Regional Office
Fishing	Office of Hawaiian Affairs (voting)
Hawai‘i County	Papahānaumokuākea Marine National Monument Superintendent
Honolulu County	State of Hawai‘i Co-Manager
Kaua‘i County	State of Hawai‘i Dept. of Business, Economic Development & Tourism
Lāna‘i Island Representative	State of Hawai‘i Dept. of Health
Maui County	State of Hawai‘i Dept. of Land and Natural Resources
Moloka‘i Island Representative	State of Hawai‘i Dept. of Transportation Harbors Division
Native Hawaiian	State of Hawai‘i Office of Planning
Ocean Recreation	U.S. Army Corps of Engineers
Research	U.S. Coast Guard
Tourism	U.S. Navy
Whale Watching	Western Pacific Regional Fisheries Management Council (voting)
Youth (non-voting)	

Table 4. Sanctuary advisory council representation.

3. Sanctuary Management Plan Review

New challenges and opportunities emerge with time. For this reason, the National Marine Sanctuaries Act (NMSA) requires periodic review of sanctuary management plans to reevaluate site-specific goals and objectives and to develop management strategies and activities to ensure that each sanctuary properly conserves and protects its nationally significant living and cultural resources. Management plans are sanctuary-specific planning and management documents used by all national marine sanctuaries. Management plans fulfill many functions, including outlining staffing and budget needs, setting priorities and performance measures for resource protection, research and education programs, and guiding development of future budgets and management activities.

3.1. History

The original 1997 Management Plan and the revised 2002 Management Plan defined actions tailored to specific issues affecting the sanctuary. The specified requirements of the plans were compatible with the overall sanctuary management approach embodied in the NMSA and implementing regulations (15 C.F.R. Part 922). The 1997 Management Plan recognized the need for facilitating human uses of the sanctuary compatible with the primary purpose of protecting humpback whales and their habitat. Successful implementation of the original management plan required continuing cooperation and coordination among many Federal, State, and county agencies and representatives, as well as private organizations and individuals. Management initiatives fell into five fundamental program areas: resource protection, research and long-term monitoring, education and outreach, administration, and enforcement.

The 2002 Management Plan restructured and revised the 1997 Management Plan. The sanctuary had accomplished many of the goals in the original plan and many of the goals and objectives needed to be revised to reflect the future direction of the sanctuary. The primary purpose of the 1997 continued to be to protect humpback whales and their habitat. The five action plans contained in the plan include natural resource protection, education and outreach, research and monitoring, cultural resource enhancement, and administration. In response to the overwhelming public comments received to protect additional resources and species, the process to include new species was detailed in the 2002 Management Plan. Additionally, a new activity relating to the development of a cultural protocol to respond to stranding was incorporated. The remainder of the changes between the 1997 Management and

What is Management Plan Review?

The sanctuary management plan review process is based on five fundamental steps:

1. Public scoping, which includes a formal comment period and public meetings to identify a broad range of issues and concerns related to management of the sanctuary.
2. Analysis and prioritization of the issues raised during scoping, followed by development of actions plans.
3. Preparation of the draft management plans and relevant National Environmental Policy Act (NEPA) documentation such as an Environmental Impact Statement or Environmental Assessment.
4. Formal Public Comment Period.
5. Preparation of the final management plans and relevant NEPA documentation.

the 2002 Management Plan were minor and included such information as updating partner lists and inclusion of cost estimates.

Sanctuary management has been considering the need for a more comprehensive approach to marine resource management in Hawai‘i for some time. The Hawaiian Islands National Marine Sanctuary Act (HINMSA) expressly states that the sanctuary will “provide for the identification of marine resources and ecosystems of national significance for possible inclusion in the sanctuary” (Public Law 102-581, Section 2304(b)). During the 2002 management plan review (MPR), the sanctuary received comments from the general public requesting that the sanctuary consider the conservation and management of marine resources in addition to humpback whales and their habitat. In response, sanctuary management included a goal in the 2002 management plan to “identify and evaluate resources and ecosystems for possible inclusion in the sanctuary” (HIHWNMS Management Plan 2002). Sanctuary managers followed up by conducting an assessment of living marine resources and maritime heritage resources within the sanctuary (Assessment of Additional Resources for Possible Inclusion in the Hawaiian Islands Humpback Whale National Marine Sanctuary, 2007). The assessment considered population trends, past and current threats, existing management authorities, and conservation needs. The assessment report was shared with then Governor Linda Lingle who publicly expressed her support for the sanctuary to consider protecting additional marine species and maritime heritage resources.

Between April 2009 and February 2010, the sanctuary conducted a series of meetings and workshops to solicit public input on the inclusion of additional marine resources into sanctuary management and raise awareness about the management plan review process. These events were conducted formally and informally across the State of Hawai‘i on all islands with a sanctuary presence. The most significant meetings and workshops are described in additional detail below:

- *Sanctuary Advisory Council Briefing*: The sanctuary advisory council was briefed on the management plan review process at a public meeting in February 2009. Additionally, council members were invited to participate in the process through island-wide public meetings. By engaging their constituents, council members were able to provide input on many of the management issues being addressed. The council expressed their support for the management plan review process and approved of the plan to engage the public in the process. The council also recommended that the sanctuary begin the process of assessing opportunities to broaden the scope of sanctuary management to potentially include additional marine resources beyond humpback whales. In July 2009, the council established a Change Solutions Working Group to address new issues facing the sanctuary and to answer the question as to how to proactively engage with the larger public to identify issues that may come up during MPR.
- *Hawai‘i Conservation Conference*: In the summer of 2009, the sanctuary hosted a public workshop at the Hawai‘i Conservation Conference to begin to identify key issues that needed to be addressed during the sanctuary management plan review. The annual conference facilitates interaction and information exchange between the scientific community and natural resource managers. The workshop provided background on sanctuary programs, partnerships, and opportunities for public participation in the review process but was designed to discuss emerging issues and gauge public concerns.
- *MPR Constituent Engagement Workshop*: In March 2010 the Change Solutions Working Group of the sanctuary advisory council hosted a 2-day facilitated workshop for representatives of key communities and stakeholder groups of the sanctuary to address the following questions: What is the sanctuary doing now and what can it do better? What should

the sanctuary be doing to increase natural and cultural resource protections within its boundaries? Outside its boundaries? What could the sanctuary look like in 10 years? Workshop participants identified local issues specific to communities and a series of recommendations for conducting an outreach strategy to different island communities to effectively address local and community specific issues. In May 2010, the council voted to approve the workshop recommendations to guide the overall management plan review process. Recommendations to engage community leaders and decision-makers, neighborhood-level boards, and statewide organizations and agencies were used to inform engagement with communities during the management plan review process.

- *Public Information Session:* In the spring of 2010, the sanctuary hosted eight public information sessions in Waiialua and Hawai‘i Kai, O‘ahu; Lāna‘i City, Lāna‘i; Kīhei, Maui; Hilo and Kailua-Kona, Hawai‘i; Līhu‘e, Kaua‘i; and Kaunakakai, Moloka‘i. Sanctuary staff shared information about the management plan review process and provided opportunities for public feedback. Participants were invited to share their thoughts about the future role of the sanctuary in the conservation of the marine resources in Hawai‘i. Several hundred members of the public attended the informational meetings.

The sanctuary also developed outreach materials to inform the public about current sanctuary programs, marine resource management, and opportunities to participate in the MPR process. “The Koholā Connection: State of the Sanctuary - Management Plan Review Special Edition” described sanctuary programs and accomplishments as well as the history of the sanctuary, and identified emerging marine conservation issues. The “MPR Informational Sheet” provided an overview of the MPR process. The sanctuary newsletter, Au O Ka ‘Ike provided periodic updates on the MPR process, sanctuary advisory council meetings, and other opportunities for public participation. The “Public Information Meetings Summary” synthesized the input from the public collected during the statewide information sessions. The Sanctuary Condition Report (2010) assesses the status and trends of humpback whales and their habitat, and the human activities that may affect the sanctuary.



In 2010 sanctuary staff and council members participated in a *Visioning Workshop* to identify common elements that should be reflected in sanctuary management. The proposed elements are identified below:

- A sanctuary that restores marine ecosystems in Hawai‘i;
- A sanctuary based on community involvement, collaboration and inspired partnerships;
- A sanctuary that inspires a diverse community of ocean stewards;
- A model of global marine conservation leadership based on traditional connections between land and sea manifested in the Hawaiian ahupua‘a model;
- The sanctuary that provides/supports a legacy of a healthy marine ecosystem through education, research and addressing threats to sanctuary/marine resources;
- The sanctuary that becomes focal point for learning Hawaiian culture and values (regarding environment/land); and

- A sanctuary that preserves the biodiversity of a healthy ecosystem for the North Pacific humpback whales and other species sharing the ecosystem.

3.2. Public Scoping Process

NOAA formally initiated the public scoping process, required under NEPA, on July 14, 2010, by publishing a notice of intent in the *Federal Register* (75 FR 40759). This notice of intent (1) informed the public that the sanctuary was initiating a review of its management plan and regulations; (2) served as the official start of the 90-day public scoping and comment period; (3) announced the ten public scoping meetings held on six islands across the state; and (4) provided public notice of NOAA's intent to prepare an environmental impact statement (EIS) pursuant to the National Environmental Policy Act (NEPA), and develop a new management plan.

In August 2010, the sanctuary held ten public scoping meetings in communities across Hawai'i. Meetings took place on the island of Hawai'i in Hilo and Kailua-Kona; O'ahu in Honolulu and Hale'iwa; Kaua'i in Līhu'e and Kīlauea; Maui in Kīhei and Lahaina; Moloka'i in Kaunakakai; and Lāna'i in Lāna'i City, and they were collectively attended by several hundred community



members, stakeholders, and agency representatives. The meetings provided participants the opportunity to learn about sanctuary programs and interact with sanctuary staff. A formal presentation provided a more structured introduction to sanctuary initiatives. Participants were also invited to participate in small break out sessions to provide feedback on sanctuary management and program priorities.

Individuals and stakeholders who were unable to attend the public

scoping meetings also had the opportunity to submit written comments online or in writing. In total, 12,375 public submissions were received over the 90-day public comment period (July to October 2010). Comments were submitted by agencies, organizations, elected officials and community members from throughout Hawai'i, the U.S. mainland and elsewhere (Table 5). Submissions were received as letters, faxes, voicemails and emails, in addition to the comments provided at public scoping meetings. The submissions included two petitions with a total of 12,019 signatures. All comments received during the public comment period were documented as part of the administrative record. The public scoping process is described in additional detail in the "Public Scoping Report: Community Engagement in the Management Plan Review" (http://hawaiihumpbackwhale.noaa.gov/management/pdfs/final_scoping.pdf).

Public Input	Hawai'i	Other U.S.	International	Unknown	Totals
Agencies /Organizations ¹	32	9	0	0	41
Individuals ²	140	9	0	0	149
MCBI Petition ³	52	4,397	1,805	49	6,303
Kaua'i Ballot ⁴	166	0	0	0	166
Fishing Community Petition ⁵	5,625	89	2	0	5,716
Location Sub-totals	6,015	4,504	1,807	49	12,375

Table 5. Summary of submissions received during scoping period.

The sanctuary advisory council (council) has played a key role in increasing cultural relevance for sanctuary programs and management approaches. The addition of representation from Lāna‘i and Moloka‘i on the council in 2011 provided sanctuary managers with insights from these smaller and more rural populations. In 2012, the Native Hawaiian Subcommittee was established as a subunit of the full council, and the Kumulipo was also officially acknowledged as a gift from our kūpuna offering clarity to decision-making. As discussions in council meetings gained more cultural context, it became clear that sanctuary management would benefit from even more outside expertise in cultural perspectives of traditional resource management. Subsequently, the Native Hawaiian Subcommittee and Research Subcommittee of the council helped coordinate a workshop to describe future potential for the integration of western and indigenous knowledge and science. The Aloha ‘Āina Workshop resulted in a guidance document that was further voted on with unanimous support by the full sanctuary advisory council to serve as a guiding document for the sanctuary’s management plan review (Aloha ‘Āina Guidance Document 2012).

3.3. Action Plan Development

In sanctuary management plans, action plans describe and prioritize activities for the next 5 to 10 years. The review of the Hawaiian Islands Humpback Whale National Marine Sanctuary management plan, required under NMSA Sec. 304(e), provided ONMS an opportunity to conduct public scoping during the summer of 2010 to gauge interest in modifying the management approach of the sanctuary. Following the public comment period, sanctuary staff assessed the comments and organized them into categorical bins based on their primary theme. These themes were further refined into overarching considerations, issues, and potential approaches (Table 6).

In December 2010, the sanctuary advisory council was presented with an overview of the comments and established working groups to further examine nine of the eleven issues that were identified through the public scoping process. It was determined that two of the issues: Management Effectiveness, and Marine Animal Assessment and Response, would be addressed through consultation meetings with targeted stakeholders. The working groups were made up of

¹ Includes federal and state agencies, as well as organizations and local county council members. Input was received as emails and letters.

² Includes letters, emails, and comment sheets received from individual citizens.

³ Online petition from the Marine Conservation Biology Institute, which was forwarded to the sanctuary superintendent as individual emails.

⁴ Concerned citizens from Kaua‘i produced their own ballot to provide their comments during the scoping period. Hard copies of the ballots were received by the sanctuary office by mail.

⁵ Includes individuals representing ocean users and the fishing community. A hard copy of the petition was submitted to sanctuary staff in person.



council members, community and user group representatives, and technical experts. Working group meetings were open to the public and facilitated public participation by gathering input from relevant constituent groups. Each working group produced a technical report, which included recommendations for management actions that the sanctuary should take to address those issues. In January 2012,

the council voted to forward all nine working group reports to sanctuary management to serve as the framework for the revised draft management plan. Together the reports contained over 150 recommendations for sanctuary management activities. Sanctuary staff considered all of the proposed activities when developing the revised draft management plan.

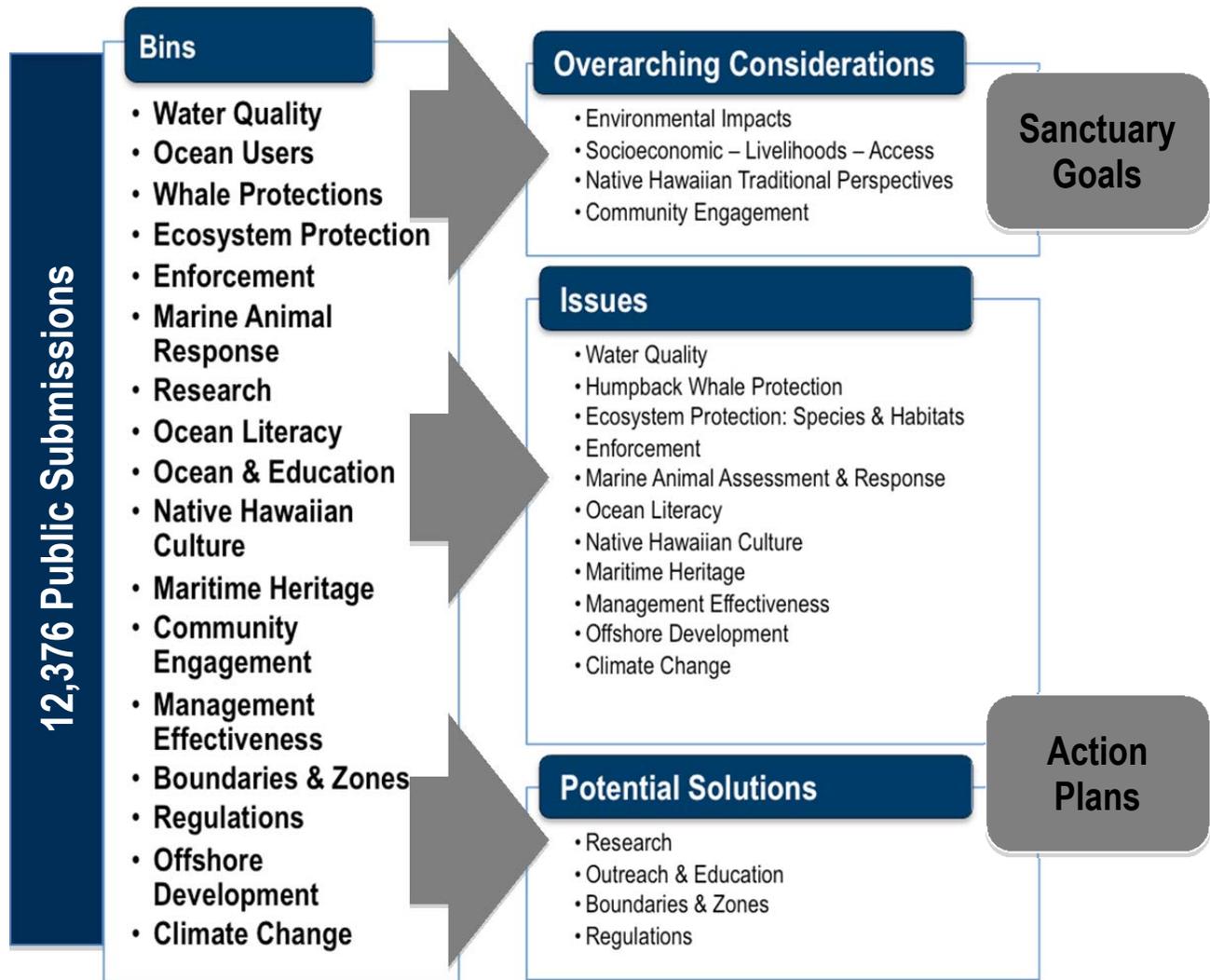


Table 6. Process to organize public comments.