



STATEWIDE
COMPREHENSIVE
OUTDOOR RECREATION PLAN
2015
SUMMARY REPORT

Department of Land & Natural Resources

SUMMARY REPORT

WHAT IS THE SCORP AND THE LWCF?

The Statewide Comprehensive Outdoor Recreation Plan or “SCORP” is an inventory of existing recreational resources; a report on the public demand and issues relating to those resources; and a strategic plan to address those issues and demand. Since the inception of the federal Land and Water Conservation Fund (LWCF) program in 1964, preparation of a state comprehensive outdoor recreation plan (SCORP) has been required for states to remain eligible for LWCF funding assistance. The State of Hawai‘i, Department of Land and Natural Resources (DLNR), under Act 236 (the Hawai‘i State Planning Act 1984), is responsible for preparing and implementing the SCORP.

The LWCF program provides funding for the acquisition and development of public lands to meet the needs of all Americans for outdoor recreation and open space. LWCF funds are derived from a portion of offshore oil revenues and gas receipts. The LWCF Act was passed by Congress in 1964 and signed into law in 1965. In September 2014, the LWCF program celebrated its 50th anniversary.

Over the past fifty years, the LWCF has contributed to the protection of some of the nation’s most important recreation resources as well as to millions of locally important recreation areas. In Hawai‘i, \$38 million in LWCF grants have been leveraged for a total investment of at least \$76 million, benefitting over 401 acres of Hawai‘i’s recreation land and open space.

To remain eligible to receive LWCF matching grant funds, states must prepare and update their SCORP every five years. The scope of the plan is designed to meet the specific program responsibilities of the federal LWCF Act, whose concerns are outdoor recreation, land acquisition, facility development, redevelopment, and rehabilitation.

Between January 15 and March 17, 2014, public input was solicited on the SCORP update through an online public survey and five public meetings. Over 1,100 people from around the state participated in this process. During that same period, recreation agency staff responded to a “providers” survey and participated in meetings with State Parks staff and their consultants to discuss the SCORP planning process, the LWCF, emerging issues in outdoor recreation and barriers to implementation and delivery.

This SCORP focuses on identifying and addressing the shifting needs and challenges related to outdoor recreation in Hawai‘i. It emphasizes the importance of preserving and improving outdoor recreation resources for our way of life and the future of Hawai‘i’s economy.

The full SCORP is available at the Hawai‘i State Parks Office and online at <http://dlnr.hawaii.gov/dsp/>. This document is a summary of the full report.



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Figure 1. Hawai'i LWCF Projects 2009-2014



EXISTING CONDITIONS AND RECREATION INVENTORY

The unique social, cultural, and economic setting as well as land tenure history influence the type and supply of outdoor recreation facilities in Hawai'i. There is a wide variety of outdoor recreation opportunities with seven National Parks and Historic Sites, six National Wildlife Refuges, 55 State Parks, 31 State Small Boat Harbors and Boating Facilities, and hundreds of county parks and recreation areas across the eight main islands. However, of these eight islands, Ni'ihau is privately owned, much of Lāna'i is privately owned, and Kaho'olawe does not have a permanent population. A detailed outdoor recreation inventory and maps are provided as Appendix A of the SCORP.

Table 1. Outdoor Recreation Facilities by Island Land Area & Resident Population

ISLAND	POPULATION BY ISLAND (2010)	LAND AREA (SQ. MI.)	NUMBER OF OUTDOOR RECREATION FACILITIES*	NUMBER OF LWCF 6(F) FACILITIES*
Kaua'i	66,921	552	110	22
Ni'ihau	170	68	no data	0
O'ahu	953,207	598	341	41
Maui	144,444	772	151	19
Moloka'i	7,345	260	25	1
Lāna'i	3,135	141	9	1
Kaho'olawe	0	45	0	0
Hawai'i	185,079	4,028	184	20

*As identified in the SCORP inventory tables (Appendix A) Source:

State of Hawai'i Data Book 2013, Table 1.11

Table 2. Facilities per Unit of Population and per Square Mile

	FACILITIES PER 1,000 PEOPLE	FACILITIES PER SQUARE MILE	LWCF 6(F) FACILITIES PER 1,000 PEOPLE
Kaua'i	1.64	0.20	0.33
O'ahu	0.36	0.57	0.04
Maui	1.05	0.20	0.12
Moloka'i	3.40	0.10	0.14
Lāna'i	2.87	0.06	0.32
Hawai'i	0.99	0.05	0.09

Highest value in each column is bolded.

TRENDS & NEEDS FOR OUTDOOR RECREATION

The SCORP highlights the outdoor recreation developments that recreation organizations, public agencies, and policy makers identify as priorities. Notable trends include:

- There is an increasing demand on outdoor recreational facilities due to growing resident, military, and visitor populations.
- Need for better physical fitness among Hawai'i's population.
- Need to reduce barriers that prevent people from participating in outdoor recreation and to promote opportunities for all people to get outdoors, irrespective of age and ability.
- County leaders are refocusing on parks maintenance.
- Public-private partnerships are becoming increasingly important to providers.
- Visiting the beach is the most popular activity of both Hawai'i's visitor and resident population, and investments in beach access and facilities will be an on-going need.
- Balancing demand for ocean and beach activities with caring for natural and cultural resources, protecting the public's safety, and avoidance of user conflicts is a challenge.
- There is a need for more and safer walking paths, trails, bike paths and sidewalks.
- For Hawai'i's resident population, cultural practices and outdoor recreation are deeply intertwined. There is an on-going demand for access to nature in general and cultural sites specifically.
- Sports fields remain in high demand. An increasing population, combined with new sports, and year-round seasons are stressing multi-purpose fields.



Source: Bryan Elkus flickr

ISSUES

Issue #1: Quality and Condition of Facilities. SCORP public survey respondents and provider respondents both identify, "Operating and maintaining existing infrastructure and facilities" as the number one priority for investment in outdoor recreation.



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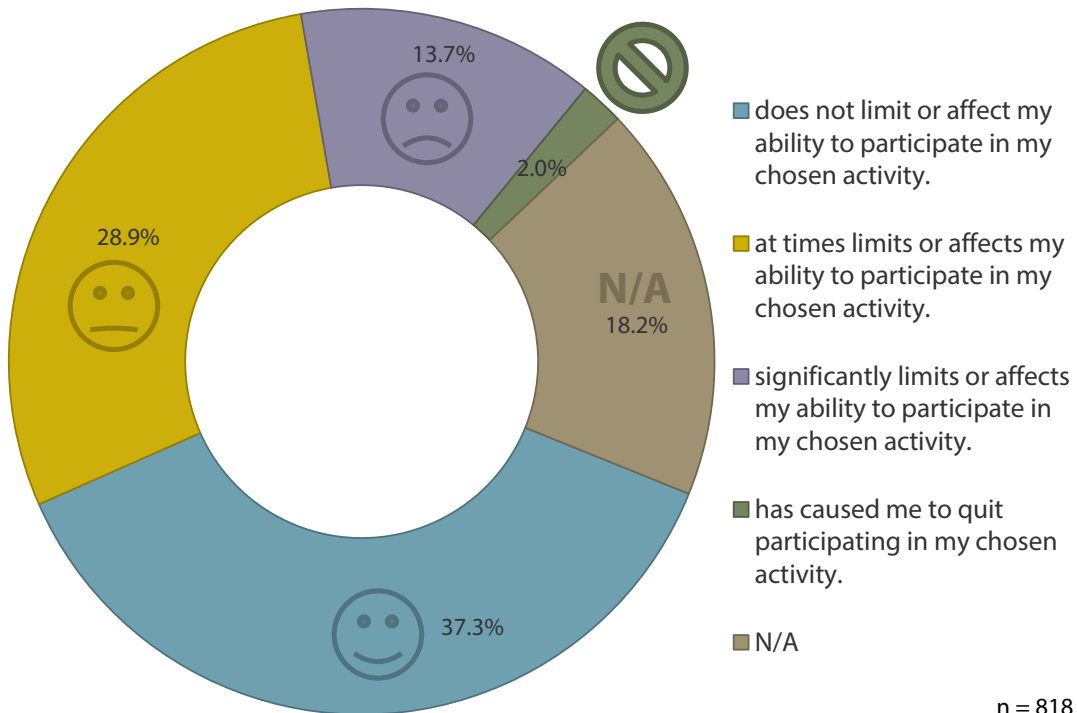
Table 3. Public vs. Provider Ranking of Outdoor Investment Priorities

ANSWER OPTIONS	PUBLIC PRIORITY	PROVIDER PRIORITY	DIFFERENCE
Operating and maintaining existing infrastructure and facilities	1	1	0
Protecting natural and wildlife resources and wilderness areas	2	4	-2
Providing public access to recreation areas	3	2	1
Protecting cultural/historic resources	4	3	1
Developing beach facilities and places for swimming, snorkeling, fishing, boating, and other sustainable ocean recreational activities	5	6	-1
Preventing and mitigating vandalism of recreation facilities	6	5	1
Developing paths for walking, jogging, or biking	7	8	-1
Increasing opportunities in mauka areas for hiking, camping, hunting, and other outdoor recreation activities	8	7	1

Issue #2: Hiking Trail Demand and Use. The demand for more trails and trail support facilities is competing with the demand for existing trail maintenance, which is critically needed due to heavy use.

Issue #3: User Conflicts. Nearly half (44.6 percent) of the respondents reported that they are limited or prevented from participating in an outdoor activity due to conflict with another

Figure 2. User Conflict



n = 818

activity that shares facilities or resources with their activity.

Issue #4: Uncertain & Inadequate Financial Support. Limited, and uncertain funding makes operating outdoor recreation facilities challenging and planning new park facilities highly uncertain.

Issue #5: Liability Concerns. A history of costly tort claims in Hawai'i now weighs heavily into planning and management decisions. Liability concerns both on private and public land have limited use of or closed popular mauka recreational activities and sites, which is a cause of frustration for nature-based enthusiasts.

Issue #6: Enforcement. The need for additional enforcement to protect both the public's wellbeing and the health of Hawai'i's natural and cultural resources was a strongly expressed demand by both recreation providers as well as public survey respondents.

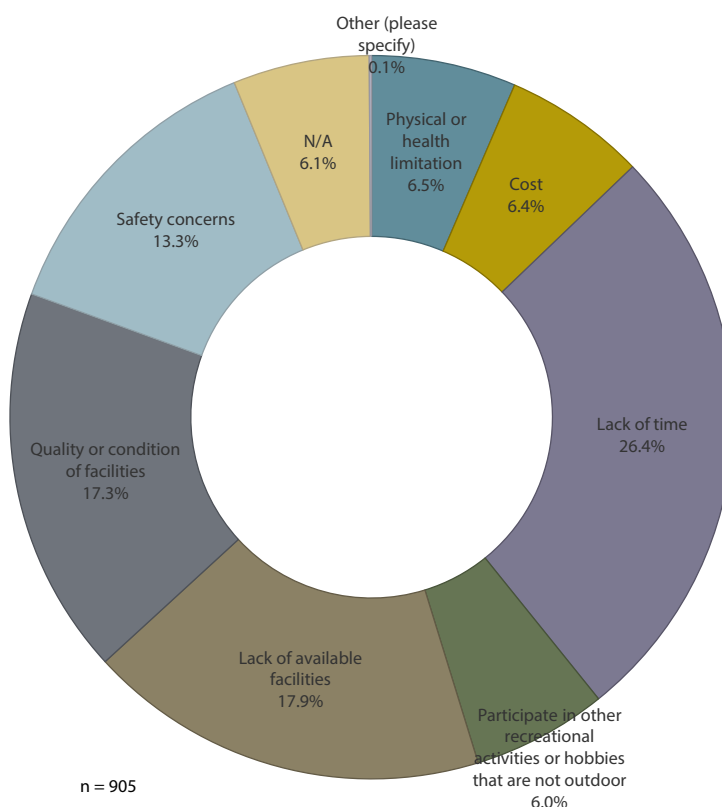
Issue #7: Accessibility. Responding to various shifts in demographics in Hawai'i is essential to protecting the outdoor recreation experience and to providing support for appropriate activities.

Issue #8: Physical Fitness. **Figure 3.** Barriers to Access

The prevalence of obesity (body mass index (BMI) >30) continues to be a health concern for adults, children and adolescents in the U.S.

Issue #9: Communication. Improving communication between recreation providers and participants is critical to providing a respectful and responsible atmosphere that keeps recreationists safe and the environment healthy.

Issue #10: Fragility of the Natural Environment. In Hawai'i, outdoor recreation is dependent on a healthy natural environment, but outdoor recreation activities can have unintended ecological impacts.



Issue #11: Protection of Cultural Resources. Mismanaged outdoor recreation can negatively impact traditional practices or even cause physical harm to archaeological and cultural resources. Inauthentic cultural interpretation can create misunderstandings and perpetuate inaccurate stereotypes.

Issue #12: Effects of Climate Change. Increases in air and ocean temperature, ocean acidification, sea-level rise, increased drought frequency, increased risk from wildfire, and increases in tropical storms will threaten the natural resources upon which recreation in the state depends and may seriously hurt the recreation-based tourism economy. Beach-dependent recreational facilities will be particularly threatened by shoreline erosion due to sea-level rise.

GOALS & STRATEGIES

Four overarching goals address the needs and issues described above. The following strategies are recommended to achieve the goals. Strategies highlighted with an asterisk (*) are those that have the potential to be addressed through the LWCF.

GOAL 1: PROVIDE A WORLD-CLASS OUTDOOR RECREATION EXPERIENCE (QUALITY OF THE RECREATIONAL EXPERIENCE)

Objective 1-1: *Provide adequate facilities, infrastructure, and funding to expand access to and otherwise support high-demand outdoor recreation activities.*

Strategies:

- * Support beach activities and walking on paths and tracks through funding and development of support facilities.
- Strengthen recreational liability protection for both the state and for private landowners through legislative action.
- Provide additional funding through increased allocation from the Transient Accommodations Tax to Nā Ala Hele so that it can keep trails at a safe level of maintenance and provide necessary facilities to allow trails to stay open or be reopened to the public.
- Support legal research into “paper trails.” Develop county and state databases of both mauka and makai accesses.
- * Provide passive recreation facilities that have multiple uses, such as open fields that could be used for picnicking, outdoor concerts and festivals, and sports.
- * Construct additional multipurpose or sports-specific fields to accommodate an increased variety of uses and longer seasons.
- * Develop more camping areas, including primitive sites and improved campgrounds, that are maintained and safe for residents and visitors.
- Work with user groups and associations to provide areas where people can legally participate in motocross while increasing enforcement of illegal off-highway vehicle use.

- * Acquire or develop lands that can support large, intensive gatherings and festivals to ease impacts to high use parks.

Objective 1-2: *Focus outdoor recreation resources on maintaining and renovating existing facilities.*

Strategies:

- * Encourage LWCF expenditures on renovation of popular outdoor recreation facilities.
- Support initiatives that direct funds to maintenance of existing outdoor recreation facilities.
- Seek non-traditional means of providing maintenance services, where feasible, such as private contractors and inmate work crews.

Objective 1-3: *Promote new or enhanced accessibility to outdoor recreation through alternative transportation methods.*

Strategies:

- * Provide and maintain a continuous bike and pedestrian network, especially in areas with high pedestrian use and between residential communities, business/retail districts, and recreation areas.
- * Support implementation of projects identified in state and county alternative transportation plans such as Hawai'i's Statewide Pedestrian Master Plan and the O'ahu Bike Plan; and the county-adopted "Complete Streets" policies.
- Provide education for cyclists, pedestrians, and drivers to encourage better awareness of and safe participation in alternative transportation.

Objective 1-4: *Encourage outdoor recreation through funding and provision of accessible recreation opportunities.*

Strategies:

- * Support acquisition of recreational lands or development of recreational facilities that are accessible by public transportation.
- * Support development or redevelopment of recreational facilities to become compliant with Department of Justice adopted Outdoor Developed Areas standards or equivalent standards.



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- Encourage communities to be more pedestrian and bike friendly so that people can recreate and exercise on their way to do other activities.
- Provide easily understood and accessible information about where and how to exercise or participate in outdoor recreation.
- Develop classes that teach or improve skills related to outdoor recreation activities. Focus especially on safety and inspiring confidence in a participant's abilities.

Objective 1-5: *Eliminate user conflicts that prevent or limit people from participating in outdoor activities of their choice.*

Strategies:

- ✦ Provide facilities that are adequate to accommodate the needs of all the users at a recreation area.
- Delineate use-intensive areas or areas where conflict is antagonistic or competitive so that managers can focus their efforts and determine appropriate responses.
- Proactively plan for user conflicts through collection of data on public use at recreation areas.
- Where conflicts are antagonistic, provide spatial separation by demarcating single-use areas.
- Provide sufficient user information about rules, policies, advice for trail and/or ocean respect.
- Establish constructive relationships with user groups, including through multi-user volunteering and social events.
- Establish game management advisory committees for high-use or contentious hunting areas. Include representatives from both the hunter and conservation community. Use Hawai'i Island's Game Management Advisory Commission as a model.

GOAL 2: EXPAND OPPORTUNITIES FOR PUBLIC OUTDOOR RECREATION (QUANTITY OF RECREATIONAL FACILITIES AND OPPORTUNITIES)

Objective 2-1: *Facilitate State and County awareness of and access to outdoor recreation funding.*

Strategies:

- * Ensure elected officials at the county and state level are regularly informed of Hawai'i's recreational needs, demands, challenges and goals through dissemination of the SCORP in electronic format and making it available on-line.
- * Ensure that recreation providers are aware of the availability of LWCF grants and the process for acquiring the grants.
- * Support acquisition of recreation lands identified in county-adopted open space plans particularly through the use of the Counties open space grant funds.
- * Support development of outdoor recreation projects identified in County plans such as the Kaua'i Parks & Recreation Master Plan through County budgets and matching LWCF grants.
- Resume disbursement of the Transient Accommodations Tax Trust Fund to the state outdoor recreation providers.
- * Support the Hawai'i Coastal Zone Management Program's efforts to coordinate alternative means of financing the acquisition and maintenance of public accesses to coastal resources.
- Increase TAT and/or Tourism Fund allocation to counties as annual block grants in proportion to prior year visitor counts to support public access maintenance.
- Support the expansion of a tiered system of user fees (in which residents of Hawai'i pay a reduced rate) at high-use state and county outdoor recreation facilities that are currently free.
- Support on-site donation programs for established non-profits that have formalized agreements with outdoor recreation agencies to provide maintenance or interpretive services at outdoor recreation facilities.



Objective 2-2: *Provide relief to outdoor recreation providers so that the threat from of liability keeps them from providing great service.*

Strategies:

- Support and facilitate indemnity agreements for private land owners from the state when high value public outdoor recreational opportunities exist on private property.
- Lobby for county tort immunity based on responsible public health and safety improvement standards.

Objective 2-3: *Take proactive measures to support enforcement so that limited resources can be utilized more efficiently and effectively.*

Strategies:

- Identify less sensitive lands that can be developed for activities such as off-road vehicles and dirt biking.
- Support education programs that teach responsible use of outdoor recreation resources.
- Endorse certification programs for nature-based commercial operators, such as those offered by the Hawai'i Ecotourism Association and Nā Ala Hele.
- Support efforts to house homeless.
- Establish more resident park caretakers or Division of Conservation and Resource Enforcement residences within State Parks.
- Build and strengthen relationships with daily park users (e.g. fishermen) to encourage reporting of illegal behavior.
- Supplement established enforcement agencies through use of existing or new private security contracts.

Objective 2-4: *Encourage public private partnerships to provide enhanced or innovative improvements and services.*

Strategies:

- Seek partnerships to provide unique and expanded outdoor recreation activities such as community gardening, interpretive programs, and ecological restoration work days.
- Support community capacity building efforts to increase the number and longevity of community/agency partnerships.

- Where appropriate, support partnerships with corporate entities where augmented services at public facilities are desirable to the community and visitor industry.
- Expand or create “adopt-a-park,” “adopt-a-beach,” “adopt-a-pier,” and “adopt-a-trail” programs to increase public involvement in caring for and funding recreation facilities.

GOAL 3: ENCOURAGE PHYSICAL FITNESS AND HEALTHY PEOPLE THROUGH OUTDOOR RECREATION

Objective 3-1: *Provide all residents and visitors, regardless of age, ability, or socioeconomic status with opportunities to participate in a range of outdoor recreation activities.*

Strategies:

- ✦ Ensure that all new or improved outdoor recreation facilities meet the ADA Outdoor Developed Area standards.
- ✦ Support lifetime sports, including (as defined by the American Academy of Pediatricians) bicycling, jogging, swimming, tennis, golf, and walking.
- Develop partnerships with disabled and elderly groups that create opportunities for these communities to participate in outdoor recreation.
- Provide training for providers on integrating persons with a disability and elderly people into their programs.

Objective 3-2: *Use outdoor recreation activities and areas as an essential tool in increasing physical fitness in Hawai‘i.*

Strategies:

- Promote programs and facilities where people work, learn, live, play and worship (i.e., workplace, public, private, and non-profit recreational sites) to provide easy access to safe and affordable physical activity opportunities.
- Increase funding and resources for parks, recreation, fitness, and sports programs and facilities in areas of high need.
- Increase social marketing efforts to maximize use of recreations programs and facilities for physical fitness and promote co-benefits with environmental and other related approaches. Ensure that the marketing is inclusive and incorporates images of and information aimed at individuals with disabilities.
- Encourage efforts to incorporate physical activity into people’s day by supporting state and county implementation of complete streets plans and policies.



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- Plan and manage parks and recreation areas so that they promote activities that deliver health benefits.
- Encourage use of walking, jogging, or multi-use pathways by installing mileage/km markers. Support county, state, and federal agencies in publicizing and coordinating pathway distances.

Objective 3-3: *Enhance communication between recreation providers and participants through more thorough, relevant, and easier-to-access sources of information.*

Strategies:

- Improve the quality and clarity of information about outdoor recreation on county and state websites. Review content frequently to remove “clutter” – out-of-date, low importance, or rarely accessed information.
- Work with hotels, tourism associations, and especially the Hawai'i Tourism Authority to distribute information, especially related to ocean and hiking safety, to visitors about safe and respectful participation in outdoor recreation.
- * Improve clarity of and increase number of locations where interpretive, informational, and safety signs are provided.
- Integrate QR codes and mobile phone numbers into signs to provide interpretive messages and safety information to users.
- Through social media, websites, and offline methods, provide timely information about events and activities in parks and other recreation areas. Take recreation content to where people are already on the internet (e.g. Facebook, Twitter), rather than expecting them to come to the government website.
- Continue to improve efforts to reach out to stakeholder groups, especially through embracing of new, internet-based public outreach tools.
- Expand opportunities to inform visitors about recreation opportunities and safety through airline videos and magazines so they receive information on the front end of their visit to Hawai'i.

GOAL 4: PROMOTE RECREATIONAL OPPORTUNITIES THAT PRESERVE AND SUSTAIN HAWAI'I'S NATURAL AND CULTURAL RESOURCES

Objective 4-1: *Develop and disseminate information about the impacts of outdoor recreation on Hawai'i natural environment to both visitor and resident recreationists.*

Strategies:

- Coordinate with the tourism industry to disseminate information to increase

awareness about and respect for the fragility of Hawai'i's natural and cultural resources.

- Incorporate ideas from social marketing, especially (a) tailoring a message to the audience, (b) providing information, and (c) creating commitment and using incentives, into efforts to promote conservation behaviors in both visitor and resident outdoor recreationists.
- Support both educational and regulatory methods to protect wildlife and the environment.
- Involve outdoor recreation participants in management of recreation resources as a means of education and sharing information with other users.
- Implement monitoring programs to assess impacts/damage to natural and cultural resources at heavily used facilities and areas and share these findings with users through interpretive and resource management messages.

Objective 4-2: *Enable and enhance opportunities to preserve and sustain Hawai'i's cultural environment through protection of resources and provision of authentic experiences.*

Strategies:

- * Support development of outdoor recreation facilities that support cultural activities such as community gardening of kalo and other traditional foods, hālau (traditional roofed structure) for outrigger canoes, and mauka trails to forests for hunting and gathering activities.
- Coordinate with Native Hawaiian cultural practitioners to develop interpretive programs and to establish protocol for recreation activities in and around cultural resources.
- * Support development of outdoor recreation facilities that have successfully attracted funding through the Hawai'i Tourism Authority's Kūkulu Ola-Living Hawaiian Culture Program, Natural Resources Program and County Product Enrichment Program when the project goals also meet LWCF purposes.
- Support public recreational programs that encourage culturally relevant activities such as hula, lua (a form of Hawaiian martial arts), paddling, swimming, fishing, and surfing.

Objective 4-3: *Encourage outdoor recreation planning and development that considers the effects of climate change and sea level rise.*

- Support investments in monitoring and research of impacts of climate change on outdoor recreational resources.



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- Support planning efforts that incorporate Hawaiian traditional knowledge and practices in the planning for the impacts of climate change.
- * Support the preservation and restoration of natural landscape features, such as coral reefs, beaches and dunes, forests, streams, floodplains, and wetlands, that have the inherent capacity to avoid, minimize, or mitigate the impacts of climate change.
- * Support development of new outdoor recreation facilities that are outside mapped flood and tsunami hazard areas.
- * Encourage “managed retreat” for rehabilitation of outdoor recreation facilities that are located in flood prone, tsunami hazard, or projected sea-level rise areas.



Keiki hula at Kūhiō Beach Park on O‘ahu.