



Before

# The Transformation of Hā'ena State Park

A case study on how to manage a visitor hotspot



After



**Foreword**  
**February 2023**

This case study is written for communities who are overwhelmed by the impacts of visitors who are not only attracted to a beach park, but a hiking trail, scenic overlook, cultural site, or view of wildlife. With visitors returning to Hawai'i in record numbers, matching and exceeding pre-pandemic numbers in some areas, the quality of life for many residents is degraded.

Whether in Hāna, Maui; Laniākea, O'ahu; or Waipi'o, Hawai'i; the impacts are strikingly similar: rental cars blocking residents' driveways, illegal parking, lack of parking, lack of state and county enforcement of existing rules, disregard for private property, degradation of natural and cultural resources, and traffic congestion that everyone gets stuck in. Special places are being loved to death by the high numbers of visitors coming to Hawai'i each year.

Many point to the success of Hā'ena State Park as an example of regenerative tourism. A model for destination management, this project was featured at the Hawai'i Congress of Planning Officials' annual meetings in 2019 and 2022; featured at the Pacific Risk Management 'Ohana (PRiMO) Conference in 2020; won the Outstanding Planning Award from the American Planning Association, Hawai'i Chapter in 2020; won the Department of Land and Natural Resources Flood Remediation and Master Plan Implementation Project Team Award in 2020; and won a Historic Hawai'i Foundation Preservation Honor Award in 2021.

This case study is designed as a guide for all stakeholders: residents, community organizations, businesses, visitor industry, county government, and state government. All stakeholders must be part of the solution and this case study provides advice and guidance on what it will take to get things done. By hearing from multiple Kaua'i stakeholders who were directly involved, you will understand that change takes time, commitment, and a shared vision.

We hope this case study gives you hope and some tools to improve your quality of life, improve the visitor experience, and find the balance we all deserve. Special thanks to the Hawai'i Tourism Authority and the Kaua'i Visitors Bureau for their support in creating this document.

Mahalo piha,

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*A special mahalo to Rep. Nakamura's Office Manager Ben Viernes who kept us together and on task over the past five years.*



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## 1.0 The Place



Hā'ena State Park consists of 65 acres at the end of Kūhiō Highway on Kaua'i's north shore. This park is centered around snorkeling and beach activities at Kē'ē and is the gateway to the 11-mile long Kalalau Trail within Nāpali Coast State Wilderness Park. Prior to 2018, the annual visitation to the park was over 700,000 making it the third most-visited state park in Hawai'i.

Nāpali Coast State Wilderness Park is a large 6,000-acre wilderness area consisting of three major recreational locations. The Hanakāpī'ai section encompasses the first two miles of the Kalalau Trail, as well as the two-mile trail in the valley to Hanakāpī'ai Falls. Up to 2,000 visitors a day formerly took the hike to Hanakāpī'ai Beach. Beyond Hanakāpī'ai, the Kalalau Trail use is limited to those with overnight permits, presently set at 60 persons per night. Primitive campsites with composting toilets are established at Hanakoa (six miles in) and Kalalau (11 miles in).

The Hā'ena State Park Master Plan was approved in May 2018 and reflected over two decades of community input, technical studies, and planning efforts. It recommends minimal physical improvements to the park in order to maintain the natural beauty and openness of the area. *Central to the master plan is a reduction in the number of daily visitors from 2,000-3,000 per day to a targeted count of 900 per day.* Over 30 community members were actively involved in the creation of the master plan, which laid out a clear vision and actions to implement the vision. More importantly, the planning process brought the community together (kūpuna, newer residents, hikers, ocean-users, cultural practitioners, representatives of various community organizations) to support the vision and implementing actions.



## 2.0 The Problem / The Solution

### Problem A. Overcrowding

Hā'ena State Park is one of many parks in Hawai'i that has exceeded its carrying capacity, degrading both the resource and the experience of users, residents, and visitors alike. Prior to the April 2018 flood, on any given day, an estimated 2,000-3,000 visitors arrived at the park, the third most-visited state park. As a result, cars parked along roads illegally created safety hazards and hindered emergency responders, fragile resources were trampled, illegal camping dumped tons of waste throughout the Nāpali Coast, and fisheries were depleted.



### The Solution

The Hā'ena State Park Master Plan reduced the number of visitors from 2,000-3,000 to 900 per day and committed to ensuring that there would always be room for residents to enjoy the park. When the park finally reopened in July 2019, the park was averaging 700 visitors per day. By limiting the number of visitors to the park, the quality of the park experience increased for all.

However, communities should be aware of and plan for unintended consequences of limiting park admissions. Many visitors without an entry and parking reservation at Hā'ena State Park ended up going to other, more dangerous and un-lifeguarded beaches on the north shore, which also lacked amenities such as restroom facilities and trash receptacles. Also, many visitors, not knowing about the new restrictions, drove to the park only to find they could not enter without a reservation and had to drive back, adding unnecessary traffic and frustrating visitors and locals alike. Communication, messaging, and signage are key so as many people as possible know about the new rules.





### **Problem B. Locals were pushed out**

The overuse by visitors for over 20 years resulted in residents being pushed out of the park. Unable to find parking and not willing to fight the crowds, the residents of Kaua'i gave up going to Hā'ena State Park. Over time this created animosity towards the visitors who flocked in ever increasing numbers to the park.

### **The Solution**

The Hā'ena State Park Master Plan required that a percentage of the onsite parking be dedicated to residents. Residents do not need to make an advanced reservation. Combined with the lower number of park users this created a mechanism and an environment that encouraged and welcomed residents to come and enjoy the park. The result has been transformational and many residents now enjoy visiting Hā'ena State Park every day.

Residents subsequently complained that while they were able to enter the park, their out-of-town guests without a reservation could not enter. The Hanalei Initiative is now allowing residents with out-of-town guests to purchase a \$5 "ride along" entry ticket during normal business hours. This is a prime example of adaptive management in action.

Adaptive Management is a decision process that promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood.





### **Problem C. Lack of park improvements and minimal management in Hā'ena State Park**

When the state established Hā'ena State Park in 1972, it failed to implement any active management of the park and allowed unrestricted access to anyone who could find their way to the end of Kūhiō Highway. Although the state knew this was a culturally sensitive area, they built a comfort station on the sand dune next to the lagoon, created a parking area, then walked away, other than servicing the bathroom. This was a byproduct of perennial underfunding and lack of adequate staffing. Four decades of little or no management left the community with no respect for the state as invasive species overgrew the natural and cultural resources.



### **The Solution**

In 1999, community leaders founded a new nonprofit organization called the Hui Maka'āinana o Makana (Hui) that was dedicated to protecting the cultural resources of the park and implementing a future master plan. The Hui, at no cost to the state, began the removal of the alien-dominated forest that had covered the park and the restoration of the ancient lo'i system that had existed there for over 600 years under a curatorship agreement with the Division of State Parks (DSP). Over the next 20 years, this slow but steady improvement of the park firmly established the Hui as a trusted community partner with DSP. The relationships that were built over this 20-year period were essential components of the successful community-state partnership that was put in place in 2022.

The Hā'ena State Park Master Plan envisioned the community managing the park and using some of the funding generated by the parking, entry, and shuttle fees to cover the active management of the park. Starting in July of 2020, the state has allowed Hui Maka'āinana o Makana to manage (via a revocable permit) the cultural resources and entry and access operations in the park. A percentage of the fees are used to actively manage the cultural landscape in the park and set funds aside for much needed capital improvements.

While this is still an interim solution, the community organizations and the state are working towards a long-term lease that will ensure future management of the park is continued by the community. Having a community-based nonprofit with the capacity to undertake this role is a critical component in the successful implementation of the Hā'ena State Park Master Plan.



### **Problem D. Limited DLNR State Parks Division operating and capital funds**

During the 2009 recession, many cuts were made to the state budget, including the DLNR State Parks Division. Nine ranger positions were cut from the budget, including two positions at Hā'ena State Park. At the same time, DLNR funding for capital improvements was limited. Without an approved master plan in place prior to 2018, there was no clear pathway for appropriate park improvements to be completed by the state.

### **The Solution**

In April 2018, 50 inches of rain fell within 24 hours on Kaua'i's north shore. Kūhiō Highway, the only land connection for the north shore, was covered by more than a dozen landslides. Homes were flooded, cars and crops destroyed, but thankfully no lives were lost.

Access to the Hā'ena State Park was blocked for over 15 months as the state cleared landslides, and fixed bridges and roadways impacted by the April 2018 floods. Quick action by the DLNR redirected capital improvement funding from other projects to Hā'ena where it was used with a unique emergency permitting process to make major improvements to the park. This was only made possible by the Board of Land and Natural Resources approving

the long-awaited Hā'ena State Park Master Plan on May 25, 2018, just one month after the flood. Creating a legal pathway for funds to be allocated and used is a critical part of using state funding. Improvements included the following:

- Constructed a flexible, 100-stall parking lot to accommodate fee-paying and fee-exempt users;
- Developed a new entry turnaround and shuttle stop;
- Constructed an elevated boardwalk and new pedestrian path with views of Makana (the famous mountain peak) and restored wetlands, loko, and lo'i;
- Constructed a Welcome Hale located near the improved main parking lot;
- Erected interpretive and informational signage at the hale; and
- Shifted all pedestrian traffic away from the rockfall hazard area and onto the new board walk.

When the park reopened in June 2019, the DLNR Parks Division entered into a contract with Reef Parking, a for-profit organization, to run the parking lot and reservation system.

Concurrently, the Hanalei Initiative, a community-based nonprofit organization, re-initiated operation of the North Shore Shuttle. The primary function of the shuttle was to bring visitors directly to Hā'ena State Park from off-site lots in Waipā and Princeville. Prior to the pandemic over 200 visitors per day entered Hā'ena State Park via shuttle. In October, 2022, 408 visitors per day used the shuttle to enter the park.

In July 2021, DLNR approved a revocable permit to Hui Maka'āinana o Makana (Hui) that gave the Hui the opportunity to continue to steward the park lands and manage both the parking reservation system/parking lot and shuttle operations by subcontracting with the Hanalei Initiative. By increasing the shuttle fee from \$15 to \$35, long-term financial sustainability of the system was made possible. A description of the first-year integrated park entry and shuttle system is shown in Exhibit A.





**Problem E. Limited park parking and only one way to access park**

Located at the northern end of Kūhiō Highway, Hā'ena State Park visitor demand far exceeded available park parking. With inadequate parking and no alternative way to access the park, residents and visitors parked their cars illegally along the narrow state highway, blocking the driveways of local residents and access for emergency vehicles. Frustrated with the overcrowding and the lack of parking, many residents stopped going to “the end of the road” and enjoying this once special place.



**The Solution**

The North Shore Shuttle is operated by the Hanalei Initiative, a non-profit organization based in Hanalei, Kaua'i. The Hanalei Initiative's mission is to identify and solve the immediate and long-term community and environmental needs of Hanalei and Kaua'i's north shore.

In 2019, using a \$1.5 million flood relief grant from the State of Hawai'i, through the County of Kaua'i, the Hanalei Initiative began shuttle services from Princeville and Waipā. The shuttle transported about 200 visitors per day to Hā'ena State Park. As of December 2022, 408 visitors per day were transported via shuttle to the park from Waipā only. By reducing the number of visitor parking stalls and/or increasing visitor parking fees, more shuttle seats can be added over time. This will further reduce the number of vehicles entering Hā'ena State Park.



### Problem F. Illegal Parking along Kūhiō Highway

Parking fines along state highways, including Kūhiō Highway, were historically only \$35.00. As a result, visitors knowingly parked illegally and happily paid the low fine if they were cited.

### The Solution

To address the issue of low parking fines, a two-step approach was taken:

1.) State Highway Kaua‘i District Engineer Larry Dill established a “Special No Parking Zone” (SNPZ) designation by the State Department of Transportation “to prevent the stopping, standing, or parking of vehicles” (see Exhibit B). The designation included a detailed description of the exact location (starting and ending points) along the state highway. This proposal was ultimately approved by the State Director of Transportation to confirm its enforceability by the court.

To prepare for this designation and desire to take into account customary uses, two residents, Chipper Wichman and Barbara Robeson, walked with Larry Dill to determine the length of the proposed SNPZ and where signs would be located. Chipper Wichman then prepared a map showing the location of the SNPZ. Areas exempt from the SNPZ include areas where surfers, fishermen, and fisherwomen typically park.

A special section along the highway for users of “Cold Pond” allows for one-hour parking. An unintended consequence of creating this one-hour parking area for the community was that it is difficult to enforce by Kaua‘i Police Department patrol officers who do not have time to wait and monitor how long a car is parked. Visitors exploit this and then sneak into the park. The community is currently working on an adaptive management solution to this new problem.

2.) State Representative Nadine Nakamura introduced a bill in 2018 to add a \$200 surcharge for those parking illegally in a “Special No Parking



Zone.” Senate President Ron Kouchi introduced the companion bill in the Senate. The North Shore Transportation Ad Hoc Committee members were instrumental in providing testimony in support of this bill, and in coordinating its preparation with the Kaua‘i Police Department, the Kaua‘i Prosecuting Attorney, and the Court to ensure its enforceability. The bill (HB333) passed in May 2019 and was signed into law by Governor Ige in July 2019 as Act 250 (see Exhibit C). The signs were erected noting the surcharge of \$200 for illegally parking in this zone (in addition to the existing \$35 fine).

To date, the Kaua‘i Police Department has received \$20,000, reflecting the County’s 50% share of the surcharge to assist with ongoing enforcement. This law applies to all counties and communities that choose to establish a Special No Parking Zone on a state highway.



### Problem G. Lack of parking enforcement

Since the State Highways Division does not have an enforcement arm, the Kaua'i Police Department is primarily responsible for traffic citations on state highways. Assisting in enforcement is the DLNR Division of Conservation and Resource Enforcement (DOCARE). Due to the high vacancy rate of both agencies at the time, the remote location at the very end of the road, and other priorities, it was and continues to be difficult to consistently enforce illegal parking in this area. As a result, visitors regularly parked illegally without any consequences. Additionally, all money generated by parking fines along Kūhiō Highway ended up with the state. Although the county police were writing tickets, there was no revenue sharing with the county that the tickets were issued in.

For most of 2019, visitors did not park illegally and enforcement was not an issue. During 2020, the first round of the pandemic, there were very few visitors, so enforcement was not an issue. With the opening of Hawai'i to vaccinated transpacific visitors, by July and August 2021, visitors again began parking illegally along the state highway. Inconsistent ticketing of these illegally parked cars led to more and more cars taking a chance and parking illegally.

2.) As a long-term measure, Representative Nadine Nakamura introduced a bill in 2020 giving the county police chief the authority to assign a county employee, besides a police officer, to issue parking citations on a state highway. This bill (HB 601) was passed by the Hawai'i State Legislature and signed into law by Governor Ige in July 2021 (see Exhibit D).

Through Act 601, the County of Kaua'i created a new parking enforcement position within the police department. That worker was hired in the fall of 2022 to address the large number of vehicles parking illegally near Hā'ena County Beach Park (by the dry cave) and other hotspots around the island as needed.

Future efforts will focus on giving the chairperson of Land and Natural Resources the authority to designate non-law enforcement state employees the authority to issue parking citations.



### The Solution

Since Hā'ena State Park is located in a remote area on the north shore, the community anticipated difficulty in enforcing the new Special No Parking Zone.

1.) As an interim measure, a grant was written in 2019 to the Hawai'i Tourism Authority, signed by Derek Kawakami, Kaua'i Mayor; Todd Raybuck, Kaua'i Chief of Police; Suzanne Case, DLNR Chair; and Sue Kanoho, Kaua'i Visitors Bureau Executive Director, seeking \$96,000 to pay for special duty officers to assist with enforcement during park hours. HTA's board and staff supported the community's efforts and approved this request.



**Problem H. No park entry and parking lot fees**

There were no limits to the number of people entering the park. As a result, residents and visitors parked on tree roots, sand dunes, and culturally sensitive areas within the park, or parked illegally on the state highway leading to and through the park. There was no mechanism to charge park entry and parking fees.

**The Solution**

As shown in Table 1, prior to the 2018 flood, no entry and parking fees were charged. When the park re-opened in June 2019, a contract with Reef Parking, a for-profit organization, was in place to manage both parking and the online reservation system. Reef Parking staff physically located at the entrance of the park confirmed that online

reservations were made and paid. At the same time, the shuttle was being operated by the Hanalei Initiative. Initially, this dual system was not completely successful. However, after the entry, parking, and shuttle operations were integrated, the whole system became financially successful.

To give the Parks Division flexibility in setting future park fees, Representative Nakamura introduced HB1276 in 2021, which was signed into law by Governor David Ige as Act 194 (see Exhibit E). The Parks Division is no longer required to go through the rulemaking process to set parking and entry fees. Instead, the Board of Land and Natural Resources has the authority to adjust both parking and entry fees for all state parks based on peak visitor demand. This concept is known as “dynamic pricing.”

**Table 1: Hā'ena State Park and Shuttle Fees**

Fees	Prior to 4/2018	Re-opening 6/2019	Rule change 2020
Entry	0	\$1.00	\$5.00
Parking	0	\$5.00	\$10.00
Shuttle	N/A	\$15.00	\$35.00*

*\*The shuttle fee increase was not based on the 2020 rule change, but was solely at the discretion of the Hanalei Initiative and Hui Maka 'āinana o Makana who determined what it would take to ensure the shuttle was sustainable and revenue was generated to benefit the park and the mission of both nonprofit organizations. This new ticket price coincided with the execution of the revocable lease between State Parks Division and Hui Maka 'āinana o Makana.*





**Problem I. No benefits to the neighborhood and community most impacted by visitors**

The neighborhood surrounding the park bore the brunt of the 2,000-3,000 visitors coming to the park each day before the 2018 flood. Blocked driveways, illegal parking, and high traffic volumes through residential neighborhoods became the norm.



**The Solution**

The Board of Land and Natural Resources July 2021 approval of a revocable permit to Hui Maka'āinana o Makana resulted in the Hui having the authority to manage the parking, online reservation system, and shuttle system. Entry fees are collected and disbursed to the state, while the Hui and their subcontractor the Hanalei Initiative retain the parking and shuttle revenues. These funds are used to cover operational costs of both 1) parking, entry and shuttle management, and 2) maintenance and care of the cultural landscape in the park. Any revenue beyond the operational costs is used to make critical improvements to the park and the shuttle system.

As shown in Table 2, out of the 35 new positions created, over 20 north shore residents have been hired as bus drivers, parking attendants, laborers, cultural practitioners, and administrators.

**Table 2: Job Creation** (as of October 2022)

Entity	North Shore Resident	Kaua'i Resident	Total
Hui Maka'āinana o Makana	3	2	5
Hanalei Initiative*	18	12	30
<b>Total</b>	<b>21</b>	<b>14</b>	<b>35</b>

*\*Includes private bus contractor employees servicing the North Shore Shuttle. Except for busy holidays, Kaua'i residents can visit the park knowing there will be free and available parking.*



### 3.0 Foundation for Success

The foundation for the successful implementation of the Hā'ena State Park Master Plan includes the following:

- A long-standing curatorship agreement with a community-based nonprofit;
- Committed DLNR Parks Division staff; and
- Stakeholder facilitation assistance over three years.



A result of the April 2018 flood was that visitors effectively vanished for a time, reminding the community of the quality of life that once existed before tourism overwhelmed the north shore of Kaua'i, and instilling a desire to better manage the visitor experience for the benefit of visitors and residents alike.

In 2019, when the park reopened to the public, the shuttle was competing against the parking contractor and the shuttle ticket price was held down to \$15 because of “industry” pressure. Following the Covid shutdown when visitors came back in 2021, the parking, shuttle, and entry were all integrated and the whole operation was managed by the Hanalei Initiative allowing for a fluid and responsive system. Ticket prices were set at \$35, which made everything work with almost no push-back from visitors.



#### ***A. Hui Maka'āinana o Makana curatorship agreement***

Hui Maka'āinana o Makana, formed in 1998 by lineal descendants of Hā'ena, has a mission to perpetuate and teach the skills, knowledge, and practices of kūpuna through the interpretation, restoration, care, and protection of natural and cultural resources in Hā'ena State Park. In 1999, the Hui entered into a formal curatorship agreement with the State DLNR that allowed the Hui to begin the long process of restoring the traditional lo'i system which had been the breadbasket of the Hā'ena community for 600 years. The curatorship agreement was initially set to include Phase 1 of the lo'i restoration area which was about 4.5 acres. Over

the past 20 years this area has expanded as the Hui has restored the cultural landscape and developed small facilities to support its education programs. The curatorship agreement gave the Hui authority to manage:

- Lo'i restoration;
- Poi mill restoration;
- Family historical grave sites maintenance;
- Two historical house sites maintenance; and
- Hā'ena State Park Master Plan implementation assistance.



**B. DLNR Parks Division**

The Division of State Parks worked quickly following the flood in 2018 to redirect existing Capital Improvement Project funding to Hā'ena State Park. They took advantage of the emergency proclamation to expedite a contract to address flood damage to the park by building the new parking lot and boardwalk. The 14-month closure of Kūhiō Highway due to 15 rockslides allowed this disruptive work to proceed without impacting park visitation. Additional emergency funds made available by state legislative appropriation in the wake of the flood augmented construction costs. The hot-off-the-press environmental impact statement and master plan were approved by the Board of Land and Natural Resources and governor, a critical step paving the way for the rapid implementation to follow.

While permitting and procurement requirements were suspended by the flood emergency proclamations, all repairs were in conformance with the master plan vision and actions were informed by community and cultural consultation throughout. The State Parks Division also rehabilitated a pair of decaying historic cottages that were nestled into the landscape and integral to the park's early 20th century history.



Concurrently, a vendor was hired to manage visitors and incorporate the first advance day-use reservation system in Hawai'i state park history. Combined with the launch of the North Shore Shuttle, this resulted in a first-of-a-kind paradigm for adaptive visitor management.

The Division of State Parks also filled two interpretive tech (ranger) positions which have helped tremendously in managing the visitors that come in each day and keeping them informed and safe. This is a critical aspect of park management that needs to be expanded statewide.





### ***C. Stakeholder facilitation***

Beginning in June 2017, State Representative Nadine Nakamura convened a series of meetings of stakeholders to address the problems at Hā'ena State Park. Between June 2017 and December 2019, over 30 meetings, attended by 15-20 stakeholders, were facilitated by Rep. Nakamura and her staff. Both Chipper Wichman and Lee Steinmetz assisted with facilitation during the legislative session. Agendas and meeting summaries were prepared and sent in advance to members. County meeting rooms were reserved in advance. Refreshments and some meals were provided.

This group became the North Shore Transportation AdHoc Committee. The committee explored towing cars, creating a new no-parking zone, operating shuttles, increasing parking fines, and developing state legislation. Sub-committees included: shuttle, signage, enforcement, community outreach, and unintended consequences.

Following the flood, this committee served a critical role in communication and coordination between the community, business, and county and state governments regarding the highway, park, and road access issues.

The role of the stakeholder facilitation can't be overemphasized. Rep. Nakamura had the ability to convene the stakeholders and keep them on task prior to the flood. When the flood occurred many of the issues had been worked out and solutions could be implemented during the pause the flood gave us. Being prepared and ready to go was a huge reason we were successful.





## 4.0 Lessons Learned

### *A. Build trust and strong relationships*

The adoption and implementation of the Hā'ena State Park Master Plan could not have happened without strong working relationships. The Department of Land and Natural Resources (DLNR) Parks Division worked with Hui Maka'āinana o Makana for over 20 years through a curatorship agreement. Hui members put in over 1,000 hours of community service annually, removing invasive trees and abandoned vehicles, and improving the cultural landscape. They showed their commitment to the place and worked together with DLNR staff to accomplish shared goals. The DLNR's approval in July 2021 of a revocable permit builds on the trust and working relationship that developed over decades.

The work of the North Shore Transportation Ad Hoc Committee from 2017-2020 to address parking at and help implement the Hā'ena State Park Master Plan was also built on strong working relationships. Stakeholders came together and made a commitment to systematically address concerns, jointly problem-solve, and bring unique resources to the table.

### *B. Fund and develop appropriate plans and roadmaps*

Two plans helped to lay the groundwork by creating a shared vision and way forward to address “hotspot” issues. Implementation could not have happened without community participation, buy-in, and ownership of these plans.

1. The Hā'ena State Park Master Plan and environmental impact statement contract was about \$1,000,000, which was funded by the state legislature and administered by the State Department of Land and Natural Resources. Completing these two documents and fulfilling the requirements of HRS Chapter 343 was essential to building the new parking area and boardwalk that allowed DLNR and the community to manage the reduced number of visitors coming to Hā'ena. The Hā'ena State Park Master Plan includes a clear vision, based on shared values, technical studies, and prioritized action plans.
2. A Shuttle Feasibility Study, part of the County of Kaua'i Short Range Transit Plan (2018), laid out the framework for shuttles serving the north shore, east side, and south shore. The North Shore Shuttle is the first to be implemented.



**C. A good planning process strengthens community**

The physical plan, a document, is a critical piece. Equally important are the meetings that are designed to bring the community together to break down barriers, develop working relationships, learn from technical studies, bounce ideas, and develop a shared vision and implementing actions. The Hā'ena State Park Master Plan was developed over many years and took a surprising turn in 2015 when some leaders in the community turned against the draft plan. The Community Advisory Group used that setback to include the leaders who opposed the plan and then refine the plan so that it gained solid community support by the time it was adopted in 2018. Good planning takes time. Working with the community can be messy and is some of the hardest work planners and community leaders face.

**D. Involve people who aren't in it for the recognition or compensation**

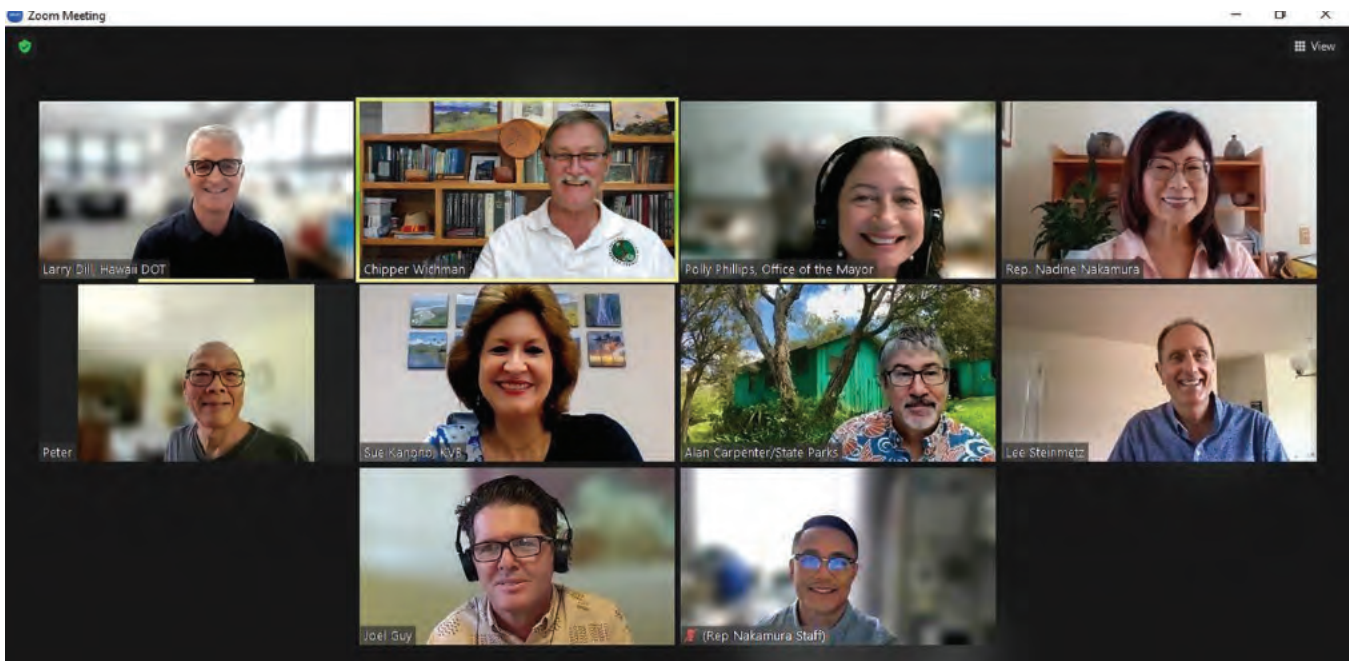
There are many unrecognized heroes who worked hard, mostly behind the scenes, who were part of the cultural stewardship of Hā'ena State Park, involved in the master planning process, and who participated on the North Shore Transportation Ad Hoc Committee. These individuals put in the



time, talent, sweat, perspectives, and resources to continually move the bar and contribute to lasting solutions. A list of participants from the community, nonprofit, public, and private sectors, who continue to support our efforts, is shown in Exhibit F.

**E. Leadership**

We were fortunate to have exceptional leaders from the community (Chipper Wichman and Joel Guy), government (Lee Steinmetz, Alan Carpenter, Larry Dill, Polly Phillips), and the private sector (Sue Kanoho) who stepped up to meet the challenge of developing and implementing the Hā'ena State Park Master Plan. Projects of this magnitude require leaders who include all stakeholders, facilitate difficult conversations, forge compromises, hold group members accountable, and help to get things done.





### ***F. Facilitation***

It took decades to develop the Hā'ena State Park Master Plan and an additional three years of work by the North Shore Transportation Ad Hoc Committee to help implement the Master Plan.

Over a three-year period, over 30 meetings were facilitated and documented by Rep. Nadine Nakamura. She brought key stakeholders to the table and kept them engaged throughout the process. Her office manager handled meeting logistics, including reserving meeting rooms, sending out agendas and meeting summaries, and informing members to submit legislative testimony. Refreshments and some meals were provided at these meetings.

It's estimated that over 200 hours of facilitation and logistics were provided to the North Shore Transportation Ad Hoc Committee during that three-year period. Under a private consultant scenario, these services would be valued well over \$50,000.

Communities contemplating how to address a "hotspot" should get a strong commitment from the appropriate county destination management entity to support this multi-year effort (using staff

or funds to facilitate the process). It is critical for the county destination management entity, the Hawai'i Tourism Authority, governor, mayor, and affected neighborhood/community organizations to agree on the individuals who will be represented in meetings. This is a critical step and should not be rushed. As the process moves forward, individuals can be added as appropriate.

### ***G. Unintended consequences***

Government agencies and departments need to recognize that their management decisions have implications beyond the boundaries of their jurisdiction. For example, the draw of Hā'ena State Park led to traffic impacts and environmental degradation far beyond the limits of the park itself. Decisions by HDOT on whether to allow parking along the highway have implications for adjacent properties. While agencies may have jurisdictional or legal limitations of what they can do, when first identifying problems and solutions, everyone needs to come to the table to seek creative holistic solutions that may initially blur jurisdictional lines (these can be worked out over time) or require new legislation to enable implementation.



## 5.0 Our Work Ahead

*We continue to implement the Hā'ena State Park Master Plan and apply adaptive management to our work. In the years ahead, we hope to accomplish the following.*

### **A. Additional work to implement the Hā'ena State Park Master Plan includes:**

- Construction of a restroom near the main parking lot;
- Expansion of cultural gathering places for educational and cultural programs;
- Continued restoration of the agricultural complex;
- Restoration of historic, cultural, and natural resources throughout the park; and
- Restoration and stabilization of the dune, and removal of invasive trees.

### **B. Adaptive management of parking and shuttle fees**

- Integration of parking and shuttle operations was only a critical first step;
- Shuttle, parking, and entry fees should be dynamic and adjusted to times of the year when demand is higher and lower;
- Clear and consistent signage that discourages motorists from driving to the end of the road without a park reservation;
- Moving toward smaller electric shuttles which produce no harmful emissions and are more appropriately sized for the narrow two-lane road that has no improved shoulder;
- Clear continual communication with visitors about how to access the park and how access funds are being used will engender goodwill from those who are paying; and
- Increase in parking fines has not always proved to deter illegal parking. Increased monitoring and enforcement may be necessary.





### ***C. Hā'ena County Beach Park***

- Transfer of this property from the County of Kaua'i to the state will allow full integration into the online portal and restore community use of this popular resource area;
- Staffing for State Parks Division and funding of the lifeguards are issues that must be solved; and
- Legal testing of the concept of "Kaua'i resident parking" has yet to be worked out but will be a valuable tool to protect resident use of areas popular with visitors.

### ***D. Unintended consequences: Lumaha'i***

- Visitor numbers to Kaua'i continue to climb and currently exceed capacity for many locations on the island;
- With more visitors using this beach, parking and safety need to be managed;

- As hotspot areas become managed, visitors are pushed into areas that have no management. Holistic regional and island-wide planning is needed;
- Lumaha'i Beach is a case study on the effects of unintended consequences and shows why initial planning needs to consider regional impacts.

### ***E. State Legislation***

Based on the north shore Kaua'i experience, the Legislature continues to propose and refine legislation that will benefit similar efforts statewide, including funding agencies responsible for managing areas experiencing over-tourism, promoting visitor impact fees and reservation systems, improving enforcement, and reducing barriers for contracting between the state and capable community-based non-profit organizations.





## 6.0 Stakeholder Perspectives

*This case study is designed to help diverse stakeholders understand what it takes to manage a “hotspot” impacted by too many visitors. Each stakeholder comes from a different background and has a unique perspective. By listening to the voices of individuals of the North Shore Transportation Ad Hoc Committee, many who volunteered three to thirty years (and counting) of their time toward this effort, we hope you will gain a deeper understanding of roles that each played, why they got involved, what kept them engaged, what they’re most proud of, and what advice they would give to others. We hope their stories will give you insights into the process and will lead to success as you start tackling “hotspots” in your communities.*





## A. Community – Chipper Wichman

President, National Tropical Botanical Garden  
Founding Board Member, Hui Maka'āinana o Makana

### 1. What was my role?

I participated in all of the planning meetings related to Hā'ena State Park over the past 30+ years. Due to my experience in running a large nonprofit, I understood the role of good planning and had the skills to help convene and facilitate meetings when Rep. Nakamura was not able to. As a Hā'ena resident I could speak first-hand about the problems and had intimate knowledge about the resources and people involved.

### 2. Why did I get involved?

I got involved because Hā'ena is our home and because we have been working for decades to address the issues our community has faced. I also got involved because the parking and traffic situation prior to the flood was negatively impacting the operation of Limahuli Garden and Preserve (our botanical garden on the north shore). I am a firm believer that if you want to complain then you need to jump in and help create a solution.

### 3. What kept me engaged?

My love for Hā'ena and the families that call Hā'ena home. I wanted to help protect this special place so that my mo'opuna and their mo'opuna could enjoy it like I did when I was growing up.

### 4. What outcomes am I most proud of?

The whole thing – we have created a true model of regenerative tourism that not only dramatically reduced visitor numbers and cars on the road but has generated jobs for our community, given our community co-management status, and created a revenue sharing model that keeps some of the funds generated inside our community. It has allowed us to become better stewards of this sacred landscape.



### 5. What advice do you give to residents in other communities affected by a “hotspot?”

Don't give up – be prepared for a long journey. There are no quick fixes to a problem that has been decades in the making. This is an ideal time to become active and get involved as the Hawai'i Tourism Authority Destination Management Action Plans are all in line with helping communities begin to find solutions. Keep in mind that the challenges and problems you are facing are the same other communities are facing across the state. Because of this we have a collective voice that can help to direct change much more than just one small community can.

Cultivate deep and lasting relationships with your local legislators and state and county agencies. These are the people that can help you create a path for change. Blaming them for the problem will not help create solutions – we need to find ways to work together and in doing so we will build relationships and navigate a path forward.



## **B. Community – Joel Guy**

*Executive Director, Hanalei Initiative*

### **1. What was my role?**

I was the President of the Hanalei to Hā'ena Community Association during some of the master planning process.

### **2. Why did I get involved?**

This is such a special place, it was an honor to be able to participate.

### **3. What kept me engaged?**

Working with motivated community stakeholders, key government leaders and dedicated public servants and the ability to hold each person invested in the process accountable for incremental progress which eventually lead to monumental changes in attitude and management is what continues to engage me. Also, the opportunity to create community-based economic development where profits can be reinvested in the restoration and protection of this wahi pana and the residents who live here.



*L-R: Paula Chandler, Joel Guy, Vena Chandler*

### **4. What outcomes am I most proud of?**

I am most proud of the implementation of a key component of the master plan: operating a shuttle service to help manage traffic congestion to the park and through the Waipā to Hā'ena communities and the opportunity to help the Hui with its vision and mission for the wahi pana with the proceeds generated from the shuttle. However, the integrated reservations system, in its first year of operation, has proven to be more than managing parking and transportation to the park, as it has been an important system for communication, education, safety, and enforcement to build partnerships in the management of the park.

### **5. What advice do you give to residents in other communities affected by a "hotspot?"**

Don't leave the future of these special places for somebody else to do something.





## C. State – Alan Carpenter

*Assistant Administrator, Division of State Parks*

### 1. What was my role?

I actually wore several hats for the State Parks Division throughout the master planning and implementation odyssey spanning over two decades. As a state parks archaeologist I worked with the founding members of the Hui on archaeological mapping, inventory and compliance necessary to pave the way for the subsequent clearing and restoration of the lo'i complex within the park. The connections formed and knowledge gleaned from that effort enabled me to contribute through the master planning process. As a park planner, my role switched to a more direct role in contributions to the master plan and EIS as well as continued community consultation as the plan evolved. Upon taking the position of assistant administrator in 2016, my role was elevated to that of decision maker, the face of Parks at public meetings, interfacing with the Community Advisory Committee, and the lead on implementation of the master plan post-flood. This included presenting the final environmental impact statement and master plan to the Board of Land and Natural Resources, as well as crafting the plans and specifications for bidding, and shepherding through the emergency construction project.

### 2. Why did I get involved?

While it would be easy to simply say, “it was part of my job,” it goes far deeper than that. Decades of collaborating with a community creates bonds, and observing overuse and abuse creates a shared imperative to solve long-standing problems for the protection of resources, improving visitor experiences, and enhancing local access. I was a park user long before I became a park administrator, and quality park management has informed my ideas about how Hawai'i's parks should function. This was an incredible opportunity to collaborate and bring some peace to an overrun region.



*L-R: Alan Carpenter, Tommy Hashimoto*

### 3. What kept me engaged?

See my response to No. 2. It should also be noted that the plan we started with was not the one we ended up with. Collaboration, compromise, and trust, all require time. The last four years was simply the final stretch of the two decades of overall involvement.

### 4. What outcomes am I most proud of?

That we kept the promise to always have a space for local residents. After being pushed out for so long, I think many lacked faith that the state could be involved in a plan that wasn't some ulterior motive to service tourists and fill the state coffers. The greatest reward is the heartfelt thanks received from kama'āina with misty eyes comparing the Hā'ena situation today to what it was just a few years ago. It's also satisfying to see those visitors who are allowed to visit to have a much higher quality of experience as well. Finally, I love that we created jobs in the park, in both state positions and through partnerships, that are keeping people employed in their community.

*Continued: C. State – Alan Carpenter*

**5. What advice do you give to residents in other communities affected by a “hotspot?”**

As evidenced by the recent successes at Hā'ena, Wai'ānapanapa, and even Diamond Head State Monument, our busiest park, relief is possible through responsible management. These successes can pave the way for communities to adapt these solutions locally, without the need for such a long planning process, though some analyses and planning will be required, particularly to develop trust and strengthen working relationships. Challenges may be magnified without a source of revenues to fund management, such as entry fees.

From a state official standpoint, I would tell my colleagues to trust in the wisdom of, and embrace the criticism, of community. Conversely, I would advise residents to also trust in the wisdom of government officials. We can learn a great deal from each other. When I hear criticism that the state

is mismanaging, or doesn't care, my retort is often “which state?” Our ranks are filled with caring, engaged individuals, but there are simply far too few of them to take on the onslaught of visitors. We can only staff up through the creation of positions by the legislative branch, or via public-private partnerships. We'll need both to grow to meet the mandate of properly managing visitor destinations.

Finally, I would caution that the successful management of a destination, park, or “hotspot” will not necessarily solve issues immediately outside the gate or managed area, and without a comprehensive solution addressing the related problems of the adjacent area, you may create an island of calm within the greater storm. If we effectively manage all of the destinations, watch out for the impacts to all the places in between.





## ***D. State of Hawai'i – Larry Dill***

*Kaua'i District Engineer, Highways Division,  
Department of Transportation*

### ***1. What was my role?***

Kūhiō Highway (Route 560) is the only transportation facility connecting Hā'ena to the rest of Kaua'i and the world beyond. As the Kaua'i district engineer for the Highways Division of the Hawai'i Department of Transportation (HDOT), my role was to ensure that Kūhiō Highway provided a safe route for highway users, and to do so in a manner that preserved the quality of life for the community served by the highway.

### ***2. Why did I get involved?***

Initially and throughout the process of reconstructing Kūhiō Highway Route 560 after the landslides and flooding damage from the storm in April 2018, my focus was on the engineering and reconstruction of the highway facilities. But soon after HDOT began clearing debris from the storm, it became apparent that the community was passionate about maintaining their traditional quality of life to the extent possible, and that the highway improvements should support that goal.



### ***3. What kept me engaged?***

The leadership, knowledge, and passion displayed by the many and varied stakeholders was inspirational. As relationships matured and trust grew, the effectiveness of the working group increased accordingly. It was a team that I was proud to be a part of and I wanted to do my share to support the effort.



### ***4. What outcomes am I most proud of?***

The most noticeable improvements on the highway were the two new bridges, the rehabilitated bridge, the two reconstructed ford crossings, the retaining walls and stabilized slopes. But the highway improvement that had the greatest impact on the community's quality of life was the installation of a bunch of no-parking signs that prevent illegally parked vehicles which had previously congested the highway, creating safety hazards for motorists, cyclists, and pedestrians, and making it difficult for emergency vehicles to pass. The locations of the signs were carefully mapped out with local residents in an effort to support parking at locations where locals access the shoreline. And legislation was passed that dramatically increased the penalty for illegal parking.

### ***5. What advice do you give to residents in other communities affected by a "hotspot?"***

Build relationships, be patient, tell your story, and listen to others' stories. Allow for and promote out-of-the-box thinking. Press those in decision-making positions to go the extra mile. I found that most people had legitimate concerns to share, if I made the effort to see things from their perspective, and that most people genuinely sought win-win solutions. And never give up.

## **E. County – Lee Steinmetz**

*Transportation Planner, County of Kaua'i*

### **1. What was my role?**

I helped to provide a county planning perspective and technical assistance on the North Shore Shuttle start-up, and assisted to coordinate county response to various aspects of the entire project. I was also Chipper Wichman's wingman supporting meeting facilitation.

### **2. Why did I get involved?**

I got involved because of the people and the place. Both are incredibly special. This wouldn't have happened without the polite and respectful persistence of local residents who committed to their place as stewards, and Rep. Nakamura's skill at bringing everyone to the table. Other agency leaders (State Parks, HDOT, Kaua'i Visitors Bureau) were also willing partners wanting to find solutions. It was a most remarkable process that couldn't have happened by the government alone or citizens alone.

### **3. What kept me engaged?**

The status quo was not an option. It was so complicated with so many interrelated pieces. The care, concern, and commitment of the locals to manage their place kept me going. Friendships were formed through the process.

### **4. What outcomes am I most proud of?**

While I had nothing to do with it, the improvements to Hā'ena State Park are stunningly beautiful and have created a whole new experience for anyone who visits. The work of the Hanalei Initiative in setting up and operating the North Shore Shuttle is amazing and reflects the entrepreneurial spirit of the community. The willingness of HDOT to reconfigure the highway with no-parking zones has made it safer and less congested for everyone.



You now see people walking and biking on the street. From a transportation perspective, this really demonstrates that people will get out of their cars and use other modes of transportation when given the option.

### **5. What advice do you give to residents in other communities affected by a “hotspot?”**

Find the right facilitator. It needs to be someone who can bring both state and county agencies together, as most likely both will be involved in implementing solutions. Start with good plans. The Hā'ena State Park Master Plan and the County of Kaua'i Shuttle Feasibility Study served as frameworks for implementation. While differences of opinion are highly valued and are an important part of the process, strive to find unity of vision. Consider incremental improvements that can happen over time and be willing to make adjustments as some solutions may have unintended consequences that require refinements. For example, the no-parking zones led to parking in other hazardous locations that then needed to be addressed.





## ***F. County – Peter Morimoto***

*Deputy County Attorney, County of Kaua'i (retired)*

### ***1. What was my role?***

I advised the Kaua'i Police Department (KPD) and attended the stakeholder meetings along with KPD personnel. Although it is a state road not subject to county regulation, the Kaua'i Police Department enforces traffic and parking laws on Kūhiō Highway. I researched the statutes and administrative rules regulating parking and towing on Kūhiō Highway and discussed how the existing laws impacted the proposed solutions. When the stakeholders settled on a course of action, I assisted with drafting the amendments to the existing laws that would allow for increased fines and enforcement of the no-parking zones.



### ***2. Why did I get involved?***

I was the deputy county attorney assigned to KPD. I worked with many of the stakeholders in the past and I felt privileged to work with them on this project.

### ***3. What kept me engaged?***

Although I have been an intermittent laborer for Hui Maka'āinana o Makana, my involvement on a community level was limited to my participation in the stakeholder meetings in 2017 and 2018.

### ***4. What outcomes am I most proud of?***

The area will be preserved and enhanced as a cultural and educational resource for generations to come.

### ***5. What advice do you give to residents in other communities affected by a “hotspot?”***

Find community leaders who are hardworking, solution-oriented collaborators.



## **G. Visitor Industry – Sue Kanoho**

*Executive Director, Kaua'i Visitors Bureau*

### **1. What was my role?**

My role was to represent the visitor industry, as well as show the commitment from the Kaua'i Visitors Bureau to participate in solutions for an area that had been abused with over-tourism for decades. As the executive director of the Kaua'i Visitors Bureau, I attended the master plan meetings, many on weekends and after hours, provided feedback and reviewed proposed plans. I continued to participate in the many meetings that followed after the Hā'ena Master Plan was approved. Discussions to increase the fee for parking violations and creation of the shuttle, etc., were important meetings with Representative Nadine Nakamura and team to help drive implementation for parts of the master plan.

### **2. Why did I get involved?**

The years of marketing, as well as the impact social media has had on our island, have led to over-tourism. I felt responsible for being part of the solution, hearing what the issues were, and seeing where we could adapt or change what the visitors bureau (and the parent company Hawai'i Visitors & Convention Bureau) was doing in their marketing and communications. We created a "Do Not Promote List" that would be shared with any media we hosted, our travel trade industry, as well as the Hawai'i Tourism Authority (HTA), so that those promoting Kaua'i as a tourism destination would be sensitive to the Hā'ena area and other areas like Queen's Bath.

### **3. What kept me engaged?**

My commitment to Chipper Wichman, Uncle Presley Wann and the Hui Maka'āinana o Makana, Uncle Tommy Hashimoto, Joel Guy, and Representative Nadine Nakamura, and so many more kept me engaged. The commitment to making a positive change for the area, and hopefully to reduce the abuse to the community was my other driving force to stay involved.



My attendance and participation in the Hā'ena Master Plan, as well as all our follow-up meetings once the plan was approved, could be considered, by some, outside my formal job description (this all happened before the Destination Management Action Plan (DMAP) was created). I felt it was the right thing to do and despite some challenging discussions that were needed to move forward.

### **4. What outcomes am I most proud of?**

Seeing Hā'ena State Park with managed attendance, with the boardwalk/parking lot, the Go Hā'ena shuttle and staffed seven days a week to monitor and protect the area (barring floods, and hurricane and tsunami alerts) makes the park a much better experience. Hearing from residents who refused to go into the masses at Hā'ena State Park for decades, and then hearing those same residents share their appreciation for how the place is managed now makes me proud of the efforts made by all. I'm especially happy that Representative Nadine Nakamura was able to increase the parking violation fee from \$35.00 to \$235.00 with half going to the County Kaua'i Police Dept., the agency giving the tickets, and the other half going to the state. It has been great to see the shuttle program work with the leadership of the Hanalei Initiative.



*Continued: G. Visitor Industry – Sue Kanofo*

**5. What advice do you give to residents in other communities affected by a “hotspot?”**

Each of the main Hawaiian islands has hotspots. Those areas that are deemed hotspots should do an assessment of what is currently happening so they have a baseline of what the numbers are: numbers of people, cars, parking stalls, bathrooms (or not), maintenance of the area, etc. Why the Hā'ena State Park Master Plan program got as far as it did was because of the commitment and diligence of the community impacted, leaders who were willing to think out-of-the-box and not accept all the reasons given why you cannot. The State DLNR working with Hui Maka'āinana o Makana, as well as the county and the Hanalei Initiative were the integral pieces of the puzzle, supported by various government agencies, which led to a key phrase “community led, government supported.” There were key individuals who truly kept the ball rolling to conclusion, which was so critical to getting a program in place. Because this is an Adaptive Management Plan under the State of Hawai'i Dept. of Land and Natural Resources (DLNR) it needs to be assessed and see where things can be tweaked.

The one cautionary tale is that when you manage an area by limiting the number of people and cars, it could negatively impact another area (or two) nearby, driving those turned away to other places not usually used. For example, Lumaha'i has become very busy since the rules at Hā'ena State Park were put in place. Lumaha'i is a dangerous beach and has been the site of two recent visitor drownings.



## **H. Government – Nadine Nakamura**

*State House of Representatives, District 15*

### **1. What was my role?**

My role was to bring together residents, community, visitor industry, state government, and county government stakeholders to address the problem of over-tourism at Hā'ena State Park.

Over a three-year period, my office convened over 30 meetings to solve the different aspects of this complex problem. We identified who needed to be at the table, engaged in lengthy dialogue about what to do with illegally parked cars, educated ourselves on state and county laws, and came up with shared solutions. My office worked on all meeting logistics with the County of Kaua'i, developed agendas and meeting summaries, facilitated meetings, and politely made sure members followed through on assigned tasks.

To address concerns and help implement the Hā'ena State Park Master Plan, I introduced three separate bills over three years: to substantially increase parking fines along state highways, to allow county police chiefs to hire non-police officers to cite illegal parking on state highways, and to give the DLNR Parks Division the ability to increase park fees to reflect visitor seasonal demand. Senate President Ron Kouchi introduced companion bills in the Senate.

In between all of this, the April 2018 flood hit, and our North Shore Transportation Ad Hoc Committee was a natural focal point for county-state problem-solving around the park and road closures.



### **2. Why did I get involved?**

I got involved because Hā'ena is a special place, Kē'ē is my favorite beach, and the community asked for help.

### **3. What kept me engaged?**

I stayed involved because once we brought the stakeholders together, we developed a high functioning team, based on trust and respect, whereby each member brought resources to bear when it was most needed. We went through a massive flood, celebrations of anniversaries and births, and difficult periods involving health concerns and deaths of our loved ones. No matter what the adversity, members called in from trips on the mainland, from foreign countries, and from airport parking lots, just to participate and be held accountable.

### **4. What outcomes am I most proud of?**

I'm most proud of the fact that local residents are returning to enjoy Hā'ena State Park. It's now a beautiful, peaceful experience to visit. This project is employing 35 employees, 21 of whom live on the north shore, who work as parking attendants, shuttle drivers, park rangers, laborers, and administrators. This is community-based economic development at its finest. It's also a model for regenerative tourism, one that preserves our sacred cultural and natural resources for future generations.





*Continued: H. Government – Nadine Nakamura*

**5. What advice do you give to residents in other communities affected by a “hotspot?”**

As you can see from this Hā'ena State Park case study, this was not an easy journey to undertake. Sometimes I felt we were going around in circles brainstorming solutions. But keep your eye on your strategic goals and your vision.

The most important thing is to bring the key stakeholders together. Do not short-cut the process of identifying who needs to be involved. About 15-20 members attended every meeting that we scheduled. Every member contributed to the process and the outcomes.

Use your county's Destination Management Action Plan and accompanying resources to address your hotspot, work with your council member and/or state legislator to change laws if needed, and keep in mind Ruth Bader Ginsburg's saying, “real change, enduring change, happens one step at a time.”



**Exhibit A**

Hā'ena State Park  
**Integrated Access System**

First Year in Review  
July 2021 – June 2022



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## HSP Integrated Access System – Year 1

### Guided By Shared Values & Vision

*He ali'i ka 'āina; he kauwa ke kanaka.*

*Land is a chief; man its servant.*

**‘Ōlelo No‘eau**

*“It has always been the desire of Hui Maka‘āinana o Makana and our community to protect Hā‘ena for generations to come. This is our ancestral home, and it is our kuleana to care for this sacred place.*

**Presley Wann, President of Hui Maka‘āinana O Makana**

*“...the heart of it is the desire of the community to protect the wahi pana and wahi kapu (culturally significant areas) of Hā‘ena, along with its natural and scenic resources, for the generations yet to come. It is an ancestral home and dynamic community resource... The idea is to accommodate local demand, complement shuttle volume, and minimize parking impacts outside of the park.”*

**~ Hā‘ena State Park Master Plan Executive Summary**

The Hanalei Initiative (THI) Board of Directors and staff wish to express their steadfast support and commitment to the intentions and envisioned goals of the Hā‘ena State Park Master Plan in operating the Hā‘ena State Park Integrated Access System.

As Hā‘ena State Park may be viewed as the exemplar for adaptive resource management, the purpose of this overview of the past year’s operation of the park access system is to share information, and also to ask: how we can do even better as we seek continuous improvement to nurture ‘āina momona, to strive for a place that is healthy and prosperous.

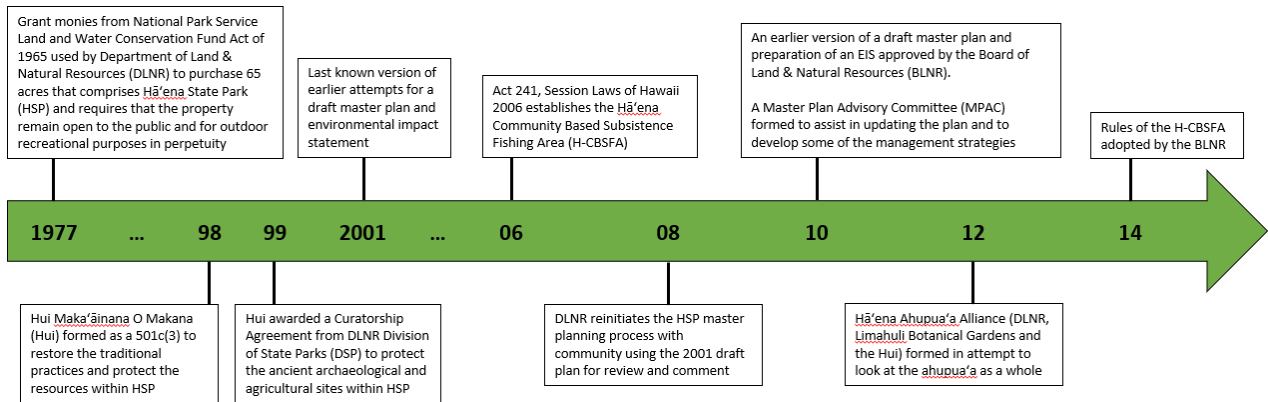


HSP Integrated Access System – Year 1

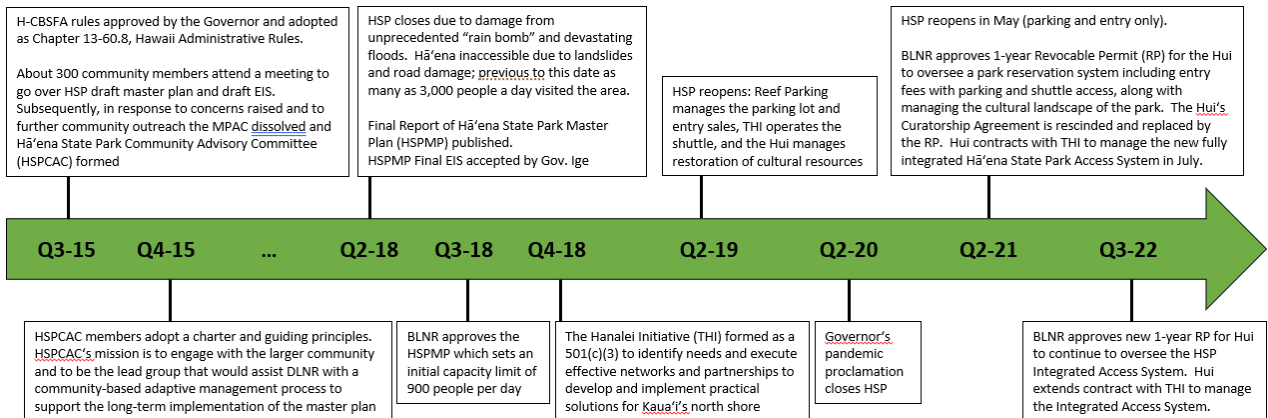
Timeline of Hā'ena State Park

The Hā'ena State Park Master Plan (HSPMP) and complementary Community-Based Subsistence Fishing Area (CBSFA) embody resource management methods based in cultural and historical practices with extensive community input and support. These strategies were envisioned and refined over decades as shown in the following timelines:

1977 – 2014



2015 - 2022



The initial access management scheme deployed in 2019 had several entities managing different components for access to the park. This led to systemic issues resulting in ineffective and untimely operational coordination, customer confusion and a shuttle service that bore all the fluctuations in park demand while being the least flexible operation to adjust to those fluctuations. In spring of 2021 the DSP, in its effort to implement adaptive management practices, recommended to the BLNR the approval of a one-year revocable permit to provide the Hui the opportunity to manage HSP, and in turn enabling the Hui to contract THI to manage the park Integrated Access System.



## HSP Integrated Access System – Year 1

### Integrated Park Access – Key First Year Outcomes

#### HSP Integrated Access System Year 1 Highlights



#### Complete re-design and launch of [gohaena.com](http://gohaena.com) and QR code:

- Centralized user portal manages thousands of reservations and hundreds of secure financial transactions every day.
- Clearly communicates a unified set of policies for all access options, guidance and tips to help customers make the most out of a state park visit.
- Links to State Parks websites for information on all area parks and camping permits.



#### Development of a customer survey suite

- Feedback is key to understanding the visitor experience, and opportunities to improve or enhance operations.
- Surveys have a significant 10% user response rate.
- The vast majority of respondents consistently rank their park visit a 4 or 5 out of 5 and reflect that the number of others on the trail or beach seemed about right.



#### Increased and stabilized shuttle ridership

- Began with 264 riders per day, now over 400.
- Reduced vehicles traveling from Waipā to Hā'ena, initially 100 cars daily, now almost 200 per day (well over 50,000 cars annually).
- Onboard audio recording provides cultural information to riders.
- Waipā signage and storyboards also educate riders pre-visit.

#### Free shuttle service for residents between Hā'ena and Hanalei

- Shuttles heading back to Hanalei in the mornings provide an alternative way to get to school and work.
- Shuttles also offer afternoon rides back to Wainiha / Hā'ena.
- THI hopes to increase free community ridership in 2022.



HSP Integrated Access System – Year 1



**Shuttle underpins a financially viable community economic ecosystem.**

- Access System employs over 20 north shore residents.
- Sustains the Hui and its stewardship / cultural activities in the park.
- Also supports a dozen local businesses and nonprofits, creating the means to better mālama this wahi pana.

**Coordinated “Know Before You Go” campaign**

- Worked with Kauai Visitor Bureau, industry partners and developed a radio campaign to inform both visitors and residents about the new access rules, to encourage compliance.
- Regular monitoring of online visitor forums indicates that social norms are developing that encourage compliance peer to peer.
- THI is developing a new “road conditions / etiquette” website to support the community’s efforts to manage visitor impacts.



**Returning park visitors are overwhelmingly supportive of the new park management system**

Before the slides on the highway I had driven down intending to show friends the beautiful area, however the tourists and autos were backed up and parked a mile back from roads end. I swore then I would never go down again ... I was THRILLED to learn that the state was making the changes so deeply needed to control the overuse of the beautiful island of Kauai.

Really appreciate the improvements in parking, landscaping and preservation.

So glad they have improved the whole experience by limiting the numbers of visitors. Much better than in the past.

I was there also about 10 years ago and it was a nightmare....parked about a mile away (literally) and walked in through packs of cars. Traffic was horrendous! This time the experience was fantastic - easy to drive in, chat with the attendant, and park. I had no trouble purchasing passes either.

I visited the park prior to the flooding. Seeing all the hard work that was done to mark access limited to passes and shuttles is heartwarming. It protects the land and gives tourists the chances to stay on paths. I couldn't believe how much it changed. The efficiency of the process and the people working being organized was awesome....we had a very difficult and challenging hike, worth all the aches. Ha'ena area is one of the most beautiful spots I've ever seen and should be preserved as it is now. Many other parks on the mainland need the shuttle service, well done.

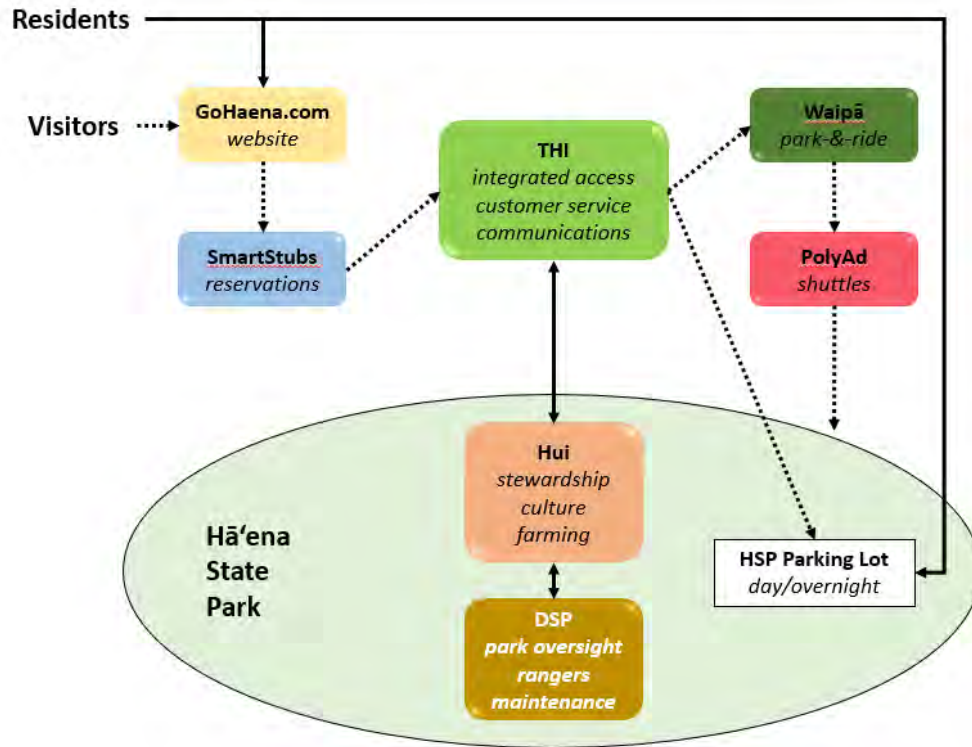




HSP Integrated Access System – Year 1

Integrated Park Access - Key Partnerships and Structure

HSP Integrated Access System strategies were developed using Adaptive Management principles. The interconnected system structure is shown in the diagram below, which illustrates the typical visitor's access pathway (dotted line).



GoHaena.com

To integrate all access pathways, The Hanalei Initiative (THI) and SmartStubs partnered to make substantial changes to the reservation processes and redesign the GoHaena.com website to create a centralized reservations and information gateway. The customized website is the system's face to the world and the "front door" to a state park visit. Every reservation is placed through the website, and the reservation schedules guide the daily operations of the system. The website also provides a platform for broader awareness and support of system partners and the community's efforts.

SmartStubs

This company created the backbone reservation system and combined the ordering processes from THI with the web designs from Wasabi Designs, Inc. to deliver an integrated GoHaena.com online portal. The reservation system only accepts credit cards online and QR coded tickets are scanned and logged. The system can track and report out data and metrics in great detail - from reservations to operations to financials. SmartStubs participated in the original Kauai North Shore Shuttle (KNSS) online system in 2019 and continues to adapt their core product to THI's changing needs.



## HSP Integrated Access System – Year 1

### THI

The Hanalei Initiative is the day-to-day manager of the HSP Integrated Access System. THI attendants check in visitors at the park-&-ride (to board the shuttle) and at the park's entrance gate (for those arriving by car or on foot). Attendants at the park's shuttle hale also greet park visitors and organize return rides from the park. THI's communications staff monitor and respond to customer inquiries and needs while also collecting feedback on the visitor experience with THI's post-visit survey suite. THI monitors visitor access demand and manages capacities to ensure consistent resident access, stable shuttle system operations and overall access management in alignment with the park's master plan.

### Waipā

Nonprofit Waipā Foundation provides THI with a license to use the site of the Waipā Park & Ride, which is conveniently located just outside Hanalei town, approximately 25 minutes away from HSP. THI began partnering with Waipā in the original 2019 KNSS system and was thankful to re-launch from that same location in 2021. As pandemic concerns faded and tourism rebounded, shuttle capacity also expanded, almost doubling parking needs at Waipā. Fortunately, Waipā Foundation was able to graciously accommodate the system's increased parking needs. System site fees support Waipā Foundation's stewardship work, cultural activities and programming, all greatly valued by the north shore community.

### PolyAd

Polynesian Adventures LLC was the only fully qualified operator on island able to provide comprehensive shuttle service for the original KNSS in 2019 until shuttle operations were suspended upon the arrival of COVID-19 in 2020. Since shuttle service re-launched as part of the Integrated Access system in July/2021, PolyAd has maintained reliable shuttle operations and also doubled the number of shuttles it provides, even with the same type of ongoing staffing challenges that have also plagued so many island businesses post-pandemic.

### HSP Parking Lot

The HSP Parking Lot was developed by DSP after the 2018 floods to accommodate up to 100 cars serving both day-use and overnight visitors as well as residents. Resident use varies mainly by day-of-week and holidays, while visitor use varies week-by-week seasonally. A stable shuttle system is imperative to enable the HSP daily usage targets as the HSP Parking Lot alone does not have capacity to do so, nor does it generate sufficient revenue for critical park reinvestment. A key element of the Integrated Access System is adjusting parking lot availability to address demand fluctuations and to work in concert with the shuttle system to deliver on park visitation targets and financial sustainability of the system.

### Hui

Hui Maka'āinana o Makana held a Curatorship Agreement for HSP for the past 20 years, and is a trusted partner of DSP as the primary place-based entity caretaking the cultural resources and farming lo'i kalo using traditional infrastructure. The Hui advocated for a transition from the agreement to a 1-year revocable permit (RP) to enable the Hui to oversee the cultural landscape of the park and implement the trial HSP Integrated Access System (which was subcontracted to THI due to its previous shuttle management experience). The first year success has led to another 1-year RP in 2022; pending continued success, the expectation is that the permit will transition into a longer term lease or agreement.

### DSP

The Division of State Parks is ultimately responsible for HSP as a whole. A community-led, government-supported concept for local nonprofits managing certain aspects of a state park is an entirely new model that DSP's leadership and insights on adaptive management sanctioned as a pilot project. With the successes thus far, HSP could become a template for not only managing other state parks across Hawai'i, but improving the overall economic base and community place-based engagement, ultimately resulting in a better resident and visitor park visit experience.

*This new Integrated Access System would not be possible without centralized local management of daily operations and the participation and expertise each of these entities provides toward supporting the system.*





## HSP Integrated Access System – Year 1

### Adaptive Management – Continuous Improvement

*“The primary management concept implemented at the park is adaptive management [which] the Department of the Interior describes... as ‘an iterative learning process producing improved understanding and improved management over time. ...It is not a ‘trial and error’ process,... but rather a means to more effective decisions and enhanced benefits.”*

*\*Williams et al, 2009, quoted in Hā’ena State Park Master Plan*

THI – along with every partner in the system - continues to focus on adaptive management as a core principle for continuous improvement and success. Being a new system, there have been ample opportunities to identify, prioritize and implement new processes, process improvements, metrics, feedback mechanisms, and a host of other changes. Three of the primary areas THI have focused on this year are Communications, Operations, and Management.

### Communications

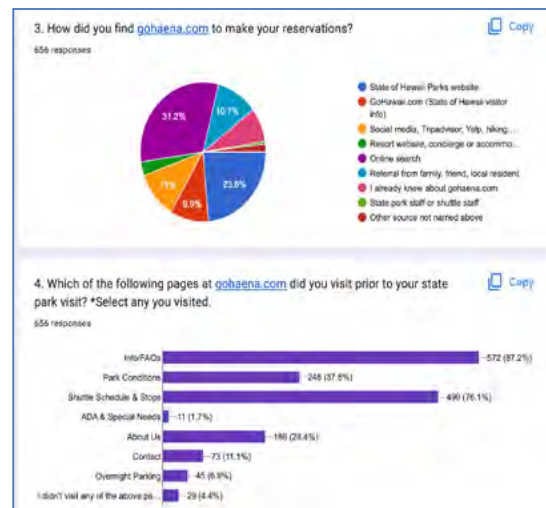
THI has developed comprehensive communications focused on outreach, customer relations, and compliance efforts.

#### Outreach – Know Before You Go

The park access system, by design, restricts the number of park visitors which means that not everyone who wishes to visit the park will be able to do so in the manner in which they might prefer. THI has prioritized advocacy and engagement to increase awareness and build social norms that encourage widespread support for restricted access to the park.

#### Highlights:

- Online** - Access fees and rules changed in July 2021. THI swept external websites and requested changes to outdated or inaccurate information. THI’s team regularly monitors popular social media pages and visitor/hiker forums. The team is encouraged to observe residents AND VISITORS stepping up in online venues to educate others on acceptable behavior. Awareness of norms will be the system’s best defense against non-compliance.
- Resident awareness** - THI facilitated an HTA offer to produce a social media campaign for the Hui targeted toward local audiences. The short video features Hui President Presley Wann and THI President Mina Morita sharing a glimpse of the Hui’s longstanding and visionary leadership in the park’s adaptive management strategies.
- On the ground** - THI has prioritized signage to ensure good information and engagement. Sign planning started with Waipa Park & Ride design/installations, and THI is now focused on the park entrance and park boundaries in consultation with State Parks and Hui leadership. Interpretive signs along the boardwalk are an important Year-2 priority to better communicate the Hui’s work and the park’s cultural and natural resources.



## HSP Integrated Access System – Year 1

### *Customer Relations*

Initial system operations in the summer of 2021 were challenged not only by statewide COVID concerns, but also by the twice daily, multiple-hour highway closures necessitated by ongoing response to the Hanalei Hill landslide (March/2021). While making their park reservations, about 10% of visitors missed 4 different website warnings about the daily road closures which prompted the need for customer accommodations and engagement. THI's staff leaned into the issues, gathered insights and carried a resolve of adaptation and flexibility through the year with the following insights:

- **Compassion for customers.** Standby options were set to accommodate those who miss or cannot make their shuttle, reducing disappointment and frustration. Shuttle ticket holders unfailingly appreciate staff efforts.
- **Easy cancellation.** Reservations routinely sell out 2-3 weeks in advance, but posted cancellation windows offer new opportunities for last minute visitors hoping to visit the park. Easing the cancellation terms also virtually eliminated purchase disputes, and reduced staff workload while still maintaining full inventory sales.
- **Invite feedback.** THI consistently uses customer and community feedback to make system improvements. Refining website content and helping visitors to better help themselves reduces staff time and encourages safer, more aware and appropriate behaviors and, hopefully, a more enjoyable visit. In response to feedback on initial survey responses in spring/2022, THI's launched a new shuttle schedule summer/2022 which added 3 hours of afternoon pick-ups.

Building a strong communications department to make information more easily understood, accessible, transparent, and accurate.

### *Compliance*

- THI began beach boundary monitoring in April/2022 to establish a baseline understanding of non-compliance. While expectations were uncertain, less than 1% of daily park visitors were observed circumventing access rules. When reservations began to sell out more than 3 weeks in advance in early June, THI implemented another round of monitoring and was encouraged that even during high demand, observed non-compliance remained below 1%.
- “Entry only” reservation customers are strongly discouraged from inappropriately parking elsewhere in Hā'ena, but anecdotal observations suggest it still happens. To limit abuse, entry only sales are a small fraction of the total park access allotment. The option is intended primarily for residents with visiting friends and family, or for visitors who are staying within walking or biking distance to the park. These types of customers are not always able to purchase passes because reservations sell out within hours upon release. To address this, THI developed a local pickup option for this allocation modeled after State Park's camping permit local pickup system.
- Many vehicles that arrive at the park entrance (also the end of the highway, rural route 560) simply turn around without entering the park. Electronic data contracted by THI suggests that a sizable chunk of the “turn arounds” end up at Lumaha'i beach, one of Hawaii's deadliest beaches (due to drownings). Limited available parking at Lumaha'i and congestion at other beach parking between Hā'ena and Hanalei may also contribute to poor choices. THI is advocating for a “lifeguarded beaches only” safety campaign and gate staff try to suggest safer alternatives.



## HSP Integrated Access System – Year 1

### Operations

THI prioritizes hiring from the North Shore community and especially those with longstanding familial ties. Starting in July/2021, the staff from the park's previous parking contractor were hired and onboarded along with THI employees who were brought back from pandemic induced layoff. Access system staff work out of 3 primary locations: Waipā Park & Ride, HSP Gate House / Entrance Gate, and HSP Shuttle Hale while management and administrative staff work out of THI's Hanalei office. In the first year, internal communications focused on articulating and working towards the same goals and ensuring actions reflect the right priorities for place, culture, resources, staff, community and visitors. Knowledge of place is key to remembering what has been achieved and why these solutions must succeed.

THI has prioritized investment in nurturing staff capabilities through customer service training and computer literacy. Programming conducted by Ka'ala Souza had 100% percent staff participation and focused on customer engagement, use of de-escalation tactics, how to show empathy, be kind, and use knowledge of place to inform visitors.

**THI's staff faced many challenges this year, some very unexpected. These included:**

- **Ran an effective integrated access system during the COVID-19 pandemic** despite staffing shortages, having to provide protective supplies and establish protocols, enforcing TSA mask requirements, and managing compliance with the state's testing/vaccination requirements for subcontractors.
- **Illness and serious health scares.** 7 staff members - half our operations crew - fell ill over a span of 6 weeks which included a stroke and a heart attack, besides COVID-19. All available staff worked together to maintain operations.
- **Interactions with aloha.** Every day, THI attendants welcome state park visitors, educate the public, and communicate state park access rules firmly and kindly. THI strives to employ individuals who have a great work ethic, who believe in the access system solution, and who want to be a part of the amazing team that works together to implement the community's strategies. HSP Entrance Attendants, in particular, professionally communicate the park's access rules to those who arrive at the park unaware and are often disappointed. Hundreds a day, of not just visitors, but residents without proper identification or with guests too. The stress and even occasional abuse that attendants undergo to protect this wahi pana requires patience and special skills.

Numerous meetings with HSP partner organizations have resulted in several system wide improvements. THI provides walkie-talkies to THI staff, DSP HSP rangers, County lifeguards and Hui staff to improve onsite park communications. The rangers report they feel safer and more comfortable moving around the park because they are always in direct contact with all the other workers in the park. Additionally, the communication between DSP and THI in anticipating and responding to inclement weather and deteriorating trail conditions due to high stream flow has helped in providing timely information to system attendants and enabled real time decisions to keep park visitors safe. THI has also provided its HSP attendants with a satellite phone to ensure reliable communication since there is typically no cell service to, from, and within the park. This has strengthened emergency preparedness and daily operations too.

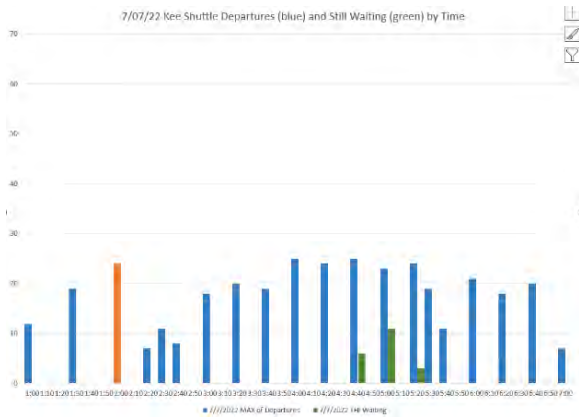
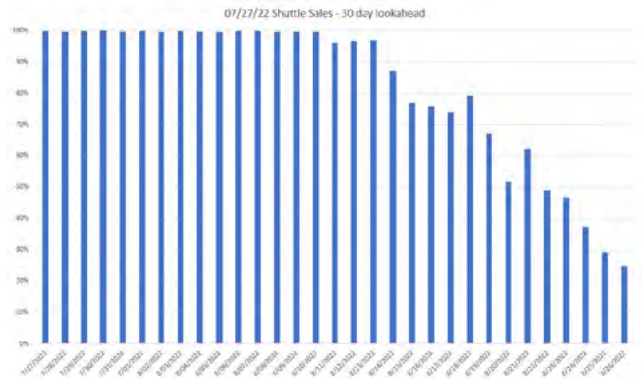
As local residents who care deeply for this wahi pana, THI staff lead by example and go beyond their regular job duties. Staff regularly put in discretionary effort to help weed and clean up access system sites, pick up garbage, assist the Hui with its efforts, monitor Limahuli stream use, and demonstrate a sense of personal kuleana to the state park and surrounding areas. Most staff consider the opportunity to be a part of this endeavor as a privilege and blessing, and the THI team is strongly motivated to strive to do what is in the best interest of the park, community, and partnerships.

## HSP Integrated Access System – Year 1

### Management

Throughout the first year, the management team embraced the adaptive management practice of data driven reflection and refinement of operations. Through consistent monitoring, collection and analysis of data points, key improvements were made to the reservation website, allocation ratios for shuttle and parking, parking accommodations for overnight camping permit holders, operational response to weather and trail closures, and other issues to improve the park visitor experience and collaboration between various system partners and stakeholders.

THI developed and uses a Shuttle Lookahead demand forecasting system in which the next 30 days of shuttle reservations are graphed and analyzed regularly to understand upcoming park demand and maintain a historical record for reference and future capacity planning purposes.



Cognizant of transit system norms through our shuttle management experience from 2019, THI also developed a Wait Time analysis tool to assess the variability in when visitors depart the park each afternoon and actual wait times that visitors experience. The tool helped to set appropriate overall shuttle use, schedules, and afternoon departure capacities to support an excellent customer experience.

THI has developed protocols for inclement weather and various potential emergency response situations. The weather protocols have been refined with real-world experience since their inception with the 2019 shuttle operations. These protocols prioritize safety, include tested communications pathways, and provide multiple entities with the ability to cancel operations and/or close some or all elements of park access. Protocols have been developed in conjunction with all key Integrated Access System partners and stakeholders.

Governance is a key part of maintaining the Integrated Access System’s processes and effective coordination. THI maintains a regular schedule of internal and inter-agency meetings to facilitate adaptive management and continuous improvement.





## HSP Integrated Access System – Year 1

### Acknowledgments

THI wishes to mahalo Hui Maka'āinana o Makana for demonstrating early visionary and persistent leadership in its long and steadfast efforts to malama Hā'ena, and THI is especially thankful for the opportunity to join the Hui in operating the park access system. THI welcomes and will continue to look forward to the Hui's guidance, leadership, alliance, and partnership as this journey continues in the years to come.

THI also acknowledges that in addition to the Hui's past labors, many hands help the access system to run smoothly every single day. To those listed below and others, both residents and visitors, who have provided help, insights and feedback, THI's board and staff extend a heartfelt mahalo.

#### Agency Partners

State of Hawai'i Department of  
Land and Natural Resources  
Hawai'i State Parks  
Hawai'i Dept. of Transportation  
Hawai'i Tourism Authority  
County of Kaua'i (Admin, Parks,  
Ocean Safety, Police, Fire)  
Kaua'i Visitor Bureau

#### Access System Partners:

Hui Maka'āinana o Makana  
Limahuli Garden, NTBG  
Waipā Foundation  
Polynesian Adventures LLC  
Hanalei Colony Resort  
Wainiha Country Market  
Chantal Mentzer, CPA  
SmartStubs

#### Other Supporters:

Hā'ena / Wainiha communities  
Ka'ala Souza  
Max Blue Desantis  
Pacific Radio Group  
Wasabi Design, Inc.  
  
Rep. Nadine Nakamura  
and all of our elected officials  
who have expressed consistent  
support

*And with deep appreciation and gratitude to our incredible staff  
who are asked to work with aloha, rain or shine, every single day of the year.  
Thank you for making it all work!*

And with great sadness we bid aloha 'oe to two beloved keiki hānau o ka 'āina who worked to bring the vision of this wahi pana to a reality.



Carlos Andrade



Vena Chandler

Exhibit B

STATE OF HAWAII  
DEPARTMENT OF TRANSPORTATION  
HIGHWAYS DIVISION  
KAUAI DISTRICT  
MEMORANDUM

HWY-K 4.190030  
March 1, 2019

TO: JADE T. BUTAY, DIR  
THRU: EDWIN H. SNIFFEN, DEP-HWY *Ed S*  
THRU: MARSHALL H. ANDO, HWY *MH*  
FROM: LARRY DILL, KAUAI DISTRICT ENGINEER *LD*  
SUBJECT: REQUEST TO DESIGNATE NO PARKING AREAS ON KUHIO HIGHWAY ROUTE 560 IN HAENA, KAUAI

Per §291C-111 of the Hawaii Revised Statutes, the director of transportation is authorized to prohibit or restrict the stopping, standing, or parking of vehicles where the stopping, standing, or parking is dangerous to those using the highway or where the stopping, standing, or parking of vehicles would interfere unduly with the free movement of traffic.

The District of Kauai requests approval to implement parking restrictions on Kuhio Highway Route 560 in Haena, Kauai as follows:

Outbound:

- MP (Mile Post) 8.143 (Haena Place) to MP 8.76 (begin Haena Beach Park).....No Parking
- MP 8.76 (begin Haena Beach Park) to MP 8.9 (end Haena Beach Park) .....Parking allowed
- MP 8.9 (end Haena Beach Park) to vicinity of MP 9.....No Parking
- Vicinity of MP 9 (approx. 75 feet long area) .....Parking allowed
- Vicinity of MP 9 to vicinity of MP 9.1 .....No Parking
- Vicinity of MP 9.1 (approx. 30 feet long area) .....Parking allowed
- Vicinity of MP 9.1 to vicinity of MP 9.15 .....No Parking
- Vicinity of MP 9.15 (approx. 30 feet long area) .....Parking allowed
- Vicinity of MP 9.15 to MP 10.01 (end highway).....No Parking



JADE T. BUTAY, DIRECTOR  
 March 1, 2019  
 Page 2

HWY-K 4.190030

Inbound:

MP 8.143 (Haena Place) to MP 9.544 (approx. 25 ft. east of Limahuli Stream) .....No Parking  
 MP 9.544 to Limahuli Stream .....One Hour Parking  
 Limahuli Stream Crossing.....No Parking  
 Limahuli Stream to MP 9.591 (approx. 220 ft. west of Limahuli Stream) .....One Hour Parking  
 MP 9.591 (approx.) to MP 9.96.....No Parking  
 MP 9.96 to MP 10.01 .....Parking allowed

Due to the popularity of visitor destinations such as the Haena State Park and the Kalalau Trail at the end of Kuhio Highway Route 560 on Kauai’s north shore, combined with the lack of parking facilities, the parking of vehicles along the sides of Kuhio Highway has created a hazardous situation due to the lack of usable shoulder width which would permit vehicles to park safely away from the traveled way.

Per the American Association of State Highway and Transportation Officials “A Policy on Geometric Design of Highways and Streets” (AASHTO), “Desirably, a vehicle stopped on the shoulder should clear the edge of the traveled way by at least 1 foot, and preferably by 2 feet.” The right of way width of Kuhio Highway in this area is forty (40) feet wide; the pavement width is eighteen (18) to twenty-three (23) feet wide, and the usable shoulders for the majority of the area are zero (0) feet to four (4) feet wide. Also per AASHTO, “Well-designed and properly maintained shoulders are needed on rural highways with an appreciable volume of traffic... Their advantages include:

- Space is provided away from the traveled way for vehicles to stop because of mechanical difficulties, flat tires, or other emergencies.
- Space is provided for motorists to stop occasionally to consult road maps or for other reasons.
- Space is provided for evasive maneuvers to avoid potential crashes or reduce their severity.
- The sense of openness created by shoulders of adequate width contributes to driving ease and reduced stress.
- Sight distance is improved in cut sections thereby potentially improving safety.
- Some types of shoulders enhance highway aesthetics.
- Highway capacity is improved because uniform speed is encouraged.
- Lateral clearance is provided for signs and guardrails.
- Space is provided for pedestrian and bicycle use, for bus stops, for occasional encroachment of vehicles, for mail delivery vehicles, and for the detouring of traffic during construction.”

To enhance traffic safety and operations, regardless of width, shoulders should be continuous. In order to achieve this goal as much as possible while meeting the needs of the community, Kuhio Highway from

JADE T. BUTAY, DIRECTOR  
March 1, 2019  
Page 3

HWY-K 4.190030

MP 8.143 (Haena Place) to MP 10.01 (end highway) is proposed to be posted as a no parking area, except for certain locations which have been identified where room is available such that vehicles can pull completely off the traveled way. Stakeholder groups consulted in the determination of locations to allow parking included the State of Hawaii Department of Land and Natural Resources Division of State Parks, 14<sup>th</sup> District Representative Nadine Nakamura, County of Kauai Office of the Mayor, County of Kauai Department of Public Works, County of Kauai Police Department, National Tropical Botanical Garden, and Kauai north shore community residents.

Oftentimes in this area vehicles are parked for a significant distance on both sides of the highway such that two vehicles are unable to safely pass. Because the current parking situation is dangerous to those using the highway, and parking of vehicles would interfere unduly with the free movement of traffic, establishment of parking restrictions is recommended in order to improve the safety of the corridor, and to improve operations.

APPROVED

DISAPPROVED



\_\_\_\_\_  
JADE T. BUTAY  
Director of Transportation

Mar 8, 2019

\_\_\_\_\_  
Date



Proposed Parking Regulations: Ha'ena, Halele'a, Kaua'i



**Exhibit C**

**Act 250, signed by Governor David Ige on 7/5/2019**

*Establishes a parking violation surcharge of \$200 to be imposed by courts in addition to other penalties and fines for parking violations on state highways, with 50% of the surcharge collected disbursed to the police department of the county in which the violation occurred.*

HOUSE OF REPRESENTATIVES  
THIRTIETH LEGISLATURE, 2019  
STATE OF HAWAII

**H.B. NO.** 333  
H.D. 1  
S.D. 2  
C.D. 1

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## A BILL FOR AN ACT

RELATING TO THE STATE HIGHWAY ENFORCEMENT PROGRAM.

**BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:**

SECTION 1. The legislature finds that there are many areas along state highways that are unsafe and hazardous due to illegally parked vehicles blocking traffic lanes.

The legislature further finds that many of the State's popular scenic areas that draw thousands of daily visitors are seeing an increase in illegally parked vehicles along nearby state highways, causing traffic gridlock and drawing community complaints. Some of these popular scenic areas are serviced by a two-lane state highway and are in areas where state highway widening is not possible due to the lack of public right-of-way and topographic, environmental, or cultural resource limitations.

The legislature further finds that the department of transportation, highways division, and department of public safety, law enforcement division, do not have sufficient staff to enforce



parking violations and patrol remote portions of each island where many of the parking violations occur.

The legislature further finds that while county police departments play a vital role in enforcing parking violations on state highways, these departments have limited resources and issuing parking citations on a state highway for violations stemming from visitor attractions on state lands has not been a priority.

The purpose of this Act is to establish the state highway enforcement program, which adds a surcharge for illegal parking to existing penalties for violations of the statewide traffic code that involve stopping, standing, or parking on state highways. Fifty per cent of the surcharge shall be deposited into the state highway fund, while the remaining balance shall be distributed to the respective police departments of the county from which the surcharge was collected and shall be used to enforce laws and ordinances pertaining to illegal parking on state highways.

SECTION 2. Chapter 291C, Hawaii Revised Statutes, is amended by adding a new section to part XI to be appropriately designated and to read as follows:

**"§291C- State highway enforcement program; establishment; annual reports. (a) There is established the state highway enforcement program within the department of transportation for administrative purposes. The purpose of the state highway enforcement program is to enable the State and counties, in consultation with the director of transportation, to:**

- (1) Enforce violations for illegal parking under section 291C-111(c); and**
- (2) Provide for parking management-related improvements.**

(b) Implementation of the state highway enforcement program shall include partnering with law enforcement, other state departments, other county agencies, and community groups to increase health and safety along state highways.

(c) The director of transportation shall submit an annual report to the legislature on the status and progress of the state highway enforcement program, including an update of all moneys deposited into and expended from the state highway fund, on behalf of the state highway enforcement program no later than twenty days prior to the convening of each regular session."

SECTION 3. Section 291C-111, Hawaii Revised Statutes, is amended to read as follows:

**"§291C-111 Noncompliance with stopping, standing, or parking requirements.** (a) With respect to highways under their respective jurisdictions, the director of transportation is authorized to and the counties by ordinance may prohibit or restrict the stopping, standing, or parking of vehicles where the stopping, standing, or parking is dangerous to those using the highway or where the stopping, standing, or parking of vehicles would interfere unduly with the free movement of traffic; provided that the violation of any law or any ordinance, regardless of whether established under this or any other section, prohibiting or restricting the stopping, standing, or parking of vehicles shall constitute a traffic infraction. The counties shall not provide any other penalty, civil or criminal, or any other charge, in the form of rental or otherwise, in place of or in addition to the fine to be imposed by the district court for any violation of any ordinance prohibiting or restricting the stopping, standing, or parking of vehicles.



This section shall not be construed as prohibiting the authority of the director of transportation or the counties to allow the stopping, standing, or parking of motor vehicles at a "T-shaped" intersection on highways under their respective jurisdictions; provided that such stopping, standing, or parking of motor vehicles is not dangerous to those using the highway or where the stopping, standing, or parking of motor vehicles would not unduly interfere with the free movement of traffic.

The appropriate police department and county or prosecuting attorney of the various counties shall enforce any law or ordinance prohibiting or restricting the stopping, standing, or parking of vehicles, including but not limited to the issuance of parking tickets. Any person committing a violation of any law or ordinance, regardless of whether established under this or any other section, prohibiting or restricting the stopping, standing, or parking of vehicles shall be subject to a fine to be enforced and collected by the district courts of this State and to be deposited into the state general fund for state use.

(b) The director of transportation, the counties, and owners of private highways, with the consent of the county official responsible for traffic control with respect to highways under their respective jurisdictions shall place signs or curb markings [~~which~~] that are clearly visible to an ordinarily observant person prohibiting or restricting the stopping, standing, or parking of vehicles on the highway. Such signs or curb markings shall be official signs and markings and no person shall stop, stand, or park any vehicle in violation of the restrictions stated on such signs or markings.

(c) Any person committing a violation of any law prohibiting or restricting the stopping, standing, or parking of vehicles on state highways shall be charged, in addition to any other

applicable penalties and fines, a state highway enforcement program surcharge of \$200 to be enforced and collected by the district courts and to be deposited into the state highway fund; provided that fifty per cent of each surcharge collected shall be disbursed to the police department of the county in which the violation occurred."

SECTION 4. The department of transportation shall adopt rules pursuant to chapter 91, Hawaii Revised Statutes, to carry out the purposes of this Act.

SECTION 5. This Act does not affect rights and duties that matured, penalties that were incurred, and proceedings that were begun before its effective date.

SECTION 6. Statutory material to be repealed is bracketed and stricken. New statutory material is underscored.

SECTION 7. This Act shall take effect on July 1, 2019.

**Report Title:**

State Highway Enforcement Program; Parking Violation Surcharge

**Description:**

Establishes the State Highway Enforcement Program. Establishes a parking violation surcharge to be imposed by courts in addition to other penalties and fines for parking violations on State highways. (HB333 CD1)

*The summary description of legislation appearing on this page is for informational purposes only and is not legislation or evidence of legislative intent.*



**Exhibit D**

**Act 601, signed by Governor David Ige on 6/30/2021**

*Allows the county chief of police to designate county employees to issue citations for traffic violations.*

HOUSE OF REPRESENTATIVES  
THIRTY-FIRST LEGISLATURE, 2021  
STATE OF HAWAII

**H.B. NO.** 601  
H.D. 2  
S.D. 1

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## A BILL FOR AN ACT

RELATING TO THE TRAFFIC CODE.

**BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:**

SECTION 1. The legislature finds that due to the shortage of police officers in every county, enforcement of special no stopping, standing, or parking zones throughout the State is very limited. Unlike the department of transportation airport and harbor divisions, the highway division does not have an enforcement branch and relies on county police departments to enforce traffic and safety violations.

The purpose of this Act is to improve public safety and efficiency by authorizing county police chiefs to designate other county employees, such as trained county staff or park rangers, to cite for certain traffic violations.

SECTION 2. Section 291C-165, Hawaii Revised Statutes, is amended by amending subsection (a) to read as follows:

"(a) There shall be provided for use by authorized police officers, or county employees designated by the county chiefs of police, a form of summons or citation for use in citing violators of those traffic laws ~~[which]~~ that do not mandate the physical arrest of ~~[such]~~ violators. The form and content of ~~[such]~~ the summons or citation shall be as adopted or prescribed by the administrative judge of the district courts and shall be printed on a form commensurate with the form of other summonses or citations used in modern methods of arrest, so designed to include all necessary information to make the same valid within the laws and regulations of the State."

SECTION 3. Section 291C-167, Hawaii Revised Statutes, is amended to read as follows:

**"§291C-167 Summons or citation on illegally parked vehicle.** Whenever any motor vehicle without a driver is found parked or stopped in violation of any of the restrictions contained in the state traffic laws, the officer or designated county employee finding the vehicle shall take its registration number and may take any other information displayed on the vehicle that may identify its registered owner and conspicuously shall affix to the vehicle a citation, as described in section 291C-165, for the registered owner of record to answer as provided in chapter 291D."

SECTION 4. This Act does not affect rights and duties that matured, penalties that were incurred, and proceedings that were begun before its effective date.

SECTION 5. Statutory material to be repealed is bracketed and stricken. New statutory material is underscored.

SECTION 6. This Act shall take effect upon its approval.



**Report Title:**

Traffic Code; Illegally Parked Vehicles; Citations; Counties

**Description:**

Amends the statewide traffic code to allow for the county chiefs of police to designate county employees to issue citations for traffic violations. (SD1)

*The summary description of legislation appearing on this page is for informational purposes only and is not legislation or evidence of legislative intent.*

**Exhibit E**

**Act 194, signed by Governor David Ige on 7/6/2021**

*Gives DLNR state parks the ability to do dynamic pricing.*

HOUSE OF REPRESENTATIVES  
THIRTY-FIRST LEGISLATURE, 2021  
STATE OF HAWAII

**H.B. NO.** 1276  
H.D. 1  
S.D. 1  
C.D. 1

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## A BILL FOR AN ACT

RELATING TO STATE PARKS.

**BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF HAWAII:**

SECTION 1. The legislature finds that the division of state parks of the department of land and natural resources needs new tools to effectively manage the State as a visitor destination. In 2018, 11,300,000 residents and tourists visited a state park. In 2019, about sixty per cent of mainland visitors reported going to the beach and thirty-seven per cent reported visiting a park during their stay in Hawaii. Due to budget cuts and reduced funding resulting from the coronavirus disease 2019 (COVID-19) pandemic, new self-funding tools are needed to maintain, improve, and enhance the visitor experience at state parks.

The legislature further finds that the division needs flexible methods to establish user fees to manage entrances, parking lots, camping sites, and lodging. The private sector, through

industries such as hotels and airlines, utilizes dynamic pricing strategies to manage patronage during fluctuating periods of use and demand.

The legislature also finds that the administrative rulemaking process under chapter 91, Hawaii Revised Statutes, serves the important function of providing the opportunity for public review and input. However, it is not designed to quickly respond to rapidly changing resource conditions. An alternative process with fewer procedural steps would enable the board of land and natural resources to quickly update fee structures to respond to rapidly changing conditions, while also providing opportunity for public review and comment.

The purpose of this Act is to authorize the board of land and natural resources to adopt, amend, and repeal administrative fee schedules for the division of state parks within the department of land and natural resources by formal board action at a publicly noticed meeting rather than through administrative rulemaking.

SECTION 2. Chapter 184, Hawaii Revised Statutes, is amended by adding a new section to part I to be appropriately designated and to read as follows:

**"§184- Fee schedules. (a) Notwithstanding any law to the contrary, the board of land and natural resources may adopt, amend, or repeal administrative fee schedules, exempt from chapter 91, for all user fees, including but not limited to camping, lodging, parking, group use, and special use activities for which the department charges fees. Fee schedules may be adopted at regular or special meetings of the board of land and natural resources pursuant to section 171-5.**

**(b) The division of state parks shall post notice on the division's and department's websites of any proposed amendments to administrative fee schedules at least forty-five days prior to**



the meeting of the board of land and natural resources at which the amended fee schedule is to be considered. The notice shall include:

- (1) The full text of the proposed amended fee schedule in Ramseyer format; and
- (2) The date, time, and place where the board of land and natural resources meeting is to be held and where interested persons may provide written testimony or be heard on the proposed fee schedule adoption, amendment, or repeal.

(c) The board of land and natural resources shall afford all interested persons an opportunity to submit data, views, or arguments, orally or in writing. The board of land and natural resources shall fully consider all written and oral submissions respecting the proposed administrative fee schedule and shall make its decision at the meeting pursuant to section 171-

5.

(d) Any administrative fee schedule adopted, amended, or repealed pursuant to this section shall become effective ten days after adoption by the board of land and natural resources, unless otherwise specified by the board. If the board of land and natural resources specifies a later effective date, the later date shall be the effective date; provided that no administrative fee schedule shall have an effective date more than thirty days after adoption of the administrative fee schedule by the board.

(e) The division of state parks shall maintain a file of administrative fee schedules in Ramseyer format on the division's and department's websites.

(f) For the purposes of this section "administrative fee schedules" includes a fee range with a minimum and maximum amount to be charged."

SECTION 3. New statutory material is underscored.

SECTION 4. This Act shall take effect upon its approval.

**Report Title:**

Department of Land and Natural Resources; Board of Land and Natural Resources; State Parks;  
Fee Schedules

**Description:**

Allows the board of land and natural resources to adopt, amend, or repeal administrative fee schedules for certain activities related to state parks through regular or special board meetings rather than through administrative rulemaking. (CD1)

*The summary description of legislation appearing on this page is for informational purposes only and is not legislation or evidence of legislative intent.*

**Exhibit F**  
**North Shore Transportation Ad Hoc Committee**

**Community**

Caren Diamond	Resident
Elijah Frank	Resident
Santo Giorgio	Resident
Joel Guy	The Hanalei Initiative
Brian Hennesey	Hanalei Roads Committee
Barbara Robeson	Resident
Pressley Wan	Hui Maka`āinana o Makana
Chipper Wichman	National Tropical Botanical Garden

**Visitor Industry**

Laura Richards	Hanalei Colony Resort & resident
Sue Kanoho	Kaua`i Visitors Bureau

**County Government**

Paul Applegate	Kaua`i Police Department
Mark Begley	Kaua`i Police Department (retired)
Sarah Blane	Chief of Staff
Michael Contrades	Kaua`i Police Department (retired)
George Costa	Economic Development (retired)
Mike Dahilig	Managing Director
Roderick Green	Kaua`i Police Department
Jeremy Lee	Transportation Agency
Derek Kawakami	Mayor, County of Kaua`i
Celia Mahikoa	Transportation Agency
Peter Morimoto	County Attorney Office (retired)
Lee Steinmetz	Planning Department (retired)

**State Government**

Fred Atkins	Hawai`i Tourism Authority (former board member/Kaua`i)
Alan Carpenter	DLNR, Parks Division
Curt Corttrell	DLNR, Parks Division
Larry Dill	SDOT, Highways Division
Carrice Gardner	Governor's Kaua`i Liaison
Nadine Nakamura	State Representative, District 15
Chris Tatum	Hawai`i Tourism Authority (former President & CEO)
Ben Viernes	Rep. Nakamura's Office Manager



THE TRANSFORMATION OF HĀ'ENA STATE PARK: A CASE STUDY ON HOW TO MANAGE A VISITOR HOTSPOT

