



WESTERN
PACIFIC
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FISHERY
MANAGEMENT
COUNCIL

Report on the Ho`olei Ia Pae `Aina Hawaii Archipelago Series September 27, 2010

Introduction

The Western Pacific Regional Fishery Management Council (Council) has worked on ecosystem-based approach to manage fisheries for nearly two decades. Human communities are an integral part of the ecosystem. An important component of ecosystem-based management is community engagement and consultation. Notwithstanding Congressional mandates in section 305 of the Magnuson Stevens Fishery Conservation and Management Act, establishing the Western Pacific Community Development Program, Community Demonstration Project Program and, most recently, Marine Education and Training Program, the native community in Hawaii has been under-represented in the Council process.

In 2006, the Council, with the Office of Hawaiian affairs, Hawaii Visitors Bureau, Association of Hawaiian Civic Clubs, State Department of Planning and Kamehameha Schools, invited more than one hundred traditional practitioners to sit in conference to discuss and make recommendations for the implementation of traditional natural resource conservation and management into current natural resource practice. Five conferences were held in 2006 - 2007, the Ho`ohanohano I Na Kupuna Puwalu series. The State Legislature, in 2007, enacted Act 212 creating the Aha Ki`ole Advisory Committee (AKAC), whose task was to meet with the Native Hawaiian community and report to the Legislature the system of best practices for traditional management of natural resources, the structure for management and eligibility criteria to participate in traditional natural resource management.

With Council support, AKAC held a series of moku meetings, communities within traditional land designations and districts, throughout the State in 2007 and 2009. The information was analyzed and utilized in the Council's archipelagic FEP for Hawaii. A final AKAC report was submitted to the legislature in 2009. It was stated that the structure for the management of natural resources may differ from island to island but all were based in the Ahupua`a/Aha Moku (traditional land districts) land tenure system. Five elements were recommended for the successful management of Hawaii's natural resources.

- Adaptive Management
- Code of conduct
- Community Consultation
- Education
- Eligibility

These five elements are consistent with the Council's Fishery Ecosystem Plans (FEP). The MSA, FEPs and Council policies establish Council advisory group structures and responsibilities. Criteria for selecting advisors to the Council vary depending on the advisory body's purpose and expertise sought – or simply stated -- knowledge.

In 2009 the Council continued to engage native communities through a series of moku meetings. Ahupua`a and Moku meetings were held on Maui, Hawai`i, Moloka`i, and Kaua`i. Over 400 persons were engaged, statewide, in this moku meeting process. On O`ahu island, 22 Neighborhood boards were engaged and presented with Newsletters, brochures, Council process booklets and reports on the Ahupua`a/Aha Moku initiative and invited to attend Council activities.

Ho`olei Ia Puwalu

In July 2010, a series of planning meetings were held statewide to develop and vet an agenda to be used for Island Puwalu scheduled for August, September and October. The new puwalu initiative was entitled "Ho`olei Ia Hawai`i Pae `Aina," encircling the net in the Hawaiian archipelago. A general agenda was developed and adapted for each island based on information gleaned from previous meetings with communities and fisherman. Questions were developed to facilitate participation and input through the breakout sessions which were facilitated and comments and discussion captured by a rapporteur.

Through September 27, 2010, over 175 people have been engaged in the current Ho`olei Ia Hawai`i Pae `Aina Puwalu series which were held:

Kona, HI, August 14, Keauhou Beach Hotel
Hilo, HI, August 21, Hilo Hawaiian Hotel, Hilo
Lana`i, HI, August 28, Lana`i Elementary School Cafeteria
Kaho`olawe, September 10, Whale Sanctuary
Maui, September 11, University of Hawaii, Maui Campus
Ni`ihau, September 17, Kekaha Community Center
Kaua`i, September 18, Lihue, Aston Beach Resort
O`ahu, September 25, Dole Pineapple Cannery Ballroom
Moloka`i, October 2, Kulana Oihi, Kaunakakai

Statewide, November 18 -19, Hawaii Convention Center

Adaptive Management

The Council's Hawaii Archipelago FEP recognizes the need for the implementation of an adaptive management framework to facilitate timely, responsive management of fishery resources.

1. Make a plan
2. Implement the plan
3. Check how it is going

4. Correct the plan, if necessary,
5. Continue, (revisiting steps 2 – 5).

Adaptive management is responsive to the current state of the environment and ecosystem requiring consistent monitoring. It also requires the governing authority to put in place schema that allows for quick adoption of rules, regulations and amendments under prescribed guidelines for and from specific community-based natural resource management.

Code of Conduct

Developing a “Code of Conduct” is supported through the Council’s outreach to fishing and native community. A code of conduct is an informal social control to complement regulations and the adaptive management approach. Through the Puwalu process it is evident that there are specific codes of conduct for specific locations. While codes of conduct follow traditional social and cultural mores generally, community codes of conduct may differ based upon the community interest, demographics and available resources.

Community Consultation

Community consultation is a lynchpin for ecosystem-based management. The creation of rules and regulations without effective consultation is the cause of much of the current conflict between communities and managers. The Council is charged with the responsibility to engage the public through the MSA, MSA National Standards and Council Guiding Principles.

The Aha Moku natural resource management structure is a model that can be used to facilitate consultation. The Aha Moku system would not hinder an individual’s ability or right to access government or government agencies, but would enhance the community’s access to government. It could expedite consultation and support and validate traditional cultural values, integrity and activities. General consensus in the community is to empower their voice in the natural resource management system and decision-making process.

Education

Education in management of natural resources, environmental monitoring, and management decisions is essential for an informed public to participate in the management process. How to deliver this information and educational needs of the community were discussed in the Puwalu.

The Council promotes education and outreach as part of the Council process. Management decisions that involve participation and acceptance by the community enhance enforcement. Acceptance of regulations and codes of conduct involve active and continuous educational effort. If the need for management measures is understood, then acceptance by the community is probable. Education is important so that there is informed public participation in the Council process.

Eligibility

The Council depends on numerous advisors to assist in decision-making. Advisors are required to submit an application and/or resume or CV to be considered and appointed as Council advisors.

The AKAC indentified cultural, generational knowledge of natural resources as a requirement to participate in the Aha Moku system of natural resource management. The participating community confirms the generational knowledge of a practitioner. The AKAC did not indicate how the representative would be selected but did support the idea that the person presented by the community would be acceptable.

Puwalu participants agreed that a broad range of knowledge was required to participate in the management process. They also agreed that the knowledge should be cultural.

Next Steps

The Council will use the Statewide Puwalu to gather information for its Hawaii archipelagic Fishery Ecosystem Plans and in planning for further community engagement initiatives. There is some resistance to using Hawaiian terminology in describing the process, but there is broad support for the concept. There is agreement that the five system elements analyzed and described in the Puwalu are acceptable and, even, preferable to the existing system of natural resource management. The community is expressing frustration at being marginalized in the process to manage natural resources.

The information is being reviewed, compiled and analyzed and a rough draft is being prepared for the Statewide Puwalu in November. Puwalu meetings and other community meetings will continue to pursue increased participation of the community.