



GOV. MSG. NO. 1131

EXECUTIVE CHAMBERS  
HONOLULU

DAVID Y. IGE  
GOVERNOR

June 8, 2022

The Honorable Ronald D. Kouchi,  
President  
and Members of the Senate  
Thirty-First State Legislature  
State Capitol, Room 409  
Honolulu, Hawai'i 96813

The Honorable Scott K. Saiki,  
Speaker and Members of the  
House of Representatives  
Thirty-First State Legislature  
State Capitol, Room 431  
Honolulu, Hawai'i 96813

Dear President Kouchi, Speaker Saiki, and Members of the Legislature:

This is to inform you that on June 8, 2022, the following bill was signed into law:

SB3330 SD1 HD1 CD1

RELATING TO THE PUPUKEA MARINE LIFE  
CONSERVATION DISTRICT.  
**ACT 031**

Sincerely,

DAVID Y. IGE  
Governor, State of Hawai'i

THE SENATE  
THIRTY-FIRST LEGISLATURE, 2022  
STATE OF HAWAII

S.B. NO. 3330  
S.D. 1  
H.D. 1  
C.D. 1

## A BILL FOR AN ACT

RELATING TO THE PUPUKEA MARINE LIFE CONSERVATION DISTRICT.

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

1       SECTION 1. The legislature finds that prior to the  
2 coronavirus disease 2019 (COVID-19) pandemic, tourism levels in  
3 Hawaii had increased to more than ten million visitors per year,  
4 causing an unprecedented number of visitors to the Pupukea  
5 marine life conservation district on Oahu's North Shore. Recent  
6 projections indicate that post-pandemic visitor levels are  
7 likely to return to, or even exceed, these pre-pandemic levels.

8       The legislature also finds that Hawaii tourism authority  
9 surveys indicate that half of all visitors to Oahu visit the  
10 North Shore. Further, the protected beaches and bays of the  
11 Pupukea marine life conservation district are very popular  
12 recreational areas on the North Shore for snorkeling, swimming,  
13 and diving. Two of the most visited locations on the North  
14 Shore for snorkeling are Shark's Cove and the adjacent Kapoo  
15 Tidepools, a rich nursery for over fifty species of marine life  
16 that replenish the entire Pupukea marine life conservation  
17 district and adjacent areas. The legislature acknowledges that  
18 unabated levels of human use in certain areas of the Pupukea



1 marine life conservation district, including Shark's Cove and  
2 the Kapoo Tidepools, are threatening the health and abundance of  
3 the marine life in these sensitive areas, as well as limiting  
4 the use and enjoyment of the area by residents.

5       During the winter season, portions of the Pupukea marine  
6 life conservation district are protected by dangerous high surf  
7 conditions. However, the shallow Kapoo Tidepools are surrounded  
8 by a rock wall, are almost always accessible from the shore, and  
9 attract numerous recreational users. During closures of other  
10 marine areas due to high surf or restrictions on access to these  
11 areas, the three-acre Kapoo Tidepools may attract thousands of  
12 visitors each day. At any given time throughout the day,  
13 regardless of the day of the week, up to one hundred visitors  
14 walk, swim, or snorkel in the Kapoo Tidepools without any rest  
15 or kapu period. The legislature notes that during the COVID-19  
16 pandemic, high levels of usage of the Kapoo Tidepools and  
17 Shark's Cove have continued virtually unabated and these  
18 locations continue to be crowded almost every day.

19       The legislature believes that allowing unlimited human  
20 access to sensitive marine areas like the Kapoo Tidepools and  
21 Shark's Cove is contrary to Native Hawaiian cultural traditions



1 of adaptive management, including kapu, or closures, to ensure  
2 abundance in perpetuity.

3       Established in 1983 and expanded in 2003, the Pupukea  
4 marine life conservation district is one of only three state-  
5 designated marine life conservation districts on the island of  
6 Oahu; the other two marine life conservation districts are  
7 Hanauma Bay and Waikiki. Like Hanauma Bay, Pupukea is a one  
8 hundred-acre marine reserve that is supposed to receive the  
9 highest level of protection for its marine and recreational  
10 resources.

11       Based on carrying capacity studies conducted by the Hawaii  
12 institute of marine biology in 2018-2019 and 2019-2020, a number  
13 of measures were adopted to restrict human access to Hanauma Bay  
14 to protect marine life. Hanauma Bay is now effectively managed  
15 by the city and county of Honolulu using a twice weekly closure  
16 requirement, a reservation system, differential parking fees for  
17 residents and non-residents, a \$25 entry fee for non-residents  
18 more than thirteen years of age, mandatory education for  
19 visitors, a ban on commercial operations, and closure of the bay  
20 after 4:00 pm.



1       According to the city and county of Honolulu, Hanauma Bay  
2 nature preserve, "one of the most spectacular natural resources  
3 in Hawaii, is reaping the benefits of over a decade of moves to  
4 re-establish its pristine marine ecosystem. Recognizing the  
5 damage done by years of neglect and abuse by allowing some three  
6 million visitors annually, the city and county of Honolulu in  
7 1990 laid out a plan to restore Hanauma Bay to a clean, healthy  
8 state by reducing the number of visitors, establishing an  
9 education program, and instituting supportive restrictions".

10       Unlike Hanauma Bay, there are no plans to restrict access  
11 to the Pupukea marine life conservation district and the  
12 associated Waimea and Pupukea beach parks or protect these areas  
13 from human access. The sensitive Kapoo Tidepools and Shark's  
14 Cove areas of the Pupukea marine life conservation district have  
15 unlimited public access from multiple locations along the  
16 shoreline and adjacent beach parks, every day of the week, all  
17 year long. Although there are rules restricting the taking of  
18 marine life from the Pupukea marine life conservation district,  
19 there are no rules restricting the number of visitors to the  
20 area other than nighttime closures of parking spaces and comfort  
21 stations in the adjacent beach parks.



1       The results of unlimited human access to the sensitive  
2 areas of the Pupukea marine life conservation district appear to  
3 include the trampling of marine life, damage to the marine  
4 habitat, damage to coral, the spooking of fish, interference  
5 with marine life cycles, increased harassment and touching of  
6 marine life, increased poaching, turbidity from stirred up  
7 sediment, pollution from sunscreen, water degradation from human  
8 waste, erosion from foot pathways, disrespect for natural  
9 geographic features, and disregard for cultural norms.

10       The legislature recognizes that various nonprofit  
11 organizations, in collaboration with the department of land and  
12 natural resources, have spent nearly two decades developing a  
13 range of educational, scientific, and cultural programs. The  
14 legislature also recognizes that a collaborative management plan  
15 process by the department of land and natural resources and the  
16 neighboring community is now underway. Nevertheless, the  
17 legislature notes that a study of carrying capacity of areas in  
18 the Pupukea marine life conservation district has never been  
19 conducted.

20       The legislature further believes that, as tourism has not  
21 yet reached pre-pandemic levels, now is the ideal time to



1 proactively study the vulnerability of certain areas of the  
2 Pupukea marine life conservation district to high levels of  
3 human use and determine appropriate measures to reduce those  
4 impacts for the long term.

5 Accordingly, the purpose of this Act is to establish a  
6 three-year pilot program to assess the carrying capacity of  
7 certain areas in the Pupukea marine life conservation district  
8 in light of threats to marine life from human use; monitor,  
9 document, and assess the effectiveness of mandatory and  
10 voluntary kapu, or closures, of high-traffic areas in the  
11 Pupukea marine life conservation district and other restrictions  
12 on access to these areas, including the imposition of fees; and  
13 propose long-term management options to reduce the impact of  
14 humans on the health and abundance of marine life in the  
15 sensitive areas of the Pupukea marine life conservation  
16 district.

17 SECTION 2. (a) The department of land and natural  
18 resources shall establish and conduct the Pupukea marine life  
19 conservation district carrying capacity pilot program to:

20 (1) Assess the carrying capacity of certain areas in the  
21 Pupukea marine life conservation district;



- 1           (2) Monitor, document, and assess the effectiveness of:
- 2               (A) Mandatory kapu, or closures, of high-traffic
- 3               areas in the Pupukea marine life conservation
- 4               district;
- 5               (B) Voluntary kapu, or closures, of high-traffic
- 6               areas in the Pupukea marine life conservation
- 7               district; and
- 8               (C) Other restrictions on access to high-traffic
- 9               areas in the Pupukea marine life conservation
- 10             district, including the imposition of fees; and
- 11           (3) Propose long-term management options to reduce the
- 12             impact of humans on the health and abundance of marine
- 13             life in the sensitive areas of the Pupukea marine life
- 14             conservation district.
- 15           (b) In establishing and conducting the Pupukea marine life
- 16           conservation district carrying capacity pilot program, the
- 17           department of land and natural resources shall consult with the
- 18           city and county of Honolulu; University of Hawaii, including the
- 19           Hawaii institute of marine biology; and nonprofit community
- 20           organizations in the ahupuaa of Pupukea and Waimea.





1 (c) The Pupukea marine life conservation district carrying  
2 capacity pilot program shall cease to exist on July 1, 2025.

3 (d) The department of land and natural resources shall  
4 submit a report of its findings and recommendations, including  
5 any proposed legislation, to the legislature no later than  
6 January 1, 2026.

7 SECTION 3. There is appropriated out of the general  
8 revenues of the State of Hawaii the sum of \$300,000 or so much  
9 thereof as may be necessary for fiscal year 2022-2023 for the  
10 department of land and natural resources to establish and  
11 conduct the Pupukea marine life conservation district carrying  
12 capacity pilot program pursuant to this Act.

13 The sum appropriated shall be expended by the department of  
14 land and natural resources for the purposes of this Act.

15 SECTION 4. This Act shall take effect on July 1, 2022.



S.B. NO. 3330  
S.D. 1  
H.D. 1  
C.D. 1

APPROVED this 8 day of June , 2022

A handwritten signature in black ink, appearing to read "David Y. Ige". The signature is fluid and cursive, with a large, sweeping "D" and a stylized "Y".


GOVERNOR OF THE STATE OF HAWAII

**THE SENATE OF THE STATE OF HAWAII**

Date: May 3, 2022  
Honolulu, Hawaii 96813

We hereby certify that the foregoing Bill this day passed Final Reading in the Senate  
of the Thirty-First Legislature of the State of Hawai'i, Regular Session of 2022.

  
President of the Senate

  
Clerk of the Senate

SB No. 3330, SD 1, HD 1, CD 1

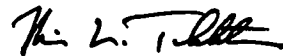
THE HOUSE OF REPRESENTATIVES OF THE STATE OF HAWAII

Date: May 3, 2022  
Honolulu, Hawaii

We hereby certify that the above-referenced Bill on this day passed Final Reading in the House of Representatives of the Thirty-First Legislature of the State of Hawaii, Regular Session of 2022.



Scott K. Saiki  
Speaker  
House of Representatives



Brian L. Takeshita  
Chief Clerk  
House of Representatives