A BILL FOR AN ACT

RELATING TO THE ENVIRONMENT.

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

1 SECTION 1. The legislature finds that the coastal zone
2 management program was established as part of the coastal zone

3 management law under Act 188, Session Laws of Hawaii 1977. The

4 Act declared that it is state policy regarding scenic and open

5 space resources to protect, preserve and, where desirable,

6 restore or improve the quality of coastal scenic and open space

7 resources; regarding coastal ecosystems, to protect valuable

 $oldsymbol{8}$ coastal ecosystems from disruption and minimize adverse impacts

9 on all coastal ecosystems; regarding coastal hazards, to reduce

10 hazards to life and property from tsunami, storm waves, stream

11 flooding, erosion, and subsidence; and regarding managing

12 development, to improve the development review process,

13 communication, and public participation in the management of

14 coastal resources and hazards.

15 The legislature further finds that a 2012 study by the

16 United States Geological Survey and university of Hawaii

17 researchers indicates that seventy per cent of beaches in the

- 1 State are undergoing a trend of chronic sand loss and shoreline
- 2 retreat and more than thirteen miles of beach have been
- 3 completely lost to erosion fronting seawalls and revetments.
- 4 The Hawaii sea level rise vulnerability and adaptation report,
- 5 accepted by the Hawaii climate change mitigation and adaptation
- 6 commission in 2017, finds that with just 1.1 feet of sea level
- 7 rise many more miles of beach could be lost to erosion (e.g.,
- 8 five miles on Kauai, seven miles on Oahu, and eight miles on
- 9 Maui) if widespread armoring is allowed. In consideration of
- 10 its findings, the report recommends enabling beaches to persist
- 11 with sea level rise and suggests integration of sea level rise
- 12 considerations into the Hawaii Coastal Zone Management Act
- 13 (chapter 205A, Hawaii Revised Statutes).
- 14 The legislature further finds that the convergence of
- 15 development densification along shorelines and increasing
- 16 landward migration of shorelines due to sea level rise and other
- 17 human and natural impacts, as well as extensive beach loss
- 18 fronting shoreline armoring, has resulted in a situation where
- 19 existing policies and regulations must be updated to address
- 20 critical shortcomings to protect beaches and other coastal
- 21 environments from further degradation while also reducing

- 1 exposure of shorefront communities to increasing erosion and
- 2 flooding hazards with sea level rise. In a recent study by the
- 3 university of Hawaii coastal geology group, primary causes for
- 4 failure of coastal zone management policy objectives were
- 5 identified as being related to the following:
- 6 (1) Current polices, ordinances, and practices allowing 7 hardening of shorelines in the case of demonstrated 8 hardship brought on by coastal erosion through a 9 variance process. The hardship variance also 10 inadvertently incentivizes the siting of structures 11 nearer to the coastline owing to increased likelihood 12 that shoreline hardening will be authorized. This 13 variance process in conjunction with increasing 14 landward migration of the shoreline, ensures that 15 pressure on regulatory agencies to allow shoreline 16 armoring will continue to increase under existing 17 policies. Further, amplified erosion, known as 18 "flanking" occurs on properties located adjacent to 19 existing shoreline hardening. The amplified erosion 20 in combination with the hardship variance spurs a

continuous cycle of hardening and flanking that can

21

extend along an entire beach. The university of
Hawaii study, which demonstrated this effect in a
section of northeast Oahu, reports that roughly forty-
five per cent of observed shoreline hardening was
implemented in response to adjacent hardening. This
combination of beach erosion and coastal policy that
has allowed widespread shoreline armoring has caused
narrowing or elimination of beaches to the extent that
these beaches can no longer be used for public
recreation and cultural practice.

(2) Current policies, ordinances, and practices allowing for renovation and expansion of single-family homes, extending building lifetimes indefinitely and allowing for virtually complete coverage of coastal parcels by structures within erosion and flood-prone coastal areas. The university of Hawaii study demonstrated this policy weakness, reporting that the average building surface area increased by twenty per cent following implementation of the Coastal Zone

Management Act. As sea levels continue to rise, our concentrated shoreline development will be exposed to

. 1	coastal hazards, thus increasing the likelihood of
2	mass structural failure and deposition of debris on
3	public beach resources.
4	In response to the inadequacies of the current coastal zone
5	management policies and regulations with respect to the
6	protection of beaches, beach access and beach ecosystems, due
7	primarily to sea level rise and other natural and human impacts,
8	but also related to the inability of existing polices and
9	regulations to reconcile development along dynamic beach systems
10	while protecting these natural environments, the legislature
11	finds that state coastal zone management policies must be
12	strengthened to conserve beaches for present and future
13	generations while also reducing hazard exposure to our
14	shorefront communities.
15	The purpose of this Act is to amend chapter 205A, Hawaii
16	Revised Statutes, to strengthen state policies to reduce
17	residential exposure to coastal hazards and to protect state
18	beaches and to update language for consistency with other Hawaii
19	Revised Statutes.
20	SECTION 2. Section 205A-2, Hawaii Revised Statutes, is
21	amended to read as follows:

1	"§20	5A-2	Coastal zone management program; objectives and
2	policies.	(a)	The objectives and policies in this section
3	shall app	ly to	all parts of this chapter.
4	(b)	Obje	ctives.
5	(1)	Recr	eational resources;
6		(A)	Provide coastal recreational opportunities
7			accessible to the public.
8	(2)	Hist	oric resources;
9		(A)	Protect, preserve, and, where desirable, restore
10			those natural and manmade historic and
11			prehistoric resources in the coastal zone
12			management area that are significant in Hawaiian
13			and American history and culture.
14	(3)	Scen	ic and open space resources;
15		(A)	Protect, preserve, and, where desirable, restore
16			or improve the quality of coastal scenic and oper
17			space resources.
18	(4)	Coas	tal ecosystems;
19		(A)	Protect valuable coastal ecosystems, including
20			reefs, beaches, and coastal dunes, from

1			disruption and minimize adverse impacts on all
2			coastal ecosystems.
3	(5)	Econ	omic uses;
4		(A)	Provide public or private facilities and
5			improvements important to the State's economy in
6			suitable locations.
7	(6)	Coas	tal hazards;
8		(A)	Reduce hazard to life and property from tsunami,
9			storm waves, stream flooding, erosion,
10			subsidence, sea level rise, and pollution.
11	(7)	Mana	ging development;
12		(A)	Improve the development review process,
13			communication, and public participation in the
14			management of coastal resources and hazards.
15	(8)	Publ	ic participation;
16		(A)	Stimulate public awareness, education, and
17			participation in coastal management.
18	(9)	Beac	h protection;
19		(A)	Protect beaches and coastal dunes for public use
20			and recreation[-], ecosystem services, and as
21			natural barriers to coastal hazards: and

1		<u>(B)</u>	Impr	ove coordination and funding of coastal
2			reso	urce planning and management.
3	(10)	Mari	ne re	sources;
4		(A)	Prom	ote the protection, use, and development of
5			mari	ne and coastal resources to assure their
6			sust	ainability.
7	(c)	Poli	cies.	
8	(1)	Recr	eatio	nal resources;
9		(A)	Impr	ove coordination and funding of coastal
10			recr	eational planning and management; and
11		(B)	Prov	ide adequate, accessible, and diverse
12			recr	eational opportunities in the coastal zone
13			mana	gement area by:
14			(i)	Protecting coastal resources uniquely suited
15				for recreational activities that cannot be
16				provided in other areas;
17	•		(ii)	Requiring [replacement] protection of
18				coastal resources having significant
19				recreational and ecosystem value including,
20				but not limited to coral reefs, surfing
21				sites, fishponds, and sand beaches, when

1		[such] these resources will be unavoidably
2		damaged by development; or requiring
3		reasonable monetary compensation to the
4		State for recreation when replacement is not
5		feasible or desirable;
6	(iii)	Providing and managing adequate public
7		access, consistent with conservation of
8		natural resources, to and along shorelines
9		with recreational value;
10	(iv)	Providing an adequate supply of shoreline
11		parks and other recreational facilities
12		suitable for public recreation;
13	(v)	Ensuring public recreational uses of county,
14		state, and federally owned or controlled
15		shoreline lands and waters having
16	•	recreational value consistent with public
17		safety standards and conservation of natural
18		resources;
19	(vi)	Adopting water quality standards and
20		regulating point and nonpoint sources of
21		pollution to protect, and where feasible,

1			restore the recreational value of coastal
2			waters;
3		(vii)	Developing new shoreline recreational
4			opportunities, where appropriate, [such as]
5			including but not limited to artificial
6			lagoons, artificial beaches, and artificial
7			reefs for surfing and fishing; and
8		(viii)	Encouraging reasonable dedication of
9			shoreline areas with recreational value for
10			public use as part of discretionary
11			approvals or permits by the land use
12			commission, board of land and natural
13			resources, and county authorities; and
14			crediting [such] this dedication against the
15			requirements of section 46-6;
16	(2)	Historic	resources;
17		(A) Iden	tify and analyze significant archaeological
18		resc	ources;
19		(B) Maxi	mize information retention through
20		pres	ervation of remains and artifacts or salvage
21		oper	rations: and

1		(C)	Support state goals for protection, restoration,
2			interpretation, and display of historic
3			resources;
4	(3)	Scen	ic and open space resources;
5		(A)	Identify valued scenic resources in the coastal
6			zone management area;
7		(B)	Ensure that new developments are compatible with
8			their visual environment by designing and
9			locating [such] these developments to minimize
10			the alteration of natural landforms and existing
11			public views to and along the shoreline;
12		(C)	Preserve, maintain, and, where desirable, improve
13			and restore shoreline open space and scenic
14			resources; and
15		(D)	Encourage those developments that are not coastal
16			dependent to locate in inland areas;
17	(4)	Coas	stal ecosystems;
18		(A)	Exercise an overall conservation ethic, and
19			practice stewardship in the protection, use, and
20			development of marine and coastal resources;

1		(B)	Improve the technical basis for natural resource
2			management;
3		(C)	Preserve valuable coastal ecosystems, including
4			reefs, beaches, and dunes, of significant
5			biological or economic importance;
6		(D)	Minimize disruption or degradation of coastal
7			water ecosystems by effective regulation of
8			stream diversions, channelization, and similar
9			land and water uses, recognizing competing water
10			needs; and
11		(E)	Promote water quantity and quality planning and
12			management practices that reflect the tolerance
13			of fresh water and marine ecosystems and maintain
14			and enhance water quality through the development
15			and implementation of point and nonpoint source
16			water pollution control measures;
17	(5)	Econ	omic uses;
18		(A)	Concentrate coastal dependent development in
19			appropriate areas;
20		(B)	Ensure that coastal [dependent] development [such
21			as], including but not limited to residential and

commercial development, transportation
infrastructure, harbors and ports, and coastal
related development [such as], including but not
limited to visitor industry facilities and energy
generating facilities, are located, designed, and
constructed to minimize exposure to coastal
hazards including projected impacts from sea
level rise, and minimize adverse social, visual,
and environmental impacts in the coastal zone
management area; and
Direct the location and expansion of coastal
[dependent developments] development to areas
presently designated and used for [such] these
developments and permit reasonable long-term
growth at [such] these areas, and permit coastal
[dependent] development outside of presently
designated areas when:
(i) Use of presently designated locations is not
feasible;

1			(ii) Adverse environmental effects and risks from
2			coastal hazards and sea level rise are
3			minimized; and
4		(iii) The development is important to the State's
5			economy;
6	(6)	Coas	tal hazards;
7		(A)	Develop and communicate adequate information
8			about [storm] high wave[, tsunami, flood,] events
9			and hazards related to hurricanes, tsunamis,
10			floods, erosion, subsidence, sea level rise, and
11			point and nonpoint source pollution [hazards];
12		(B)	[Control] Minimize risks to development in areas
13			subject to [storm] high wave[, tsunami, flood,]
14			events and hazards related to tsunamis, floods,
15			erosion, [hurricane,] hurricanes, wind,
16			subsidence, sea level rise, and point and
17			nonpoint source pollution [hazards];
18		<u>(C)</u>	Establish zoning controls to minimize hazards and
19			exposure of residential and commercial
20			development in areas subject to impacts related

1		to sea level rise, including erosion, wave
2		inundation, and high tide flooding;
3	.[(C)]	(D) Ensure that developments comply with
4		requirements of the [Federal] Flood Insurance
5 .		Program; [and
6	(D)]	(E) Prevent coastal flooding from inland
7		projects; and
8	(F)	Avoid grading of and damage to coastal dunes.
9	(7) Manaq	ging development;
10	(A)	Use, implement, and enforce existing law
11		effectively to the maximum extent possible in
12		managing present and future coastal zone
13		development;
14	(B)	Facilitate timely processing of applications for
15		development permits and resolve overlapping or
16		conflicting permit requirements; and
17	(C)	Communicate the potential short and long-term
18		impacts of proposed significant coastal
19		developments early in their life cycle and in
20		terms understandable to the public to facilitate

1			public participation in the planning and review
2			process;
3	(8)	Publ	ic participation;
4		(A)	Promote public involvement in coastal zone
5			management processes;
6		(B)	Disseminate information on coastal management
7			issues by means of educational materials,
8			published reports, staff contact, and public
9			workshops for persons and organizations concerned
10			with coastal issues, developments, and government
11			activities; and
12		(C)	Organize workshops, policy dialogues, and site-
13			specific mediations to respond to coastal issues
14			and conflicts;
15	(9)	Beac	ch protection;
16		(A)	Locate new structures inland from the shoreline
17			setback to conserve open space, minimize
18			interference with natural shoreline processes,
19			and minimize loss of improvements due to erosion;
20		(B)	Prohibit construction of private erosion-
21			protection structures [seaward of the shoreline].

1			including but not limited to seawalls and rock
2			revetments, except [when they result in improved
3			aesthetic and engineering solutions to erosion]
4			at [the] sites [and do not] where they interfere
5			with beach processes and existing recreational and
6			waterline activities;
7		(C)	Minimize the construction of public coastal
8			erosion-protection structures [seaward of the
9			shoreline;], including but not limited to
10			seawalls and rock revetments;
11		(D)	Prohibit private property owners from creating a
12			public nuisance by inducing or cultivating the
13			private property owner's vegetation in a beach
14			transit corridor; and
15		(E)	Prohibit private property owners from creating a
16			public nuisance by allowing the private property
17			owner's unmaintained vegetation to interfere or
18			encroach upon a beach transit corridor;
19	(10)	Mari	ne and coastal resources;
20		(A)	Ensure that the use and development of marine and
21			coastal resources are ecologically and

1		environmentally sound and economically
2		beneficial;
3	(B)	Coordinate the management of marine and coastal
4		resources and activities to improve effectiveness
5		and efficiency;
6	(C)	Assert and articulate the interests of the State
7		as a partner with federal agencies in the sound
8		management of ocean resources within the United
9		States exclusive economic zone;
10	(D)	Promote research, study, and understanding of
11		ocean and coastal processes, climate change and
12		sea level rise, marine life, and other ocean
13		resources to acquire and inventory information
14		necessary to understand how [ocean] coastal
15		development activities relate to and impact upon
16		ocean and coastal resources; and
17	(E)	Encourage research and development of new,
18		innovative technologies for exploring, using, or
19		protecting marine and coastal resources."
20	SECTION 3	. Section 205A-26, Hawaii Revised Statutes, is
21	amended to rea	d as follows:

1	" 92U3A-26	Special management area guidelines. In
2	implementing t	his part, the authority shall adopt the following
3	guidelines for	the review of developments proposed in the
4	special manage	ment area:
5	(1) All	development in the special management area shall
6	be s	ubject to reasonable terms and conditions set by
7	the	authority in order to ensure:
8	(A)	Adequate access, by dedication or other means, to
9		publicly owned or used beaches, recreation areas,
10		and natural reserves is provided to the extent
11		consistent with sound conservation principles;
12	(B)	Adequate and properly located public recreation
13		areas and wildlife preserves are reserved;
14	(C)	Provisions are made for solid and liquid waste
15		treatment, disposition, and management [which]
16		that will minimize adverse effects upon special
17		management area resources; and
18	(D)	Alterations to existing land forms and
19		vegetation, except crops, and construction of
20		structures shall cause minimum adverse effect to
21		water resources, beaches, and coastal dunes, and

1			scenic and recreational amenities and [minimum
2			danger of] minimize impacts from floods, wind
3			damage, storm surge, landslides, erosion, <u>sea</u>
4			level rise, siltation, or failure in the event of
5			earthquake.
6	(2)	No d	evelopment shall be approved unless the authority
7		has	first found:
8		(A)	That the development will not have any
9			[substantial] significant adverse environmental or
10			ecological effect, except as [such] any adverse
11			effect is minimized to the extent practicable and
12			clearly outweighed by public health, safety, or
13			compelling public interests. [Such] The adverse
14			effects shall include, but not be limited to, the
15	`		potential cumulative impact of individual
16			developments, each one of which taken in itself
17			might not have a [substantial] significant adverse
18			effect, and the elimination of planning options;
19		(B)	That the development is consistent with the
20			objectives, policies, and special management area

1			guidelines of this chapter and any guidelines
2			enacted by the legislature; and
3	·	(C)	That the development is consistent with the
4			county general plan, community plan, and zoning.
5			[Such a] A finding of consistency does not
6			preclude concurrent processing where a general
7			plan, community plan, or zoning amendment may
8			also be required.
9	(3)	The	authority shall seek to minimize, where
10		reas	onable:
11		(A)	Dredging, filling or otherwise altering any bay,
12			estuary, salt marsh, river mouth, slough or
13			lagoon;
14		(B)	Any development [which] that would reduce the
15			size of any beach or other area usable for public
16			recreation;
17		(C)	Any development [which] that would reduce or
18			impose restrictions upon public access to tidal
19			and submerged lands, beaches, portions of rivers
20			and streams within the special management areas

1		and the mean high tide line where there is no
2		beach;
3	(D)	Any development [which] that would substantially
4		interfere with or detract from the line of sight
5		toward the sea from the state highway nearest the
6	,	coast; and
7	(E)	Any development [which] that would adversely
8		affect water quality, existing areas of open
9		water free of visible structures, existing and
10		potential fisheries and fishing grounds, wildlife
11		habitats, or potential or existing agricultural
12		uses of land."
13	SECTION 4	. Section 205A-29, Hawaii Revised Statutes, is
14	amended by ame	nding subsection (b) to read as follows:
15	"(b) No	agency authorized to issue permits pertaining to
16	any developmen	t within the special management area shall
17	authorize any	development unless approval is first received in
18	accordance wit	h the procedures adopted pursuant to this part.
19	For the purpos	es of this subsection, county general plan, state
20	land use distr	ict boundary amendments, and zoning changes are

- 1 not permits. This section shall not apply to permits for uses
- 2 within the state land use conservation district.
- 3 SECTION 5. Section 205A-43, Hawaii Revised Statutes, is
- 4 amended by amending subsection (a) to read as follows:
- 5 "(a) Setbacks along shorelines are established of not less
- 6 than [twenty feet and not more than] forty feet inland from the
- 7 shoreline. The department shall adopt rules pursuant to chapter
- 8 91, and shall enforce the shoreline setbacks and rules
- 9 pertaining thereto."
- 10 SECTION 6. Section 205A-43.5, Hawaii Revised Statutes, is
- 11 amended by amending subsection (a) to read as follows:
- "(a) Prior to action on a variance application, the
- 13 authority shall hold a public hearing under chapter 91. By
- 14 adoption of rules under chapter 91, the authority may delegate
- 15 responsibility to the department. Public and private notice,
- 16 including reasonable notice to abutting property owners and
- 17 persons who have requested this notice, shall be provided, but a
- 18 public hearing may be waived prior to action on a variance
- 19 application for:
- 20 (1) Stabilization of shoreline erosion by the moving of
- 21 sand entirely on public lands;

1	(2)	[Protection] Temporary protection of a legal structure
2		[costing more than \$20,000;] or public facility
3		(excluding shore protection structures), under an
4		emergency authorization issued by the authority;
5		provided that the structure or facility is at risk of
6		immediate damage from shoreline erosion[+] and the
7		authorization does not exceed three years;
8	(3)	Other structures or activities; provided that no
9		person or agency has requested a public hearing within
10		twenty-five calendar days after public notice of the
11		application; or
12	(4)	Maintenance, repair, reconstruction, and minor
13		additions or alterations of legal boating, maritime,
14		or watersports recreational facilities, [which] that
15		result in little or no interference with natural
16		shoreline processes."
17	SECT	ION 7. Section 205A-44, Hawaii Revised Statutes, is
18	amended b	y amending subsection (a) to read as follows:
19	"(a)	The mining or taking of sand, dead coral or coral
20	rubble, r	ocks, soil, or other beach or marine deposits from the
21	shoreline	area is prohibited with the following exceptions:

1	(1)	The inadvertent taking from the shoreline area of the
2		materials, such as those inadvertently carried away on
3		the body, and on clothes, toys, recreational
4		equipment, and bags;
5	(2)]	Where the mining or taking is authorized by a variance
6		pursuant to this part;
7	[-(3)-]	(2) The clearing of these materials from existing
8		drainage pipes and canals and from the mouths of
9		streams including clearing for the purposes under
10		section 46-11.5; provided that the sand removed shall
11		be placed on adjacent areas unless the placement would
12		result in significant turbidity;
13	[(4)]	(3) The cleaning of the shoreline area for state or
14		county maintenance purposes, including the clearing
15		for purposes under section 46-12; provided that the
16		sand removed shall be placed on adjacent areas unless
17		the placement would result in significant turbidity;
18	[(5)]	(4) The taking of driftwood, shells, beach glass,
19		glass floats, or seaweed;
20	[-(6)]	(5) The exercise of traditional cultural practices as
21		authorized by law or as permitted by the department

1		pursuant to article XII, section 7, of the Hawaii
2		State Constitution; or
3	[-(7)]	(6) For the response to a public emergency or a state
4		or local disaster."
5	SECT	ION 8. Section 205A-46, Hawaii Revised Statutes, is
6	amended by	y amending subsection (a) to read as follows:
7	"(a)	A variance may be granted for a structure or activity
8	otherwise	prohibited in this part if the authority finds in
9	writing,	based on the record presented, that the proposed
10	structure	or activity is necessary for or ancillary to:
11	(1)	Cultivation of crops;
12	(2)	Aquaculture;
13	(3)	Landscaping; provided that the authority finds that
14		the proposed structure or activity will not adversely
15		affect beach processes and will not artificially fix
16		the shoreline;
17	(4)	Drainage;
18	(5)	Boating, maritime, or watersports recreational
19		facilities;
20	(6)	Facilities or improvements by public agencies or
21		public utilities regulated under chapter 269;



Ţ	(7)	Private facilities or improvements that are clearly in
2		the public interest;
3	(8)	Private facilities or improvements [which] that will
4		neither adversely affect beach processes [nor
5		artificially fix the shoreline; provided that the
6		authority also finds that hardship will result to the
7		applicant if the facilities or improvements are not
8		allowed within the shoreline area;], result in
9		flanking of adjacent properties, or curtail public
10		access;
11	(9)	Private facilities or improvements that may
12		artificially fix the shoreline; provided that the
13		authority also finds that [shoreline erosion is likely
14		to cause hardship to the applicant if the facilities
15		or improvements are not allowed within the shoreline
16		area, and the authority imposes conditions to prohibit
17		any structure seaward of the existing shoreline] the
18		action will neither adversely affect beach processes,
19		result in flanking of adjacent properties, nor curtail
20		public access unless it is clearly in the public
21		interest $[+]$, for example, in the case of an imminent

1		threat of a road or highway failure, or to other
2		critical public infrastructure; or
3	(10)	Moving of sand from one location seaward of the
4		shoreline to another location seaward of the
5		shoreline; provided that the authority also finds that
6		moving of sand will not adversely affect beach
7		processes, will not diminish the size of a public
8		beach, and will be necessary to stabilize an eroding
9		shoreline."
10	SECT	ION 9. Statutory material to be repealed is bracketed
11	and stric	ken. New statutory material is underscored.
12	SECT	ION 10. This Act shall take effect upon its approval.
13		
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HB LRB 19-0358.doc

Alle a plati

JAN 1²⁸ 2019

Millie X. Pla

Report Title:

Climate Change; Sea Level Rise; Barriers; Flooding; Coastal Zone Management

Description:

Requires new developments to plan for the impacts of projected sea level rise and prohibits development in areas significantly affected by projected sea level rise.

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