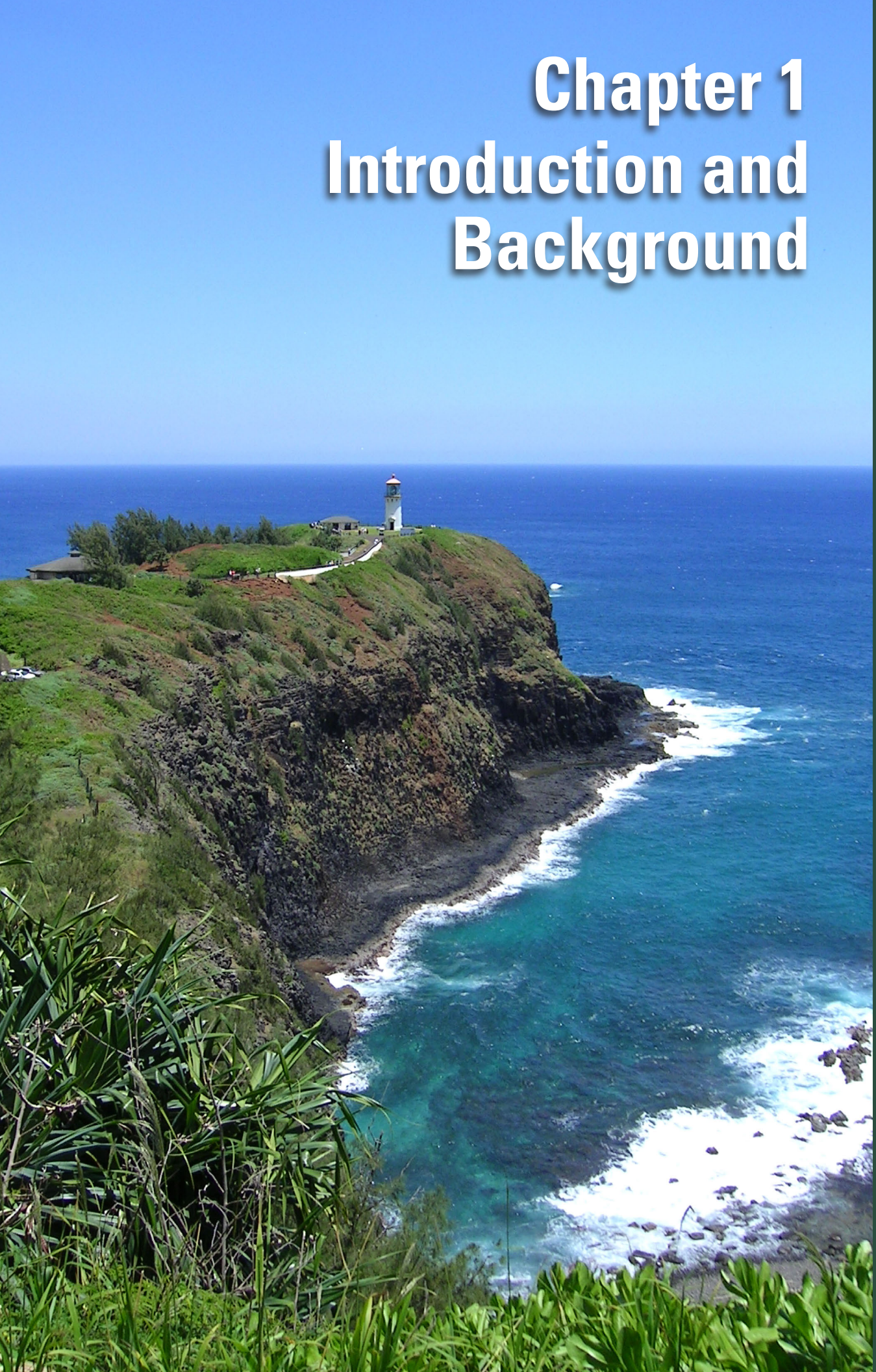
Chapter 1 Introduction and Background



USFWS

Chapter 1. Introduction and Background

1.1 Introduction

Kīlauea Point National Wildlife Refuge (NWR or Refuge) is managed by the U.S. Fish and Wildlife Service (Service) as part of the National Wildlife Refuge System (Refuge System). It is one of three refuges that make up the Kaua‘i National Wildlife Refuge Complex (KNWRC or Complex): Kīlauea Point, Hanalei, and Hulē‘ia (Figure 1-1). This Comprehensive Conservation Plan (CCP) applies only to Kīlauea Point NWR.

The 199-acre Kīlauea Point NWR, located on the northernmost tip of Kaua‘i 2 miles north of Kīlauea Town (Figure 1-2), was established on February 15, 1985, becoming the 425th refuge in the Refuge System. Originally established to preserve and enhance seabird nesting colonies, the Refuge also provides habitat for the endangered nēnē (Hawaiian goose, *Branta sandvicensis*), other migratory birds, endangered ‘īlio-holo-i-ka-uaua (Hawaiian monk seal, *Monachus schauinslandi*), and native coastal plant communities which include naupaka kahakai (*Scaevola taccada*), ‘ilima (*Sida fallax*), ‘akoko (*Chamaesyce celastroides*) and others. The focus of Refuge management is to expand and enhance existing habitat for these species while combating the primary threats of invasive species and predators and allowing for public uses that are compatible with Refuge purposes and the Refuge System mission.

The Refuge is also home to a historic lighthouse that was once owned and operated by the U.S. Coast Guard. The lighthouse, as well as easy access to wildlife viewing and dramatic ocean and cliff views, makes this Refuge a top attraction on the island. Kīlauea Point NWR has among the highest visitation within the entire Refuge System with up to 500,000 people visiting annually.

1.2 Significance of the Refuge

Kīlauea Point NWR is one of the few places in the main Hawaiian Islands with an abundant diversity of seabirds, and it provides a high-island refugium for seabird populations potentially affected by climate change (e.g., rising sea levels impacting low-lying nesting areas on the islands and atolls of the Northwestern Hawaiian Islands). ‘Ua‘u kani (wedge-tailed shearwaters**,** *Puffinus pacificus*) are the most numerous species on the Refuge, with an estimated 8,000–15,000 breeding pairs. The colony of ‘ā (red-footed boobies**,** *Sula sula*) may be the largest in the main Hawaiian Islands, with a maximum of 2,536 nests counted in 2006. About 200 pairs of mōlī (Laysan albatross**,** *Phoebastria immutabilis*) nest on and near the Refuge, the largest colony outside the Northwestern Hawaiian Islands.

An estimated 150–350 pairs of koa‘e ‘ula (red-tailed tropicbirds**,** *Phaethon rubricauda*) nest on the Refuge, as well as smaller numbers of koa‘e kea (white-tailed tropicbirds**,** *Phaethon lepturus*). The Refuge harbors at least 11 prospecting or breeding pairs of ‘a‘o (Newell’s shearwater**,** *Puffinus auricularis newelli*), whose numbers are dwindling on Kaua‘i. The Refuge is the only easily accessible location where this threatened species nests and thus is a source of much information on its breeding biology. A remarkable total of 33 seabird species have been observed at Kīlauea Point over the years, making it one of the premier sites for seabirds in Hawai‘i. Additionally, there are 300 nēnē in the Kīlauea Point area, making the Refuge one of the largest nēnē concentrations on the island.

Dedicated in 1913, the Kīlauea Point Lighthouse Station guided ships and boats along Kaua‘i’s rugged North Shore for 63 years before being deactivated by the Coast Guard in 1976. In 1979, the structure was placed on the National Register of Historic Places. The lighthouse was renamed in honor of the late Senator Daniel Inouye in May 2013.

1.3 Proposed Action

We, the U.S. Fish and Wildlife Service, manage wildlife refuges as part of the Refuge System. This document is the Refuge’s Comprehensive Conservation Plan for Kīlauea Point National Wildlife Refuge. A CCP sets forth management guidance for a refuge for 15 years, as required by the National Wildlife Refuge System Administration Act (16 U.S.C. 688dd–688ee, et seq.) (Refuge Administration Act) as amended by the National Wildlife Refuge System Improvement Act of 1997 (Public Law 105-57) (Improvement Act). The Refuge Administration Act requires CCPs to identify and describe:

- The purposes of the Refuge;
- The fish, wildlife, and plant populations, their habitats, and the archaeological and cultural values found on the Refuge;
- Significant problems that may adversely affect wildlife populations and habitats and ways to correct or offset those problems;
- Areas suitable for administrative sites or visitor facilities; and
- Opportunities for fish and wildlife-dependent recreation.

The Service developed and examined four alternatives for future management of Kīlauea Point NWR and disclosed anticipated effects for each alternative, pursuant to the National Environmental Policy Act of 1969 (NEPA), as amended (42 U.S.C. 4321–4347). The Service selected Alternative D for implementation. The goals, objectives, and strategies under Alternative D best achieve the purpose and need for the CCP while maintaining balance among the varied management needs and programs. The selected alternative represents the most balanced approach for achieving the Refuge’s purposes, vision, and goals; contributing to the Refuge System’s mission; addressing relevant issues and mandates; and managing the Refuge consistently with sound principles of fish and wildlife management.

Figure 1-1. Regional Area, Kaua‘i County.

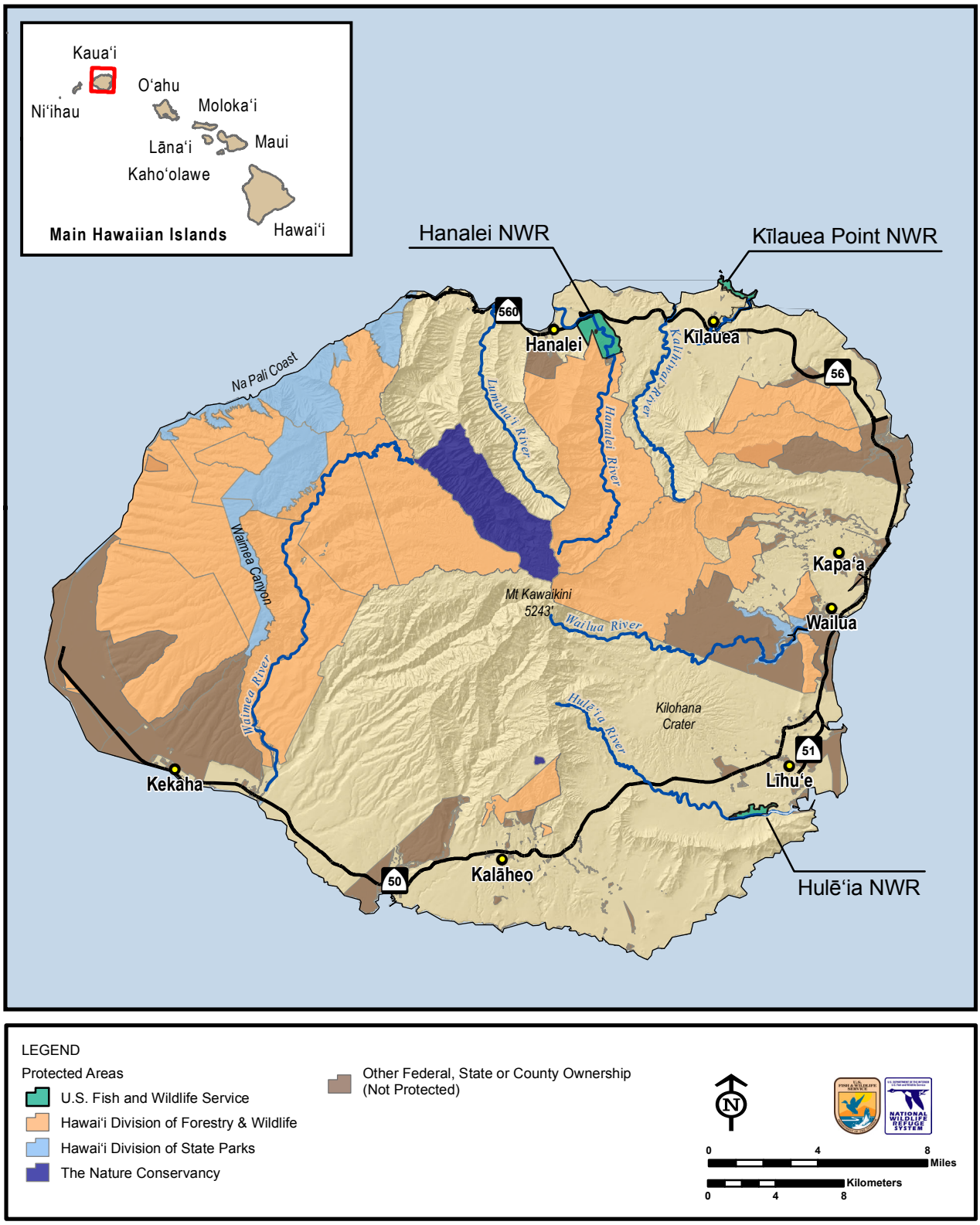


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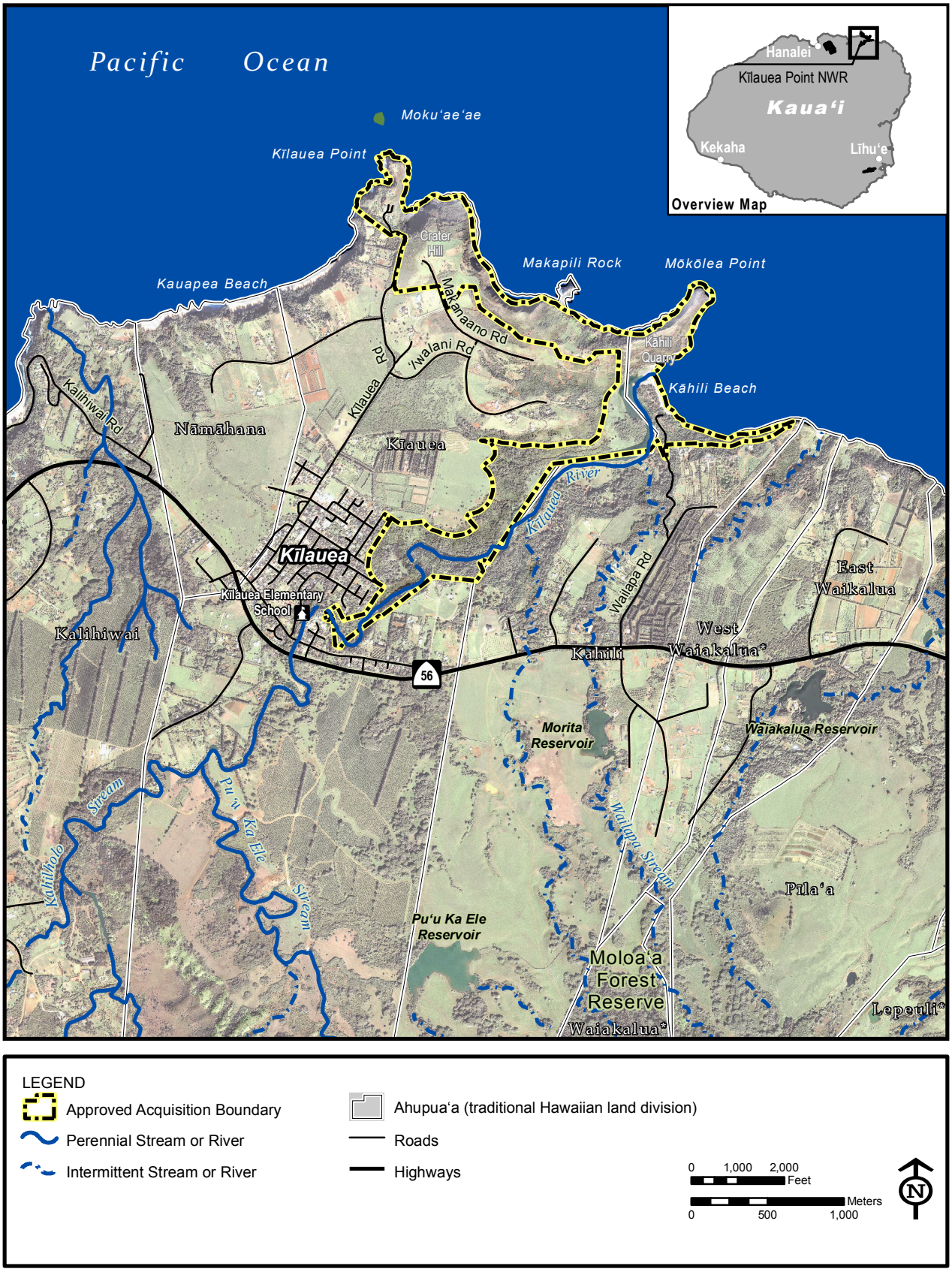
Figure 1-2. Local Area, Kīlauea Point NWR, Kaua'i County.



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Title: Local Area, Kilauea Point
USFWS R1 Refuge Information Branch

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1.4 Purpose and Need for Action

The purpose of developing the CCP is to provide the Refuge Manager with a 15-year management plan for the conservation of fish, wildlife, and plant resources and their related habitats, while providing opportunities for compatible, wildlife-dependent recreational uses. The CCP, when fully implemented, should achieve Refuge purposes; help fulfill the Refuge System mission; maintain and, where appropriate, restore the ecological integrity of the Refuge and the Refuge System; help achieve the goals of the National Wilderness Preservation System; and meet other mandates. The CCP must be specific to the planning unit and identify the overarching wildlife, public use, or management needs for the Refuge (602 FW 3.4C1d). The need for the CCP is derived from the overall Refuge System mission, goals, and policies, as described in or promulgated by the Refuge Administration Act.

1.5 Legal and Policy Guidance

1.5.1 The U.S. Fish and Wildlife Service

All national wildlife refuges are managed by the Service, an agency within the Department of the Interior (DOI). The Service is the principal Federal agency responsible for conserving, protecting, and enhancing the Nation's fish and wildlife populations and their habitats.

The mission of the Service is "working with others to conserve, protect, and enhance fish, wildlife, plants and their habitats for the continuing benefit of the American people." Although we share this responsibility with other Federal, State, Territorial, tribal, local, and private entities, the Service has specific trust responsibilities for migratory birds, endangered and threatened species, interjurisdictional fish, and certain marine mammals. The Service has similar trust responsibilities for the lands and waters we administer to support the conservation and enhancement of fish, wildlife, plants, and their habitats. The Service also enforces Federal wildlife laws and international treaties for importing and exporting wildlife, assists with State and Territorial fish and wildlife programs, and helps other countries develop wildlife conservation programs.

1.5.2 National Wildlife Refuge System

A refuge is managed as part of the Refuge System within a framework provided by legal and policy guidelines. The Refuge System is the world's largest network of public lands and waters set aside specifically for conserving wildlife and protecting ecosystems.

The needs of wildlife and their habitats come first on refuges, in contrast to other public lands that are managed for multiple uses. Refuges are guided by various Federal laws and Executive orders, Service policies, and international treaties. Fundamental are the mission and goals of the Refuge System and the designated purposes of the refuge unit as described in establishing legislation, Executive orders, or other documents establishing, authorizing, or expanding a refuge.

Key concepts and guidance of the Refuge System are derived from the Refuge Administration Act, the Refuge Recreation Act of 1962 (16 U.S.C. 460k-460k-4), as amended, Title 50 of the Code of Federal Regulations (CFR), and the Fish and Wildlife Service Manual (FW). The Refuge Administration Act is implemented through regulations covering the Refuge System, published in

Title 50, subchapter C of the Code of Federal Regulations. These regulations govern general administration of units of the Refuge System.

National Wildlife Refuge System Mission and Goals

The mission of the Refuge System is "to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans" (Refuge Administration Act).

The goals of the Refuge System, as articulated in the Mission, Goals, and Purposes policy (601 FW 1) are:

- Conserve a diversity of fish, wildlife, and plants and their habitats, including species that are endangered or threatened with becoming endangered;
- Develop and maintain a network of habitats for migratory birds, anadromous and inter-jurisdictional fish, and marine mammal populations that is strategically distributed and carefully managed to meet important life-history needs of these species across their ranges;
- Conserve those ecosystems, plant communities, wetlands of national or international significance, and landscapes and seascapes that are unique, rare, declining, or underrepresented in existing protection efforts;
- Provide and enhance opportunities to participate in compatible wildlife-dependent recreation (hunting, fishing, wildlife observation and photography, and environmental education and interpretation); and
- Foster understanding and instill appreciation of the diversity and interconnectedness of fish, wildlife, and plants and their habitats.

National Wildlife Refuge System Administration Act

Of all the laws governing activities on National Wildlife Refuges, the Refuge Administration Act undoubtedly exerts the greatest influence. The Improvement Act amended the Refuge Administration Act in 1997 by including a unifying mission for all national wildlife refuges as a system, a new process for determining compatible uses on refuges, and a requirement that each refuge be managed under a CCP, developed in an open public process.

The Refuge Administration Act states that the Secretary of the Interior shall provide for the conservation of fish, wildlife, and plants and their habitats within the System as well as ensure that the biological integrity, diversity, and environmental health of the Refuge System are maintained. House Report 105–106 accompanying the Improvement Act states ''… the fundamental mission of our System is wildlife conservation: wildlife and wildlife conservation must come first.'' Biological integrity, diversity, and environmental health are critical components of wildlife conservation. As later made clear in the Biological Integrity, Diversity and Environmental Health (BIDEH) Policy (601 FW 3) "the highest measure of biological integrity, diversity, and environmental health is viewed as those intact and self-sustaining habitats and wildlife populations that existed during historic conditions."

Under the Refuge Administration Act, each refuge must be managed to fulfill the Refuge System mission as well as the specific purposes for which it was established. The Refuge Administration Act requires the Service to monitor the status and trends of fish, wildlife, and plants in each refuge.

Additionally, the Refuge Administration Act identifies six wildlife-dependent recreational uses for the Refuge System. These uses are hunting, fishing, wildlife observation and photography, and environmental education and interpretation. Under the Refuge Administration Act, the Service is to grant these six wildlife-dependent public uses, when compatible, special consideration in the planning for, management of, establishment, and expansion of units of the Refuge System. The overarching goal of the wildlife-dependent public uses program is to enhance opportunities and access to quality wildlife-dependent visitor experiences on refuges while managing refuges to conserve fish, wildlife, plants, and their habitats. When determined compatible on a refuge-specific basis, these six uses assume priority status among all uses of the refuge in question. The Service is to make extra efforts to facilitate priority wildlife-dependent public use opportunities.

When preparing a CCP, Refuge Managers must re-evaluate all general public, recreational, and economic uses (even those occurring to further refuge habitat management goals) proposed or occurring on a refuge for appropriateness and compatibility. No refuge use may be allowed or continued unless it is determined to be appropriate and compatible. Generally, an appropriate use is one that contributes to fulfilling a refuge's purposes, the Refuge System mission, or goals or objectives described in an approved refuge management plan. A compatible use is a use that, in the sound professional judgment of the Refuge Manager, will not materially interfere with or detract from the fulfillment of the mission of the Refuge System or the purpose(s) of the refuge. Appropriate use findings and compatibility determinations for existing and new uses for Kīlauea Point NWR are in Appendices A and B of this CCP.

The Refuge Administration Act also requires that, in addition to other formally established guidance, the CCP must be developed with the participation of the public. Issues and concerns articulated by the public play a role in guiding alternatives considered during the development of the CCP, and together with the formal guidance, can play a role in selection of the preferred alternative. It is Service policy that CCPs are developed in an open public process and that the Service is committed to securing public input throughout the process. Appendix I of the CCP details public involvement that has been undertaken during this CCP process.

1.5.3 Other Laws and Mandates

Many other Federal laws, Executive orders, Service policies, and international treaties govern the Service and Refuge System. Examples include the Migratory Bird Treaty Act of 1918 (MBTA), Refuge Recreation Act of 1962, National Historic Preservation Act of 1966 (NHPA), and the Endangered Species Act of 1973 (ESA). For additional information on laws and other mandates, a list and brief description of Federal laws of interest to the Service can be found in the Laws Digest at http://www.fws.gov/laws/Lawsdigest.html.

In addition, over the last few years, the Service has developed or revised numerous policies and Director's orders to reflect the mandates and intent of the Improvement Act. Some of these key policies include BIDEH; Compatibility (603 FW 2); Comprehensive Conservation Planning Process (602 FW 3); National Wildlife Refuge System Mission and Goals and Refuge Purposes (601 FW 1); Appropriate Refuge Uses (603 FW 1); General Guidelines for Wildlife-Dependent Recreation (605 FW 1); Wilderness Stewardship (610 FW 1-5); and the Director's Order for Coordination and Cooperative Work with State Fish and Wildlife Agency Representatives on Management of the National Wildlife Refuge System. These policies and others in draft or under development can be found at http://refuges.fws.gov/policymakers/nwrpolicies.html.

In developing a CCP, refuges must consider these broader laws and policies as well as Refuge System and ecosystem goals and vision. The CCP must be consistent with these and Refuge purposes. For Kīlauea Point NWR, specific examples of these broader laws include:

- ESA;
- MBTA;
- NHPA;
- Historic Sites, Buildings, and Antiquities Act of 1935.

1.6 Refuge Establishment and Purposes

1.6.1 Legal Significance of the Refuge Purpose(s)

The purpose(s) for which a refuge was established or acquired is of key importance in refuge planning. Purposes must form the foundation for management decisions. Refuge purposes are the driving force in the development of the refuge vision statements, goals, objectives, and strategies in a CCP and are critical to determining the compatibility of existing and proposed refuge uses.

The purpose(s) of a refuge is specified in or derived from the law, proclamation, Executive order, agreement, public land order, donation document, or administrative memorandum establishing, authorizing, or expanding a refuge, refuge unit, or refuge subunit.

Unless the establishing law, order, or other document indicates otherwise, purposes regarding the conservation, management, and restoration of fish, wildlife, and plants, and the habitats on which they depend, take precedence over other purposes in the management and administration of any unit. Where a refuge has multiple purposes related to fish, wildlife, and plant conservation, the more specific purpose will take precedence in instances of conflict. When an additional unit is acquired under an authority different from the authority used to establish the original unit, the addition takes on the purpose(s) of the original unit, but the original unit does not take on the purpose(s) of the newer addition. When a conflict exists between the Refuge System mission and the purpose of an individual refuge, the refuge purpose may supersede the mission.

1.6.2 Purpose and History of Refuge Establishment

Since 1985, the Refuge has continued to undergo expansion and as such, there are several authorities related to its establishment. They are as follows:

- *The Transfer of Certain Real Property for Wildlife Conservation Act (16 U.S.C. 667b-667d, May 19, 1948, as amended 1949, 1972, and 1995).* This act provides authority to the Administrator of the General Services Administration to transfer real property no longer needed by a Federal agency to the Secretary of the Interior if the land has particular value for migratory birds.

- *Refuge Recreation Act (16 U.S.C. §§ 460k through 460k-4, September 28, 1962, as amended 1966, 1972, 1973, and 1978).* This act authorizes the Secretary of the Interior to allow public recreation in Federal conservation areas when compatible with the purposes of these areas, acquire lands that are suitable for incidental fish and wildlife-oriented recreational development, protect natural resources, and conserve endangered or threatened species.

- *Endangered Species Act (ESA) (16 U.S.C. §§ 1531-1544, December 28, 1973, as amended 1976, 1977, 1978, 1979, 1980, 1982, 1984, 1988, 1992, and 1997).* The ESA provides for the conservation of threatened and endangered species of fish, wildlife, and plants by Federal action and by encouraging the establishment of State programs. It supersedes and strengthens two earlier endangered species acts, the Endangered Species Preservation Act of 1966 and The Endangered Species Conservation Act of 1969. Section 5 of the ESA provides guidance for the Service to use its existing authorities to acquire lands to conserve those species listed as endangered or threatened. It also provides for the determination and listing of endangered and threatened species and the designation of critical habitats. Section 7 of the ESA requires refuge managers to perform consultations before initiating projects that affect or may affect endangered species.

- *Kīlauea Point Expansion Act of 2004 (Expansion Act) (16 USC 668dd December 23, 2004).* The Expansion Act, Public Law 108-481, directs the Secretary of the Interior to acquire by donation, purchase with donated or appropriated funds, or exchange, all or a portion of approximately 234 acres of land adjacent to the Kīlauea Point NWR to be managed for the protection and recovery of endangered Hawaiian water birds and other endangered birds, including nēnē (Hawaiian goose), and the conservation and management of native coastal strand, riparian, and aquatic biological diversity.

As a result of the various establishment authorities above, there are several purposes for Kīlauea Point NWR:

- ... particular value in carrying out the national migratory bird management program.16 U.S.C. § 667b (An Act Authorizing the Transfer of Certain Real Property for Wildlife, or other purposes)

- ... suitable for— (1) incidental fish and wildlife-oriented recreational development, (2) the protection of natural resources, (3) the conservation of endangered species or threatened species ...16 U.S.C. § 460k-1

- ... the Secretary ... may accept and use ... real ... property. Such acceptance may be accomplished under the terms and conditions of restrictive covenants imposed by donors ... 16 U.S.C. § 460k-2 (Refuge Recreation Act (16 U.S.C. § 460k-460k-4), as amended)

- ... to conserve (A) fish or wildlife which are listed as endangered species or threatened species .... or (B) plants … 16 U.S.C. § 1534 (Endangered Species Act of 1973)

- (1) the protection and recovery of endangered Hawaiian waterbirds and other endangered birds, including the nēnē (Hawaiian goose); and (2) the conservation and management of native coastal strand, riparian, and aquatic biological diversity. Public Law 108-481 (Kīlauea Point National Wildlife Refuge Expansion Act of 2004).

1.6.3 Land Status and Ownership

The Refuge approved boundary is made up of lands owned in fee by the Service, non-Service owned lands (in-holdings), and easements (Figure 1-3). The following provides a summary of major land status and ownership actions from past to present.

- 1976–Agreement with the U.S. Coast Guard allowed the Service to use Kīlauea Point to administer its other refuges on Kaua‘i (Hanalei and Hulē‘ia);

- 1985–Under Public Law 80-537, the U.S. Coast Guard transferred 31-acre Kīlauea Point (Tract 10) and a 3.75-acre road easement (Tract 10R) to the Service (negotiations began in 1984);

- 1988–With assistance from the Trust for Public Lands, the Service added Mōkōlea Point (Tract 11), a 4.55-acre road easement (Tract 11R), and Crater Hill (Tracts 12, 12C, 12R, and 12R-1; 91 fee acres, 8.52 easement acres) to the Refuge under the authority of the ESA:

    - Mōkōlea Point was purchased in fee with the Land and Water Conservation Fund for $1.6 million dollars. There is an access easement in favor of Seacliff Plantation (formerly the Pali Moana Corporation) for beach access and parking over and across Kāhili Quarry Road (Tract 11) as well as for emergency and maintenance operations. This access is subject to reasonable rules and regulations for the protection of wildlife;

    - The Crater Hill parcel was donated by Pali Moana Corporation (which is now Seacliff Plantation) through the Trust for Public Lands. Seacliff Plantation retained two access easements for pedestrian and equestrian access within the Refuge boundary; the easements are 20 feet wide, with only 10 feet of this allowed for improvements of an unpaved surface. Both easements enter the Refuge from a gate at the northeast end of Makana Ano Place and continue to the eastern boundary of Tract 12. The use of these properties is highly regulated under the conveyance documents; general unsupervised public use and construction of any buildings or other structures are prohibited on Tract 12. In addition, the State retained the mineral and metallic mines rights and easements for utilities maintained. The Service also has a right of ingress and egress for emergency and maintenance purposes over portions of Seacliff Plantation’s property;

- 1993–Tract 14 (7 acres) was purchased at $2.7 million dollars from ARC Partners, Ltd., with existing utility easements and State rights for mineral and metallic mines intact;

- 1994–Tracts 13a (7 acres) and 15 (7 acres) were also purchased. Tract 15, at $1.975 million, was purchased from an individual, subject to existing utility and irrigation ingress and egress easements and State rights for mineral and metallic mines intact. Tract 13a was acquired by exchange from Pali Moana Company for the release of a conservation easement on 3.154 acres (small triangle protruding from the south of Tract 13) and an equalization payment of $200,000. There is also an Open Space Easement area within Tract 13a;

- 2004–Congress approved the expansion of the Refuge boundary by up to 234 additional acres (Kaua‘i county council passed a resolution in support of this expansion). A Land Protection Plan and Environmental Assessment were conducted and completed in 2007. The Service selected the alternative that expanded the Refuge boundary by 202 acres. However, no land in this expanded boundary area has been acquired by the Refuge (though a landowner did donate 5 acres to the Kaua‘i Land Trust (now part of the Hawaiian Islands Land Trust) to hold as an addition to the Refuge).

The following is a list of additional easements on the Refuge not identified above:

- Kaua‘i Island Utility Cooperative currently has easement rights under a Special Use Permit to allow placement of electric utility lines underground;

- The U.S. Coast Guard reserved an access easement over the existing roadway for maintenance and repair of the beacon and aids-to-navigation light. They also reserved a visual easement to provide an unobstructed view from the sea to the beacon. Additionally, they have jurisdiction over a 30x30-foot inholding on Kīlauea Point.

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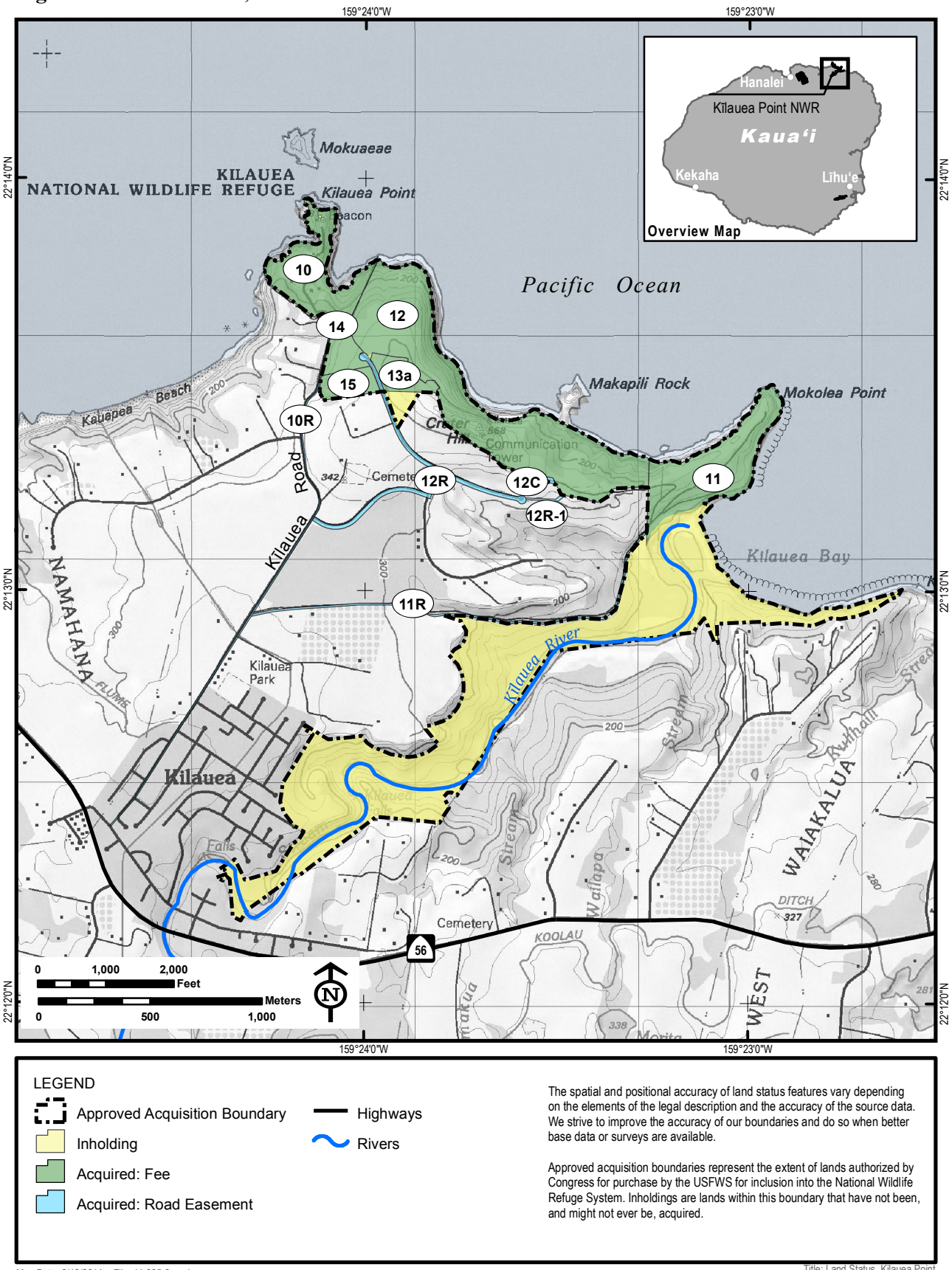
Figure 1-3. Land Status, Kīlauea Point NWR.



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Under the State Land Use Law (Act 187), Hawai‘i Revised Statute Chapter 205, all lands and waters in the State are classified into four districts: Agriculture, Rural, Conservation, and Urban. Conservation Districts, under the jurisdiction of the Hawai‘i Department of Land and Natural Resources, are further divided into five subzones: Protective, Limited, Resource, General, and Special (Hawai‘i Administration Rules, Title 13, Chapter 5). The other three districts are under the jurisdiction of the counties.

According to the land use classifications, the fee portion of Kīlauea Point NWR is zoned mostly as agriculture, though not considered prime agricultural land according to the State's agricultural lands of importance. Areas along the coast are zoned as conservation. A majority of the Refuge (everything east of the Overlook, a turnaround at the end of a road) is also zoned as a special management area according to the Coastal Zone Management program.

1.7 Relationship to Other Planning Efforts

When developing a CCP, the Service considers the goals and objectives of existing national, regional, State, Territorial, and ecosystem plans, and assessments. The CCP is expected to be consistent, as much as possible, with existing plans and assist in meeting their conservation goals and objectives (602 FW 3). This section summarizes some of the key plans reviewed by members of the core team while developing this CCP.

1.7.1 Relationship to Refuge Plans

Kīlauea Point NWR

- Draft Public Use Management Plan (1989);
- Complex-wide Draft Plant Restoration Strategy (1999);
- A Handbook for Outreach (2001);
- Visitor Uses Study (2002);
- Visitors Services Evaluation Report (2003);
- Complex-wide Wildland Fire Management Plan (2004);
- Alternative Transportation System Study (2006);
- Kīlauea Point NWR Alternative Transportation Systems Study, Refuge Visitor Projections Report (March 2006);
- Kīlauea Point Light Station Historic Structures Report (April 2006);
- Kīlauea Point NWR Alternative Transportation Systems Study, Final Report (September 2006)
- Environmental Assessment for the Proposed Expansion of Kīlauea Point National Wildlife Refuge (August 2007);
- Complex-wide Invasive Species Management Plan (2008);
- Transportation Assistance Group Report (2009);
- Environmental Assessment for the Nihoku Ecosystem Restoration Project (2014).

1.7.2 Other Plans and Assessments

A Conservation Action Plan for Black-footed Albatross (*Phoebastria nigripes*) and Laysan Albatross (*P. immutabilis*) (Naughton 2007). This plan is intended to provide a framework for partnership-based conservation and management actions and facilitate a collaborative, proactive approach to albatross conservation. Recommendations focused mainly on population monitoring and management; fisheries bycatch mitigation and monitoring; habitat restoration and invasive species control; contaminant and disease monitoring and abatement; at-sea habitat utilization; and education and outreach.

Draft Revised Recovery Plan for the Nēnē or Hawaiian Goose (*Branta sandvicensis*) (USFWS 2004). The nēnē was declared a federally endangered species in 1967. It is considered one of the most endangered geese in the world. The recovery plan aims to restore and maintain multiple self-sustaining nēnē populations on Hawaiʻi, Maui Nui (Maui, Molokaʻi, Lānaʻi, Kahoʻolawe), and Kauaʻi. The recovery of the nēnē focuses on the following objectives:

- Identify and protect nēnē habitat, focusing on the identification and protection of sufficient habitat to sustain target population levels;
- Manage habitat and existing populations for sustainable productivity and survival complemented by monitoring changes in distribution and abundance;
- Control alien predators, which addresses control of introduced mammals to enhance nēnē populations;
- Continue captive propagation program, which describes techniques and priorities for the captive propagation and release of nēnē into the wild;
- Establish additional nēnē populations, which focuses on partnerships with private landowners;
- Address conflicts between nēnē and human activities, which includes potential management and relocation of nēnē that are in unsuitable areas;
- Identify new research needs and continue research, which describes general categories of research needed to better evaluate threats to nēnē and develop and evaluate management strategies to address these threats;
- Provide a public education and information program, which describes important outreach and education activities; and
- Validate recovery actions, which calls for formalizing the Nēnē Recovery Action Group and evaluating management and research projects to determine if recovery objectives have been met.

Newell's Shearwater and Hawaiian Petrel Recovery: A Five-year Action Plan (Holmes et al. 2011). This action plan provides specific recovery objectives for the ʻaʻo. Although the nature of the threats (e.g., mammalian predators, habitat degradation and loss) to this species has not changed appreciably since the recovery plan was issued in 1982, the severity of these threats (e.g., increased development) and thus the urgency of addressing them have increased as shearwater populations have declined. The recovery strategy for the ʻaʻo includes five components to reduce mortality, maintain or increase suitable nesting habitat, and to fill in gaps in our knowledge of the species:

1. Minimize adult/breeder mortality and maximize fledgling production by developing and implementing effective predator control methods in colonies;

2. Reduce the potential for collisions with power lines, towers, and other structures;
3. Protect existing colonies from degradation due to invasive plants and pigs;
4. Reduce fallout associated with lights;
5. Improve monitoring methods, initiate studies to determine the effects of the tuna fishery on Newell's shearwater populations, and collect needed demographic data.

Interim Recovery Objectives include:

1. Implement predator control in at least two colonies and install ungulate fencing around at least two colonies;
2. Determine or estimate the number of adults that collide with power lines and structures;
3. Collaborate with the Kaua'i Invasive Species Committee to identify priority areas where invasive alien plants are a problem and help develop effective techniques for their control and interdiction;
4. Encourage Kaua'i County to adopt a light pollution ordinance, and shield all remaining lights around hotels, playing fields, shopping centers, and other areas determined to be a hazard to shearwaters;
5. Develop and implement effective monitoring techniques in at least two colonies that would facilitate the estimation of the effects of recovery actions;
6. Continue broad-scale monitoring to assess population-wide trends throughout Hawai'i to better understand threats and guide recovery efforts;
   Develop studies to address fishery-related questions and collect demographic data.

From these interim recovery objectives, the five-year action plan focuses on predator control, light attraction and collision, invasive plants and pigs, Save Our Shearwaters program, and monitoring.

Recovery Plan for the Hawaiian Monk Seal (*Monachus schauinslandi*) (NMFS 2007). The 'īlio-holo-i-ka-uaua has the distinction of being the only endangered marine mammal whose entire species range–historic and current–lies within the United States. The majority of the population of seals now lies in the Northwestern Hawaiian Islands with six main breeding subpopulations. The species is also found in lower numbers in the main Hawaiian Islands where the population size and range both appear to be expanding. The main terrestrial habitat requirements include haul-out areas for pupping, nursing, molting, and resting. These are primarily sandy beaches, but virtually all substrates are used at various islands. The goal of this revised recovery plan is to assure the long-term viability of the 'īlio-holo-i-ka-uaua in the wild, allowing initially for reclassification to threatened status and, ultimately, removal from the List of Endangered and Threatened Wildlife.

Recovery Plan for the Kaua'i Plant Cluster (USFWS 1995). This plan covers 37 plant taxa, 34 of which are federally listed as endangered and 3 listed as threatened. The recovery actions identified in the plan include protecting current populations, controlling threats, and monitoring; expanding current populations; conducting research essential to conservation of the species; establishing new populations as needed to reach recovery objectives; validating and revising recovery objectives; and devising and implementing a public education program.

Recovery Plan for U.S. Pacific Populations of the Green Turtle (*Chelonia mydas*) (NMFS and USFWS 1998). The honu is listed as threatened throughout its Pacific Range, except for the endangered population nesting on the Pacific coast of Mexico, which is covered under the Recovery Plan for the East Pacific green turtle. By far, the most serious threat to these honu is from direct take of turtles and eggs, both within U.S. jurisdiction, and on shared stocks that are killed when they

migrate out of U.S. jurisdiction. In Hawai‘i, honu populations appear to have a somewhat less dire status, probably due to effective protection at the primary nesting areas of the Northwestern Hawaiian Islands and better enforcement of regulations prohibiting take of the species. However, an increase in the incidence of the tumorous disease, fibropapillomatosis, in the Hawaiian honu threatens to eliminate improvements in the status of the stock. Human development is also having an increasingly serious impact on nesting beaches.

Recovery Plan for the ‘Ōpe‘ape‘a (Hawaiian Hoary Bat,* Lasiurus cinereus semotus*) (USFWS 1998). The ‘ōpe‘ape‘a is the only native land mammal in the Hawaiian Islands. There is a general lack of historic and current data on this subspecies, and its present status is not well understood. The Service’s recovery objective is delisting from the ESA, with the interim goals of determining present population status and downlisting to threatened status. Distribution and abundance of ‘ōpe‘ape‘a will also provide information on specific roosting habitat associations and food habits. With basic information on the location of ‘ōpe‘ape‘a and their resource needs, threats can then be identified and managed. Management actions that may be needed to address threats include protection of key roosting and foraging areas, particularly if ‘ōpe‘ape‘a or their food resources depend on native vegetation. Predation, the potential impacts of pesticides to bats or their food resources, and other threats may also need to be addressed.

Kaua‘i Island-wide Draft Recovery Plan (USFWS in prep.): This draft recovery plan is being developed to incorporate all listed and candidate species on the island of Kaua‘i, including those in other recovery plans. In total, it will address 173 species. For multi-island species, this recovery plan will only address the recovery needs and actions for Kaua‘i populations. Recovery goals for Kaua‘i island endemic species will be developed in this recovery plan.

Hawai‘i’s Comprehensive Wildlife Conservation Strategy (Mitchell et al. 2005). The U.S. Congress mandated each State and Territory to develop a comprehensive wildlife conservation strategy (CWCS) in order to continue to receive State Wildlife Grants, which assist states with wildlife management. Hawai‘i’s CWCS reviews the status of the full range of the State’s native terrestrial and aquatic species (over 10,000 of which are found nowhere else on Earth) and provides management recommendations for their continued conservation. Hawai‘i’s Species of Greatest Conservation Need include all native terrestrial animals, all endemic aquatic animals, additional indigenous aquatic animals identified as in need of conservation attention, a range of native plants identified as in need of conservation attention, and all identified endemic algae. This list includes a terrestrial mammal (1), birds (77), terrestrial invertebrates (~5,000), freshwater fishes (5), freshwater invertebrates (12), anchialine pond-associated fauna (20), marine mammals (26), marine reptiles (6), marine fishes (154), marine invertebrates (197), and flora (over 600).

U.S. Pacific Islands Regional Shorebird Conservation Plan (Engilis and Naughton 2004). Conservation and restoration of shorebird habitats is essential for the protection of endangered and declining shorebird populations. Wetlands, beach strand, coastal forests, and mangrove habitats are particularly vulnerable on Pacific islands due to increasing development pressures and already limited acreage. Monitoring and research needs include assessment of population sizes and trends; assessment of the timing and abundance of birds at key wintering and migration stopover sites; assessment of habitat use and requirements at wintering and migration areas; exploration of the geographic linkages between wintering, stopover, and breeding areas; and evaluation of habitat restoration and management techniques to meet the needs of resident and migratory species. Education and public outreach are critical components of this plan. Resource management agencies of Federal, Territorial, Commonwealth, and State governments will need to work together with

military agencies, nongovernmental organizations, and the scientific community. On a larger scale, coordination at the international level will be key to the conservation of vulnerable species, both migratory and resident.

U.S. Fish and Wildlife Service Regional Seabird Conservation Plan (USFWS 2005). The purpose of this plan is to identify Service priorities for seabird management (maintenance, protection, enhancement, and restoration); threat management; inventory and monitoring; research; outreach and education; planning; and coordination. The most serious threats to seabirds identified in this regional plan involve invasive (nonnative) species, interactions with fisheries, oil and other pollution, habitat loss and degradation, human disturbance, and global climate change.

Kaua‘i Seabird Habitat Conservation Plan (KSHCP) (in prep.). The KSHCP is currently being developed by the Service and the State of Hawai‘i's Department of Land and Natural Resources Division of Forestry and Wildlife (DLNR-DOFAW) to provide interested businesses and agencies with a streamlined, cost-effective way to attain legal authorization and coverage for unavoidable incidental take of endangered and threatened seabirds on the island of Kaua‘i. While both the CCP and KSHCP planning efforts seek to benefit endangered Hawaiian seabirds through similar actions, it should be noted that the KSHCP is focused on mitigating the effects of current and future take of endangered seabirds.

North Shore Community Development Plan (1980). The North Shore Development Plan is intended as a statement of policy that reflects the community’s desires, intentions, and aspirations for the area. The last update was completed in 1980. The plan emphasizes preserving the rural atmosphere of the area and conserving land and water resources.

Kaua‘i General Plan (County of Kaua‘i 2000). The General Plan fulfills legal mandates of State law and the Charter of the County of Kaua‘i. More importantly, it provides guidance for land use regulations, the location and character of new development and facilities, and planning for County and State facilities and services. The General Plan states the County’s 20-year vision for Kaua‘i and sets policies for achieving that vision. The policies are intended to guide County decision-making by mapping the direction of future development; by describing what kind of future development is desirable; and by setting priorities for public improvements. The policies will guide the County in making revisions to land development regulations; in deciding on zone changes and development permits; and in setting strategies for capital improvements. The General Plan also establishes a framework and priorities for future community-level planning and long-range planning for public facilities.

Kīlauea Town Plan (County of Kaua‘i 2006). This plan was adopted as an amendment to the Kaua‘i General Plan. The plan addresses concerns related to agricultural lands, resident housing and services, and future expansion. Recommendations were made concerning regional and town form, housing development, and the town character.

State Comprehensive Outdoor Recreation Plan, update 2008 (DLNR 2009). In order to continue to receive Land and Water Conservation Fund support, states must prepare a State Comprehensive Outdoor Recreation Plan (SCORP). The SCORP is a tool for statewide outdoor recreation planning, leadership, and action. It is intended to guide Federal, State, County and private agencies in the planning, development, and management of Hawai‘i’s outdoor recreation resources. The SCORP directs LWCF grant funding into facilities that best meet the public’s outdoor recreation needs.

Statewide Pedestrian and Bicycle Master Plans. Though these plans have yet to be developed, several public meetings have already taken place on Kaua‘i to discuss possible routes and areas for pedestrian and bicycling.

1.8 Special Designation Lands

1.8.1 Important Bird Areas (IBA)

The Important Bird Areas (IBA) program is a global effort to identify the most important areas for maintaining bird populations and focusing conservation efforts on protecting these sites. Within the United States, the program has been promoted and maintained by the American Bird Conservancy (ABC) and the National Audubon Society (NAS). The ABC is coordinating the identification of nationally significant IBAs while NAS is working to identify sites in individual states. The NAS is working within each state to identify a network of sites across the U.S. that provide critical habitat for birds. This effort recognizes that habitat loss and fragmentation are the most serious threats to birds across North America and around the world. By working through partnerships, principally the North American Bird Conservation Initiative, to identify those places that are critical to birds during some part of their life cycle (breeding, wintering, feeding, migrating), the effects that habitat loss and degradation have on bird populations could be minimized. The IBA program has become a key component of many bird conservation efforts. More information is available at http://www.audubon.org/bird/iba/index.html.

The goals of the IBA program are to identify the sites that are the most essential for long-term conservation of birds and to take action to ensure the conservation of these sites. An IBA is a site that provides essential habitat for one or more species of birds. The IBA selection process examines sites based on the presence and abundance of birds and/or the condition and quality of habitat. IBAs are chosen using standard biological criteria and expert ornithologists' review. All sites nominated as potential IBAs are rigorously evaluated to determine whether they meet the necessary qualifications. IBAs represent discrete sites, both aquatic and terrestrial, that are critically important to birds during their annual life cycle (e.g., breeding, migration, and/or wintering periods).

Kīlauea Point NWR is identified as an IBA because it regularly holds significant numbers of a globally threatened species, or other species of global conservation concern (criterion A1) and because the site is known or thought to support, on a regular basis, 1 percent or more of the global population of a congregatory seabird or terrestrial species simultaneously, or 5 percent over a season (criterion A4ii). The A4ii category applies to those species that are vulnerable as a consequence of their congregatory behavior at regularly used sites.

1.8.2 National Register of Historic Places

Established under the NHPA, the National Register includes over 77,000 districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. The register's entries were identified and documented in partnership with State, Federal, and tribal preservation programs. The documentation provided for each property consists of photographs, maps, and a registration form which provides a physical description of the place, information about its history and significance, and a bibliography. Documentation is now available online through the National Register Information System at http://www.nr.nps.gov. The Kīlauea Point Lighthouse Station is on the National Register of Historic Places.

1.9 Planning Process and Issue Identification

The CCP planning team evaluated the issues and concerns raised both by staff and the public during public scoping, as well as throughout the multi-year planning process. Issues are defined as matters of controversy, dispute, or general concern over resource management activities, the environment, land uses, or public use activities. Issues are important to a refuge's planning process because they identify topics to be addressed in a CCP, pinpoint the types of information to gather, and help define alternatives for a CCP. It is the Service's responsibility to focus planning and analysis on the major issues. Major issues typically suggest different actions or alternative solutions, are within the Refuge's jurisdiction, and have a positive or negative effect on the resource. Major issues influenced the decisions the Service made in selecting Alternative D for the CCP. Key issues that were analyzed are presented below.

1.9.1 Planning Process

The core planning team for Kīlauea Point NWR consists of a project leader, deputy project leader, biologist, visitor services staff person, and conservation planner. The full list of core and extended team members and their roles is provided in Appendix I. The extended team assisted in the development of this CCP, particularly in providing comments at key milestones.

The initial CCP planning process for the Complex began in 2007. Public scoping began in the fall of 2009 with a notice in the *Federal Register* (September 28, 2009, 74 FR 49399), and public meetings and talk story sessions were held in Hanalei, Hulēʻia, Kīlauea, and Līhuʻe from October 2009 to January 2010. Public input was also solicited through planning updates (Planning Updates 1 and 2) distributed to our mailing list. Additionally, workshops/meetings with local, State, Federal agencies, community groups, Refuge users, nonprofits, and others were held. In all, over 80 people participated. The comments and suggestions made through this process helped further develop and refine the management alternatives for the CCP.

The draft CCP/EA was issued for public review and comment on February 12, 2015. The availability of the plan was announced through a notice in the *Federal Register* (February 12, 2015, 80 FR 7876) and via direct contact with approximately 800 people on our mailing list. The plan was made available for downloading on the Refuge website and was made available upon request in CD or printed format. Printed copies of the draft CCP/EA were available at local public libraries, and upon request. Public meetings were held in Kīlauea on February 24 and 25, 2015. A total of over 50 people attended. Additionally, the planning team met separately with specific partners and interested parties including DLNR-DOFAW, the County of Kauaʻi, one County council member, the Kīlauea Neighborhood Association, and kūpuna. Comments were received from over 70 entities during the 44-day public comment period held February 12, 2015, through March 27, 2015. All changes made as a result of public and agency comments were documented. A summary of public involvement is included in Appendix I; public comments on the draft CCP/EA and the Service's responses to comments are included in Appendix K.

1.9.2 Key Issues Addressed in the CCP

Wildlife and habitats. What is the most important ecological contribution the Refuge can make? How can we expand and improve habitat for priority species? What are our priority research and survey needs to support management? What can be done for nonpriority species and habitat areas given limited personnel and resources?

Facilities and maintenance. What facilities and maintenance are needed to support greater Refuge management? Where should such facilities and maintenance be located?

Cultural/historic resources. How can cultural and historic resource management be improved? How can they be woven together with public interpretation?

Visitor services and wildlife-dependent recreation. What is the appropriate use and level of wildlife observation and photography, environmental education and interpretation, and recreational fishing?

Law enforcement. How can trespass, illegal activity, and human-caused disturbance to wildlife be managed more effectively given limited personnel?

1.9.3 Issues Outside the Scope of the CCP

While CCPs are comprehensive plans, no single plan can cover all issues. The planning team has compiled a list of issues which are currently considered to be outside the scope of this CCP or as actions considered but not developed (see Chapter 2 for further detail on these issues):

Kīlauea Town bypass. Kīlauea Town, through its plan development, has concluded a need for establishing a bypass road in order to alleviate traffic through the main part of town along Kīlauea Road. The role of the Refuge in securing such a bypass has been discussed with local officials. However, the lead for such an initiative would fall under the authority and jurisdiction of both the State Department of Transportation as well as the County. As such, this action would not be a Service-led initiative as it falls outside our jurisdiction. However, given that 25 percent of traffic utilizing Kīlauea Road results from vehicles destined for the Refuge, we recognize the potential impacts a bypass may have for visitors to the Refuge and will continue to be engaged and involved with the Kīlauea Neighborhood Association (KNA) and other partners (e.g., private landowners), where appropriate, to discuss feasibility of a bypass if initiated by State or County agencies.

1.10 Refuge Vision and Goals

The following vision and goals for Kīlauea Point NWR were developed during the planning and public scoping process.

1.10.1 He nuʻukia no ka puʻuhonua (Refuge Vision)

Shrouded in a salty mist, the steep cliffs of an ancient volcano plunge into a pounding north swell as Kīlauea Point National Wildlife Refuge stands as an oasis where abundant seabirds blanket the pali and ride updrafts. Here a symphony of sounds reverberates—from the whinny of mōlī to a chorus of rattling squawks from thousands of ʻā. Nēnē nestle within thriving native plant communities that

blanket the red soil throughout the Refuge. ʻĪlio-holo-i-ka-uaua and honu bask in tranquil solitude at the edge of the turquoise waters teeming with marine life.

Kau maila ka ʻehukai i ka pali kū o ka luapele, a papā mai ka nalu poʻi. Kū kilakila ʻo Kīlauea Point National Wildlife Refuge ma ke ano he kīpuka no ka manu o ka moana kūhohonu, a ma aneʻi lākou e kīkaha a kaʻaniu ai. Kūpinaʻi aʻe ka leo o ka mōlī, ua lau. Hauwalaʻau mai ka leo o ka ʻā, ua mano. Nonoho iho ka nēnē i ka nāhele ʻoiwi e uhi ana i ka lepo ʻulaʻula o neʻi. Lalala mehameha ka īlioholoikauaua a me ka honu ma kaʻe o ke kai papaʻu piha o ka iʻa.

The dynamic and awe-inspiring experiences of Kīlauea Point provide kamaʻāina and visitors alike a sense of place and lasting interconnectedness with the natural world. Interwoven with cultural heritage, environmental education links the island's keiki and the youth beyond with the Refuge's unique ecosystems and native wildlife. Through strong community support, the Kīlauea lighthouse endures, telling its story, and remains a beacon promoting stewardship of the Refuge's resources for future generations.

Poina ʻole nēia wahi ke hoʻokipa ʻia e ke kamaʻāina, pau pū me ka malihini i ke ʻano o nā mea a lākou i ʻike ai, i laʻa me ka pilina ma waena o kō a uka, a kō a kai. ʻO ka nohona kanaka a me ke aloha ʻāina ke kahua o ka haʻawina e aʻo aku ai i ka poʻe ʻōpio, i moākaka ia mau mea i ka ʻike a kō lākou mau maka ma kēia mua aku. Ma o ke kākoʻo a ke kaiāulu, kū mau ka hale ipu kukui ʻo Kīlauea i lama kuhikuhi o ka mālama ʻāina no nā hanauna e hiki mai ana.

1.10.2 ʻO nā pahuhopu o ka puʻuhonua (Refuge Goals)

Refuge management goals are descriptive, open-ended, and often broad statements of desired future conditions that convey a purpose, but do not define measurable units. Goals must support the Refuge vision and describe the desired end result. The following are goals for Kīlauea Point NWR:

He mau manaʻo laulā nā pahuhopu no ke ʻano o ka nohona i kēia mua aku. Kākoʻo a hoʻākāka nā pahuhopu i ka nuʻukia o ka puʻuhonua. Ua helu ʻia lākou ma lalo nei:

Goal 1: Protect, enhance, and manage the coastal ecosystem to meet the life-history needs of migratory seabirds and threatened and endangered species.

ʻO ka pahuhopu 1: E mālama a hoʻomāhuahua i ka ʻaekai i paʻa ka nohona o ka manu o ka moana, pau pū me ka lāʻau ʻoiwi o ka ʻāina.

Goal 2: Restore and/or enhance and manage populations of migratory seabirds and threatened and endangered species.

ʻO ka pahuhopu 2: E hoʻola a mālama i nā pūʻulu manu o kēlā ʻano a kēia ʻano, pau pū me nā mea kākaʻikahi o ka ʻāina.

Goal 3: Gather scientific information (surveys, research, and assessments) to support adaptive management decisions.

ʻO ka pahuhopu 3: E ʻohi i ka ʻike hunehune a ka poʻe akeakamai i mōakāka ke ʻano o ka mālama pono ʻana i ka ʻāina.

Goal 4: Ensure that visitors and kamaʻāina of all ages and abilities feel welcome, enjoy a safe visit, and are provided high-quality opportunities for wildlife-dependent recreation which allows them to connect with, while having limited impacts to, the wildlife, habitats, and cultural and historic richness of the Refuge.

ʻO ka pahuhopu 4: E hoʻokipa pono i ka poʻe kamaʻāina, pau pū me ka poʻe malihini i hiki iā lākou ke "aloha aku, a aloha mai" i nā mea waiwai o nēia wahi.

Goal 5: Identify, protect, evaluate, and interpret the cultural (including historic) resources and heritage of the Refuge while consulting with Native Hawaiian organizations and preservation partners, and complying with historic preservation legislation.

ʻO ka pahuhopu 5: E kuhikuhi, mālama, nānā, a aʻo aku me ka pono i nā waiwai ʻāina, pau pū me nā waiwai kanaka; ʻoiai e hoaʻoaʻo ana kahi ʻahahui Hawaiʻi a me nā keʻena ʻaupuni i ʻole kākou e hū hewa aku.

Goal 6: Ensure that all visitors enjoy safe and well-maintained operations that contribute to a positive visitor experience.

ʻO ka pahuhopu 6: Ponopono kō mākou hale, a mālama pono ʻia ka poʻe e kipa mai ana me ke aloha.

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