



STATE OF HAWAII 2018 HAZARD MITIGATION PLAN

Prepared for:
Hawai'i Emergency Management Agency

Prepared by:





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State of Hawai'i 2018 Hazard Mitigation Plan

August 6, 2018

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The 2018 State of Hawai'i Hazard Mitigation Plan Update has been developed utilizing the HI-EMA Draft Preparedness Branch Style Guide. The HI-EMA honors the Hawaiian language and its use of diacritical marks, the glottal stop and the macron ('okina and kāhako). The 'okina and kāhako are only used in this plan when writing the name of the state, islands and island communities; and when utilizing data from a referenced source, without modification. Future updates to the 2018 plan will strive to apply diacritical marks consistently throughout the document.



ACKNOWLEDGEMENTS

The Hawai'i Emergency Management Agency would like to express their sincere appreciation to the many individuals who developed the 2018 State of Hawai'i Hazard Mitigation Plan Update. This plan update includes the contributions of numerous individuals from state, county, and federal agencies, academia, private sector and the public. The HI-EMA would like to especially acknowledge the members of the State Hazard Mitigation Forum and the Hawai'i Earthquake and Tsunami Advisory Council for their hard work and invaluable input.



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EXECUTIVE SUMMARY

As an island based community, the State of Hawai'i is vulnerable to a wide range of natural hazards that have greatly impacted lives, property and the economy. With five (5) federal disaster declarations and numerous state and local declarations since 2013, the potential impacts from these hazards cannot be dismissed as theoretical

probabilities or historical footnotes but must be actively addressed. Additionally, continued development and population growth, coupled with impacts from climate change, have the potential to greatly increase the State's risk profile within a matter of decades. In order to mitigate these risks and inform future decision making, the State required an updated Hazard Mitigation Plan (HMP) that stresses an integrated, multi-level, multi-sector, collaborative approach to risk reduction with an emphasis on building community resilience.

In alignment with the needs of the State, federal guidance and national best practices, the State of Hawai'i is committed to a long-term strategy to reduce risk and losses from future natural hazard events, as outlined in this 2018 State of Hawai'i Hazard Mitigation Plan (2018 HMP Update). As an update to the State's 2013 HMP, the plan was developed over the course of a year in conjunction with a multidisciplinary group of local, state and federal stakeholders, as well as input from the public and review by the Federal Emergency Management Agency (FEMA). While the primary purpose of the plan is to inform and support ongoing decision-making, an important ancillary benefit is continued eligibility for federal assistance and funding to support mitigation activities as well as the repair or replacement of state-owned infrastructure damaged during a federally declared disaster.

The State of Hawaii's HMP will continue to be a 'living document' that supports relationship building, promotes resiliency and sustainability, aids in consistent evaluation, and provides a means to reduce the costs associated with response and recovery. Due to ongoing response and recovery efforts taking place for the two most recent declared disasters in the State (DR-4365 and DR-4366), not all information documenting these events was available to be captured in this iteration of the plan. The plan will continue to be updated, in accordance with the process outlined in the Plan Maintenance Section, to enhance plan contents and keep the public engaged in the implementation of mitigation measures.

Background

Under the umbrella of the Robert T. Stafford Act, the Disaster Mitigation Act of 2000 (DMA 2000) established criteria for developing state and local HMPs. The development of these plans is a critical element in maintaining long-term mitigation strategies. Furthermore, receiving FEMA approval of an updated plan at least every five years is required to maintain eligibility for future FEMA funding in support of mitigation and disaster recovery efforts. This 2018 HMP Update fulfills the State's requirements and will ensure continued funding eligibility under certain Stafford Act grant programs, including the following FEMA funding programs:

- Hazard Mitigation Grant Program (HMGP)
- Pre-Disaster Mitigation (PDM)

Hazard Mitigation

Sustained action to reduce or eliminate the long-term risk to human life and property from hazards (FEMA 2016).



- Flood Mitigation Assistance (FMA)
- Fire Management Assistance Grant (FMAG)
- Public Assistance (PA) – Categories C through G

Some of these programs provide a federal cost share on certain recovery costs up to 90% and in some cases 100% for severe repetitive loss properties. Eligibility for these programs has resulted in greater than \$3.36 Million in federal funding within the last 5 years alone.

The Hawai'i Emergency Management Agency (HI-EMA), formerly Hawai'i State Civil Defense, is responsible for coordinating disaster loss reduction programs, initiatives and policies throughout the State. The HI-EMA serves as the coordinating agency for the county emergency management agencies and as the State Warning Point. The HI-EMA administers the State's hazard mitigation program with the State Hazard Mitigation Officer (SHMO) serving as the official point of contact and leading mitigation efforts, including development of the State HMP and implementation of both state and local HMPs.

Overview of the 2018 HMP Update

The 2018 HMP Update represents a significant revision to the 2013 HMP. The HI-EMA's vision for the 2018 HMP Update is a streamlined plan to enhance readability for the public while maintaining the appropriate level of detailed analysis and implementable strategies in support of future State risk reduction activities. In addition, the 2018 HMP Update will serve as a technical reference as each county updates their local HMP, including a robust risk assessment that greatly expands upon the number and type of assets assessed and integrates best available data and climate science.

The 2018 HMP Update has been reformatted and organized to be more readable and digestible while paralleling the structure outlined in 44 CFR 201.4 and FEMA guidance. With this in mind, the 2018 HMP Update includes a comprehensive update to the 2013 HMP risk assessment. While the best available data has been incorporated into all analysis, highly technical or support material such as some tables, maps and text has been referenced and moved to the appendices where it will still be easily accessible. The following summarizes the major components of the 2018 HMP Update and serves as a guide to navigate the plan.

Section 2: Planning Process

One of the visions for the 2018 HMP Update was to increase collaboration across a broader range of stakeholders in order to maximize state planning efforts and inspire continued collaboration and implementation after the plan update process. To ensure a comprehensive update, stakeholder representatives from the following sectors were engaged throughout the planning process as detailed fully in **Section 2** of this plan:

- | | |
|------------------------------|----------------------------------|
| ▪ Emergency Management | ▪ Infrastructure |
| ▪ Economic Development | ▪ Natural and Cultural Resources |
| ▪ Land Use and Development | ▪ Local Government |
| ▪ Housing | ▪ Academia |
| ▪ Health and Social Services | ▪ Private Sector |



During the development of the 2018 HMP Update (October 2017 to June 2018), the HI-EMA regularly engaged the State Hazard Mitigation Forum (Forum). The Forum provided a variety of subject-matter expertise related to emergency management, natural hazards, land use planning, building codes, transportation, infrastructure and a combination of state and county perspectives. The Forum was engaged in all aspects of the planning process, encouraged to provide data and information to support the update, and review interim and draft plan deliverables.

In addition to the Forum, a diverse group of natural hazard subject-matter experts (SMEs) within the State were also willing to participate, their support included providing spatial data, guiding the vulnerability assessment methodology and reviewing the draft risk assessment (Section 4) of this plan. These SMEs are leaders in their field and were consulted from the beginning stages of the planning process to ensure the best available spatial and natural hazard data and methodologies were utilized to assess the State of Hawaii's risk.

The HI-EMA also held four (4) open houses which were publicly advertised, consistent with HI-EMA's interest in providing residents the opportunity to provide input on the planning process. Furthermore, the State posted the draft 2018 HMP Update on the HI-EMA and project websites, along with a comment capture form to enable residents to submit comments based on their review of the plan. All comments received were considered by the HI-EMA Mitigation Section for incorporation into the final submittal to FEMA. At that time, the final approved plan will be posted and remain available at: <http://dod.hawaii.gov/hiema/ser-resources/hazard-mitigation/2018-state-of-hawaii-hazard-mitigation-plan/>

Risk

For the purposes of the 2018 HMP Update, risk is the potential for damage or loss created by the interaction of hazards with assets such as people, buildings, infrastructure, and/or natural and cultural resources.

Section 3: State Profile

New to the 2018 HMP Update is a State Profile (Section 3). The State Profile describes the physical setting, demographics, economy, state assets, critical facilities, cultural assets, natural resources, land use and development in the State of Hawai'i; all of which require protection from disaster losses. This new section provides context to the risk assessment and updated mitigation strategy.

Section 4: Risk Assessment

The Risk Assessment (Section 4) within the 2018 HMP Update provides the scientific foundation and quantitative basis for developing a mitigation strategy. It highlights the connection between existing vulnerability and the potential reduction of risk due to proposed hazard mitigation actions. For the 2018 HMP Update, the risk assessment for each hazard is divided into two parts: (1) hazard profile and (2) vulnerability assessment. The vulnerability assessment now follows the hazard profile, so that all information about a specific hazard is found in one concise section. The hazards of concern evaluated for the 2018 HMP Update are presented below in alphabetical order; the order of the listing does not indicate the hazards' relative severity:

- Climate Change and Sea Level Rise (formerly Climate Change Effects)
- Chronic Coastal Flood (formerly Flood, High Surf and Coastal Erosion)



- Dam Failure
- Drought
- Earthquake
- Event-Based Flood (*formerly Flood*)
- Hazardous Materials
- Health Risks (*formerly Health Risks and Vulnerability*)
- High Wind Storm
- Hurricane (*formerly Tropical Cyclone*)
- Landslide and Rockfall
- Tsunami
- Volcanic Hazards (VOG and lava flow)
- Wildfire

Section 4.1 (Overview) presents the methodology used to assess each hazard; including how losses were estimated to the State’s assets. The results presented throughout the risk assessment are summarized geographically, from west to east, by county: County of Kaua’i, City and County of Honolulu, County of Maui and County of Hawai’i. Several enhancements were made to the risk assessment with highlights summarized below:

- **State Buildings**—Through increased interagency coordination between the HI-EMA and the State Risk Management Office, the exposure and vulnerability to state-owned and leased buildings to the hazards of concern were assessed.
- **Critical Facilities**—An updated definition of a critical facility and the utilization of a more robust critical facility and infrastructure dataset was utilized to assess risk. This was a result of the collaborative planning effort conducted with county, state, federal, private sector and non-governmental organizations for the Makani Pahili 2017 Emergency Power Prioritization Workshop Series Report.
- **Flood** – The flood hazard was split into two distinct flood hazards: 1) chronic coastal flood and 2) event-based flood. This separation is consistent with the 2017 *Hawai’i Sea Level Rise Vulnerability and Adaptation Report*, which more accurately reflects events that take place in the State and will allow for more specific and measurable mitigation actions.
- **Sea Level Rise** – The 2018 HMP Update was enhanced to include quantified losses to the sea level rise hazard. Spatial data developed for the 2017 *Hawai’i Sea Level Rise Vulnerability and Adaptation Report* was used for the sea level rise and chronic coastal flood risk assessments, and adaptation strategies identified in the report were integrated into the updated mitigation strategy. Additionally, a coastal flood zone model was included that projected flood extents and wave heights for wave-generating events on top of a possible 3.2 feet of future sea level rise. This model was utilized to examine potential impacts to event-based flooding with the additional impacts of sea level rise.
- **Local Vulnerability**—The enhanced risk assessment not only evaluates state assets, but also evaluates each county’s vulnerability to the identified hazards so that results may serve as a foundation to, and be integrated into, upcoming local HMP updates. Each vulnerability assessment subsection discusses potential impacts to population, the built environment and economy, land use, environmental resources, cultural assets and projected development.

Updated Critical Facility Definition

“Those structures from which essential services and functions for victim survival, continuation of public safety actions, and disaster recovery are performed or provided.”

Source: Makani Pahili 2017 Emergency Power Prioritization Workshop Series Report



Following the risk assessment, an expanded and more holistic hazard ranking methodology was developed and utilized to evaluate the degree of risk for all identified hazards in the State of Hawai'i (Section 4.16). The following categories were considered when evaluating the relative risk of the hazards of concern:

- Probability of Occurrence
- Impacts
 - Population
 - Assets and Economy
 - Environmental resources
 - Cultural assets
- Spatial Extent
- Warning Time
- Duration
- Adaptive Capacity
- Changing Future Conditions

Based on this evaluation, statewide, the highest ranked hazards are:

- Climate Change and Sea Level Rise
- Hurricane
- Tsunami
- Earthquake

It is important to emphasize that all hazards evaluated in the 2018 HMP Update are considered hazards of concern and potential future losses resulting from all hazard events should be mitigated. Overall, the State of Hawaii's vulnerability to the identified hazards of concern have not changed drastically since the 2013 HMP and will require long-term vision and actionable mitigation strategies to achieve incremental risk reduction.

Section 5: Capability Assessment

Assessing the State of Hawaii's mitigation capabilities is an integral part of the mitigation planning process in which the State identifies, reviews and analyzes its current resources for reducing the impact of hazards. Mitigation capabilities provide the means to accomplish desired mitigation outcomes. Section 5 provides a comprehensive review and evaluation of state and local capabilities used to support and facilitate mitigation activities and describes the process utilized by the State of Hawai'i to support, promote and coordinate mitigation planning at the county level. In conjunction with additional preparedness activities such as response planning, training and exercises, these mitigation capabilities form the foundation of resilient communities.

Section 6: Mitigation Strategy

The mitigation strategy sets the State's mitigation program priorities and assists the counties as they update their local mitigation plans. The mitigation strategy is composed of goals and actions that directly address the risks and vulnerabilities identified in the risk assessment as well as the findings of the capability assessment.

Together with the Forum, the 2013 HMP goals were reviewed and then updated to ensure that the revised 2018 goals: (1) reflect the updated risk assessment; (2) support changes in mitigation capabilities; and (3) support other state-level priorities. The updated goals for the 2018 HMP Update are as follows:

- **Goal 1**— Reduce the long-term vulnerability of Hawaii's people, property and jurisdictions, including state-owned or operated buildings, infrastructure and critical facilities, to natural hazards while



conserving the State's natural, historical, and cultural assets. This includes high risk properties such as repetitive loss (RL) and severe repetitive loss (SRL) properties.

- **Goal 2**—Promote actions designed to ensure long-term resiliency
- **Goal 3**—Strengthen partnerships and leverage existing resources and capabilities to identify, assess and reduce the impact of natural hazards
- **Goal 4**—Utilize state-of-the-art methods and technology and local knowledge to identify and analyze natural hazards and assess State capabilities to reduce the impact of those hazards
- **Goal 5**—Promote public awareness of natural hazard risks and public action to reduce the long-term risks
- **Goal 6**—Provide a framework for robust local hazard mitigation planning and mitigation strategy implementation in alignment with this plan

A comprehensive evaluation of the 2013 mitigation actions was conducted and progress reported on each. The 2013 HMP mitigation actions, updated risk assessment, updated capability assessment, and county local HMP actions were used to identify mitigation actions for the 2018 HMP Update. Each identified mitigation action now includes detailed implementation information as well as a clearly articulated and uniformly applied prioritization scheme.

Overall there are 87 mitigation actions in the updated State of Hawai'i mitigation action plan which includes all four FEMA mitigation strategy types: 1) plans and regulations; 2) structure and infrastructure projects; 3) natural system protection; and 4) education and awareness. In addition, the four counties were invited to submit high priority mitigation actions for inclusion in the 2018 HMP Update which are summarized in **Section 6** (Mitigation Strategy) and **Appendix G** (Mitigation Strategy Supplement). The types of projects which have been determined high priority for the State of Hawai'i are:

- Hardening or retrofit of essential facilities such as fire station, EOCs, communications facilities, schools, shelters, hospitals, etc.
- Public awareness/education
- Flood control and floodplain management to include the reduction of repetitive and severe repetitive loss properties
- Development and/or improvement of warning systems.

To be eligible for an increased federal cost share, the 2018 HMP Update includes a Repetitive Loss Strategy (**Section 6.6**). The State of Hawaii's updated Repetitive Loss Strategy identifies actions the State has taken to reduce the number of repetitive loss properties. In addition, it describes the State's strategy to ensure that counties with repetitive loss properties take actions to reduce the number of these properties, including the development of local HMPs.

Section 7: Plan Maintenance

Maintaining momentum in mitigation strategy implementation can lead to significant long-term changes and overall risk reduction. The development of a plan maintenance process ensures that the HMP remains a "living" document that is intended to be changed and updated throughout its performance period. As such, a formal process is required to ensure that the HMP will remain an active and relevant document. The HI-EMA is the responsible agency for the preparation and maintenance of this HMP; and the SHMO is the individual responsible



for overseeing the coordination, implementation, maintenance of the plan collaboratively across the State throughout the plan's performance period (2018 to 2023).

Plan Maintenance (**Section 7**) evaluates the challenges and successes of the 2013 HMP maintenance procedures and outlines an updated strategy to maintain the 2018 HMP Update to ensure it remains current and reflects changes to the statewide mitigation program over time. The Forum will continue to meet quarterly, as per their bylaws updated in August 2017 (**Appendix B**), throughout the 2018 HMP Update performance period to support implementation of, and discuss amendments to the 2018 HMP Update. This will ensure changes in priorities are captured, progress on mitigation actions is documented and new mitigation actions are included in the plan.

The HI-EMA will capture the changes and progress discussed, develop an annual review report and include each annual report in **Appendix H**. In addition to the annual review report on the HMP, a summary of the FEMA annual consultation will be included in the appendix as well. The SHMO will continue to host the updated version of the 2018 HMP Update on the HI-EMA website: <http://dod.hawaii.gov/hiema/ser-resources/hazard-mitigation/2018-state-of-hawaii-hazard-mitigation-plan/>.



EXECUTIVE CHAMBERS
HONOLULU

DAVID Y. IGE
GOVERNOR

October 2, 2018

**AN ORDER ADOPTING THE
2018 HAWAII STATE HAZARD MITIGATION PLAN**

The State of Hawai'i has suffered substantial loss of lives and property from natural hazards. Hawai'i's natural disaster history includes devastating loss of lives and destruction due to major hurricanes, tsunamis, severe flooding events and a catastrophic dam break, and earthquakes. The state has also endured numerous wildfires requiring federal assistance. These natural disasters caused considerable human suffering and damage to homes, businesses, government buildings, and critical infrastructure.

Given Hawai'i's vulnerability to natural hazards and its history of disasters, the state has long maintained and implemented a comprehensive, multi-hazard mitigation strategy to reduce loss of life and property damage. This strategy to improve disaster resilience is embodied in the 2018 Hawai'i State Hazard Mitigation Plan (Plan). The Plan update meets the mandatory five-year review and update of state and county core capabilities and efforts to reduce the impacts of natural hazards.

In recognition of the state's strong commitment to reduce loss of life and to minimized property damage from natural disasters, I hereby adopt the 2018 Hawai'i State Hazard Mitigation Plan. Also adopted by reference are the hazard mitigation plans for each county.

The 2018 Hawai'i State Hazard Mitigation Plan complies with the *Stafford Act*, the *Disaster Mitigation Act of 2000* (P.L. 106-390), and *44 Code of Federal Regulations Part 201 – Mitigation Planning*. The state will comply with all applicable federal statutes and regulations during the period it receives grant funding, and will amend the Plan whenever necessary to reflect changes in state or federal laws and statutes.

Sincerely,

David Y. Ige
Governor, State of Hawai'i