

## **ALTERNATIVE B: RESOURCE PROTECTION**

### **High Potential Sites and Segments**

The Ala Kahakai NHT administration would work to recognize with management agreements all of the sites and trail segments identified to date as high potential (See table 3 in chapter 1 and appendix B). The trail administration would continue to inventory and analyze cultural and natural resources along the potential trail alignment to determine appropriate preservation techniques and the capacity to accommodate trail users and interpretation.

### **Trail Alignment**

In the process of conducting land title abstracts for development projects, Nā Ala Hele has identified several ancient and historic trail segments, some of them parallel to each other, with potential to be part of the Ala Kahakai NHT. Some of these segments are land-banked with the Department of Lands and Natural Resources (DLNR) Division of Lands until such time as either the NPS or Nā Ala Hele has the capacity to manage them. Under alternative B, the NPS would work to provide technical assistance and seek funding to help Nā Ala Hele develop the capacity to actively manage these trail segments themselves or with a local partner and recognize them as part of the Ala Kahakai NHT. In addition, easements required through the land approval process often are recorded with the Board of Conveyances, but often no requirements for installation or maintenance exist. In these instances, the NPS would provide technical assistance and seek funding to help local communities manage and maintain these segments.

In order to create a single continuous trail alignment for the Ala Kahakai NHT, trail selection criteria would be applied in the following priority order:

- An unaltered or verified ancient trail remnant with connections to other trail segments on either end and to high potential sites.
- An unaltered or verified historic trail remnant with connections to other trail segments on either end and to high potential sites.

- In the case of several parallel unaltered or verified trail alignments, the remnant representing the earliest trail use that also best provides connections to other trail segments on either end and to high potential sites.
- A connecting footpath
- A connecting jeep trail
- A paved road, preferably with ADA accessible sidewalks

### **Protection Program**

The basis of the trail protection program in alternative B would be the preservation, as feasible, and interpretation of the fundamental resources and values associated with the Ala Kahakai NHT along a single, linear trail route. The protection measures detailed as common to all alternatives would apply to a single trail alignment generally parallel to the coast and potential protection areas on either side of the trail to be specified in each trail segment management agreement. Landownership, geography, land use, vegetation cover, and other determinants could be used to establish an appropriate area for protection of cultural and natural resources associated directly with the trail. The community planning team would help define these areas while participating in development of each segment management agreement. The area of potential effect (APE) for compliance purposes may be larger than the area negotiated to be part of the trail, depending on the resources involved, and would be decided segment by segment. As with all alternatives, no segment of trail will be made available to the public until all resource studies, protection, and compliance measures have been addressed adequately.

The NPS would authorize or undertake all research and cultural and natural resource management planning and monitoring for the trail and provide technical assistance and oversight review of local segment management plans.

In addition, as opportunities arise, the NPS would assist the state in review of records of title to determine the extent of the Ala Kahakai NHT

owned in fee by the state. It is anticipated that much of the trail would prove to be state-owned under the 1892 Highways Act. For the portions of the trail not owned by the county, state, or federal governments, the NPS would encourage state and county government and private entities to obtain cooperative agreements, easements, rights-of-way, and land in fee for the protection and permanency of those portions of the trail. Where other entities are not able to protect the trail right-of-way or resources, the NPS could acquire trail lands through dedications, donation, or purchase from willing sellers.

## **ALTERNATIVE B: TRAIL USER EXPERIENCE**

The Ala Kahakai NHT office would facilitate a unified effort by partner agencies, landowners, descendants, trail groups and other stakeholders to provide a high quality, coordinated trail experience along the Ala Kahakai NHT. This experience would promote public understanding and appreciation of cultural and natural resources along the route and of resource protection issues and needs.

### **Traditional Users**

Trail management planning would aim to avoid or mitigate negative impacts on traditional cultural practices and to encourage traditional users in their practice. The community planning team would seek input and advice from traditional gatherers and other practitioners on management planning to assure resource protection and sustainability, access timing and other protocols.

### **Recreation**

Initially, the majority of trail use would be in-and-out single day excursions to portions of the Ala Kahakai NHT. A one-way day trip could occur with vehicles parked at each end of the trail segment. However, the ultimate goal would be to provide for long-distance walking and overnight camping. Strategically placed campsites, at approximate five-mile intervals, and water sources would accommodate long-

distance hiking when there is sufficient continuous trail. As feasible, trail visitors would be informed about appropriate behavior practices and protocols to minimize negative impacts to cultural and natural resources within the trail corridor and maximize safety to the trail user and respect for practitioners of traditional subsistence fishing and gathering. Guided tours along the trail could be provided by local trail managers or others with ties to specific trail segments. Specific sections of trail may be temporarily closed to allow for traditional uses.

An auto-tour route using existing public roadways and access roads would be marked and interpreted at appropriate and significant historic sites.

Ala Kahakai NHT administration and its partners would promote special cultural events focused on trail-related resource protection, awareness, and involvement. The official Ala Kahakai NHT logo could be used in association with such events upon receiving written permission from the trail office.

Health and safety would be addressed as described in actions common to all alternatives.

### **Interpretation and Education**

Integrated interpretive and educational programming would be tied to the resources, *mo'olelo* (stories), and *wahi pana* (storied and sacred places) of each trail segment with the goal of recapturing a sense of place in the landscape of traditional Hawai'i. As the administrative capacity of the trail office increases and cooperative management is established, there would be an effort to coordinate and enhance current interpretive activities offered by various agencies, organizations, and community groups to create a unified trail program. Additional opportunities would be offered as trail segments and sites become established.

### ***Comprehensive Interpretive Plan***

A Comprehensive Interpretive Plan (CIP) would be developed as a priority. The CIP consists of three separate components. The Long-Range Interpretive Plan (LRIP), the centerpiece of the CIP, outlines the vision and goals for the interpretive program for several years and provides the interpretive guide for the trail. The LRIP relies on input and review from stakeholders concerned with the trail. Annual Implementation Plans outline the measurable actions taken yearly to implement the LRIP. The inclusion of annual plans in the CIP allows the LRIP to be dynamic and flexible enough to accommodate changing times and needs along the trail. Finally, the CIP includes an Interpretive Database—an inventory of legislative history, trail plans, trail user surveys, and interpretive media as it is developed for the trail.

Although all interpretive themes stated in chapter 1 would serve as a foundation for developing this coordinated interpretive and educational plan, alternative B would emphasize the linear aspect of the trail and the topics of movement from place to place, connections to the past, and significant events that occurred along the *ala loa*. Site-specific sub-themes would be developed appropriate to each trail segment to reduce users being exposed to repetitive messages. The overall themes would provide the framework for development of any trail interpretation before completion of the CIP.

The LRIP would recommend interpretive media at appropriate locations—national, state, and county parks, resorts, and other locations—to promote resource stewardship and support trail user understanding and awareness of the need to preserve natural and cultural resources and the Hawaiian heritage embodied in the trail and its resources and values. Examples of media types that could be used are publications (including brochures, reports, newsletters, and a typical NPS map and guide), electronic media (including websites, radio broadcasts, cell phone downloads, CD rentals, MP3/ipod downloads), wayside exhibits, audiovisual media, traveling

exhibits, and indoor exhibits associated with existing museums and visitor centers. Media and interpretation provided by others would be reviewed by the NPS. Written media should be in English, Hawaiian as feasible, and in the languages of the most numerous visitor groups. Appreciation and protection of the resources depends upon clear communication to visitors.

Until the LRIP is completed, the following three types of media would be a priority for guiding trail users in the interim:

**Publications.** NPS trail staff and partners could develop a newsletter or other publications to provide an overview of all the trail's interpretive themes. An initial map and guide related to the auto tour route would provide overall orientation and information about the significance and resources of the Ala Kahakai NHT.

**Website.** The NPS website for the trail at <<http://www.nps.gov/alka>> could provide updated information about the trail, recognized sites and segments, and discussions about trail-related issues. Specific items available to website visitors would include management documents, maps of managed segments, information on recognized sites, the auto tour route, and special events related the Ala Kahakai NHT.

**Wayside Exhibits.** Although much better as part of a planned system, development and installation of a few wayside exhibits may become possible and necessary before the CIP is completed. The NPS trail administration could support the installation of a few interpretive wayside exhibits at appropriate places on the Ala Kahakai NHT as long as an overall strategy is in place to promote the development of a consistent wayside exhibit system to blend with existing signs. The use of standardized exhibit design that follows NPS national trail wayside exhibit guidelines and standards (NPS 1998d) and the NPS Unigrid sign standards adopted in 2006 (available at <http://www.hfc.nps.gov/uniguide/>)

would promote the integration of interpretive messages offered along the route. Nonetheless, signs would reflect the essence of Hawaiian culture.

### ***Educational Programs***

Educational Programs along the Ala Kahakai NHT would consist of outreach presentations and a school curriculum. Outreach to local schools and civic organizations would be provided by *kūpuna*, qualified historians or others with accurate knowledge of Hawaiian culture, and would emphasize the role and uses of the coastal *ala loa* and the events that occurred along it. Ala Kahakai NHT staff would coordinate with existing programs to ensure that they contribute to knowledge of the Ala Kahakai NHT as a single entity. A school curriculum based on all of the trail's themes and meeting the State of Hawaii teaching standards would be developed. The website would feature these materials as they are developed.

### ***Heritage Tourism***

Heritage tourism entails traveling to historic and cultural attractions to learn about the past in an enjoyable manner, but ensures the sustainability of the resources that attract trail users in the first place. Heritage tourism would be conducted with an emphasis on cultural and environmental sensitivity and on Hawaiian cultural values. Due to access issues and the need for parking to accommodate groups, heritage tourism would be focused on those sites and trail segments available through the auto tour route.

NPS trail administration, in cooperation with the state department of tourism, would encourage and assist trail management organizations and local communities in becoming involved in the Ala Kahakai NHT heritage tourism program.

### ***Ecotourism***

Ecotourism is defined as nature-based tourism that involves education and interpretation of the natural environment and is managed to be ecologically sustainable. For the Ala Kahakai NHT, ecotourism would encourage an ethic of trail use based on Hawaiian concepts: If you use the trail,

you give back; leave the land in better shape than you found it; think of the next person to come along. *Malama* includes taking care, not littering, and maintaining the trail or site.

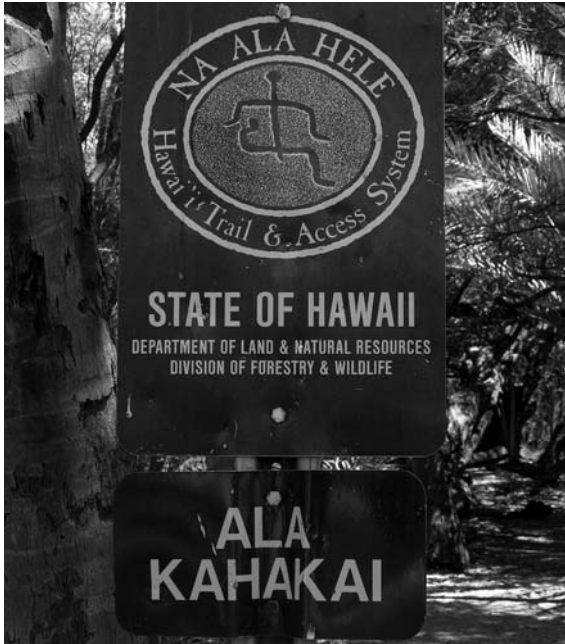
Ecotourism would be considered a permitted use of the Ala Kahakai NHT as long as tour operators are registered with the NPS administrative office, which will institute a commercial user reservation and fee collections system that addresses user impact issues and revenue generation. Any revenue would be returned to the trail.

### ***Trail Identification: Marker and Signs***

A single, linear trail would be marked with the official trail marker and logo. (See title page of this document for a draft marker.) Marker posts could also identify the *ahupua'a* associated with the trail segment, although this kind of recognition would best be made at a trailhead entrance. Efforts would be made to use the marker to guide users of the trail but not to clutter the landscape unnecessarily. In areas in which wayfinding is appropriate, a smaller, low-key version of the marker could be developed to indicate the trail route. At trailheads of segments of trail incorporated into the Ala Kahakai NHT, signs would be installed that identify permitted trail uses, directions to relevant public areas, information on safety, and protection of trail users and adjacent private property. Trail signs should be in English and Hawaiian, as feasible. For place names and site identification, the Hawaiian would appear first or at the top of a sign with the English translation underneath. Informational signs such as restroom locations, mileage, safety and resource protection messages, property delineations, and so forth would be in English, Hawaiian, and the most common visitor language, as feasible and appropriate.

### ***ALTERNATIVE B: FACILITY DEVELOPMENT***

Facility needs would be determined in the management agreement for specific sites or trail segments and periodically as a result of the monitoring of trail or shoreline use impacts. Trail administration may encourage the development



Trail Marker, Nā Ala Hele Program, State of Hawaii, NPS photo

of facilities that would enhance public access to recognized sites and segments. Appropriate visitor use facilities for the auto route include wayside exhibits, signs and markers. No new buildings or visitor centers would be built. Existing access roads, trailhead parking areas, and comfort stations may be upgraded. The level of local interest and support would help determine the extent and scope of support facilities. Facility development should not impact archeological, historical, or natural resources. Any development should be environmentally and aesthetically compatible with trail resources.

In accordance with trail segment management plans, the NPS would encourage trailheads and staging areas for hikers to expedite both long distance travel and day use. Supportive development for trail users could include wayside exhibits, signs and markers, potable water sources, campsites with composting toilets and shade shelters, and stiles or gates so that fence lines can be crossed without releasing livestock. At trailheads and parking areas, orientation signs and trail maps would be needed. Fences or barriers along the trail edge would not be encouraged in order to preserve the continuity of the cultural setting of the trail.

To protect visual resources, NPS trail staff would develop design guidelines for trail and facility development for the length of the trail. One source of guidelines is Minerbi (2004: 17) which presents a methodology for identifying scenic resources in the coastal zone. It accounts for landscape and topographic features, human perception, observation points, and objects of the observation that can be used to identify significant scenic areas along the Ala Kahakai NHT route, where changes of scenery occur, and where the aesthetic experience (always connected with the *mo'olelo* of the place) is enhanced.

Each trail segment to be incorporated into the Ala Kahakai NHT would receive site-specific planning that would locate improvements in a manner to least affect the area's visual character and views. Signs would be kept to the minimum required to inform trail users of safety, private property rights, and resource protection issues, and would be designed to be appropriate to the area.

An interpretive exhibit plan for the entire trail would be developed and wayside exhibits and signs would be installed along the trail only at those sites that require interpretation for user safety, understanding, and enjoyment. Intersections of *mauka makai* trails and canoe landings with the Ala Kahakai NHT could be marked and interpreted as appropriate.

Any development outside federally-owned areas would be funded generally by state or local governments or private groups, although the NPS may provide seed money, cost sharing incentives to private or non-federal entities, or technical assistance for planning, design, and legal and policy compliance. Cost share incentives could include, among others, design, construction, repair, rehabilitation of facilities, cultural and natural resource protection or restoration, and data collection on public and private properties. The NPS and partners would provide interpretive media, where appropriate, and assistance in helping to obtain funding for needed development, including the solicitation of donations and grants.



## ALTERNATIVE B: COSTS

Completing the trail as proposed in alternative B will be incremental, based on available federal funding, the degree of state and county participation, support of local organizations and individuals, and the fundraising capacity of the Ala Kahakai Trail Association and other partners. No segment of trail will be included in the Ala Kahakai NHT until an appropriate and sustainable management agreement is in place.

This cost estimate is based on completing the 73-mile section of trail from Kawaihae (Pu'ukoholā Heiau NHS) through Pu'u honua o Hōnaunau NHP by the end of the approximate 15-year life of the CMP. National parks account for 8 miles of this section. Other segments include sections of the state Ala Kahakai, several state parks, a county park, 7 miles of Ali'i Drive, resorts, and other private lands. It is anticipated that trail staff will be able to respond to needs in other areas of the trail corridor and protect them as possible even if these trail segments cannot be managed immediately for public use. Although the Ala Kahakai NHT is authorized to acquire land from willing sellers, no land acquisition through purchase is anticipated, and no land acquisition costs are included. All costs are in 2006 dollars.

### Operations

Alternative B calls for a core of four full-time staff to carry out the operational responsibility of the trail as shown in table 6. The positions of interpretive specialist and volunteer coordinator/trainer would be added to the two currently funded positions as NPS funds allow. Other needed disciplines (administrative assistant, archeologist, ethnographer, cultural landscape specialist, GIS specialist, trail management/maintenance coordinator) would be shared with other federal or state parks or provided through the Ala Kahakai Trail Association. It is also possible that the community planner or interpretive specialist might have GIS skills or be an archeologist. These cost estimates suggest the range of federal funds in relation to partnership funds—state, county,

**Table 6: Alternative B, Staffing Goals**

Core full-Time Staff
Superintendent (funded)
Community Planner (funded)
Interpretive Specialist
Volunteer Coordinator/ Trainer
Other Needed Disciplines
Administrative Assistant
GIS Specialist
Archeologist
Anthropologist/Ethnographer
Cultural Landscape Specialist
Trail Management/Maintenance Coordinator

nonprofit organizations, private entities, and individuals— required to open to the public the section of trail from Kawaihae through Pu'u honua o Hōnaunau in 15 years and to protect other sections of trail in that time period.

It must be noted that the implementation of alternative B will depend not only on future NPS funding and service-wide priorities, but also on partnership funds, time, and effort. The approval of alternative B would not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of alternative B, should it be selected as the CMP, could be many years in the future.

As shown in table 7, operational costs include staff salary and benefits, travel to sites and to assist support groups along the route; technical assistance; trail markers, brochure production, newsletter, publications, and interpretive media; and partner support. For cost estimating, the other needed disciplines are estimated at 20% of a full-time employee although some disciplines may be needed for longer and others shorter periods of time.

**Table 7: Alternative B Annual Operations Costs**

ITEM	ESTIMATED RANGE OF COSTS
Staff salaries and benefits (4 core staff)	\$288,000 – 352,000
Staff salaries and benefits (6 shared, part-time, or seasonal)	\$81,000 – 99,000
Office: rental, equipment, supplies, phones	\$48,000 – 66,000
Travel (including cars, interisland, and mainland travel)	\$26,000 – 36,000
Brochures, interpretive materials, signs	\$20,000 – 30,000
Support to Partners	\$30,000 – 50,000
<b>Total Annual Operation Costs</b>	<b>\$493,000 – 633,000</b>

## One-Time Costs

### *Studies*

Trail preservation, management, and interpretation will require basic information provided by overview and assessment studies comprised of literature and research reviews of existing information about the trail corridor. These include environmental impact statements and other studies for projects along the coast, photographs and images, maps, oral history interviews, and other information available in libraries and archives. These costs are shown on table 8.

**Table 8: Alternative B One-Time Costs**

STUDIES OF THE ENTIRE TRAIL ROUTE	ESTIMATED RANGE OF COSTS
Archeological Overview and Assessment	\$40,000 – 100,000
Ethnographic Overview and Assessment	\$50,000 – 75,000
Historical Overview and Assessment	\$40,000 – 50,000
Natural Resource Overview and Assessment	\$50,000 – 100,000
Facility and infrastructure study (roads, water, emergency services, etc)	\$40,000 – 50,000
<b>Subtotal: Studies</b>	<b>\$220,000 – 375,000</b>
<b>PROJECT</b>	
Trail segment reconnaissance	\$115,000 – 140,000
Trail segment analysis and planning (incl. resource inventories and assessments)	\$500,000 – 750,000
Metes and bounds surveys	\$121,000 – 495,000
Trail restoration/construction (16 miles)	\$480,000 – 640,000
Trailhead improvements (4)	\$710,000 – 1,020,000
Campsite development (2)	\$84,000 – 168,000
Facility planning (25 % of construction)	\$198,000 – 297,000
Special projects	\$50,000 – 75,000
<b>Subtotal: Project Costs</b>	<b>\$2,368,000 – 3,860,000</b>
<b>Total One -Time Costs (studies + projects)</b>	<b>\$2,588,000 – \$4,235,000</b>
Total Estimated Federal Share	\$1,035,200 – \$2,177,500

## **Projects**

One-time costs include activities such as trail segment reconnaissance, cultural and natural resource studies, and management planning; boundary surveys; trail construction and restoration; trailhead and campsite development; and special projects such as video production and mapping. Any development outside federally-owned areas would be funded generally by state or local governments or private groups, although the NPS may provide seed money, cost sharing incentives to private or non-federal entities, or technical assistance for planning, design, and legal and policy compliance. Cost share incentives could include, among others, design, construction, repair, rehabilitation of facilities, cultural and natural resource protection or restoration, and data collection on public and private properties. The NPS, the Ala Kahakai Trail Association, and other partners would provide interpretive media, where appropriate, and assistance in obtaining funding for needed development, including the solicitation of donations, grant, and in-kind services.

Table 8 estimates the funds needed to complete the 73-mile portion of the Ala Kahakai NHT within the 15-year period of this plan in FY 2007 dollars. It is estimated that the federal share of these one-time costs would range from 40% to no more than 50% of the total one-time costs.<sup>34</sup>

## **ALTERNATIVE B: FUNDING**

### **Administration**

Funding for the annual operating costs would be provided by the base operating budget of the NPS. Ala Kahakai NHT administration would seek increases in its base funding to meet the needs outlined in this alternative.

Funds for brochures, other interpretive media, signs, and other needs may be available for mutually beneficial partnership projects through

the NPS Challenge Cost Share Program, an appropriation from the U.S. Congress that may not be available every year. The program requires the partner to provide a minimum 50% matching contribution in the form of funds, equipment, in-kind labor, or supplies from non-federal sources. Partners may include hiking clubs, school groups, individuals, private landowners, non-profit organizations, charitable groups, or state and county government agencies.

It is anticipated that the Ala Kahakai Trail Association and other partners will engage in effective fundraising and volunteerism to help meet the goals for trail management planning, interpretive programs, and events proposed in alternative B. If this anticipation is not met, the projects and programs proposed under alternative B may be only partially realized.

### **Technical Assistance**

Funds and other support for major technical assistance projects (large-scale planning, design, or preservation) beyond administrative staff capabilities would be requested from the NPS Long Distance Trails Program, the NPS Rivers, Trails, and Conservation Assistance Program, NPS planning funds, the NPS cultural resource preservation program, or other sources.

### **Development/Preservation**

NPS resource preservation funds would be sought to fund cooperative preservation efforts for federal components or established sites and segments. Funds would be used to supplement existing data about high potential sites and to stabilize or otherwise conduct physical activities to conserve resources. Funds to develop recreational facilities on nonfederal lands would be sought from state or local governments or private groups or individuals, either directly or in partnerships. Funds may be used for contracted services.

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<sup>34</sup> As with all national trails, federal project funds are limited and a variety of partners are expected to help with planning, constructing, managing, monitoring, and interpreting the trail with funds and in-kind services. The *Feasibility Study* projected a 50% nonfederal match for one-time costs. Alternative B estimates that the federal share on the low estimate (anticipating greater partner involvement and fundraising) would be approximately 40% and on the high estimate, 50%. The approval of alternative B would not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of alternative B could be many years in the future. These cost estimates suggest the range of federal funds in relation to partnership funds—state, county, nonprofit organizations, private entities, and individuals— required to open segments of the trail to the public.





- Ala Kahakai NHT Corridor
- Parks
- STATE DISTRICTS

#### Existing Trails

- Ala Kahakai NHT (NPS Parks)
- Na Ala Hele Jurisdiction

#### Potential Trails

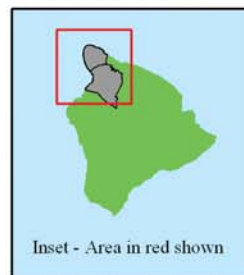
- Na Ala Hele Inventory
- Possible Lateral Trail (1978 Inventory)

#### Land Ownership

- DHHL
- Govt. County
- Govt. State
- Govt. Federal
- Other ownership

#### Roads

- Highway
- Auto Tour Stop
- Auto Tour Route
- Primary
- Secondary
- Other road types

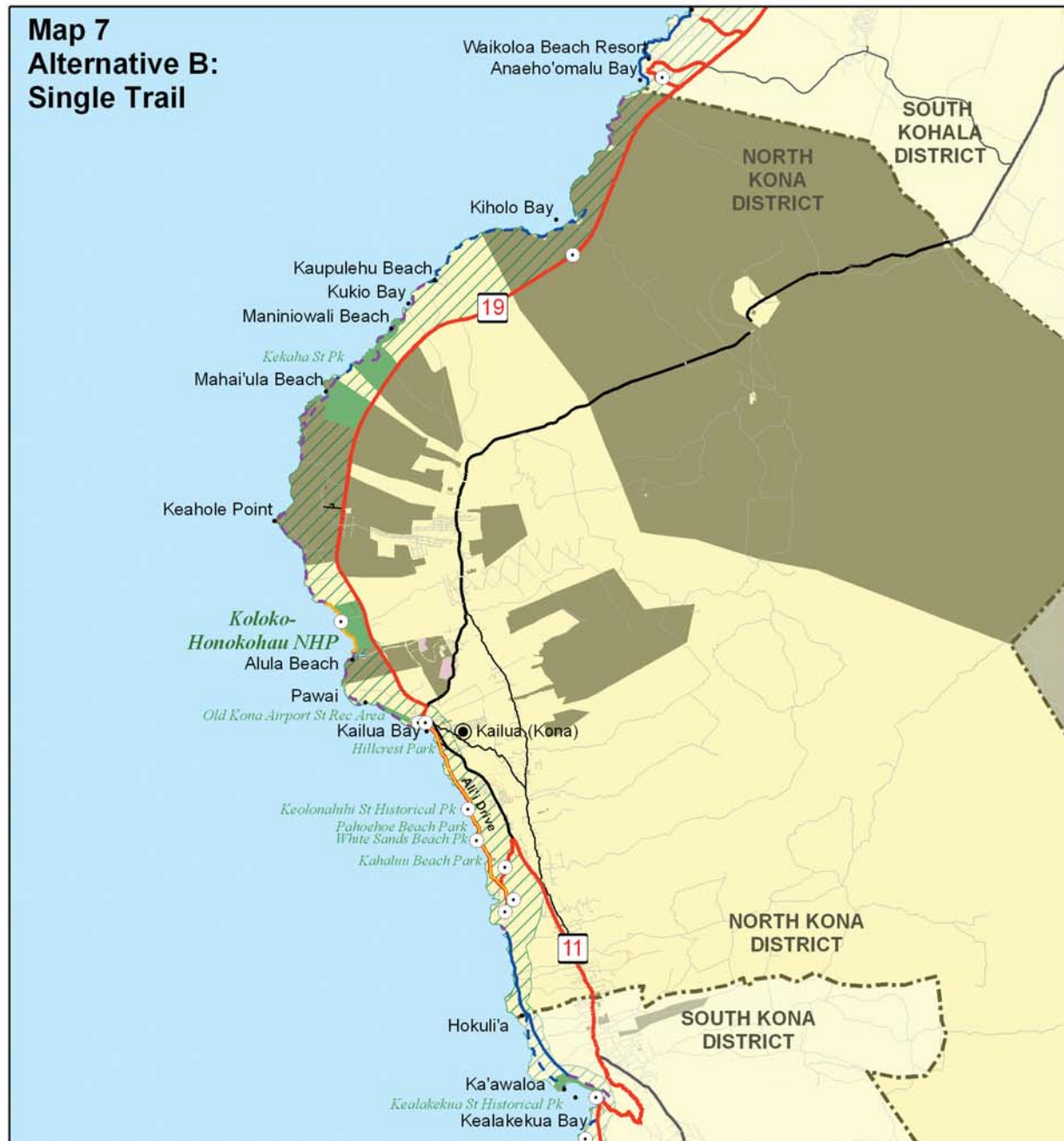


### ALTERNATIVE B North Kohala and South Kohala Districts

*Ala Kahakai National Historic Trail  
Working Map 12/21/06*

Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.

**Map 7**  
**Alternative B:**  
**Single Trail**



Ala Kahakai NHT Corridor

Parks

STATE DISTRICTS

#### Existing Trails

Ala Kahakai NHT (NPS Parks)

Ali'i Drive

Na Ala Hele Jurisdiction

#### Potential Trails

Na Ala Hele Inventory

Possible Lateral Trail (1978 Inventory)

#### Land Ownership

DHHL

Govt. County

Govt. State

Govt. Federal

Other ownership

#### Roads

Highway

Auto Tour Stops

Auto Tour Route

Primary

Secondary

Other road types



Inset - Area in red shown

0 1 2 4 Miles

#### ALTERNATIVE B

##### North Kona District

Ala Kahakai National Historic Trail  
Working Map 12/21/06

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# **Map 8** **Alternative B:** **Single Trail**



Ala Kahakai NHT Corridor

Parks

STATE DISTRICTS

## **Existing Trails**

Ala Kahakai NHT (NPS Parks)

Na Ala Hele Jurisdiction

## **Potential Trails**

Na Ala Hele Inventory

Possible Lateral Trail  
(1978 Inventory)

## **Land Ownership**

DHHL

Govt. County

Govt. State

Govt. Federal

Other ownership

Highway

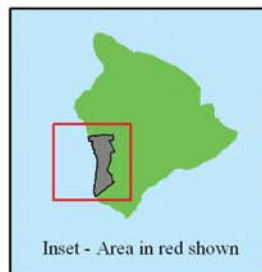
Auto Tour Stops

Auto Tour Route

Primary

Secondary

Other road types



0 1.25 2.5 5 Miles

## **ALTERNATIVE B** **South Kona District**

*Ala Kahakai National Historic Trail  
Working Map 12/21/06*

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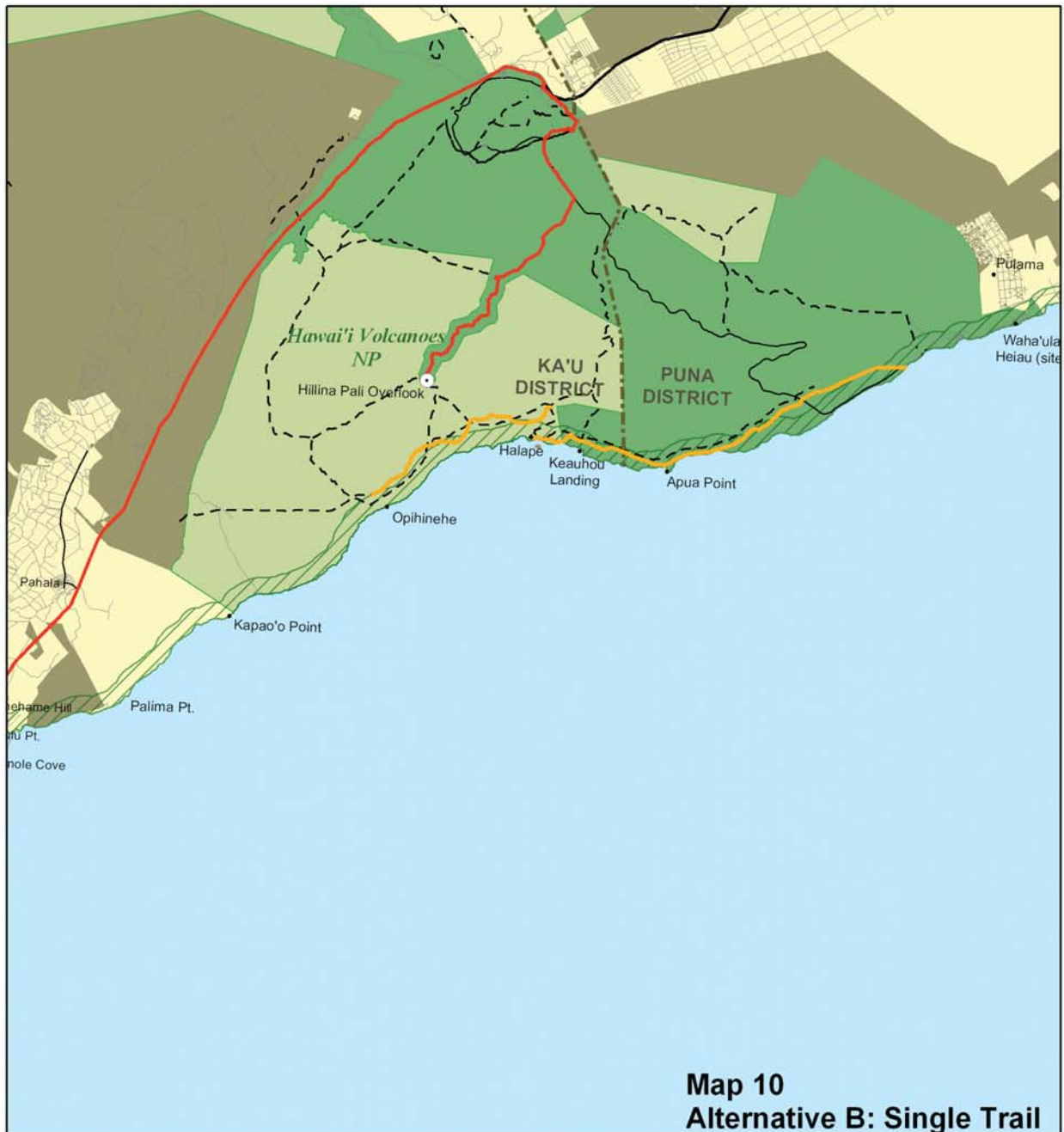




0 1.25 2.5 5 Miles

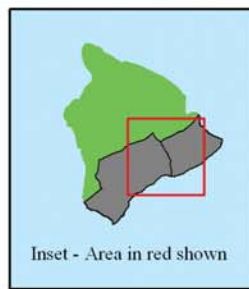
**ALTERNATIVE B**  
**Kau District**  
**(Manuka Bay to Palima Pt.)**  
*Ala Kahakai National Historic Trail*  
*Working Map 12/21/06*

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- Ala Kahakai NHT Corridor
- Parks
- Wilderness
- STATE DISTRICTS
- Existing Trails**
  - Ala Kahakai NHT (NPS Parks)
  - Hawai'i Volcanoes NP Trails

- Land Ownership**
  - DHHL
  - Govt. County
  - Govt. State
  - Govt. Federal
  - Other ownership
- Roads**
  - Highway
  - Auto Tour Stops
  - Auto Tour Route
  - Primary
  - Secondary
  - Other road types



0 1.25 2.5 5 Miles

**ALTERNATIVE B**  
 Ka'u and Puna Districts  
 (Palima Pt. to Hakuma Pt.)  
*Ala Kahakai National Historic Trail  
 Working Map 12/21/06*

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## Alternative C: Ahupua'a Trail System (Preferred Alternative)

### CONCEPT

In addition to the single trail concept of alternatives A and B, alternative C validates the existence and importance of multiple trail alignments in traditional land use and stewardship in Hawai'i by using the authority of the National Trails System Act, as amended, for connecting and side trails<sup>35</sup> (Section 6 [16USC1245]). It reflects the public's vision, developed in the alternatives review process, for the administration and management of the trail. Thus, all ancient and historic trails lateral to the shoreline within the Ala Kahakai NHT corridor would be recognized as significant rather than recognizing only a single trail. These alignments include inland portions of the *ala loa* or other historic trails that run lateral to the shoreline and would be connected to ancient or historic *mauka-makai* trails that would have traditionally been part of the *ahupua'a* system. These connections may provide opportunities for loop trail experiences. Alternative C reflects a Hawaiian concept of trails as a network of trails connecting places of importance to Native Hawaiian people.

These multiple alignments would occur on public lands only, unless a private landowner expressed an interest in recognizing more than a single linear Ala Kahakai NHT. Canoe landings that reflect the traditional use of canoes in long-distance travel would be included, as feasible. A continuous linear trail would be included in this alternative as in alternatives A and B. Initial focus would lie in those public lands containing multiple alignments, both lateral and *mauka-makai*.

Under alternative C, the NPS would not only administer but would consider managing those segments of trail owned by the state through the

Highways Act of 1892, including multiple alignments. A viable, effective, and robust Ala Kahakai Trail Association is envisioned for alternative C, one that would function as a full partner with the NPS in community-based protection of cultural sites and landscape. It is envisioned that these sites and landscapes would be large enough to provide the setting for cultural conservation through the on-site practice and preservation of Hawaiian values. The maps for alternative C appear on pages 99-103.

### ALTERNATIVE C: ADMINISTRATION, MANAGEMENT, AND PARTNERSHIPS

#### Agency Roles

The National Park Service through the Ala Kahakai NHT office, as in alternative B, would provide overall administration, coordination, and oversight of the Ala Kahakai NHT as directed by Congress, with an emphasis on ensuring consistency of preservation efforts, trail management operations, development and maintenance standards, and conformance with applicable laws, regulations, and policies. In addition, the NPS would consider management of state-owned trail segments other than those in the state parks. The state owns only the right-of-way, generally about 10 to 30 feet, as described in documents, oral histories, archeological studies, land deeds, by direct observation and other sources. Adjacent areas desired to protect trail related resources are generally outside of state ownership and would have to be negotiated with the landowner to be included in the Ala Kahakai NHT.

If a trail segment is identified by the state as state-owned and found appropriate for inclusion in the Ala Kahakai NHT, it could be transferred to the NPS for management under an agreement with the state; however, the NPS would not own the trail. These trail segments would then become federal

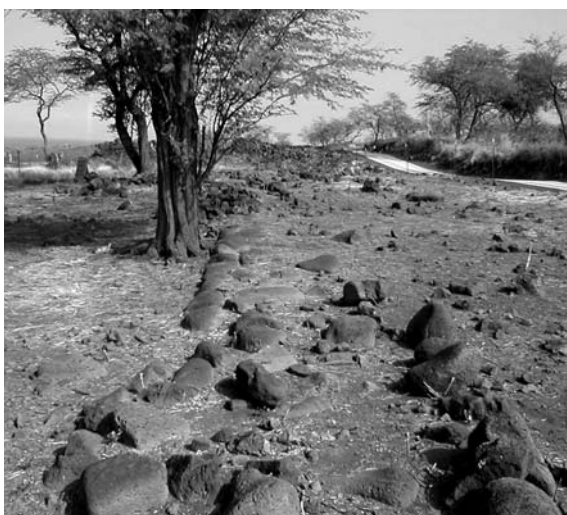
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<sup>35</sup> Connecting or side trails may be established, designated and marked as components of a national historic trail on federal lands by the Secretary of the Interior. They may also be located across lands administered by state or local government agencies with their consent or on privately owned lands with the consent of landowners. Applications for designation of such trails are submitted to the Secretary of the Interior and do not have to be approved by Congress. (See Appendix A, National Trails System Act, § 6.)

components with similar protections as the national parks along the route. However, NPS management would encourage the local communities of the *ahupua'a* to take responsibility for the trail in cooperation with the NPS.

As opportunities arise, the NPS would assist in state review of records of title to determine the extent of trails within the Ala Kahakai NHT corridor, outside of state parks, owned by the state. Federal management of the state-owned trail segments would allow for more consistent management of the trail as a unified entity and enforcement of federal protection laws under 36 CFR-Parts 1-5. All relevant federal laws would apply to the trail right-of-way of these trail sections. State laws for resource protection would continue to apply to the Ala Kahakai NHT if more stringent than the federal laws.

For the portions of the trail not owned or managed by the county, state, or federal government, the NPS would encourage local governments and private entities to enter into agreements, easements, rights-of-way, and landownership for the protection and permanency of the portions of the trail outside of federal jurisdiction. Where other entities are not able to protect the trail right-of-way or resources and values, the NPS could acquire trail lands through dedications, donations, or purchase from willing sellers. Before considering



Ancient Trail remnant, S. Kona, NPS photo

land acquisition, the NPS would encourage agreements with landowners to recognize trail segments and resources as a part of the national trail while they maintain ownership.

To achieve the objectives of this alternative, the NPS would enter into management agreements, partnership agreements, and other instruments as needed with government and non-governmental organizations in the implementation of this plan.

The NPS would authorize or undertake all research and cultural and natural resource management planning and monitoring for the trail and provide technical assistance and oversight review of local segment management plans, their updates and revisions, for compliance with NPS policies and standards.

The NPS, along with the Ala Kahakai Trail Association, would provide management planning, coordination, technical assistance and capacity building to landowners and trail management entities. They would work closely with the community management teams, other nonprofit associations, and other partners to develop a strategic plan to better secure implementation of this CMP.

As the center for trail administration, the Ala Kahakai NHT office would become the central repository for all information related to the administration of the Ala Kahakai NHT and would seek information from the four national parks and all partner agencies and stakeholders. The NPS would add data and metadata to its geographic information system (GIS) and provide maps to aid local managers to recognize, mark, and otherwise implement the trail and to help provide trail information for users. The GIS would aid the NPS, local managers and landowners, and others to evaluate development proposals along the trail route for their effects on trail viewplanes and other resources. The office would make these materials available upon request. When resource threats become known, information would be shared with all federal, state, and county

agencies, Native Hawaiian groups, and others involved in community-based management.

Under alternative C, Ala Kahakai NHT would partner with the four national parks to link their community involvement programs with community-based efforts of Ala Kahakai NHT management. The trail office would work with other Pacific area national parks to develop cross cultural community educational programs and interpretive materials on linking ocean and land trails with island cultures in the Pacific, provided that these programs are mutually beneficial and relevant to these park units.

**The State of Hawaii** would play a major role in the establishment of the trail. State Parks, the Nā Ala Hele Trails and Access Program, and other divisions within DLNR will be key partners with the NPS in implementing this CMP. Currently a draft memorandum of understanding (MOU) for the Ala Kahakai NHT between the NPS and the state and county administrations describes coordinated working relationships, shared resources, and support for community management of the trail and shoreline areas. Under alternative C, the MOU could be amended to permit the NPS to take less-than-fee interest in the Ala Kahakai NHT on state-owned segments and to define those rights the state will pass to the NPS for management of the trail. (See Appendix F for a draft MOU.)

**The County of Hawaii** would continue to enforce, as a condition of land use approvals, county and state laws requiring public access to and along the shoreline that may create potential Ala Kahakai NHT trail segments; encourage private landowners who have public access requirements as conditions of land use approval to include these areas in the NHT, where appropriate; review county-owned public access easements to and along the shoreline for potential incorporation in the NHT; and coordinate the identification of trail segments through county parks. County Planning would include the NPS in the mailing list for the Planning Commission to alert the NPS to possible development affecting the Ala Kahakai NHT.

The county has no provisions to assume the costs of improvements and maintenance of easements it requires through the land use approval process and, therefore, generally does not accept dedication of easements. Although the easement is recorded on the final subdivision map with the Bureau of Conveyances and subsequently noted on Tax Maps, often no entity is responsible to build or maintain it. In these cases, if the easement is eligible to be included in the Ala Kahakai NHT, the NPS would identify entities to construct the trail and manage and maintain the easement as part of the management agreement for the trail segment.

County Parks would manage segments of the Ala Kahakai NHT within the county parks. The NPS would encourage the county to use its Parks Partnership Program with non-profit organizations that want to manage the Ala Kahakai NHT within county parks. Also, through an overall agreement, the state and county would agree to manage their segments of trail consistent with this CMP. (See Appendix F for a draft MOU.)

## Community Roles

**Ala Kahakai Trail Association** would work in close partnership with the Ala Kahakai NHT administration in the management of the trail with the goal of preserving a trail network and associated sites as places of cultural conservation. Under alternative C, the association would develop and implement a strategic approach to communications, membership, product development, marketing, and fund raising strategies for projects, project management, and staffing. If the capacity of the organization does not develop as anticipated, then the projects and programs proposed under alternative C may not be realized.

Together, the Ala Kahakai NHT office and the non-profit association would

- keep the vision of cultural conservation and community building through stewardship of the trail

- develop principles, policies and protocols to ensure authenticity and integrity through work with *kūpuna* (elders), descendants, those with deep ties to the *ahupua'a* and others in the community
- monitor progress and provide technical and cultural assistance to landowners and trail segment managers in the development and implementation of trail segment management plans
- establish partnerships and build capacity to develop curricula for education, culture, history, nature, science and trail management with a link to career paths and job opportunities for trail, associated resource management and visitor experiences
- ensure that the Hawaiian community benefits from contributions to the trail through development of the legal framework for the protection of cultural and intellectual properties, thus assuring that these assets remain with the community and the proceeds returned to trail management programs

The Ala Kahakai Trail Association would serve to unite the community and to build positive, broad-based local, national and international support for the shared vision and goals stated in the CMP.

**Community Trail Segment Managers** may be existing non-profit organizations whose mission, values and goals are consistent with this plan. Landowners, lessees, and managers would be encouraged to involve the local community in managing their segment of the trail. Ala Kahakai NHT and the Ala Kahakai Trail Association would work with public and private landowners, resort managers, schools, and other groups on innovative community involvement approaches and would help train and build capacity of these community managers.

The Ala Kahakai NHT trail office and the Ala Kahakai Trail Association would develop and maintain capacity to perform or obtain on-the-ground trail segment management in the event that the community manager is unable to continue management.

**Non-governmental Organization Partners**, such as hiking, sports, educational, residential community, and cultural organizations would be encouraged to partner with trail segment management organizations, and the Ala Kahakai Trail Association as part of community-based management.

Land trust organizations on the island of Hawai'i could play a critical role in preservation of open spaces that contain traditional or historic trails that could become a part of the Ala Kahakai NHT. These trusts include such groups as the Trust for Public Land, Nature Conservancy of Hawaii, Kona Land Trust, and the "kingdom trusts" of Kamahameha Schools, Queen Emma Foundation, and the Liliuokalani Trust. The acquisition of properties, purchases of conservation easements, or other arrangements could produce important results towards the goals of the Ala Kahakai NHT, as demonstrated by the recent protection of Honu'apo Fish Pond.

## ALTERNATIVE C: RESOURCE PROTECTION

### High potential sites and segments

Trail marking would include unaltered or verified ancient and historic trails on or parallel to the shoreline, selected unaltered or verified ancient and historic *mauka-makai* trails on public lands or required easements, and historic canoe landing areas, as feasible. Sites that meet the criteria for high potential sites along these additional trail segments would also be eligible to be recognized as part of the Ala Kahakai NHT. Resource protections provided by national trail status would be extended to these trail sites and segments. Full federal protections would apply to the trail right-of-way for those trail segments that the NPS receives for management, in less than fee, from the state. Although these multiple alignments have not been inventoried, the types of resources added might include caves, *heiau*, habitation sites, shelters, petroglyphs, quarries, many traditional cultural properties, and *wahi pana*.



## Trail Alignment

Under alternative C, ancient and historic trail segments parallel to the shoreline within the trail corridor and connecting *mauka-makai* trails within the trail corridor on public lands would be included. *Mauka-makai* trails crossing private lands but identified by Nā Ala Hele as state-owned could become part of the Ala Kahakai NHT. The adjacent landowner would be consulted regarding areas adjacent to the trail right-of-way that require protection of associated resources and other potential concerns. Shoreline lateral access trails that are required as a development permit condition by the county could also become a part of the Ala Kahakai NHT under this alternative. In addition, easements required through the land approval process often are recorded with the Board of Conveyances, but often no requirements for installation or maintenance exist. In these instances, the NPS would provide technical assistance and seek funding to help local communities manage and maintain these segments. The goal is to recreate a traditional system of trails to enhance the trail experience for Native Hawaiians, local residents, and other visitors and to support cultural conservation.

## Protection Program

Preservation approaches described under “Actions Common to all Alternatives” would apply to alternative C. Protection of the fundamental resources and values associated with the Ala Kahakai NHT would extend not only to a single trail alignment as in alternative B, but also to those multiple lateral trail alignments and *mauka-makai* trails deemed suitable to be federally protected components or to be included in the Ala Kahakai NHT. The goal of the trail protection program in alternative C is the preservation of cultural features and landscapes that sustain the practice of Hawaiian values. Protection of a system of trails on public lands within an *ahupua’a* context would provide the opportunity for Native Hawaiians to pursue traditional cultural, religious, and natural



Jeep Trail, N. Kohala, NPS photo

resource stewardship activities which may include sustainable gathering. The *ahupua’a* trail system approach would allow on public lands an inventory process based on landscapes or ecosystems rather than on the specific trail right-of-way and immediately adjacent resources.

Alternative C also includes preservation and, as needed, stabilization of traditional and historic features including but not limited to *ahupua’a* boundary cairns, *heiau* (shrines), *hauhale* (dwellings), *loko’ia* (fishponds), *mala* (planting area), *hale wa’a* (canoe sheds), canoe landings, and historic structures, as appropriate.

The purpose of this program is to support cultural conservation efforts. It is designed to

- enhance the trail’s relationship to the Native Hawaiian culture, descendants of those whose ancestors were the stewards of the trail’s cultural and natural landscapes, and other with kinship connections to the land
- provide the setting for all to learn from the descendants and other practitioners about traditional stewardship practices, which includes sustainable gathering, and provide all with an opportunity to become involved in stewardship in a real and meaningful way
- provide a setting for the integration of traditional knowledge and stewardship practices with contemporary science



- provide for increased learning, skill building, livelihood and career track development
- offer a platform to launch culturally appropriate non-profit entrepreneurial or concession opportunities related to education, product and services development, cultural heritage and recreational activities for residents and visitors. These activities could produce revenue to fund trail resource management activities aimed at cultural and natural resource conservation or generate local employment
- promote a greater sense of belonging, understanding, respect and reverence thus enhancing enforcement efforts through prevention, self-regulation and the presence of active managers
- provide for a deeper and more meaningful trail user experience that preserves the dignity, beliefs, values and lifestyles of the Hawaiian culture
- provide greater reason and purpose to environmental protection and restoration efforts
- create a model of partnership, stewardship, viability, and education

The Ala Kahakai NHT office and its key partners would work to inventory and analyze cultural and natural resources along trail segments eligible to be part of the national trail, both lateral and *mauka-makai*, to determine appropriate preservation techniques and the potential to accommodate trail use and interpretation. Emphasis in this alternative would be placed on those areas on public lands in which a traditional trail system is apparent, containing both lateral and *mauka-makai* trails.

Resource protection would be integrated into interpretive messages to provide an incentive for the trail user to protect precious resources.

## ALTERNATIVE C: TRAIL USER EXPERIENCE

Trail experience would be focused on understanding and appreciating Hawaiian values and cultural practice as found along a traditional system of trails. The experience would be comprised of activities and programs emphasizing the trail's significance and history and the use of trail systems in Hawai'i Island for access to subsistence resources and *wahi pana*.

### Traditional users or practitioners

Trail management planning would seek to avoid or mitigate negative impacts on traditional cultural practices and facilitate use by traditional practitioners. The community planning teams will seek input and advice from traditional gathers and other practitioners on management planning to assure resource protection and sustainability, access timing and other protocols.

### Recreation

This alternative may provide the opportunity for loop trail experiences on the Ala Kahakai NHT, increasing the time spent in one *ahupua'a* and enhancing the opportunity to understand the range of traditional Hawaiian land values. Emphasis would be placed on the particular area's history, stewardship opportunities, and cultural experiences. Also possible would be in-and-out excursions following a linear trail. As sufficient continuous trail is managed and marked, strategically placed campsites and water sources would accommodate long-distance hiking. All trail users would be informed through written and interpretive materials, signs, and exhibits about appropriate behavior practices and protocols to minimize negative impacts to cultural and natural resources within the trail corridor and to maximize safety to the trail user.

The auto-tour route using existing public roadways and access roads would be marked, and interpreted at appropriate and significant historic sites. Loop trails could increase the potential for auto route users to have a trail experience.

Ala Kahakai NHT administration would encourage special cultural events sponsored by the Ala Kahakai Trail Association or local community groups and focused on trail-related resource protection, awareness, and involvement. The official Ala Kahakai NHT logo could be used in association with such events as predetermined in a partnership agreement.

### **Interpretation and Education**

The Ala Kahakai NHT office would launch a collaborative effort with trail segment management entities, Native Hawaiian families and groups, state and county agencies, private landowners, and trail support groups to increase resident and visitor understanding of the significance of the Ala Kahakai NHT as a trail system with associated resources and values. Integrated interpretive and educational programming would be tied to on-the-ground resources, *mo'olelo* (stories), and *wahi pana* (storied and sacred places) of each trail segment. Trail users would be able to participate in coordinated programs that bring themed interpretation and education together with trail resources and landscapes along the NHT at federal protection components, recognized sites, marked trail segments, and interpretive facilities. Partnerships within the community management system would increase the availability and number of options for trail-related facilities, media, and interpretive and education programs.

Although all interpretive themes described in chapter 1 would be incorporated in trail interpretation, the emphasis in alternative C would be on the topics of connections to the past, expression of a unique culture, stewardship, and the environment. Use of a wide range of media, to include oral histories, would be encouraged to engage trail users and stimulate interest in the Ala Kahakai NHT, its history, and its part in the system of Hawaiian trails. Interpretive media would be distributed at the four existing national parks within the corridor and at trail sites and segments throughout the corridor where appropriate.

### ***A Comprehensive Interpretive Plan (CIP)***

The CIP would be a priority of the interpretive program. It consists of three separate components. The Long-Range Interpretive Plan (LRIP), the centerpiece of the CIP, outlines the vision and goals for the interpretive program for several years and provides the interpretive guide for the trail. The LRIP relies on input and review from stakeholders concerned with the trail. The non-profit support organization would play a key role in developing the LRIP. Annual Implementation Plans outline the measurable actions taken yearly to implement the LRIP. The inclusion of annual plans in the CIP allows the LRIP to be dynamic and flexible enough to accommodate changing times and needs along the trail. Finally, the CIP includes an Interpretive Database, an inventory of legislative history, trail plans, visitor surveys, and interpretive media as it is developed for the trail.

Interpretive themes stated in chapter 1 that illustrate the significance and meaning of the Ala Kahakai NHT would serve as a foundation for developing this coordinated interpretive and educational plan. These themes provide the framework for development of any trail interpretation before completion of the CIP.

**Interpretive Media.** Media would be recommended in the LRIP for appropriate locations—national, state, and county parks, resorts, and other locations—to promote resource stewardship and support trail user safety, understanding and awareness of the need to preserve cultural and natural resources and the Hawaiian heritage embodied in the trail and its resources. Examples of media types that could be used are publications (including brochures, reports, newsletters, and a typical NPS map and guide), electronic media (including websites, radio broadcasts, cell phone downloads, CD rentals, MP3/ipod downloads), wayside exhibits, audiovisual media, traveling exhibits, and indoor exhibits associated with existing museums and visitor centers. Media and interpretation provided by others would be reviewed by the NPS. Written

media should be in English, Hawaiian as feasible, and in the languages of the most numerous visitor groups. Appreciation and protection of the resources depends upon clear communication to visitors.

Until the LRIP is completed, the following three types of media would be a priority for guiding trail users and visitors in the interim.

**Publications.** Administration and partners could develop a newsletter or other publication. These would provide an overview of the all the trail's interpretive themes. Administration would develop an initial official map and guide to provide overall orientation and information about the significance and resources of the Ala Kahakai NHT.

**Website.** The National Park Service website at <<http://www.nps.gov/alka>> would continue to provide updated information about the trail, certification of sites and segments, and discussions about trail-related issues. Specific items available to visitors to the website include management documents, maps of certified segments, information on certified sites, the auto tour route, and special events related the Ala Kahakai NHT.

**Wayside exhibits.** Although much better as part of a planned system, development and installation of a few wayside exhibits may become possible before the CIP is completed. Administration could support the installation of a few interpretive wayside exhibits at appropriate places on the Ala Kahakai NHT as long as an overall strategy is in place to promote the development of a consistent wayside exhibit system to blend with existing signs. Generally, wayside exhibits would be used in the more urban, developed areas rather than in remote trail locations. In more remote areas, a system of smaller signs that blend interpretation, resource protection, and safety could be placed at key features. The use of standardized exhibit design (following NPS wayside exhibit guidelines and standards)

would reflect the essence of Hawaiian culture and would promote the integration of interpretive messages offered along the route. Care would be taken to ensure that waysides do not invite use of outlying cultural and natural resources without protection from vandalism and other adverse impacts.

### ***Educational Programs***

Programs would promote a hands-on application, understanding, and appreciation of conservation values and ethics. They would provide a setting where people can learn from *kūpuna* or other traditional practitioners and share that knowledge with others. Opportunities would be available for communities to engage in an array of natural and cultural resource management activities as part of a continuum from early education to higher education and community or adult education programs. The trail would become an outdoor classroom, providing a land-based setting in which to learn school curriculum. These educational experiences along the Ala Kahakai NHT could serve as the basis for the creation of career and employment opportunities in the fields of culture, environment and sustainable economic development in which cultural conservation, building healthy communities, and environmental restoration are the goals.

Outreach presentations at local schools and civic organizations by qualified historians or others with accurate knowledge of Hawaiian culture, the role trails play in it, and the *ala loa* itself, would also be provided. Oral history would be emphasized. A school curriculum based on all of the trail's themes meeting the state of Hawaii's Department of Education's teaching standards and guidelines would be developed. The Ala Kahakai NHT website would feature these curriculum materials as they are developed.

### **Geotourism<sup>36</sup>**

Given the broader interpretive goals of alternative C, a broader approach to tourism called “geotourism” is recommended.

Geotourism is defined as tourism that sustains or enhances the geographical character of a place—its environment, culture, aesthetics, heritage and well-being of its residents. The geotourism approach is all-inclusive, focusing not only on the environment but also on the diversity of the cultural, historic and scenic assets of the trail corridor. It encourages residents and visitors to get involved rather than remain as spectators. It encourages local small businesses and civic groups to build partnerships to promote and provide a distinctive, honest and authentic visitor experience and market their locales effectively and help community-based businesses to develop approaches to tourism that build on the area’s nature, history and culture including food and drink, artisanry, performance arts, and so forth. Geotourism:

- encourages businesses to sustain natural habitats, heritage sites, aesthetic appeal, and local culture
- prevents degradation by keeping volumes of tourists within maximum acceptable limits
- seeks business models that can operate profitably within those limits

As applied to this plan, the Ala Kahakai NHT and its partners will work on initiatives to build local capacity for community-based economic development and revenue generating activities that incorporate geotourism principles.

### **Trail Identification: Marker, and Signs**

Managed segments of a linear trail, parallel lateral trails, and *mauka-makai* trails would be marked. Efforts would be made to use the marker to guide users of the trail but not to clutter the landscape unnecessarily. In areas, such

as wilderness areas, in which wayfinding is appropriate, low key substitutes for the markers might be developed to indicate the trail route. The role of partners in achieving the goals of the Ala Kahakai NHT could be recognized with signs at trailhead areas. At trailheads of segments of trail incorporated into the Ala Kahakai NHT, signs would be installed that identify permitted trail uses, directions to relevant public areas, information on safety, and protection of trail users and adjacent private property. Trail signs should be in English and Hawaiian, as feasible. For place names and site identification, the Hawaiian would appear first or at the top of a sign with the English translation underneath. Informational signs such as restroom locations, mileage, safety messages, property delineations, and so forth would be in English, Hawaiian, and other common visitor languages, as feasible and appropriate.

### **ALTERNATIVE C: FACILITY DEVELOPMENT**

Trail administration would encourage the development of facilities that would address the health and safety of visitors to sites and trail segments that are included in the Ala Kahakai NHT. Appropriate visitor use facilities for the auto route include wayside exhibits, signs and markers, access roads, trailhead parking areas, and comfort stations, as necessary. The level of local interest and support would help determine the extent and scope of support facilities. Facility development should not impact archeological, historical, or natural resources. Any development should be environmentally and aesthetically compatible with trail resources.

The NPS would encourage development of trailheads and staging areas, as needed, for hikers to expedite both long distance travel and day use. Supportive development for trail users could include wayside exhibits, signs and markers, emergency contact sites and procedures for back country and wilderness use, potable water

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<sup>36</sup> Information on geotourism is taken from the National Geographic Center for Sustainable Destinations at [http://www.nationalgeographic.com/travel/sustainable/about\\_geotourism.html](http://www.nationalgeographic.com/travel/sustainable/about_geotourism.html)

sources, campsites with composting toilets and shade shelters, and stiles or gates so that fence lines can be crossed without releasing livestock. At trailheads and parking areas, orientation signs and trail maps would be needed.

To protect visual resources, trail administration would develop design guidelines for trail and facility development for length of the trail. One source of guidelines is Minerbi (2004, p. 17) which presents a methodology for identifying scenic resources in the coastal zone. It accounts for landscape and topographic features, human perception, observation points, and objects of the observation that can be used to identify significant scenic areas along the Ala Kahakai NHT route, where scenery changes occur, and where the aesthetic experience (always connected with the *mo'olelo* of the place) is enhanced.

Each trail segment to be incorporated into the Ala Kahakai NHT would receive site-specific planning that would locate improvements in a manner to least affect the area's visual character and views. Every attempt would be made to preserve views to the sea. Signs would be kept to the minimum required to inform trail users of safety, private property rights, and resource protection issues and would be designed to be appropriate to the area.

An interpretive exhibit plan for the entire trail would be developed and wayside exhibits and signs would be installed along the trail only at those sites that require interpretation for user safety, understanding, and enjoyment. *Mauka makai* trails and canoe landings with the Ala Kahakai NHT could be marked and interpreted as appropriate.

Any development outside of federal trail components would be funded by state or local governments or private groups, although the NPS may provide seed money, cost sharing incentives to private or non-federal entities, or technical assistance for planning, design, and legal and policy compliance. Cost share incentives could include, among others, design, construction, repair, and rehabilitation of historic

facilities or non-historic facilities to serve as interpretive sites, visitor centers, partnership hubs, cultural and natural resource protection or restoration, and data collection on public and private properties. The NPS would provide interpretive media, where appropriate, and assistance in helping to obtain funding for needed development, including the solicitation of donations and grants.

### ALTERNATIVE C: COSTS

Completing the trail will be incremental, based on available federal funding, the degree of state and county participation, support of local organizations and individuals, and the fundraising capacity of the Ala Kahakai Trail Association. No segment of trail will be included in the Ala Kahakai NHT until an appropriate and sustainable management plan is in place. The implementation of alternative C will depend not only on future NPS funding and service-wide priorities, but also on partnership funds, time, and effort. The approval of alternative C would not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of alternative C, should it be selected as the CMP, could be many years in the future.

This cost estimate is based on completing, by the end of the approximately 15-year life of this CMP, 88 miles of trail: the 73-mile linear section of trail from Kawaihae (Pu'ukoholā Heiau NHS) through Pu'u honua o Hōnaunau NHP and 15 miles of *mauka-makai* trails on federal or state lands. This area includes three national parks, sections of the state Ala Kahakai trail, several state parks, a county park, seven miles of Aliyī Drive, resorts, and other private lands. It is anticipated that trail staff will be able to respond to needs in other areas of the trail corridor and protect them as possible even if they cannot be managed immediately for public use. Although the Ala Kahakai NHT is authorized to acquire land from willing sellers, no land acquisition through purchase is anticipated, and no land acquisition costs are included. All costs are in 2007 dollars.



## Operations

Alternative C calls for a core of five full-time staff to carry out the operational responsibility of the trail. The positions of interpretive specialist and volunteer coordinator/trainer would be added to the two currently funded positions as NPS funds allow. A law enforcement/interpretive ranger would be added in the event that the NPS takes over management of a significant number of state-owned trail segments. Other needed disciplines (administrative assistant, GIS specialist, trail management/maintenance coordinator, archeologist, anthropologist/ethnographer, cultural landscape specialist, ecologist, and trail crew) would be shared with other federal or state parks or provided with help from the Ala Kahakai Trail Association or other partners. It is also possible that core staff may have other skills needed such as GIS capability, archeology, anthropology, or ecology. Staffing goals are shown on table 9.

**Table 9: Alternative C Staffing Goals**

Core Staff
Superintendent (funded)
Community Planner (funded)
Interpretive Specialist
Volunteer Coordinator/ Trainer
Law Enforcement/ Interpretive Ranger
Other needed disciplines
Administrative Assistant
GIS Specialist
Trail Management Coordinator
Archeologist
Anthropologist/Ethnographer
Cultural Landscape Specialist
Ecologist
Trail Maintenance Crew(2)

As shown on table 10, operational costs include staff salary and benefits, travel to sites and to assist support groups along the route; technical assistance; trail markers, brochure production,

**Table 10: Alternative C Annual Operations Costs**

ITEM	ESTIMATED RANGE OF COSTS
Salaries And Benefits (Core Staff)	\$419,000 – 513,000
Salaries And Benefits (Shared, part-time, or seasonal staff)	\$121,000 – 148,000
Office: Space Rental, Equipment, Supplies, Phones, Etc.	\$64,000 – 88,000
Travel (Including Cars, Interisland, and Mainland Travel)	\$28,000 – 38,000
Brochures, Interpretive Materials, Signs	\$30,000 – 40,000
Support to Partners	\$40,000 – 60,000
<b>Total Annual Operation Costs</b>	<b>\$702,000 – 887,000</b>

newsletter, publications, and interpretive media; and partner support. For cost estimating, the other needed disciplines are estimated at an average of 20% of a full-time employee although each discipline may be needed for longer and others shorter periods of time. Costs are based on FY 2007 dollars.

## One-Time Costs

### Studies

Trail preservation, management, and interpretation will require basic information provided by overview and assessment studies comprised of literature reviews of existing information and other research about the trail corridor including environmental impact statements and other studies for projects along the coast, photographs and images, maps, oral history interviews, and other information available in libraries and archives. Costs for studies conducted over the 15-year period are shown on table 11.

### Projects

One-time project costs include activities such as trail segment reconnaissance, cultural and natural resource reports, and management planning; boundary surveys; trail construction and restoration; trailhead and campsite development; and special projects such as video production and mapping.

**Table 11: Alternative C One-time Costs**

STUDIES OF THE ENTIRE TRAIL ROUTE	ESTIMATED RANGE OF COSTS
Archeological Overview and Assessment	\$60,000 – 120,000
Ethnographic Overview and Assessment	\$75,000 – 100,000
Historical Overview and Assessment	\$50,000 – 75,000
Natural Resource Overview and Assessment	\$75,000 – 130,000
Facility and Infrastructure Study (roads, water, emergency services, etc)	\$50,000 – 60,000
<b>Subtotal: Studies over 15 Years</b>	<b>\$310,000 – 485,000</b>
<b>PROJECTS</b>	
Trail Segment Reconnaissance	\$140,000 – 160,000
Trail Segment Analysis and Planning (incl. resource inventories and assessments)	\$920,000 – 1,490,000
Metes And Bounds Surveys	\$121,000 – 495,000
Trail Restoration/Construction	\$675,000 – 900,000
Trailhead Improvement (4)	\$710,000 – 1,020,000
Campsite Development (2)	\$84,000 – 168,000
Facility Planning (25 % Of Construction)	\$363,800 – 573,000
<b>Subtotal: Total Project Costs over 15 Years</b>	<b>\$2,848,000 – 4,530,000</b>
<b>Total One -Time Costs (Studies + Projects)</b>	<b>\$3,158,000 - \$5,015,000</b>
Estimated Federal Share	\$1,263,200 - \$2,507,500

Alternative C contains the potential for the NPS to consider managing trail segments owned by the state through the 1892 Highways Act and managed by the Nā Ala Hele Trails and Access program. Within the 73-mile sections of trail, Nā Ala Hele owns 21 miles. Should the NPS take over on-the-ground management of these trail segments, they would become federal management entities. It is assumed for cost estimating purposes that funding sources beyond NPS base funding would be in place to help with the protection, interpretation, and management of these segments before the NPS would accept responsibility for them.

Any development outside of federal trail components would be funded by state or local governments or private groups, although the NPS may provide seed money, cost sharing

incentives to private or non-federal entities, or technical assistance for planning, design, and legal and policy compliance. Cost share incentives could include, among others, design, construction, repair, and rehabilitation of historic facilities or non-historic facilities to serve as interpretive sites, visitor centers, partnership hubs, cultural and natural resource protection or restoration, and data collection on public and private properties. The NPS would provide interpretive media, where appropriate, and assistance in helping to obtain funding for needed development, including the solicitation of donations and grants.

Table 11 estimates the funds needed to complete the 73-mile portion of the Ala Kahakai NHT along with 13 miles of *mauka-makai* trails within the 15-year period of this plan in FY 2006

dollars. It is assumed that the federal share of one-time costs would range from 40% to no more than 50%.<sup>37</sup>

## ALTERNATIVE C: FUNDING

### Administration

Funding for the annual staff costs and some other operations costs would be provided by the base operating budget of the NPS. Ala Kahakai NHT administration would seek increases in its base funding to meet some of the needs outlined in this alternative. However, alternative C places major emphasis on partnerships, civic engagement, and *ahupua'a* management opportunities to address issues and meet administrative and management needs. Additional avenues for funding and other resources for plan implementation and annual operating costs would be explored.

It is anticipated that the Ala Kahakai Trail Association and other partners, in cooperation with the NPS, would be able to raise supplementary funds necessary to fulfill the goals of this plan. If this anticipation is not met, the projects and programs projected under alternative B may be only partially realized.

Funds for brochures, other interpretive media, signs, and other needs may be available for mutually beneficial partnership projects through the NPS Challenge Cost Share Program, an appropriation from the U.S. Congress that may not be available every year. The competitive program requires the partner to provide a minimum 50% matching contribution in the form of funds, equipment, in-kind labor, or supplies from non-federal sources. Partners may include hiking clubs, school groups, individuals, private landowners, non-profit organizations, charitable groups, or state and county government agencies.

### Technical Assistance

Funds for major technical assistance projects (large-scale planning, design, or preservation) beyond administrative staff capabilities would be requested from the NPS long distance trails program, the NPS Rivers, Trails, and Conservation Assistance Program, the NPS cultural resource preservation program, or other sources.

### Development/Preservation

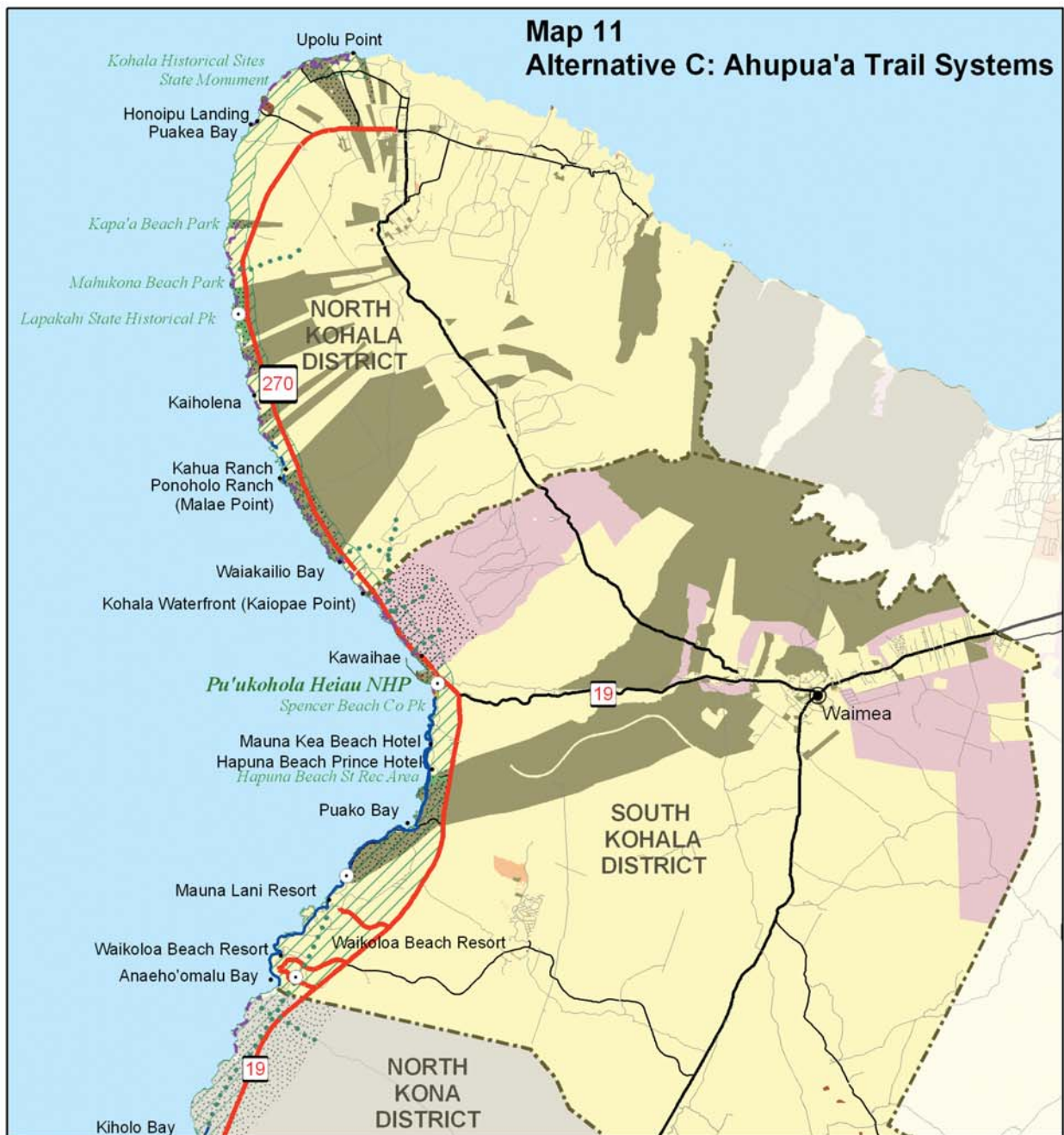
Funds to develop recreational facilities on nonfederal lands would be sought from state or local governments or private groups or individuals, sponsorships, or federal or state highway and enhancement programs either directly or in partnerships. Funds may be used for contracted services.

NPS resource preservation funds would be sought to fund cooperative preservation efforts for federal components or established sites and segments. Aid from state and county preservation fund sources and programs as well as funds from donations, grants, and other sources would also be sought. Funds would be used to supplement existing data about high potential sites and to stabilize or otherwise conduct physical activities to conserve resources.



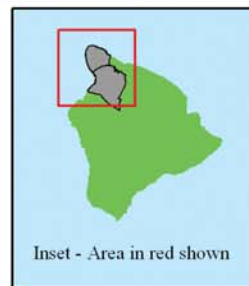
Interpretive Sign, Kūki'o, N. Kona, NPS photo

<sup>37</sup> As with all national trails, federal project funds are limited and a variety of partners are expected to help with planning, constructing, managing, monitoring, and interpreting the trail with funds and in-kind services. The *Feasibility Study* projected a 50% nonfederal match for one-time costs. Alternative C estimates that the federal share on the low estimate (anticipating greater partner involvement and fundraising) would be approximately 40% and on the high estimate, 50%. The approval of alternative C would not guarantee that funding and staffing needed to implement the plan would be forthcoming. Full implementation of alternative C could be many years in the future. These cost estimates suggest the range of federal funds in relation to partnership funds—state, county, nonprofit organizations, private entities, and individuals — required to open segments of the trail to the public.



- Ala Kahakai NHT Corridor
- Potential Area of Consideration
- Parks
- STATE DISTRICTS
- Existing Trails**
  - Ala Kahakai NHT (NPS Parks)
  - Na Ala Hele Jurisdiction
- Potential Trails**
  - Possible Connector Trail, if State Owned (1978 Inventory)
  - Na Ala Hele Inventory
  - Possible Lateral Trail (1978 Inventory)

- Land Ownership**
  - DHHL
  - Govt. County
  - Govt. State
  - Govt. Federal
  - Other ownership
- Roads**
  - Highway
  - Auto Tour Stops
  - Auto Tour Route
  - Primary
  - Secondary
  - Other road types



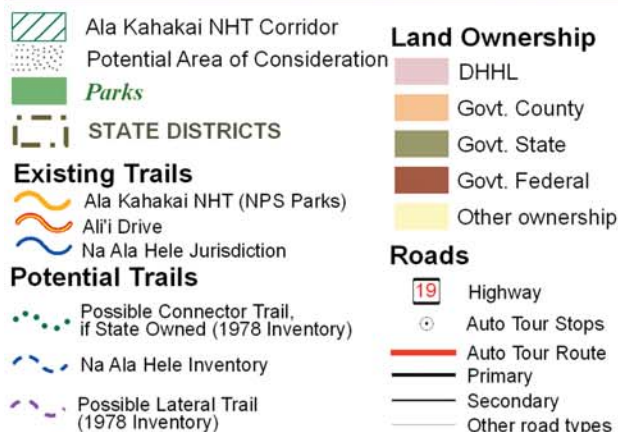
0 1.25 2.5 5 Miles

**ALTERNATIVE C**  
North Kohala and  
South Kohala Districts  
*Ala Kahakai National Historic Trail  
Working Map 12/21/06*

Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.



## Map 12 Alternative C: Ahupua'a Trail Systems



**ALTERNATIVE C**  
North Kona District  
Ala Kahakai National Historic Trail  
Working Map 12/21/06

Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.



**Map 13**  
**Alternative C: Ahupua'a'**  
**Trail Systems**



- Ala Kahakai NHT Corridor
- Potential Area of Consideration
- Parks
- STATE DISTRICTS

**Existing Trails**

- Ala Kahakai NHT (NPS Parks)
- Na Ala Hele Jurisdiction

**Potential Trails**

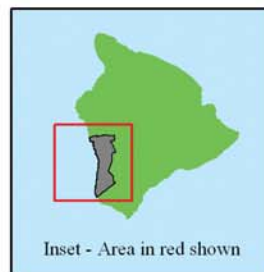
- Possible Connector Trail, if State Owned (1978 Inventory)
- Na Ala Hele Inventory
- Possible Lateral Trail (1978 Inventory)

**Land Ownership**

- DHHL
- Govt. County
- Govt. State
- Govt. Federal
- Other ownership

**Roads**

- Highway
- Auto Tour Stops
- Auto Tour Route
- Primary
- Secondary
- Other road types



0 1.25 2.5 5 Miles

**ALTERNATIVE C**

South Kona District  
 Ala Kahakai National Historic Trail  
 Working Map 12/21/06

Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.



- Ala Kahakai NHT Corridor
- Potential Area of Consideration
- Parks
- STATE DISTRICTS

#### Potential Trails

- Possible Connector Trail, if State Owned (1978 Inventory)
- Na Ala Hele Inventory
- Possible Lateral Trail (1978 Inventory)

#### Land Ownership

- DHHL
- Govt. County
- Govt. State
- Govt. Federal
- Other ownership

#### Roads

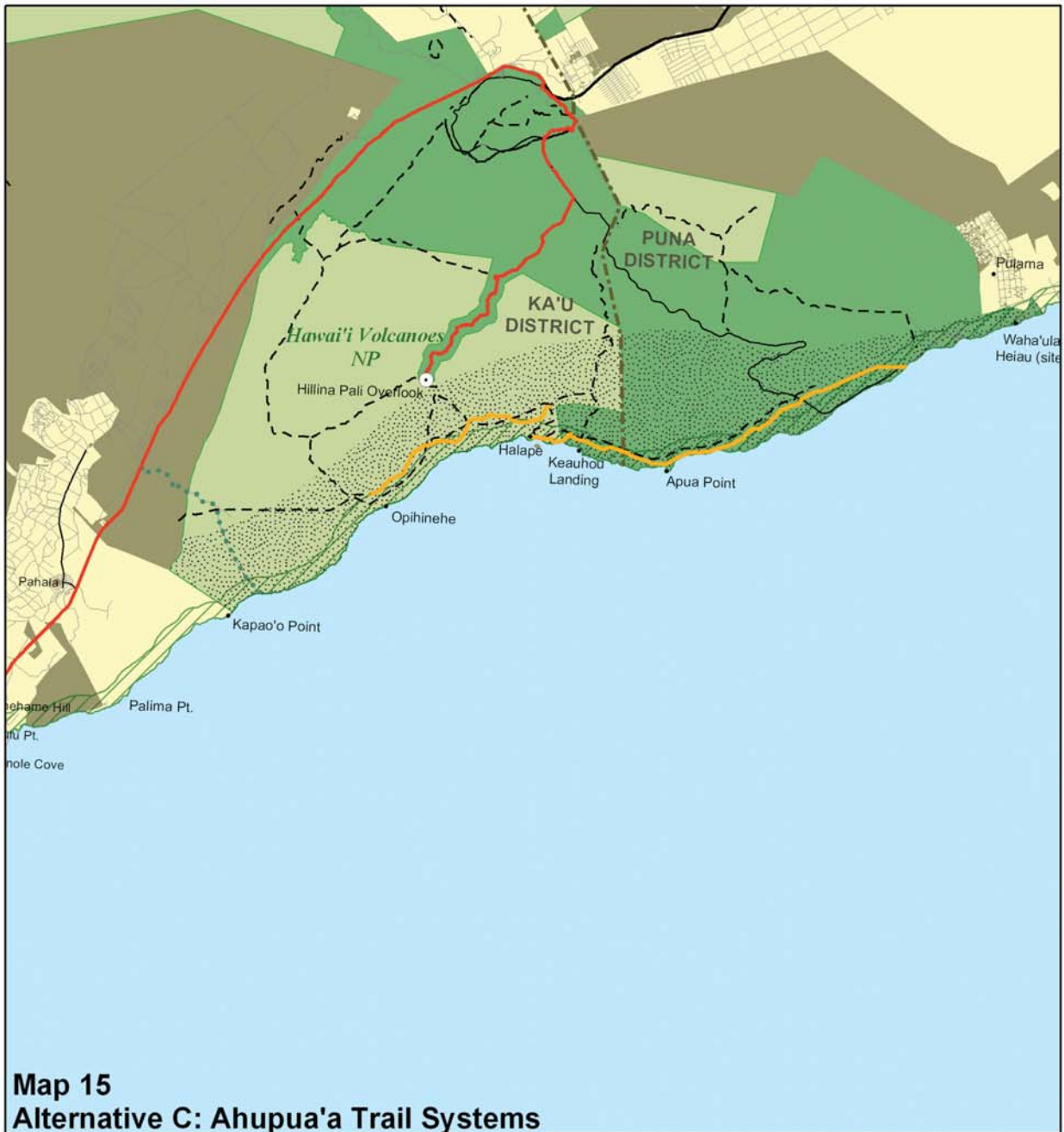
- Highway
- Auto Tour Stops
- Auto Tour Route
- Primary
- Secondary
- Other road types



0 1.25 2.5 5 Miles

**ALTERNATIVE C**  
**Kau District**  
**(Manuka Bay to Palima Pt.)**  
*Ala Kahakai National Historic Trail*  
*Working Map 12/21/06*

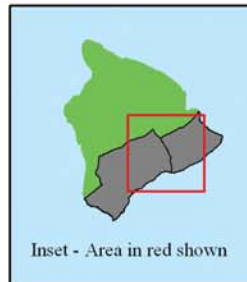
Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.



**Map 15**  
**Alternative C: Ahupua'a Trail Systems**

- Ala Kahakai NHT Corridor
- Potential Area of Consideration
- Parks
- Wilderness
- STATE DISTRICTS
- Existing Trails**
  - Ala Kahakai NHT(NPS Parks)
  - Hawai'i Volcanoes NP Trails
- Potential Trails**
  - Possible Connector Trail, if State Owned (1978 Inventory)

- Land Ownership**
  - DHHL
  - Govt. County
  - Govt. State
  - Govt. Federal
  - Other ownership
- Roads**
  - Highway
  - Auto Tour Stops
  - Auto Tour Route
  - Primary
  - Secondary
  - Other road types



0 1.25 2.5 5 Miles

**ALTERNATIVE C**  
**Ka'u and Puna Districts**  
**(Palima Pt. to Hakuma Pt.)**  
*Ala Kahakai National Historic Trail*  
*Working Map 12/21/06*

Note: This map is a planning tool. Many of the trail segments shown are proposed and not open to the public for any purpose. This map does not convey any rights to the public to use any of the trail segments shown; nor does it exempt any person from trespassing charges. For information on trail segments available for public use, contact Na Ala Hele or the Ala Kahakai NHT administrative office.



## ALTERNATIVES CONSIDERED BUT ELIMINATED FROM DETAILED STUDY

A proposed alternative D focused on recognition of only ancient and historic trail segments with no connector trails built to create a continuous trail. This alternative would preserve existing traditional trail segments for public use.

Alternative D also included recognition of parallel and *mauka-makai* trails, and the interpretation of canoe routes possessing historic significance. This alternative had been considered and rejected in the *Feasibility Study*, but staff thought it important to raise it for public consideration again. There was little public support for this alternative. Most respondents noted that historic segments are the place to start to develop a continuous trail.

Another alternative considered through the course of the draft management alternatives review meetings, focused on public lands. This

alternative placed a higher priority on public lands for recognition as a means to recognize trail segments, improve facilities, and expand resource protection in areas currently managed by the state of Hawaii and Hawaii County. This alternative received little support from the public as a stand-alone alternative during the draft management alternatives review meetings. This alternative is incorporated into alternative B and C as the first priority for trail recognition.

A third alternative considered through the course of the draft management alternatives review meetings focused public access on the Ala Kahakai NHT in the areas between Kawaihae and Hoʻōkēna only, which is less than 50 percent of the authorized trail. This was eliminated as a stand-alone alternative, as it fails to provide resource protection for the entirety of the trail route. However, the main theme of the concept is reflected in the priorities for management in all alternatives.



Holua Slide, Keauhou, NPS photo