

# Kalaupapa National Historical Park

U.S. Department of the Interior  
National Park Service







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**Front cover:** Top: Aerial view of Kalaupapa. Photo by Richard Cooke III. Bottom, left to right: Ben Pea and David Kupele, photo by A. Law. 'Awahua Bay and Nihoa cliffs, NPS photo. Parade at Kalaupapa in the early 1900s, photo courtesy of Damien Museum. Pali trail, NPS photo. Kalaupapa main street in the late 1890s, photo courtesy of IDEA Photos. Mother Marianne, photo courtesy of the Sisters of Saint Francis. Father Damien's grave, NPS photo.

**Back cover:** Top: Kalaupapa Social Hall, 1920s, photo courtesy of Hawai'i State Archives. Bottom, left to right: Kalaupapa women playing tennis, photo courtesy of Kalaupapa Historical Society. Kalaupapa graveyard, NPS photo. Molokai light station, NPS photo. Father Damien with the members of the Kalawao Choral Group, photo courtesy of Hawai'i State Archives. North shore cliffs and islets, looking east from Kalawao, NPS photo. Siloama, NPS photo. Underwater reef and fish, NPS photo.

**Inside Front:** St. Philomena graveyard in Kalawao, photo by T. Scott Williams, NPS.

**Inside Back:** Boys at Kalaupapa, early 1900s, photo courtesy of Damien Museum.



# Draft General Management Plan and Environmental Impact Statement (GMP/EIS)

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## Kalaupapa National Historical Park

Kalawao County, Hawai'i

Kalaupapa National Historical Park (NHP) was established on December 22, 1980 (P.L. 96-565). It is administered by the National Park Service (NPS) through cooperative agreements and a lease with State of Hawai'i agencies and others. Kalaupapa NHP has never had a formal general management plan, and the unit needs guidance to address its many management and operational issues. These issues include the expected shift from co-management with the State of Hawai'i Department of Health (DOH) to a future when the DOH and the living patient community are no longer at Kalaupapa. Other major issues include resource management and visitor use and access.

This draft GMP/EIS examines four possible management strategies, called "alternatives," and the impacts of implementing these alternatives on Kalaupapa NHP. They comply with NPS planning requirements and respond to issues identified during the scoping process. Alternative C is the NPS's preferred alternative.

**Alternative A is the no-action alternative and assumes that programming, facilities, staffing, and funding would generally continue at their current levels to protect the values of Kalaupapa NHP in the near term.** Cooperative agreements with agencies and organizations and the lease agreement with DHHL would continue. Alternative A does not provide long-term guidance after the DOH departs Kalaupapa.

**Alternative B focuses on maintaining Kalaupapa's spirit and character through limiting visitation.** Alternative B would provide future guidance for managing Kalaupapa once the DOH leaves. It would maintain most of the rules and regulations that currently exist today, including limiting visitation to 100 people per day and current visitor age restrictions. Visitor use would be highly structured, though limited opportunities would exist for public visitation and

overnight use. The NPS would develop an extensive outreach program to share Kalaupapa's history with a wide audience at off-site locations.

**Alternative C is the preferred alternative. It emphasizes stewardship of Kalaupapa's lands in collaboration with the park's many partners.** Kalaupapa's diverse resources would be managed from mauka to makai (mountain top to the coast line) to protect and maintain their character and historical significance. Through hands-on stewardship activities, service and volunteer work groups would have meaningful learning experiences, while contributing to the long-term preservation of Kalaupapa's resources. Visitation by the general public would be supported, provided, and integrated into park management. Visitor regulations would change, including allowing children to visit Kalaupapa with adult supervision and removing the 100 person per day visitor cap while continuing to limit the number of visitors per day through new mechanisms.

**Alternative D focuses on personal connections to Kalaupapa through visitation by the general public.** Resources would be managed for long-term preservation through NPS-led programs throughout the park. This alternative focuses on learning about Kalaupapa through direct experience, exploration, and immersion in the historic setting. It offers visitors the greatest opportunities to explore areas of Kalaupapa on their own. Visitor regulations would be similar to Alternative C.

This document includes a detailed description of park resources affected by the alternatives; the alternatives; the projected environmental consequences of the alternatives; and the results of public involvement and consultation.

Please refer to "How to Use This Document" on the following page for comment procedures and submittal methods and addresses. This draft GMP/EIS has been distributed to agencies, organizations, and individuals for review and comment. The public comment period will extend 60 days from the date the Environmental Protection Agency's (EPA) notice of filing and release of the draft GMP/EIS is published in the *Federal Register*.

*Prepared by United States Department of the Interior: National Park Service*



Looking south on Mission Street in Kalaupapa Settlement towards the pali cliffs. NPS photo.

# Kalaupapa National Historical Park

## Draft General Management Plan and Environmental Impact Statement

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Park Planning and Environmental Compliance





Mother Marianne and the Sisters of Saint Francis with Bishop Home girls in 1890. Photo courtesy of Sisters of Saint Francis.

# Letter from the Superintendent

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Dear Friends,

We are pleased to present the Draft General Management Plan and Environmental Impact Statement for Kalaupapa National Historical Park for your review and comment. This draft plan presents the proposed management actions for Kalaupapa National Historical Park's long-term management and progression over the next 15–20 years. We invite you to review the draft, share your thoughts with us, and let us know how it addresses your aspirations for the future of the historical park.

This draft general management plan explores a range of ideas, methods, and concepts for managing Kalaupapa National Historical Park. This document describes four different alternative strategies for protecting and managing Kalaupapa National Historical Park. It also contains an analysis of the impacts and consequences of implementing each of these alternative strategies. In addition to the planning sections, this document contains a summary of the history of Kalaupapa and descriptions of the national historical park's resources. Alternative C has been proposed as the National Park Service's preferred alternative, and this set of actions and programs is intended to become the general management plan for Kalaupapa.

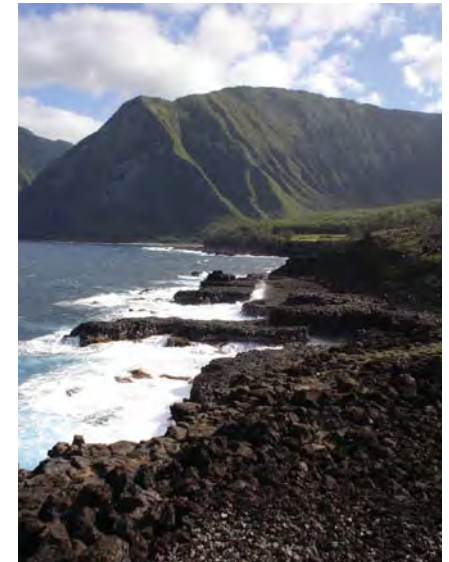
Your involvement in the planning process over the past three years has been a critical asset in the creation of this document and associated management strategies. You will find that many of your ideas from the public workshops and subsequent written comments as well as mana'o from the resident patients are represented in the management alternatives and in the National Park Service's preferred alternative for Kalaupapa.

We invite you to take this opportunity to help shape the future of the historical park by sending us your comments. The "How to Use this Document" section provides instructions about how to comment on this document. Your involvement will assist the National Park Service to achieve its mission at Kalaupapa.

Mahalo for your support and interest in the long-term management of this sacred place,



Erika Stein Espaniola  
Superintendent  
Kalaupapa National Historical Park



Top: Eastern coast of the Kalaupapa peninsula with the Wai'ale'ia Valley in the background. NPS photo. Bottom: Signpost at Judd Park in Kalawao. Photo by Rob Ratkowski, NPS.



# How to Use This Document

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This draft final general management plan and environmental impact statement (GMP/EIS) for Kalaupapa National Historical Park (NHP) is presented in six chapters and appendices, consistent with federal requirements that guide the preparation of an EIS.

The **Summary** at the beginning of the document provides a condensed version of this document.

**Chapter 1: Introduction** sets the stage for the draft GMP/EIS by describing Kalaupapa National Historical Park and its history, the purpose and need for the plan, the issues that are addressed in the GMP/EIS, and the planning process. It also describes the resources and values at stake in the planning process, the relationship of this GMP/EIS to other plans in the region, and next steps and implementation of the plan.

**Chapter 2: Foundation for Planning and Management** includes the “foundation document” which describes the NHP’s purpose, significance, interpretive themes, and fundamental resources and values. It also describes the special Congressional designations, authorizations, mandates, and legal and policy constraints and guidance.

**Chapter 3: Alternatives** describes four management alternatives, including the National Park Service’s preferred alternative. The alternatives represent reasonable sets of management directions consistent with National Park Service policy and applicable laws and planning requirements. This chapter includes two useful charts: “Alternatives Comparison Table” and “Summary of Impacts.”

**Chapter 4: Affected Environment** provides detailed information about Kalaupapa NHP, focusing on those resources that could be affected by the decisions contained in the individual management alternatives.

**Chapter 5: Environmental Consequences** describes the impacts of each alternative on resources within the NHP.



Kalaupapa residence in the Kamehameha Street neighborhood. NPS photo.

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**Chapter 6: Public Involvement** summarizes public involvement and the consultation process that was an integral part of the creation of this draft GMP/EIS. This chapter also summarizes public comments received by the NPS during scoping and draft alternatives public review.

The **Appendices** provide more detailed information related to the plan, including pertinent legislation, list of buildings at Kalaupapa, Department of Health rules and regulations for visitors, analysis of boundary adjustment and land protection, glossary, selected bibliography, and a list of the preparers and consultants for the plan.

All maps and figures are placed within the text of the applicable chapters. In many cases, decisions or other discussions contained in this draft GMP/EIS refer directly to maps and figures. In fact, many decisions themselves are “map-based.” The reader must rely on the text, maps, and figures taken together to fully understand the proposed decisions described in this draft GMP/EIS.



# How to Comment on This Document

The public comment period for this draft GMP/EIS will extend 60 days from the date the EPA notice of filing and release of the draft GMP/EIS is published in the *Federal Register*. We encourage you to review the document and welcome your comments. During the comment period, comments may be submitted using several methods:

- We prefer that readers submit comments online at the Kalaupapa National Historical Park GMP/EIS project website: <http://parkplanning.nps.gov/kala>
- A postage paid comment form is included in the Kalaupapa National Historical Park GMP/EIS Executive Summary Newsletter Number 4. You may use this form and attach additional pages as necessary.
- Letters may be sent to:  
Superintendent, attn: Kalaupapa NHP GMP/EIS  
7 Puahi Street  
Kalaupapa, HI 96742
- E-mails may be sent to: [KALA\\_GMP@nps.gov](mailto:KALA_GMP@nps.gov)

In addition, comments may be made in person at one or more of the upcoming public open houses. The specific dates and times for these meetings will be announced in local newspapers, in the draft GMP/EIS newsletter, and on the Kalaupapa NHP website and Kalaupapa NHP GMP/EIS project website. A limited number of additional paper and digital copies of this report are available from the above mailing address. The full report is available for viewing and downloading at the Kalaupapa NHP GMP/EIS project website. This document is also available for viewing at public libraries throughout Hawai'i.

Your comments and contributions have been an invaluable component of this planning process so far, and we look forward to your comments on this draft GMP/EIS.

*Before including your address, phone number, e-mail address, or other personal identifying information in your comment, you should be aware that your entire comment—including your personal identifying information—may be made publicly available at any time. While you can ask us in your comment to withhold your personal identifying information from public review, we cannot guarantee that we will be able to do so.*



Top: The Kalaupapa School in 1904 with teacher John Taylor Unea, Sr., a member of the Kanaana Hou Church. Photo courtesy of IDEA Archives. Bottom: Kalaupapa women playing tennis, date unknown. Kalaupapa Historical Society Photo Collection.

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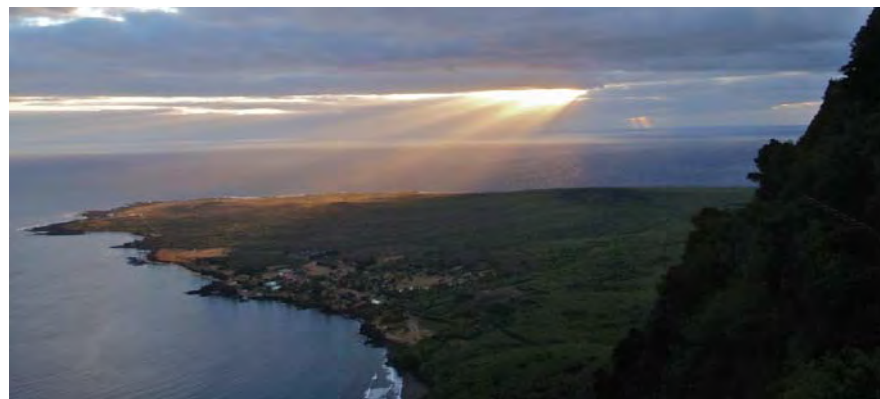
Wai'ale'ia Valley. NPS photo.

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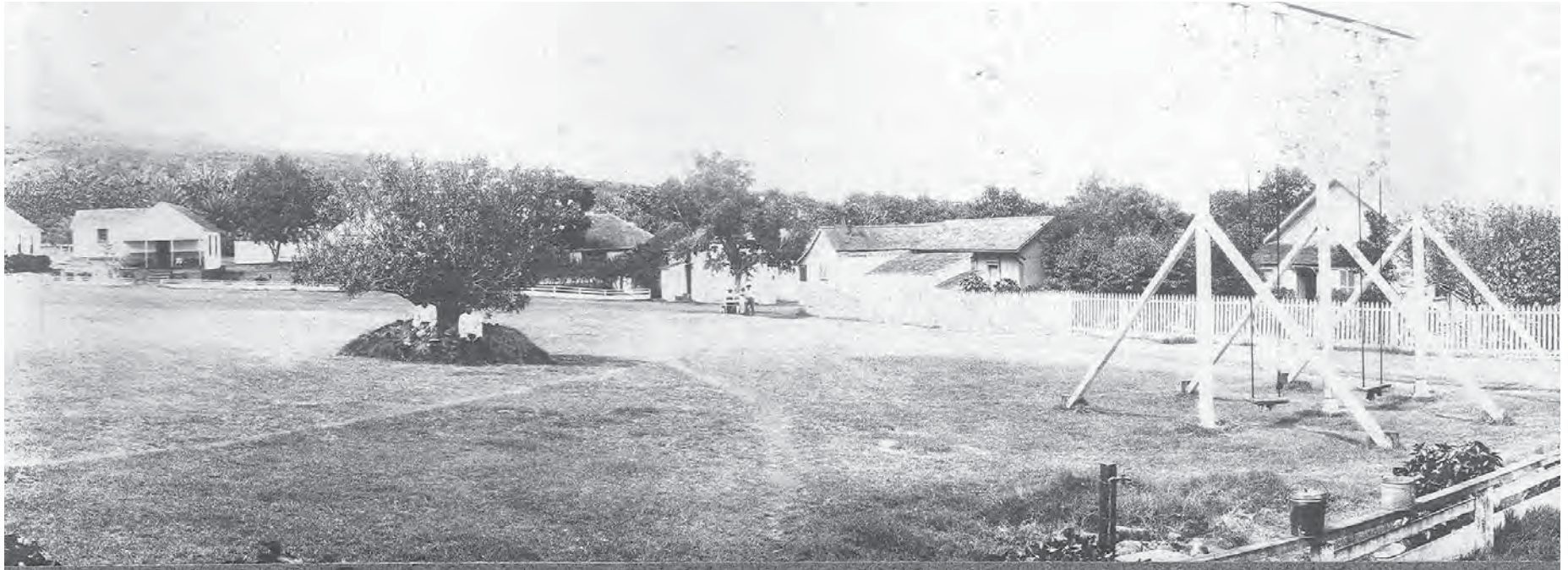


The Kalaupapa peninsula from the pali trail. Photo by T. Scott Williams, NPS.



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Baldwin Home, early 1900s. Photo courtesy of Damien Museum.

## Hawaiian Words Used in the Text

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**ahupua‘a:** A major land division usually extending from the uplands to the sea, so-called because the boundary was marked by a heap (ahu) of stones surmounted by an image of a pig (pua‘a), or because a pig or some other tribute was laid on the altar as a tax to the chief

**‘āina:** The living earth

**‘āina o ka ‘eha‘eha:** Land of Suffering

**ala:** Anciently a footpath, trail, way; now also road or highway

**‘alā:** Waterworn stones used as stepping stones or to mark a footpath; also called pa‘alā

**ali‘i:** Hawaiian sacred chiefs and chiefesses; the nobility

**aloha:** Sacred breath of life, love, compassion

**hale:** house or shelter

**haole:** Caucasian, foreigner

**heiau:** Hawaiian temple platform. There were numerous temples for many different purposes such as agricultural prosperity, fishing, surfing, the hula, etc.

**hoa‘āina:** Native tenants; in the context of this document, used to refer to those people living on the Makanalua peninsula prior to the arrival of the first patient settlers on January 12, 1866 and/or those who had kuleana land and familial ties to the peninsula even though they might no longer have

lived on their kuleana plots by the time the settlement was established

**hula:** Traditional form of dance

**‘ili:** A subdivision within an ahupua‘a, administered by the chief controlling the ahupua‘a

**kahuna lā‘au lapa‘au:** Herbal experts

**kalo:** Taro (*Colocasia esculenta*)

**kama‘āina:** Native-born Hawaiian; person familiar from childhood with any locality; in modern usage it refers to all long-time residents

**kapu:** Taboo; sacred; no trespassing

**ko‘a:** Fishing shrine

**koa:** An endemic tree (*Acacia koa*), common in the dry forests, the wood of which was prized for canoes and other artifacts

**ko‘olau:** Windward

**kōkua:** “Pulling with the back,” pitching in to help, volunteering. The use of the term “kōkua” in relation to Kalaupapa’s history has always meant an unpaid helper, often a family member, who helps out of true aloha for the patient with no thought of compensation in return.

**kona:** Leeward

**konohiki:** Land manager of an ahupua‘a; a lesser chief

**kula:** Plain, field, open country; source

**kuleana:** Responsibility, implied reciprocity

**kupuna:** Grandparent, ancestor, relative of grandparents’ generation; kūpuna is the plural form

**lā‘au lapa‘au:** Traditional Hawaiian herbal medicine

**lele:** A detached piece of land belonging to one ‘ili but located in another ‘ili

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### Molokai

The island name Molokai is of uncertain and ancient origin. Its meaning and spelling, with or without the ‘okina, have been debated for years and it will probably never be answered definitively. The literal meaning of Molokai refers to the «molo» (rough churning motion) of the «kai» (ocean) of the Molokai Channel which has a reputation for being very rough, choppy and treacherous.

Revered kūpuna, Harriet Ne of Pelekunu Valley and Mary Kawena Pukui, Hawaiian culture and language expert, believed the original pronunciation is Molokai without the ‘okina. They translated Molokai as “the gathering of the ocean waters” in reference to the different ways the ocean buffets the Molokai shores on different sides of the island (Ne to Ayau in Cronin 1992). Following their advice, Molokai is spelled without the ‘okina in this document, except where the ‘okina is used in quotations and in the Foundation Statement where the translator chose to use the ‘okina. It should be noted that it is not our intent to give precedence for one spelling over the other. It is merely an editorial choice.

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**lo‘i kalo:** Wetland taro

**lua:** Pit, indentation, hole

**luna:** Supervisor

**mahalo:** Thanks, gratitude

**Māhele:** Literally, “a division, or a portion.” The Great Māhele of 1848 was a division of lands between the king, chiefs, and government that established landownership on a Western-style, fee-simple basis. From this single act, the entire social, economic, and political order of ancient Hawai‘i was altered forever.

**malihini:** Newcomers, guests

**makai:** Toward the sea; at the coast

**maka‘āinana:** People in general; citizens; commoners

**mālama:** Care for, preserve

**mālama i ka‘āina:** Care for the land

**mana:** Spiritual power, derived from the ancient gods, contained in varying degrees in all life forms and inanimate objects

**mauka:** Towards the interior, or mountains; inland

**mea ‘ai:** Food

**‘ohana:** Family, relative, kin group

**‘ōhi‘a:** An endemic tree (*Metrosideros polymorpha*) dominant in the west forests. The wood was used for temple images.

**‘opihi:** Several species of limpets (*Cellana* sp.)

**pali:** A cliff or precipice

**pa‘i ‘ai:** Hard, undiluted poi

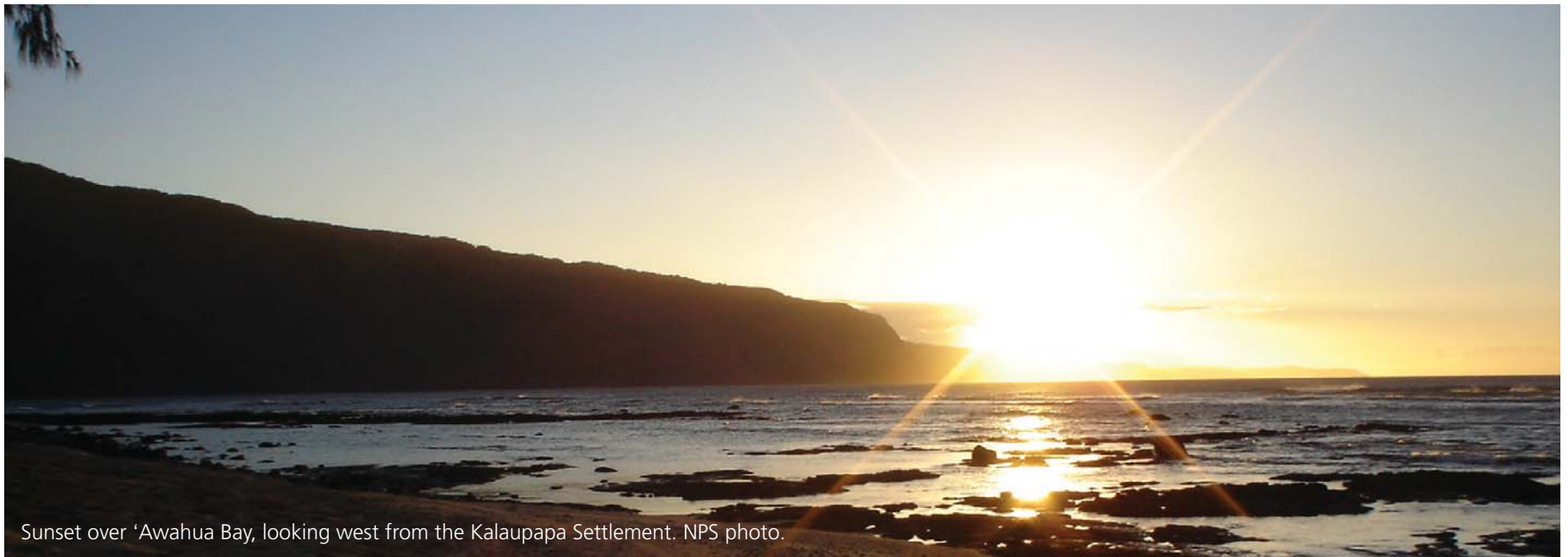
**poi:** Hawaiian staple food made from cooked and mashed taro mixed with water

**pu‘u:** Any kind of protuberance; hill, peak, mound, bulge

**‘uala:** Sweet potato (*Ipomoea batatas*)

**wao akua:** upper mountain regions where spirits dwell

**wahi pana:** a legendary of storied place, sometimes considered sacred



Sunset over ‘Awahua Bay, looking west from the Kalaupapa Settlement. NPS photo.

# Acronyms

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ACHP	Advisory Council on Historic Preservation
DBEDT	State of Hawai‘i, Department of Business, Economic Development and Tourism
DHHL	State of Hawai‘i, Department of Hawaiian Home Lands
DLNR	State of Hawai‘i, Department of Land and Natural Resources
DOFAW	State of Hawai‘i, Department of Land and Natural Resources, Division of Forestry and Wildlife
DOH	State of Hawai‘i, Department of Health
DOT	State of Hawai‘i, Department of Transportation
EIS	Environmental Impact Statement
EPA	U.S. Environmental Protection Agency
FAA	Federal Aviation Administration
FTE	Full-time Equivalent
GMP	General Management Plan
HUD	U.S. Department of Housing and Urban Development
LCS	List of Classified Structures
MCPD	Maui County Planning Department
NAR	Natural Area Reserve
NEPA	National Environmental Policy Act
NHL	National Historic Landmark
NHP	National Historical Park
NNL	National Natural Landmark
NPS	National Park Service
PEPC	NPS Planning, Environment, and Public Comment website
RAWS	Remote Automatic Weather Stations, National Interagency Fire Center
SHPD	State of Hawai‘i, State Historic Preservation Division
USCB	U.S. Census Bureau
USGS	U.S. Geological Survey
WSR	Wild and Scenic River



Similar views of the Kalaupapa settlement c.1900 and in 2011. Top photo courtesy of Hawai‘i State Archives. Bottom photo by T. Scott Williams, NPS.



## Executive Summary

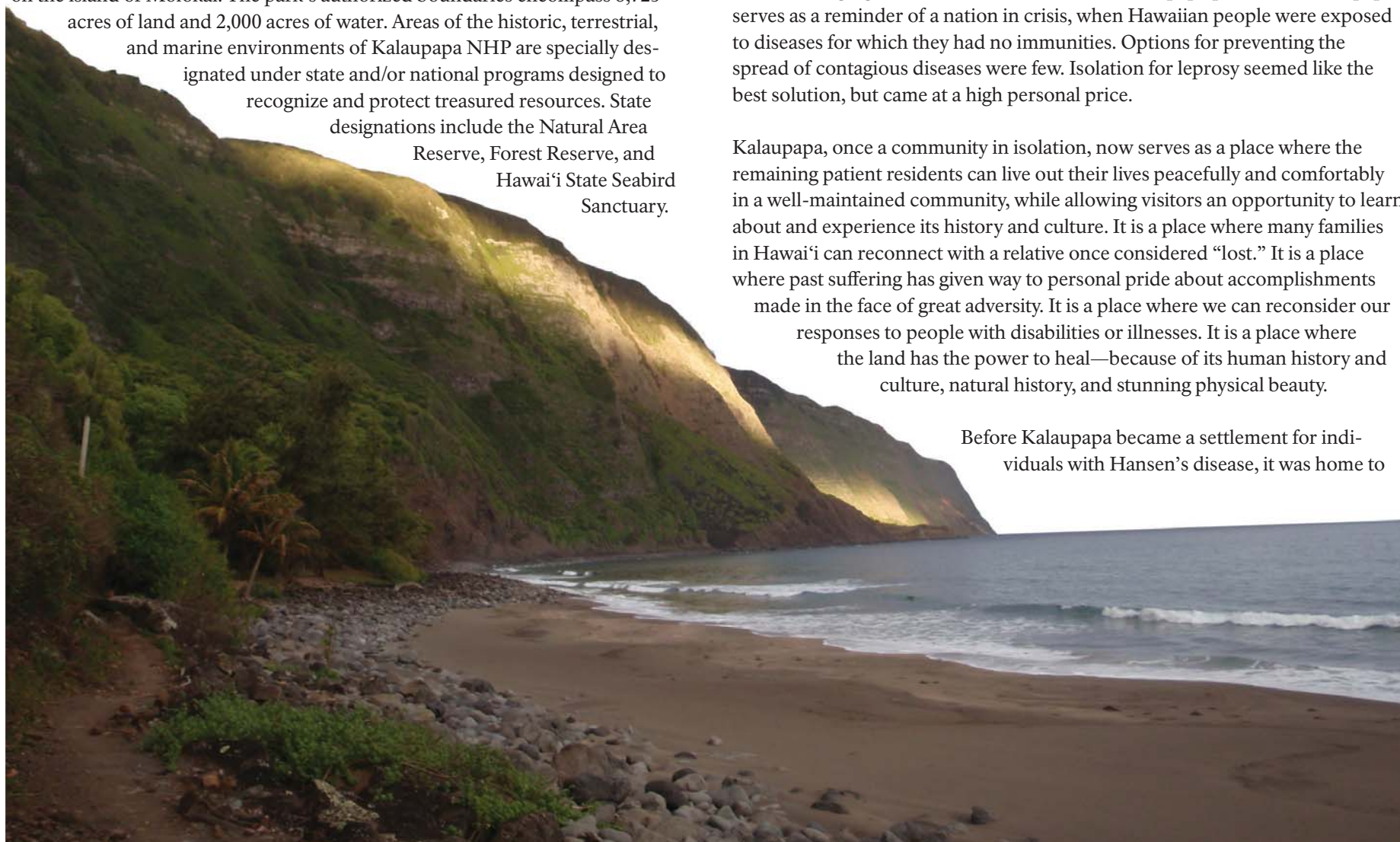
Kalaupapa National Historical Park (NHP) was designated as a unit of the national park system on December 22, 1980. It is located in the State of Hawai'i on the island of Molokai. The park's authorized boundaries encompass 8,725 acres of land and 2,000 acres of water. Areas of the historic, terrestrial, and marine environments of Kalaupapa NHP are specially designated under state and/or national programs designed to recognize and protect treasured resources. State designations include the Natural Area Reserve, Forest Reserve, and Hawai'i State Seabird Sanctuary.

Federal designations include the National Historic Landmark and National Natural Landmark.

The primary story being told at Kalaupapa is the forced isolation from 1866 until 1969 of people from Hawai'i afflicted with Hansen's disease (leprosy), who were segregated on the remote northern Kalaupapa peninsula. Kalaupapa serves as a reminder of a nation in crisis, when Hawaiian people were exposed to diseases for which they had no immunities. Options for preventing the spread of contagious diseases were few. Isolation for leprosy seemed like the best solution, but came at a high personal price.

Kalaupapa, once a community in isolation, now serves as a place where the remaining patient residents can live out their lives peacefully and comfortably in a well-maintained community, while allowing visitors an opportunity to learn about and experience its history and culture. It is a place where many families in Hawai'i can reconnect with a relative once considered "lost." It is a place where past suffering has given way to personal pride about accomplishments made in the face of great adversity. It is a place where we can reconsider our responses to people with disabilities or illnesses. It is a place where the land has the power to heal—because of its human history and culture, natural history, and stunning physical beauty.

Before Kalaupapa became a settlement for individuals with Hansen's disease, it was home to



Dramatic light on the cliffs at Nihoa as a storm clears. Photo by T. Scott Williams, NPS.

native Hawaiians, who lived within what are now the boundaries of Kalaupapa NHP for more than 900 years. Structural remnants built and used over centuries are everywhere within the park and illustrate how early native Hawaiians lived their daily lives in this majestic place. Today, Kalaupapa's archeological resources make the park one of the richest and most valuable archeological complexes in Hawai'i.

Kalaupapa National Historical Park differs significantly from most other national parks in that nearly all of the lands, marine areas, and improvements within the authorized boundary are in non-federal ownership and are managed through agreements between the National Park Service and other parties. Land within the park boundaries is owned by the State of Hawai'i, departments of Land and Natural Resources (DLNR), Transportation (DOT), and Hawaiian Home Lands (DHHL), as well as a small private holding at the top of the cliffs. The park also maintains 20-year cooperative agreements with religious organizations, including the Roman Catholic Church and the Hawai'i Conference Foundation of the United Church of Christ. The National Park Service owns only 23 acres that include two historic houses and four outbuildings that surround the Molokai Light Station.

Kalaupapa NHP is in Kalawao County, a unique jurisdiction designed specifically for the management of the settlement area as a residential medical facility. The county boundary is identical to the legal settlement boundary and is governed by the director of the State of Hawai'i's Department of Health (DOH). The director may adopt such rules and regulations as considered necessary to manage the community.

The purpose of this general management plan and environmental impact statement (GMP/EIS) is to articulate a vision and overall management philosophy for Kalaupapa NHP that will guide long-term decision-making by current and future managers. This document presents management strategies for resource protection and preservation, education and interpretation, visitor use and facilities, land protection and boundaries, and long-term operations and management of Kalaupapa NHP.

## *Planning for Kalaupapa NHP*

Public involvement and consultation efforts were ongoing throughout the process of preparing this draft GMP/EIS. Public involvement methods included public meetings and workshops, invited presentations at partner and special interest group meetings, discussions at Kalaupapa NHP Advisory Commission meetings, news releases, newsletter mailings, Federal Register notices, and website postings.

The public scoping period was the first opportunity for public comment and was held between March 11, 2009 and July 15, 2009. The NPS held 12 public workshops on the islands of Molokai, O'ahu, Maui, Kaua'i, and Hawai'i. Com-

ments were received from more than 450 individuals or organizations. The scoping comments assisted the planning team in identifying the range of issues to address in the GMP and preliminary ideas for the development of alternatives.

Public review of the preliminary alternatives was an additional step in the planning process. It was held between May 16, 2011 and July 16, 2011. The primary purpose of involving the public at the time was to understand the public's concerns and preferences with regard to the preliminary alternatives and to assist the planning team in refining the preliminary alternatives and identifying a preferred alternative. Seven public open houses were held on the islands of Molokai, O'ahu, and Maui.

Over 200 individuals or organizations provided comments either in public open houses or in writing.

An interdisciplinary planning team was composed of Kalaupapa National Historical Park staff, subject matter experts associated with the Hansen's disease patient resident community, Pacific West Regional Office planners and specialists, and representatives of the State of Hawai'i partner agencies. NPS staff regularly updated the state agencies and partners at every milestone for this planning effort.



Hāpai Pōhaku opening ceremony to repair the rock walls at Siloama Church, 2011. NPS photo.



## Issues Addressed

Issues were identified during scoping and were addressed in the alternatives for this draft GMP/EIS. For a complete list of issues and descriptions, please consult the “Planning Issues and Concerns” section in Chapter 1 of the draft GMP/EIS.

The five major issues addressed are:

1. **Fundamental Changes in Park Purpose, Management, and Operations:** This issue includes a variety of topics, such as addressing near-term management while there is a living patient community and active Department of Health operations at Kalaupapa, as well as long-term management when the DOH will no longer have a purpose for being at Kalaupapa. While resource management, visitor use, and operational issues are connected, the GMP needs to determine which issues can be addressed regardless of time period and which issues need to be addressed with both short-term and long-term guidance.
2. **Partnerships:** This issue addresses cooperative relationships with the state agencies, religious institutions, nonprofit organizations, and many new partnership opportunities. Long-term management of Kalaupapa will require a collaborative approach to resource stewardship, education and interpretation, and operations.
3. **Resources:** Kalaupapa NHP contains a vast array of cultural and natural resources that contribute to the national significance of the park. This issue concerns the long-term protection of fundamental resources and values related to Kalaupapa NHP, including archeological, ethnographic, and cultural landscape resources; historic buildings and structures; museum collections; and marine and terrestrial resources.
4. **Historic Structures:** Kalaupapa contains roughly 250 historic buildings within the boundary of the National Historic Landmark. Identifying management strategies for the long-term preservation of Kalaupapa’s historic structures is a key issue facing the park. Buildings and facilities for interpretation, education, day use, overnight use, orientation, and operations are considered.
5. **Visitor Use:** Rules and regulations that govern access and visitation to Kalaupapa are in place to ensure the needs and privacy of the patient community. The reasons for visitor regulations will change once there is no longer a living patient community at Kalaupapa. This issue includes a variety of topics, such as identifying the direction of interpretive and education programs, addressing the types and levels of compatible uses, addressing access and transportation, and guiding the development of commercial use activities.

## Alternatives

### Context for the Plan

The management alternatives being considered present a vision and direction for Kalaupapa National Historical Park.

The context within which alternatives are proposed is affected by the missions of the NPS and State of Hawai‘i partner agencies, and a variety of other partners associated with Kalaupapa NHP. These partners include the State of Hawai‘i departments, religious institutions operating at Kalaupapa, and other public and private entities. Decisions in this general management plan will affect the partners, and the NPS has actively engaged the State of Hawai‘i departments in this planning process. In addition, management decisions about agreements, resource preservation and use, homesteading, and visitor use made by any of the above partners would impact the management of Kalaupapa NHP.

### Actions Common to All Alternatives

Several actions would be common to all alternatives (alternatives A, B, C, and D). These include:

#### *Hansen’s Disease Patients and Department of Health Operations*

- The National Park Service is committed to fulfilling its responsibilities under Public Law 96-565 with respect to providing “a well-maintained community in which the Kalaupapa leprosy patients are guaranteed that they may remain at Kalaupapa for as long as they wish; to protect the current lifestyle of these patients and their individual privacy. . .”
- As long as patients live at Kalaupapa, the National Park Service would manage Kalaupapa in cooperation with DOH and its other partners to maintain and preserve the present character of the community.

#### *Management of Specific Areas Within Kalaupapa NHP*

- **Kalawao:** Now and into the future, Kalawao would be preserved for its historical values and as the first settlement for Hansen’s disease patients on the Kalaupapa peninsula.

- **Kalaupapa Settlement:** The NPS would strive to retain historic structures and landscape features that contribute to the National Historic Landmark in Kalaupapa Settlement through stabilization to ensure significant deterioration is halted.
- **Peninsula:** The NPS would ensure the long term preservation of resources that relate to the Hansen’s disease era; the long history of native Hawaiian habitation and use; and terrestrial, geologic, and marine resources on the peninsula in the Kalaupapa, Makanalua, and Kalawao ahupua‘a.
- **Pālā‘au State Park:** The NPS would maintain the Kalaupapa Overlook in Pālā‘au State Park in cooperation with DLNR including the wayside facilities, trailhead, and assisting with vegetation management to maintain the significant views to Kalaupapa. Visitors would continue to have free and unescorted access on the premises of Pālā‘au State Park within the boundary of Kalaupapa NHP.
- **Seabird Sanctuaries on ‘Ōkala and Huelo Islands:** Access to the islands would be limited to scientific and resource management activities, and public entry and landings would continue to be prohibited per state regulations.
- **Waikolu Valley and Pu‘u Ali‘i Natural Area Reserve:** These areas would continue to be managed primarily for their outstanding resource values. Access would continue to be limited. Hunting would continue to be permitted per State of Hawai‘i hunting regulations.
- **Molokai Forest Reserve:** Existing general management practices by the NPS and DLNR focused on resource protection and monitoring, as well as hunting and gathering, would continue.

### *Management Structure, Partnerships, and Agreements*

- Establish and maintain partnerships and projects with state and local agencies, adjacent landowners, and organizations for resource protection, interpretation, and visitor use.
- Work collaboratively with the State of Hawai‘i DOH, DHHL, DLNR, and DOT to determine governance of Kalaupapa and Kalawao County when DOH departs.
- Continue the cooperative agreements with DOH, DLNR, DOT, and the lease with DHHL.
- In the long term, continue to have use of buildings and facilities at Kalaupapa. Ownership of the buildings would transfer from DOH to DHHL once the DOH departs Kalaupapa.



Along the pali trail, connecting the Kalaupapa Settlement to topside Molokai. NPS photo.

- Continue the existing structure of DOH and NPS management of visitor use and facilities with the ongoing transfer of DOH responsibilities to NPS. In the long term, the NPS would assume full management of visitor access, activities, and overall management of Kalaupapa and its resources.

### *Cultural Resources*

- Continue to conduct cultural resource projects, inventories, and interpretation related to cultural resources. This includes continuing to stabilize and preserve historic buildings, structures, and landscape features that contribute to the National Historic Landmark designation as funding allows.

### *Natural Resources*

- Continue to implement natural resource management priorities including: research, inventory, monitoring, feral animal control, fencing, rare species stabilization, and incipient alien species removal.



### *Fishing, Hunting, and Gathering*

- Continue to apply NPS regulations in the marine area of the park.
- Fishing, hunting, and gathering on the Kalaupapa peninsula would continue to be managed according to State of Hawai'i and Kalawao County laws and regulations.
- Public hunting is allowed per DLNR regulations in the Molokai Forest Reserve area within the park and Pu'u Ali'i Natural Area Reserve.
- Pursuant to DOH regulations, patients and other residents of Kalaupapa are currently allowed to collect salt and gather plant resources.

### *Wild and Scenic River*

- Recommend the addition of culture and history as outstandingly remarkable values for Waikolu Stream in the National Rivers Inventory.

### *Interpretation and Education*

- Continue to grow the park's interpretation and education division, developing limited interpretive programs and activities.

### *Visitor Use and Experience*

- Existing DOH and patient resident rules would remain in place for all the alternatives until DOH leaves Kalaupapa or the DOH and patient advisory council direct changes to the existing rules.

### *Commercial Visitor Services*

- Maintain the right of first refusal for revenue-generating visitor services for patient residents and the right of second refusal for native Hawaiians.
- Continue to support the concession and commercial uses in the near term operated by patient residents.

### *Sustainable Practices and Responses to Climate Change*

- Strive to be energy independent by reducing energy consumption, reducing reliance on outside sources of energy, and instituting sustainable practices.

### *Access and Transportation Facilities*

- Continue existing structure of land, air, and sea access.
- New forms of access would not be allowed; and new routes, such as roads, would not be constructed.

### *Operational Facilities*

- New construction within the peninsula would only be allowed if rehabilitation of existing structures is not feasible.

### *Cost Estimates*

- Cost estimates for all alternatives are not for budgetary purposes; they are only intended to show a relative comparison of costs among the alternatives.
- Cost estimates are in 2012 dollars. Gross cost estimates include escalation factors such as location, remoteness, design contingencies, historic preservation, and overhead.
- The implementation of the approved plan will depend on future funding. The approval of this plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming.
- Some of the future long-term funding needed to implement various actions is anticipated to come from nonfederal partners.

### *Boundaries and Land Protection*

- Continue to act on the enabling legislation direction to explore land donation or exchange with DHHL, DLNR, and other landowners during the life of the GMP.
- The findings of the Hawai'i Area Studies that fulfilled the direction of Public Law 105-355, Sec. 511 would continue to be valid, and Congress could decide to act on the study's findings.



Kalaupapa peninsula shoreline. NPS photo.

## Management Zones

Alternatives B, C, and D assign management zones to areas of Kalaupapa NHP. Management zoning is the method used by the NPS to identify and describe the appropriate variety of resource conditions and visitor experiences to be achieved and maintained in the different areas of a park. Zoning is generally a two-step process: (1) identify a set of potentially appropriate management zones, and (2) allocate those zones to geographic locations throughout the park. The four management zones define and spatially apply goals and objectives for resource management, levels of development, and different types of potential visitor experiences.

### Summary of Management Zones

#### Integrated Resource Management Zone

This zone emphasizes the interconnectedness of nature and culture that is evident in people's connection with the 'āina at Kalaupapa. Characterized by integrated management of natural and cultural resources, this zone provides opportunities to understand the significance of Kalaupapa's resources through a range of methods that would be complementary to the landscape. Access would be by escort only and through a special use permit to allow for research and protection activities. Facilities would be minimal and only allowed in support of resource protection, visitor use, and visitor safety. Facilities could include trails, unimproved roads, and fencing.

#### Engagement Zone

This zone would provide opportunities for visitors to experience Kalaupapa. Visitors would learn about the significance of Kalaupapa's natural and cul-

tural resources through its stories. Opportunities would include escorted guided tours, unescorted and self-guided tours, an orientation film, cultural demonstrations, interpretive and stewardship programs, and spiritual reflection, as long as resources would not be degraded. Some historic structures would be rehabilitated for visitor services. Facilities could include a visitor center, waysides and kiosks, trails, roads, picnic, and group use areas. Universal access opportunities would be provided.

#### Operations Zone

This zone would consist mainly of operation and maintenance facilities for the park and its partners. Historic buildings and structures would be preserved, and some would be rehabilitated for operations. Visitor access would be controlled in certain locations and would generally be by escort only. Facilities would include those that are necessary for operations, for example the airport, harbor and pier, roads and parking, administrative offices, staff housing, maintenance facilities, warehouses and garages, utilities, and the DOH care facility. Both motorized and non-motorized access would continue, and universal access opportunities would be provided.

#### Wao Akua (Upland Forests) Zone

Based on the native Hawaiian land classification "wao akua" (place of the spirits), this zone includes the upland forests and follows the portion of the North Shore Cliffs National Natural Landmark within the park boundary. This zone would be managed primarily for its natural values, including the preservation or restoration of native ecosystems where practical. Significant cultural landscape features would be preserved alongside natural features. Access would be difficult due to steep slopes and would be restricted for safety. Activities could include traditional practices and research.



Kalaupapa peninsula. Photo by Jeffrey Mallin.



## *Range of Alternatives*

This draft GMP/EIS presents four alternatives including the NPS's preferred alternative for future management of Kalaupapa NHP. The alternatives, which are consistent with Kalaupapa NHP's purpose, significance, and special mandates, present different ways to manage resources, visitor use, and facilities within Kalaupapa NHP. The four alternatives include alternative A (the "No-action Alternative" that proposes the continuation of current management), and three action alternatives: alternative B, alternative C (the NPS Preferred Alternative), and alternative D. The four alternatives vary by overarching concept, types and levels of visitor experience, resource management decisions, desired future conditions, and the application of management zones.

### *Alternative A: No-Action Alternative*

Alternative A is the no-action alternative and assumes that programming, facilities, staffing, and funding would generally continue at their current levels to protect the values of Kalaupapa NHP in the near term. The NPS would continue to manage Kalaupapa NHP through cooperative agreements with agencies and organizations and the lease agreement with DHHL. Alternative A does not provide long-term guidance for park management after the DOH departs Kalaupapa.

There would be no management zoning guidance under alternative A since the park does not have a management zoning scheme.

Management guidance would continue according to legislation, state regulations, Kalawao County and patient resident rules and regulations, and NPS policies.

All actions as stated in the "Common to All Alternatives" section would apply to alternative A with the following exceptions:

### *Cultural Resources*

#### **Historic Structures and Cultural Landscapes**

- Historic preservation treatments to protect historic structures on a case-by-case basis and as funding allows

## *Operations*

### **Staffing**

- Maintain the existing staffing level (40 base-funded)

### *Cost Estimates*

#### **Annual Operating Costs**

- Maintain existing operating costs
- The total annual operating costs would be approximately \$4,230,000 per year.

#### **One-time Costs**

The majority of costs are for historic preservation treatments to Kalaupapa's historic buildings and structures. Projects are identified under two different phases. The following project types would be included in each phase:

Phase 1 projects are considered essential, total \$16,700,000, and include:

- stabilization of NPS managed NHL-contributing structures, features, and archeological sites;
- life, health, and safety-related projects;
- phase 1 improvements to failing electrical system;
- rehabilitation of the Kalaupapa trail;
- rehabilitation of essential historic buildings for maintenance and park operations;
- and preservation of historic residences used for staff housing.

Phase 2 projects total \$7,830,000 and include:

- preservation and rehabilitation of historic buildings for visitor services, community use, maintenance, park offices, and staff housing;
- phase 2 improvements to electrical system;
- and repaving the road system.

NPS costs for Phases 1 and 2 would total \$24,530,000.

Gross cost estimates, including partnerships costs of \$990,000, would total \$25,520,000.

(Note: all costs are in 2012 dollars.)

### *Boundaries and Land Protection*

No boundary proposal

## *Alternative B*

Alternative B focuses on maintaining Kalaupapa’s spirit and character through limiting visitation to the park. The goal for this alternative would be similar to alternative A, but would provide future guidance for managing Kalaupapa once the DOH leaves. Alternative B would maintain most of the rules and regulations that currently exist today, including limiting visitation to 100 people per day and current age restrictions. Visitor use at Kalaupapa would be highly structured, though limited opportunities would exist for public visitation. The NPS would develop an extensive outreach program to share Kalaupapa’s history with a wide audience at offsite locations.

This overview includes major actions and emphasis areas of alternative B. For a more detailed description of the actions in alternative B, see the “Alternative B” section of Chapter 3 of the draft GMP.

### *Management Structure, Partnerships, and Agreements*

- Same as alternatives C and D.

### *Cultural and Natural Resources*

- Similar to alternative C, however there would be less of an emphasis on partnerships, stewardship activities, or hands-on learning activities.

### *Hunting, Fishing, and Gathering*

- Same as alternatives C and D.

### *Interpretation and Education*

- Similar to alternative C, however focus most educational efforts offsite through extensive outreach efforts to allow people to learn about Kalaupapa without actually visiting the site. Interpretive and educational facilities, services, and opportunities at Kalaupapa NHP would be limited.

### *Visitor Use and Experience*

#### **Long-term Overall Guidance**

- Focus on information and interpretation for the public offsite.

#### **Number of Visitors: Long-term**

- Maintain current cap for general public visitation—limited to 100 people per day at any one time. Visitation would be through tours managed by concessions and commercial use authorizations. More opportunities to visit Kalaupapa would be available on specific days, such as family days, for special events for people with ancestral connections to Kalaupapa.

#### **Orientation: Long-term**

- Require that all visitors receive an orientation to the park.

#### **Access to and within Kalaupapa NHP: Long-term**

- Similar to alternative C, however allow unescorted public access only in the Kalaupapa Settlement

#### **Age Limit: Long-term**

- Continue to prohibit visitation to Kalaupapa by children under the age of 16.

#### **Overnight Use: Long-term**

- Similar to alternative C, however overnight use would be limited.

### *Sustainable Practices and Responses to Climate Change*

- Same as alternatives C and D.

### *Access and Transportation Facilities*

#### **Long-term Overall Guidance**

- Maintain existing management of access and transportation facilities.

### *Operations*

#### **Staffing**

- Maintain the existing staffing level (40 base-funded) and add 14 staff.

### *Cost Estimates*

#### **Annual Operating Costs**

- Add approximately \$810,000 to the operating base for staffing.
- Add approximately \$885,000 for operations and maintenance costs related to capital investments.
- The total annual operating costs would be approximately \$5,925,000 per year.



### One-time Costs

Specific projects and phasing of projects would be similar to alternative C, however alternative B costs would differ because there would be more emphasis on outreach and less emphasis on onsite visitation. The majority of costs are for historic preservation treatments to Kalaupapa's historic buildings and structures.

Phase 1 projects total \$14,155,000

Phase 2 projects total \$16,850,000

Phase 3 projects total \$1,210,000

NPS costs for Phases 1, 2, and 3 would total: \$32,215,000

Gross cost estimates, including partnerships costs of \$4,435,000, would total \$36,650,000.

(Note: all costs are in 2012 dollars.)

### Boundaries and Land Protection

Same as alternative C



Left: Holy Name Society, St. Francis Catholic Church, 1910s. Photo courtesy of Damien Museum.

### Alternative C

Alternative C, the preferred alternative, emphasizes stewardship of Kalaupapa's lands in collaboration with the park's many partners. Kalaupapa's diverse resources would be managed from mauka to makai to protect and maintain their character and historical significance. Through hands-on stewardship activities, service and volunteer work groups would have meaningful learning experiences, while contributing to the long-term preservation of Kalaupapa's resources. Visitation by the general public would be supported, provided, and integrated into park management. Visitor regulations would change, including allowing children to visit Kalaupapa with adult supervision, and removing the 100 person per day visitor cap while continuing to limit the number of visitors per day through new mechanisms.

This overview includes major actions and emphasis areas of the preferred alternative. For a more detailed description of the actions in alternative C, see the "Alternative C: Preferred Alternative" section of Chapter 3 of the draft GMP.

### Management Structure, Partnerships, and Agreements

- Continue to collaborate with DOH and update the transition plan that would guide the turnover of management responsibilities for visitor use, historic structures and facilities, and operational responsibilities
- Develop a cooperative agreement with DHHL to define roles and responsibilities for the long-term care and use of the Kalaupapa Settlement and DHHL lands within the park boundary
- Recommend that homesteading not occur on lands within the park boundary owned by DHHL. If DHHL were to allow homesteading in the future, the NPS would recommend that such activity be limited and that the homesteaders be engaged in activities that support the purpose of the park.

### Cultural Resources

- Emphasize cultural resource inventory, documentation, preservation, rehabilitation, and selective restoration of historic features.
- Collaborate with partners and service groups to ensure the long-term protection of historic features from the Hansen's disease era and those related to early native Hawaiian habitation and use.

- Increase stewardship activities and hands-on learning opportunities related to the protection and preservation of archeological resources, historic structures, cultural landscapes, and museum collections.
- Explore changes to and/or additional designations for Kalaupapa, including the North Shore Cliffs National Natural Landmark, National Register of Historic Places nominations for a potential Kalaupapa peninsula archeological district and a traditional cultural property, as well as a World Heritage Site nomination.

### **Historic Structures and Cultural Landscapes**

- At a minimum, document and stabilize all NHL-contributing historic structures to prevent further loss of historic fabric.
- Guide the treatment of individual buildings through a phased strategy that considers historic preservation goals and management needs. Historic preservation treatments include stabilization, preservation, rehabilitation, and adaptive use.
- Use historic structures for visitor facilities, partner uses, and park operations; and select historic structures would serve as interpretive exhibits.
- Paschoal Hall would be used as the primary visitor facility.



- Select historic structures would remain in a stabilized condition until partnership arrangements are made to secure funding for their long-term treatment and use.
- In the event of a catastrophic loss of historic structures, the NPS would make decisions on a case-by-case basis to determine the future management of impacted buildings.
- The NPS would maintain an adaptive management philosophy, considering new opportunities and risks as they arise and reprioritizing historic preservation projects as appropriate.
- Non-historic structures could be stabilized, maintained, remodeled, and adaptively re-used for operations, or allowed to deteriorate until they become a safety hazard, and removed.

### ***Natural Resources***

- Expand research and monitoring programs to better understand ecosystem processes using both traditional and contemporary methods.
- Involve partners and stewardship groups in natural resource management activities.
- Continue and expand the vegetation management program.



Left: Our Lady of the Sick Catholic Church 1890s. Photo courtesy of Damien Museum. Right: St. Francis Church in Kalaupapa Settlement today. NPS photo.



- Work to restore select marine areas, which could include enlisting stewardship groups to help remove alien species.
- Explore a local marine managed area designation.

### ***Fishing, Hunting, and Gathering***

- Work cooperatively with the State of Hawai‘i and community partners to manage marine resource use and ensure the sustainability of the resources for future generations.
- Look to existing cooperative models for fishing best practices.
- Hunting would continue to be managed according to State of Hawai‘i laws.
- Work cooperatively with State of Hawai‘i and partners to establish new hunting regulations for safety above and below the 500-foot elevation.
- Engage partners and service groups in preservation activities that support traditional cultural uses.

### ***Interpretation and Education***

- Focus most educational efforts on onsite visitor learning and enjoyment opportunities that contribute to the preservation of Kalaupapa’s resources.
- Engage stewardship groups in a wide variety of park projects.
- Greatly expand the growing interpretation and education division over time, including hiring staff.
- Involve residents, ‘ohana, and kama‘āina as cultural interpreters to tell the story of Kalaupapa.
- Improve signs and interpretive waysides at key locations throughout the park.

### ***Visitor Use and Experience***

#### **Long-term Overall Guidance**

- Visitor rules and regulations would be designed to provide a variety of high-quality visitor experiences focused on learning about Kalaupapa’s history, reflection, and stewardship.
- Provide structured and unstructured visitor activities to accommodate visitor needs and desires that are compatible with the purpose of the park.
- Provide hands-on stewardship activities that contribute to the preservation, rehabilitation, and selective restoration of resources.
- Offer visitors the opportunity to explore areas of Kalaupapa on their own.

#### **Number of Visitors: Long-term**

- The number of visitors allowed per day would change and would be determined and managed by:
  - capacity of facilities;
  - limits through concessions contracts and commercial use authorizations;
  - an entry pass system;
  - and user capacity guidance.

#### **Orientation and Entry Pass: Long-term**

- Establish an entry pass system for all visitors to Kalaupapa Settlement and other areas of the park.
- Require that all visitors receive an orientation to the park. Special provisions for repeat visitors could be established.
- Provide a free day-use option. Visitors would need to ensure they leave the park by dusk, unless they have arrangements for overnight accommodations within the park.

#### **Access to and within Kalaupapa NHP: Long-term**

- Allow unescorted public access to all areas within the Engagement Zone to visitors who obtain an entry pass.
- Require escorted access for all other zones below the 500-foot elevation.
- Discourage or prohibit access from outside the park through the Wao Akua Zone to the peninsula to ensure safety and compliance with the entry pass system.
- Areas above the 500-foot elevation in the Wao Akua Zone are largely inaccessible. Hunters would continue to need a valid state hunting permit.

#### **Age Limit: Long-term**

- Lift the age restriction to allow visitation by children, when there is no longer a patient community at Kalaupapa.
- Require an adult escort for children under the age 16 for safety purposes and enforcement of visitor rules and regulations.

#### **Overnight Use: Long-term**

- Offer overnight use for organized groups and park partners.
- Explore overnight use by the general public in the long-term future, contingent upon securing partnership matching funds to support the rehabilitation of historic structures for public overnight use.

## *Sustainable Practices and Responses to Climate Change*

- Involve partners and stewardship groups in monitoring efforts.
- Increase documentation and monitoring efforts to understand the effects of climate change, including assessing the vulnerability of cultural and natural resources.
- Formally study the feasibility of consolidating energy generation in one or more locations.
- Implement energy and water conservation practices.
- Reduce the fleet to the minimum number of vehicles required for maintenance operations and visitor services.

## *Access and Transportation Facilities*

### **Long-term Overall Guidance**

- Open the pali trail for public access to Kalaupapa.
- Allow public access from Kalaupapa Airport to the settlement.
- Develop a transportation plan to address universal accessibility, the removal of duplicative roads, and areas where access could be restricted for resource protection.

## *Operations*

### **Staffing**

- Maintain the existing staffing level (40 base-funded) and add 17 staff. New positions would be necessary for the expected substantial increase in NPS's operations to manage the historical park once the DOH departs.
- In the long term, evaluate facility capacities, update the housing plan, and consider allowing family members of NPS staff, concessions, and partners if there is available housing space and infrastructure to accommodate them at Kalaupapa.

## *Cost Estimates*

### **Annual Operating Costs**

- Add approximately \$1,060,000 to the operating base for staffing
- Add approximate \$885,000 for operations and maintenance costs related to capital investments
- The total annual operating costs would be approximately \$6,175,000 per year.

### **One-time Costs**

The majority of costs are for historic preservation treatments to Kalaupapa's historic buildings and structures. Projects are identified under three different phases and align with the historic preservation strategy for historic buildings and structures described in the Cultural Resources section. The following project types would be included in each phase:

Phase 1 projects are considered essential, total \$16,086,000, and include:

- stabilization of NPS-managed NHL-contributing structures, features, and archeological sites;
- natural resource management projects;
- basic visitor services and long-range interpretive planning;
- life, health, and safety-related projects;
- phase 1 improvements to failing electrical system;
- rehabilitation of the Kalaupapa trail;
- rehabilitation of essential historic buildings for maintenance and park operations;
- and preservation of historic residences used for staff housing.

Phase 2 projects total \$16,020,000 and include:

- stabilization of NHL-contributing structures transferred from the DOH to the NPS, including buildings identified for future concession operation and visitor lodging;
- natural resource monitoring projects;
- preservation and rehabilitation of historic buildings for visitor services, community use, maintenance, park offices, and staff housing;
- interpretive exhibits and media;
- phase 2 improvements to electrical system;
- repaving the road system;
- and the federal share of rehabilitation to historic church buildings and residences for partner use.

Phase 3 projects total \$1,680,000 and include:

- NPS share of rehabilitation costs for roughly 10 historic buildings for basic visitor services operated by a concession or nonprofit organization.

NPS costs for Phases 1, 2, and 3 would total: \$33,785,000

Gross cost estimates, including partnerships costs of \$6,085,000 would total \$39,870,000.

(Note: all costs are in 2012 dollars.)



## *Boundaries and Land Protection*

Propose the designation of two areas (a portion of Pu‘u O Hoku Ranch and Pelekunu Preserve), totaling 12,910 acres, along the North Shore for inclusion in the national park system. These areas could be managed as a “Preserve” whereby traditional hunting, fishing, and collection would be allowed in accordance with State of Hawai‘i rules and regulations.

Consider two options for inclusion in the system, through: 1) a new unit, the North Shore Cliffs National Preserve and 2) boundary expansion of Kalaupapa NHP. In either option, it is assumed that Kalaupapa NHP staff would manage the areas. Landownership within the proposed boundary area could be both public and private. Private landowners within the newly designated areas could retain their property and would have the option of selling either a full or partial interest (e.g., easement) in their property to the National Park Service. Alternatively, legislation could state that parcels are only added to the preserve upon federal acquisition.

Pu‘u O Hoku Ranch (7,341 acres) is owned by a private landowner. It contains 5 miles of rugged coastline, dramatic sea cliffs, forested mountains, and the upland portions of the Halawa Valley watershed. This parcel is nationally significant for its geological and terrestrial ecological resources and for its native Hawaiian archeological resources. This parcel would be conveyed to the NPS through purchase or donation.

Pelekunu Preserve (5,259 acres) is owned by The Nature Conservancy (TNC) and other owners. Directly adjacent to Kalaupapa NHP, it encompasses Pelekunu watershed, its tributaries, a protected lowland rainforest, and verdant sea cliffs. TNC is a willing seller. TNC and the other owners could maintain ownership of shared parcels. Pelekunu watershed also includes several small privately owned parcels, totaling 310 acres. Private property rights would continue unless property owners are sell or transfer their property to the NPS. These landowners may not wish to be included in an NPS designation.



Photo by T. Scott Williams, NPS.

## *Alternative D*

Alternative D focuses on personal connections to Kalaupapa through visitation by the general public. Resources would be managed for long-term preservation through NPS-led programs throughout the park. This alternative focuses on learning about Kalaupapa’s people and history through direct experience, exploration, and immersion in the historic setting. This alternative offers visitors the greatest opportunities to explore areas of Kalaupapa on their own. Visitor regulations would change, including allowing children to visit Kalaupapa with adult supervision and removing the 100 person per day visitor cap while continuing to limit the number of visitors per day through new mechanisms.

This overview includes major actions and emphasis areas of alternative D. For a more detailed description of the actions in alternative D, see the “Alternative D” section of Chapter 3 of the draft GMP.

### *Management Structure, Partnerships, and Agreements*

- Same as alternatives B and C.

### *Cultural And Natural Resources*

- Similar to alternative C, however preserve and enhance the built environment to provide an immersion experience. Visitors would be offered opportunities to engage in onsite living cultural activities and demonstrations of resource management techniques.

### *Hunting, Fishing, and Gathering*

- Same as alternatives B and C.

### *Interpretation and Education*

- Similar to alternative C, however provide a broader range of interpretive and educational activities.

### *Visitor Use and Experience*

#### **Long-term Overall Guidance**

- Visitor rules and regulations would be designed to provide a variety of high-quality visitor experiences focused on learning about Kalaupapa’s history, reflection, and stewardship.

- Provide the widest range of traditional visitor experiences within Kalaupapa.
- Provide structured and unstructured visitor activities to accommodate visitor needs and desires that are compatible with the purpose of the park.
- Offer visitors the opportunity to explore areas of Kalaupapa on their own.

#### **Number of Visitors: Long-term**

- Same as alternative C.

#### **Orientation: Long-term**

- Same as alternative C.

#### **Access to and within Kalaupapa NHP: Long-term**

- Same as alternative C.

#### **Age Limit: Long-term**

- Same as alternative C.

#### **Overnight Use: Long-term**

- Same as alternative C.

### ***Sustainable Practices and Responses to Climate Change***

- Same as alternatives B and C.

### ***Access and Transportation Facilities***

#### **Long-term Overall Guidance**

- Similar to alternative C, plus:



Cemetery at St. Philomena in Kalawao. Photo by Jeffrey Mallin.

- Allow larger planes with a limit of 20 passengers to use the Kalaupapa Airport. Emergency fire responses at the airport would be required to meet the increased limit.
- Establish a new trail to Kalawao using the Old Damien Road.
- Establish a trail to the Wai‘ale‘ia waterfall.
- Create a loop trail around Kauhakō Crater.
- Adapt the unpaved road around the peninsula to allow for pedestrian access with minimal signage.

### ***Operations***

#### **Staffing**

- Maintain the existing staffing level (40 base-funded) and add 20 staff.

### ***Cost Estimates***

#### **Annual Operating Costs**

- Add approximately \$1,330,000 to the operating base for staffing.
- Add approximately \$885,000 for operations and maintenance costs related to capital investments
- The total annual operating costs would be approximately \$6,445,000 per year.

#### **One-time Costs**

Specific projects and phasing of projects would be similar to alternative C, however alternative D costs would differ because there would be more emphasis on a variety of on onsite visitor opportunities. The majority of costs are for historic preservation treatments to Kalaupapa’s historic buildings and structures.

Phase 1 projects total \$16,645,000.

Phase 2 projects total \$15,380,000.

Phase 3 projects total \$1,680,000.

NPS costs for Phases 1, 2, and 3 would total: \$33,705,000.

Gross cost estimates, including partnerships costs of \$5,215,000 would total \$38,920,000.

(Note: all costs are in 2012 dollars.)

### ***Boundaries and Land Protection***

No boundary proposal.





Botanist collecting plant samples on ʻŌkala islet. NPS photo.

## *User Capacity*

General management plans are required to identify and implement user capacities for all areas of a park. The National Park Service defines user capacity as the type and level of visitor use that can be accommodated while sustaining desired park resource conditions and achieving desired visitor experiences consistent with the purpose of a national park unit. The overall strategy of implementing a user capacity program is a tiered approach, monitoring indicators and managing to maintain (or achieve) identified standards and conditions. At the general management plan level of decision-making, desired resource conditions are maintained and desired visitor experiences are achieved through the use of management zone prescriptions. User capacity includes managing all components of visitor use (levels, types, behavior, timing, and distribution). User capacity guidance varies for each management zone. The guidance identifies indicators that may be monitored and a range of actions that may be taken when indicators are not showing progress towards meeting desired conditions. In addition, the NPS would manage use levels through a variety of strategies including an entry pass system, concessions contracts, and agreements and authorizations with partners and commercial use operators.

For additional information about user capacity at Kalaupapa National Historical Park, see the “User Capacity” section of Chapter 3 of the draft GMP.

## *Environmental Consequences*

The potential effects of the four alternatives are analyzed for cultural resources, natural resources, wild and scenic rivers, scenic resources, transportation, visitor use and experience, access and transportation, operations, the socio-economic environment, sustainability, and safety and security. This analysis is the basis for comparing the advantages and disadvantages of the alternatives. Impacts are described in terms of whether they are negligible, minor, moderate, or major, and how long they would last.

### *Cumulative Impacts*

Cumulative impacts on the environment result from the incremental (i.e., additive) impact of an action when added to other past, present, and reasonable foreseeable future actions, regardless of who undertakes such actions. Cumulative impacts can result from individually minor but collectively major actions over a period of time. For this planning effort, actions within Kalaupapa NHP and by others that have occurred within the island of Molokai or would occur in the foreseeable future were identified.

### *Summary of Impacts*

The following discussion summarizes impacts of all alternatives considered, in accordance with the National Environmental Policy Act.

#### **Impacts from Alternative A**

Continuation of current management under alternative A, the no-action alternative, would generally result in adverse, long-term impacts to resources. Minor to major adverse impacts could eventually result from alternative A if the resources are not actively managed and preserved. Historic buildings would be at the greatest risk to be impacted because of natural deterioration from climate and pests, buildings being vacant and under-utilized, and the challenges of funding the preservation of 250 historic buildings. Visitor use and experience would be limited, lacking interpretive and educational programs. This would cause long-term moderate adverse impacts to visitor experience and use. Continuing the current visitation cap and age restriction would benefit ethnographic resources by perpetuating a long tradition at Kalaupapa and could potentially reduce the number of injuries and accidents. However, restricting the age and numbers of visitors would result in a moderate adverse impact to the visitor experience.

### Impacts from Alternative B

Implementation of alternative B provides guidance for the long term and is the most restrictive of the action alternatives related to visitor use and access. Implementation of alternative B would generally result in negligible to moderate beneficial and adverse impacts in the long term to resources. Historic buildings, as in alternative A, would be at the greatest risk and could result in moderate adverse impacts. Visitor use and experience would be similar to alternative A with some additional opportunities for visitors to learn about and experience Kalaupapa. The addition of outreach and educational programs would be a minor beneficial impact. Impacts would be long-term, minor, and adverse to the visitor experience, enjoyment, education, and interpretive opportunities. Similar to the other action alternatives, a long-term minor adverse effect on operations would be the lack of medical facilities to treat sick or injured visitors as well as readily available transportation.

### Impacts from Alternative C

Implementation of alternative C, the preferred alternative, focuses on collaboration with agency partners, organizations, and institutions to steward Kalaupapa's varied lands. Stewardship and group participation are strong components of this alternative and bring both benefits and impacts. The rehabilitation of historic buildings would help to preserve historic buildings and could result in long-term moderate beneficial impact. The increase in education and interpretation and hands-on learning through stewardship activities would help support the management and protection of resources. Changes to visitor rules by changing the cap on visitation and allowing children would benefit the visitor experience and provide additional preservation and protection through stewardship programs. There could be potential adverse impacts to resources from increased access and use. These changes would result in long-term minor to

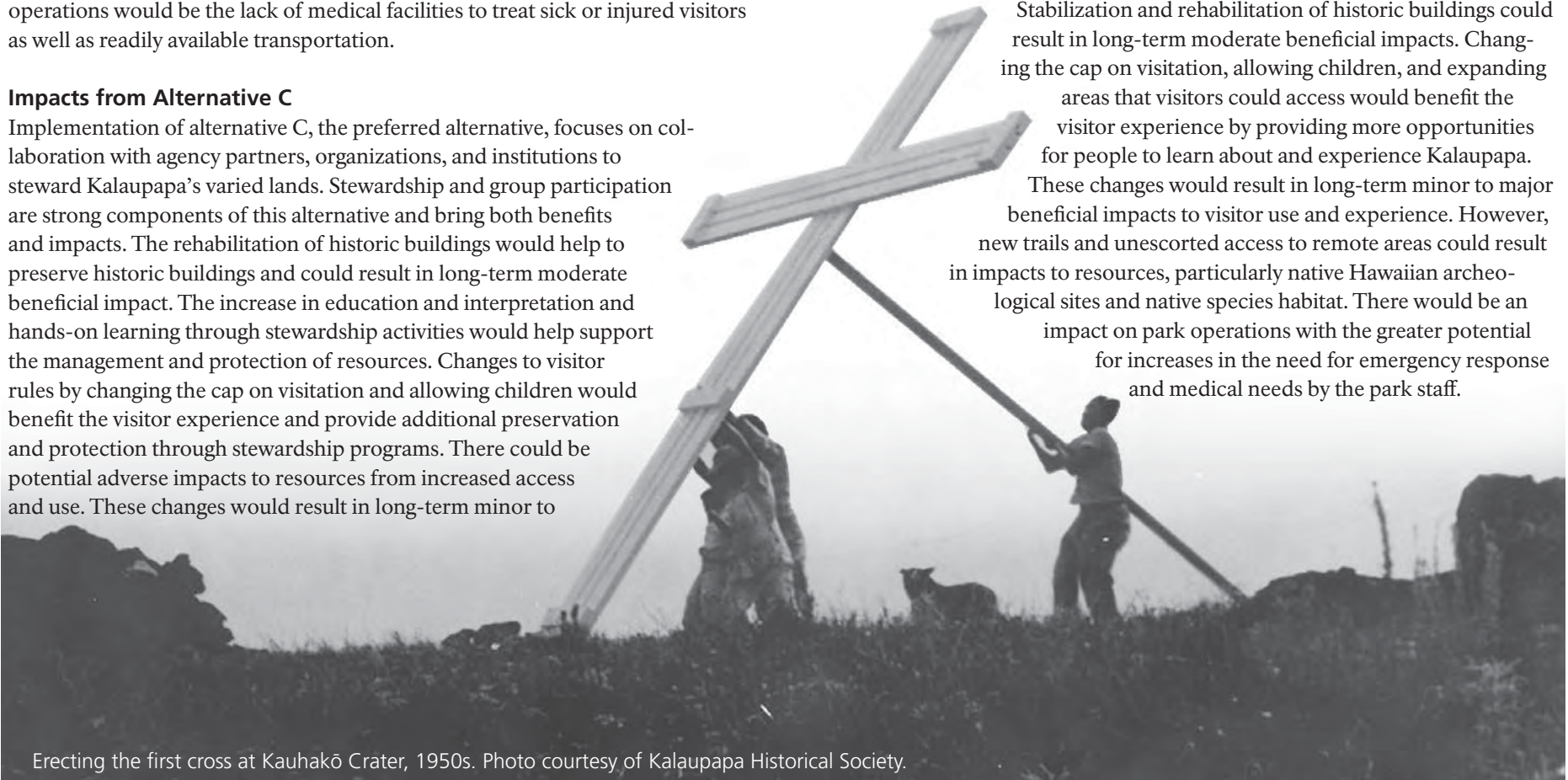
major beneficial impacts to visitor use and experience. An impact on park operations would be the potential for increased emergency response and medical needs by the park staff.

### Impacts from Alternative D

Implementation of alternative D provides the largest engagement zone for visitors and is the least restrictive on numbers and visitation. Alternative D would generally result in impacts associated with a larger area of visitor engagement and the largest numbers of the general public as visitors. This could have a negligible to minor long-term adverse impact to cultural, historic, and natural resources due to visitor use. Alternative D would have the most rehabilitation of historic buildings which promotes use and preservation of the buildings.

Stabilization and rehabilitation of historic buildings could result in long-term moderate beneficial impacts. Changing the cap on visitation, allowing children, and expanding areas that visitors could access would benefit the visitor experience by providing more opportunities for people to learn about and experience Kalaupapa.

These changes would result in long-term minor to major beneficial impacts to visitor use and experience. However, new trails and unescorted access to remote areas could result in impacts to resources, particularly native Hawaiian archaeological sites and native species habitat. There would be an impact on park operations with the greater potential for increases in the need for emergency response and medical needs by the park staff.



Erecting the first cross at Kauhakō Crater, 1950s. Photo courtesy of Kalaupapa Historical Society.





# *Introduction* —





Kalaupapa peninsula from the pali trail. Photo by T. Scott Williams, NPS.



Kalaupapa National Historical Park is a unit of the National Park System and is managed by the National Park Service (NPS). Kalaupapa National Historical Park is located on a peninsula on the north coast of the island of Molokai in the State of Hawai‘i. Kalaupapa National Historical Park is within Hawai‘i’s Second Congressional District in Kalawao County.

## *Description of Kalaupapa National Historical Park*

Kalaupapa National Historical Park (NHP) was established by Congress on December 22, 1980 “in order to provide for the preservation of the unique nationally and internationally significant cultural, historic, educational and scenic resources of the Kalaupapa settlement on the island of Molokai in the State of Hawai‘i” (Public Law 96-565).

The remote Kalaupapa peninsula was the site of the forced exile and isolation of people afflicted with Hansen’s disease (leprosy) from 1866 until 1969. The establishment of an isolation settlement for people afflicted with Hansen’s disease at Kalaupapa tore apart Hawaiian society as the kingdom, and subsequently, the Territory of Hawai‘i tried to control a feared disease. The impacts of broken connections with the ‘aina (land) and of family members “lost” to Kalaupapa are still felt in Hawai‘i today.

Kalaupapa National Historical Park contains the physical setting for these stories. Within its boundaries are the historic Hansen’s disease settlements of Kalaupapa and Kalawao. The community of Kalaupapa, on the leeward side of Kalaupapa peninsula, is home to fewer than 20 surviving Hansen’s disease patients, whose memories and experiences are cherished values. The average age of patients at Kalaupapa is 77 years old. In Kalawao are the churches of Siloama, established in 1866, and Saint Philomena, associated with the work of Saint Damien (Joseph De Veuster, formally known as Father Damien, canonized on October 11, 2009).

Kalaupapa NHP is designated both as a National Historic Landmark (NHL) and as a National Natural Landmark (NNL). Kalaupapa is nationally significant because it was the first Hansen’s disease (leprosy) settlement in American history; for its association with St. Damien and St. Marianne; and because the built environment is intimately associated with a community of exceptional historical significance and remains an outstanding illustration of the unique way of life created by the residents. A portion of Kalaupapa NHP is within the North Shore Cliffs National Natural Landmark. The North Shore Cliffs rise to heights of more than 3,000 feet above the ocean. The cliffs provide the finest exposures of ancient volcanic rocks resulting from the major episode of volcanism creat-



Baldwin Home Band, date unknown. Kalaupapa Historical Society Photo Collection.

ing Molokai Island; the rock is among some of the most ancient in the Hawaiian Island chain.

The national historical park was established to provide a well-maintained community in which the Hansen's disease patients were guaranteed that they could remain at Kalaupapa for as long as they wish, and to protect the patients' current lifestyle and privacy. The park was also established to preserve and interpret the Kalaupapa Settlement for the education and inspiration of present and future generations; to research, preserve, and maintain the historic structures and character of the community, as well as cultural values, native Hawaiian remnants, and natural features; and to provide limited visitation by the general public.

## Location and Access

Kalaupapa National Historical Park is located midway along the north coast of the island of Molokai. The park includes 8,725 acres of land and 2,000 acres of water (within the one-quarter mile offshore area). The park includes a flat peninsula on the north shore and three deeply carved valleys whose steep slopes rise from 1,600 to more than 3,000 feet to include the rim of the cliffs. The offshore area encompasses the islets of Huelo and 'Okala.

Access to Kalaupapa is severely limited. There are no roads to the peninsula from "topside" Molokai. Land access is via a steep trail on the pali (sea cliff) that is approximately three miles long with 26 switchbacks. A commuter class aircraft service provides the main access to Kalaupapa, weather permitting. Mail, freight, and perishable food arrive by cargo plane on a daily basis. A barge brings cargo from Honolulu to Kalaupapa once or twice a year, during the summer months when the sea is relatively calm.

## Landownership and Management

Nearly all of the land and improvements within the authorized boundary remain in nonfederal ownership but are managed by the National Park Service. Lands within the park boundary are owned by the State of Hawai'i departments of Land and Natural Resources, Transportation, and Hawaiian Home Lands. The National Park Service owns 23 acres that includes the historic Molokai Light Station and associated buildings. There are 94 acres of private land within the boundary at the top of the cliffs.

The NPS has formal cooperative agreements with the State of Hawai'i, departments of Health, Transportation, and Land and Natural Resources. The cooperative agreements allow for shared responsibilities. The NPS maintains a 50-year lease with the State of Hawai'i, Department of Hawaiian Home Lands. The park also maintains cooperative agreements with religious organizations that had a major presence at Kalaupapa prior to the park's establishment, including the Roman Catholic Church in the State of Hawai'i and the Hawai'i Conference Foundation of the United Church of Christ.

As the patient population continues to diminish at Kalaupapa, the presence of the Hawai'i Department of Health (DOH) will also be reduced. The DOH provides patient care at the hospital/care-home and still manages many of the settlement's facilities

and operations. The DOH continues to transfer building and site management responsibilities to the NPS. The NPS manages and maintains many of the historic buildings that are contributing structures to the national historic landmark (NHL). The park also has responsibility for the potable water system, landscape maintenance, concessions for trail mule rides, roads and trails, the annual barge, solid waste management and recycling, and wastewater/cesspool management.

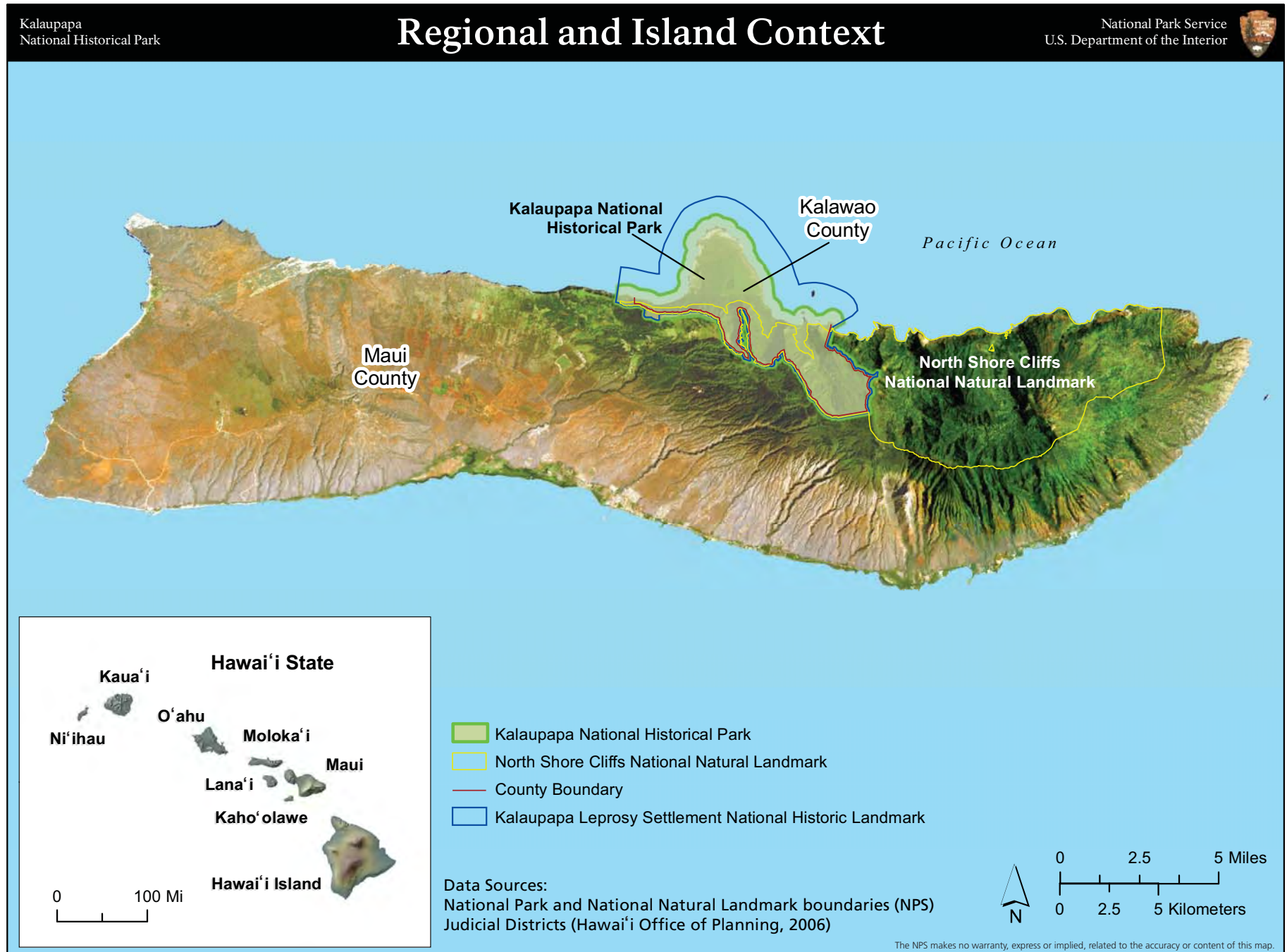
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### Kalaupapa

*In recent years the name Kalaupapa has popularly been translated as "flat leaf" by many writers. But cultural treasure and native Hawaiian speaker, Mary Kawena Pukui translated Kalaupapa as "the flat plain" (Pukui et al 1974, 76). Early nineteenth-century historic references describe the peninsula as "a treeless plain" and historic photos document this fact. Ambrose Hutchison, a Hawaiian patient who arrived on the peninsula in 1879, gives yet another and perhaps older meaning of the name based on intimate knowledge and use of the landscape by Hawaiians living on the peninsula before his arrival. The name Kalaupapa refers to the many "papa" or black reef flats that line the coast and can also be spotted from the pali overlook above; "lau" in this case meaning "numerous" or "many" and not "leaf" as it is so often translated today. These rock flats stretch for several miles northward from a black sand beach at the bottom of the pali (Hutchison 1931, 28). In an earlier time, the older Hawaiian name was simply "Laupapa" (Cooke 1949, 154).*

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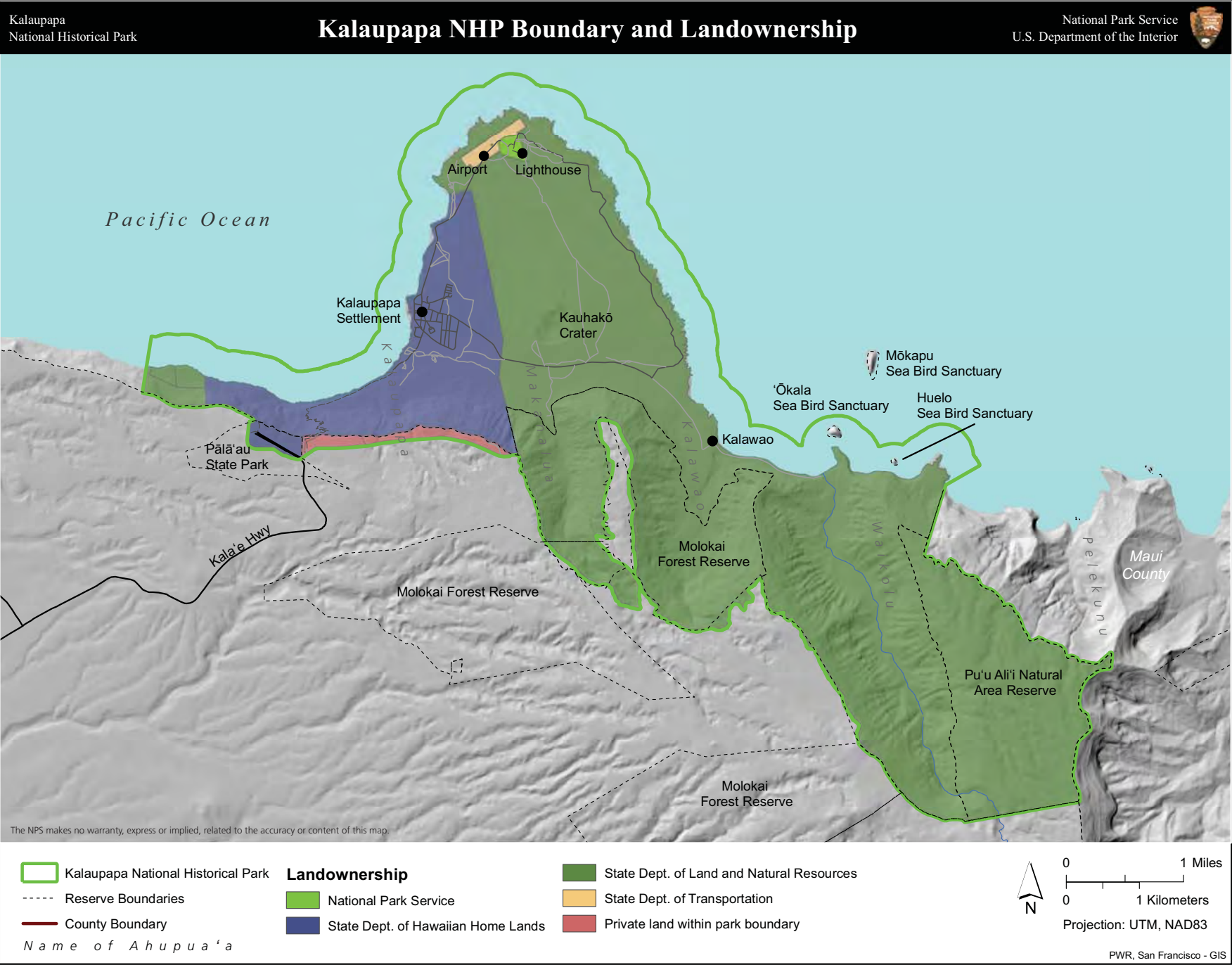




PWR-GIS

Map Document: Data/KALA/GMP/Molokai.mxd

Figure 1.2 Kalaupapa NHP Boundary and Land Ownership





## Regional Context

The Hawaiian archipelago consists of more than one hundred islets and atolls that extend in a chain nearly 2,000 miles across the north-central Pacific Ocean. The island of Molokai is approximately in the center of the eight major islands in the Hawaiian chain. Molokai is roughly 38 miles long and ranges from six to ten miles wide. The western portion of Molokai consists of a relatively level plateau while the eastern portion consists of native rain forest areas, vertical wave-cut sea cliffs, and deeply eroded valleys. Kalaupapa includes a portion of the north shore sea cliffs, narrow valleys, native plants and wildlife, important marine resources, as well as introduced species. The surrounding lands have complementary uses and management. Most of the adjacent lands are zoned as conservation lands while a smaller portion is zoned for agriculture, including cattle grazing. Lands zoned as conservation are owned and managed by the state as well as the Nature Conservancy. Other lands adjacent to the park boundary are privately owned.

Most of the island of Molokai is within the jurisdiction of Maui County. However, the park is situated within Kalawao County, governed by the director of the state Department of Health (DOH) who serves as mayor. The jurisdiction of the Department of Health covers all of Kalawao County including lands owned by Department of Hawaiian Home Lands (DHHL), Department of Land and Natural Resources (DLNR) and Department of Transportation (DOT). The DOH director may adopt such rules and regulations as considered necessary to manage the community.

The decisions made in this general management plan will affect resources throughout the region, just as decisions made by other governmental agencies and landowners will affect management of Kalaupapa NHP. A description of plans and planning projects in the region is described later in this chapter.

Kalaupapa National Historical Park is in Hawai'i's Second Congressional District.



An inspiring view of the Kalawao coastline highlighting 'Ōkala islet and the lush valleys on Molokai's north shore. NPS Photo.



## Historical Background

### *‘Āina O Ka ‘Eha‘eha (Land of Suffering)*

The history of Kalaupapa is the compelling story of some 8,000 people exiled into isolation because of Hansen’s disease (leprosy) during the nineteenth and twentieth centuries. Located on the remote Mākanalua peninsula of Molokai, more commonly known as Kalaupapa peninsula, thousands of people afflicted with leprosy were forcibly sent there from 1866 to 1969. At its peak in the late 19th century, over 1,100 people lived at the settlement. In 1969, the segregation ban was lifted due to the discovery of sulfone drugs and their derivatives that arrested the advancement and communicability of the disease. Resident patients were allowed to leave the settlement but many stayed. Today there is still a small community of surviving patient residents.

Throughout this section of the report, “Kalaupapa peninsula” and “Kalaupapa” is a general term used to broadly describe the whole peninsula of land comprising the three traditional Hawaiian land divisions (ahupua‘a) of Kalawao, Mākanalua, and Kalaupapa. Kalawao was the first colony established in 1866 on the eastern side of the peninsula and Kalaupapa Settlement refers to the second colony established on the western side of the peninsula. By 1932, Kalawao was closed and everyone was relocated to the Kalaupapa Settlement.

### *Leprosy, a Misunderstood Disease*

Leprosy, a disease feared and misunderstood by many, has existed for centuries and dates back to the ancient civilizations of Egypt, China, and India. Early myths about the disease associated it with biblical references and attributed leprosy to God’s punishment for immoral behavior and sexual promiscuity. The word “leprosy” conjured up images of horrific disfigurement. Leprosy victims were, and still often are, stigmatized and shunned by mainstream society.

The real cause of leprosy was unknown until 1873, when the *Mycobacterium leprae* bacillus was discovered by Dr. Gerhard Henrik Armauer Hansen of Norway. It was the first time a bacterium, or germ, was linked to disease in humans. A chronic infectious disease, leprosy “mainly affects the skin, the peripheral nerves, mucosa of the upper respiratory tract and also the eyes, apart from some other structures” (World Health Organization). Susceptibility to leprosy is hereditary in only three to five percent of the population.

Current medical research is still uncertain about the way leprosy is transmitted.

Researchers postulate that it is spread by prolonged contact with an infected person through cough and nasal droplet nuclei by the respiratory system and possibly through broken skin. The incubation period for leprosy is about three to five years. Since the mid-1940s, sulfone drugs, dapsone, and its derivatives have been used to successfully treat the disease on an outpatient basis. If treated, there is no need to segregate anyone because of leprosy. We now know that arrested leprosy is neither contagious nor incurable.



Three women at Bishop Home with musical instruments, date unknown. Photo courtesy of Damien Museum.

### *Overview of the Kalaupapa Peninsula*

The peninsula of Kalaupapa was once home to a thriving Hawaiian community that supported a sizable population prior to Western contact. Kalo (taro) and ‘uala (sweet potato) were the two main food staples grown. The lush valleys were well-suited for growing wetland taro (lo‘i kalo) because of the availability of water from mountain streams. ‘Uala was better suited to the kula lands that were flat and needed less water to produce abundant crops. Most

of the taro production occurred in the neighboring Waikolu Valley because of the constant water supply.

Early ethnographic information about the peninsula is scant, probably partly due to its remote location, accessible by sea primarily during summer and periods of calm weather, or by steep and winding cliff trails. In the history of

Molokai, Kalaupapa peninsula was the center of several political struggles. Oral history describes a large battle fought over fishing rights on the Mākanalua plain between the Kona (leeward) and Ko‘olau (windward) chiefs. The Ko‘olau chiefs lost this particular battle. Molokai Island, renowned for being a food basket with its many fishponds, was favored by Kamehameha and his chiefs. This is evident in the claims made by the ali‘i during the Māhele of 1848.

Documented accounts of visitors to the peninsula before 1866 are sparse. French botanist M. Jules Remy was an early traveler to Kalaupapa in June of 1854. He travelled by canoe along the windward coast, starting at Hālawā and ending at Kalaupapa where he hiked up the pali (cliff) trail. After visiting Waikolu, Remy walked along the rocky beach to Kalawao. He traveled the length of the peninsula to the village of Kalaupapa by horseback. Along the way, he noted “cultivated land” and a “village surrounded by fields of sweet potatoes [‘uala]” (Remy 1893, 20).

Kalaupapa became especially famous as a sweet potato growing region during the California Gold Rush. Ships from San Francisco stopped regularly to buy sweet potatoes to supply the mining towns. Kalaupapa was said to be a “good land” with “large gains” for crops. By this time animals had been introduced to the peninsula—horses, donkeys, mules, and cattle. From Kalaupapa to Waikolu over one hundred animals could be counted (Handy and Handy 1972, 518).



A familiar site on the Kalaupapa peninsula are rock walls that provide evidence of past land divisions and agriculture. NPS photo.

Archeological evidence indicates that the Kalaupapa field system was developed approximately between 1450 and 1550 and was possibly abandoned by the late 1700s, due to shifting demographics as a result of European contact. Around 1850, the field system was utilized again to meet the demand of the gold rush. Sweet potatoes were exported to the other Hawaiian Islands and to California until 1866, when the first boatload of patients arrived on the peninsula (Handy and Handy 1972, 518; McCoy 2005, 38).

Travelers who came to Kalaupapa after Remy often described the peninsula as a treeless plain. Historic photographs of the early leprosy settlement confirm

this. The trees and verdant growth were in the well-watered valleys and upper mountain regions, but the plains were essentially treeless. The few remaining patients who arrived at Kalaupapa over 70 years ago say they could once see the ocean from almost anywhere along Damien Road due to the lack of trees and overgrowth.

### *Early Demographics for Molokai and Kalaupapa Peninsula*

Early missionaries conducted the first unofficial census and population estimates of Molokai and the peninsula. Taken between 1832 and 1833, population counts for the entire island vary widely, from 3,300 inhabitants to 6,000 (Curtis 1991, 9–10). These unofficial counts were taken by missionaries and by native school teachers and were likely associated with school and church attendance. There was no official census taken at Kalaupapa peninsula until after the leprosy settlement was established in 1866.

### *Traditional Land Tenure before the Great Māhele of 1848*

Prior to 1848, the Hawaiian system of land tenure was based on use-rights rather than the Western system of ownership. The king did not personally own any land. Instead, he held and managed the land for the nation. The land belonged to everyone: the king, the chiefs, and the general populace, for the common good of all (Alexander to Thurston, Jan. 9, 1888).

Traditionally, each island was divided into smaller land divisions or ahupua‘a that were managed for the king by a konohiki (land manager). The maka‘āinana lived within the ahupua‘a on smaller plots of land called kuleana where they farmed and subsisted. They worked on the land for subsistence and also gave tribute in the way of resources to the king. The intent of the ahupua‘a system was that one would have most of the needed resources within the ahupua‘a to live a subsistence lifestyle.

In 1848, the Great Māhele was enacted which divided and redistributed the Hawaiian lands.

## *A Brief History of Leprosy in Hawai‘i*

It is uncertain when and how leprosy first came to Hawai‘i. Some historians speculate that leprosy might have existed in Hawai‘i before 1820, when the first missionaries arrived. Board of Health records indicate that the first cases were noticed between 1820 and 1840.

There was no word for leprosy in the Hawaiian language, as the disease was new to Hawai‘i in the 1800s. Hawaiians only knew of leprosy in the context of the Bible and as it was introduced to them by the first missionary arrivals in 1820. Ma‘i ali‘i, the chief’s or royal disease, was the early name coined for leprosy by the Hawaiians (Pukui, Elbert, and Mookini 1986, 221). It seems the Hawaiian chiefs were the first to noticeably contract the disease and from them it was thought the disease spread to the maka‘āinana (common people). Many believed that the Chinese were responsible for bringing leprosy to Hawai‘i, even though there is no conclusive evidence to support this. As leprosy spread from the chiefly class to the general populace, the Hawaiian name for leprosy became known as “ma‘i Pākē” or the “Chinese sickness.”

In the Hawaiian language the word “leprosy” was transliterated into one word, “lēpera” or “lēpela,” to refer to the afflicted person as well as the condition and the disease. In the 1940s, patients lobbied to use the term Hansen’s disease instead of leprosy. In an attempt to counteract social stigma and bring a sense of dignity to the disease, in 1949, the State of Hawai‘i officially made the decision to use the term “Hansen’s disease.”

### *Prelude to an Act*

Since contact with the Western world in 1778, introduced diseases took a heavy toll on native Hawaiian health. This reached epidemic proportions during the early to mid-1800s. The Hawaiian king Kamehameha III (Kauikeaouli) was greatly troubled by the state of the kingdom and the health of his people. On December 13, 1850, he instituted a Board of Health to study health issues “for the preservation and cure of contagious, epidemic and other diseases, and more especially of Cholera” (BOH Supplement report 1886c, 4). In 1855, under the rule of Kamehameha IV (Alexander Liholiho), hospitals were established via legislative act (Mouritz 1943, 13; Moblo 1996, 63). Meanwhile, incidences of leprosy became more frequent.

By the early 1860s, leprosy was noticeably present among the Hawaiian population. In April 1863 Dr. William Hillebrand, the well-respected medical director at Queen’s Hospital, reported to the Board of Health that he was concerned about the “rapid spread of that new disease, called by the natives ‘Mai Pake’” (BOH Supplement report 1886c, 4). He was beginning to see an increasing number of leprosy cases at the hospital, and he suggested that the board develop a plan to isolate leprosy victims from the rest of the population (BOH Supplement report 1886c, 5). Discussions followed but no decisions were immediately made.

Since the establishment of the Board of Health in 1850, two monarchs had died and Kamehameha V (Lot Kapuāiwa) was now the reigning king. On January 3, 1865, at the recommendation of his Privy Council, King Kamehameha V signed into law “An Act to Prevent the Spread of Leprosy” (BOH Supplement report 1886c, 8–10).

The act, comprised of seven sections, authorized the Board of Health to do the following:

1. Set aside any portion of land(s) owned by the government for isolation of leprosy.
2. If no such land was available, the Board could either purchase or exchange lands for a more suitable site.
3. Confine anyone who might spread leprosy and, if the board so requested, also authorize the police and district justices to arrest anyone suspected of having leprosy and deliver them to a designated place so the alleged suspects could be examined. Also help in removing such persons either to a treatment facility or a place of isolation as determined by the Board of Health.
4. Establish a hospital for treatment and potential cure; the act also gave the board power to discharge anyone who was cured or send anyone who was incurable to a place of isolation.
5. Allow the board or its agents to require patients to work as long as it was approved by a doctor; allow the board to make any number of rules and regulations and enforce them.
6. Request that any personal wealth or property of the committed person be used to repay expenses of the board for that person’s healthcare.



7. Require the Board of Health to keep accurate records of any monies appropriated by legislature; require that the amounts expended for leprosy be kept separate from general funds; it also required the board to report to the legislature at each regular session on the expenditures and any information regarding leprosy and general public health (BOH Supplement report 1886c, 8–10)

Once a person was suspected of having leprosy and picked up by the local law officer, he or she came under the jurisdiction of the Board of Health for examination and treatment and/or isolation. It was up to the Board of Health to determine if a person really had leprosy, and whether a person could be released if later deemed “cured.”

### *Planning for Isolation*

Once the Segregation Act of 1865 passed, the board made plans to select a site for a temporary hospital to deal with urgent cases, to continue further study of leprosy, and to establish regulations (BOH Supplement report 1886c, 11, 18). In June 1865, the Board of Health discussed two plans. The first was to establish a hospital and settlement of about 50 acres close to the sea and near Honolulu that could accommodate both light and severe cases, thus concentrating efforts. This plan would be simplified and less expensive. The second plan was to establish hospitals and living spaces on 5 to 10 acres for light cases in the hope that they could be treated, cured and released. In addition, a large piece of land would be purchased on another island where those with advance stages of leprosy and those considered incurable would be isolated from the rest of society.

Reverend Dwight Baldwin, a Board of Health member and missionary doctor, suggested Kalawao on the northern coast of Molokai as an ideal place for isolation because of its physical location. Kalawao was separated from the rest of Molokai Island by steep cliffs, and sea landings were difficult during most of the year. At the time, it was thought there was accessible water from nearby streams and the land was fertile enough to farm (Cooke 1949, 94; BOH Supplement report 1886c, 8–10).

The board believed that the Molokai settlement could eventually become self-supporting without much expense to the government, offering a better situation for patients than they experienced at home. There was no thought given to the basic needs of everyday living, such as shelter, warm clothing, blankets, regular food supplies, and especially medical care. The need for building a hospital, staffing it with doctors and nurses, and providing medicine and clean medical supplies was not considered. The board members favored this second plan, which in hindsight proved even more costly than anticipated.

On O‘ahu, a plot of land bordering Kalihi stream in a secluded area of Kalihi Kai was purchased to build a hospital for light cases that could house 50 people

(BOH Supplement report 1886c, 21–22). Then, on September 20, 1865, Walter M. Gibson, president of the Board of Health, announced that 700 to 800 acres of land on Kalaupapa peninsula, Molokai had been purchased for about \$1,800 cash (BOH Supplement report 1886c, 27–28). Fifteen to twenty houses on the land were also acquired with the expectation that the first few patients would inhabit them.

The purchase of land at Kalaupapa set in motion the plan for segregation. Notices from the Board of Health were sent out to about 50 known persons with leprosy informing them to report to Kalihi Hospital for examination on November 13, 1865.



The earliest houses at Kalaupapa were constructed of local materials. Date unknown. Photo courtesy of Damien Museum.

Within the Hawaiian system of apportioning lands, the peninsula of Kalaupapa was divided into three traditional ahupua‘a, or districts. Moving from east to west, these ahupua‘a are Kalawao, where the first leprosy settlement was established; Makanalua, in the middle; and Kalaupapa, where the present-day settlement is located. Makanalua is the largest of the three.

East of Kalawao, the neighboring Waikolu Valley with its perennial stream was its own ahupua‘a. But since the settlement’s establishment in 1866, Waikolu has been contained within the settlement boundaries. The Waikolu kuleana lands were specifically acquired by the Board of Health to ensure segregation

and to grow food for patients. Traditionally the ‘ili, or subdivision, of Nihoa has also always been associated with Kalaupapa and is included within the settlement boundary. Today, the westernmost boundary of Nihoa is the dividing line between Kalawao and Maui counties.

### *Hawaiian Sentiment about the Segregation Policy*

Sentiments soon gave way to anger, frustration, and confusion when loved ones were sent away and families were separated. Almost one year after the first patients were sent to Kalaupapa, a writer in a December 1866 edition of the *Pacific Commercial Advertiser* accused the Board of Health of “human infamy and official neglect.”

Hawaiians continued to write complaint letters and petitions asking for leprosy hospitals to be built on each island, so that patients could receive humane medical treatment and ample food and supplies and receive visits from loved ones. In 1874, native Hawaiians petitioned the legislature for the leprosy patients to be released. They demanded that anyone be allowed to treat leprosy, in particular, native practitioners specializing in lā‘au lapa‘au (herbal treatments) (Moblo 1996: 54-56). Letters continued to be written well into the 20th century asking for humane treatment for sufferers of leprosy. In the 1940s sulfone drugs were discovered and in 1969, 104 years after segregation, the segregation law was finally lifted. Patients were finally free to leave the settlement and come and go as they pleased, without fear of detention or arrest. Despite this new freedom, the social stigma associated with Hansen’s disease continued, and many patients felt shunned by their communities even after their treatments were complete.

### *The Hoa‘āina (Native Tenants) of Kalawao and Kalaupapa Settlement*

In order to enforce the Segregation Act, the Board of Health realized they had to remove the hoa‘āina (or native tenants) from Waikolu and Kalawao, either by buying them out, offering them a land exchange with government lands on an

island of their choice, or a combination of both. Once the hoa‘āina departed, their houses would be available for patients and their cultivated plots of wetland kalo in Waikolu Valley and ‘uala in the kula lands would provide a steady supply of food. After the hoa‘āina left, Meyer reported a total of 47 houses in Waikolu and Kalawao, most of them thatched, and only three or four made of wood (BOH Appendix 1886b, cxxvi; Meyer-Widemann, December 5, 1865; Greene 1985, 50 fn).

To negotiate the sale of lands, the Board of Health enlisted the help of Rudolph W. Meyer, a German surveyor who came to Hawai‘i in 1850. Meyer lived at the top of the pali at Kala‘e where he had a small sugar and coffee plantation.

Besides his surveying skills, Meyer also spoke and wrote in Hawaiian (Meyer 1982, 21, 26). As a surveyor, he was familiar with the lands below the pali and with many of the hoa‘āina. In his 30-year tenure as agent (a position he held until his death), Meyer clearly favored the Board of Health in negotiations. He did not give any advantages to the Hawaiians, even though he was married to the Hawaiian high chiefess Kalama Waha.

Meyer was instructed to secure the kuleana of native tenants in Waikolu and Kalawao, along with their houses and any cultivated plots. But the hoa‘āina refused to sell or exchange their lands without careful consideration. In addition to asking to see the list of lands they could choose from for exchange, they also requested

more time to reflect on the offer and make a decision.

Eventually, on Meyer’s recommendation, the Board of Health decided to buy out all the hoa‘āina with cash and have them deed their land to the Hawaiian government. Meyer felt this was better for the government and in the long run would be less trouble than a land exchange. After seeing the Kainalu lands on Molokai that were proposed for exchange, he thought it would be difficult to meet every landowner’s expectations of equitable compensation. By the end of 1865, almost all of the kuleana in Waikolu and Kalawao had been bought out by the Board of Health in preparation for the arrival of the first patients.



Kalawao during the tenure of Superintendent John McVeigh (1902–29). Photo courtesy of IDEA Archives.



### *Strangers in a New Land: the First Pioneers*

On January 6, 1866, the first group of leprosy patients were boarded onto the schooner Warwick and sent to Molokai. They were a group of 12 individuals: nine men (Kahauliko, Lae, Liilii, Puha, Kini, Lono, Waipio, Kainaina and Kaau-moana) and three women (Nauhina, Lakapu, and Kepihe). The trip to a strange, new place must have been difficult for those first patients. January is an especially cold, rainy, and windy time of year on the peninsula. Eleven of the twelve died within the first five years.

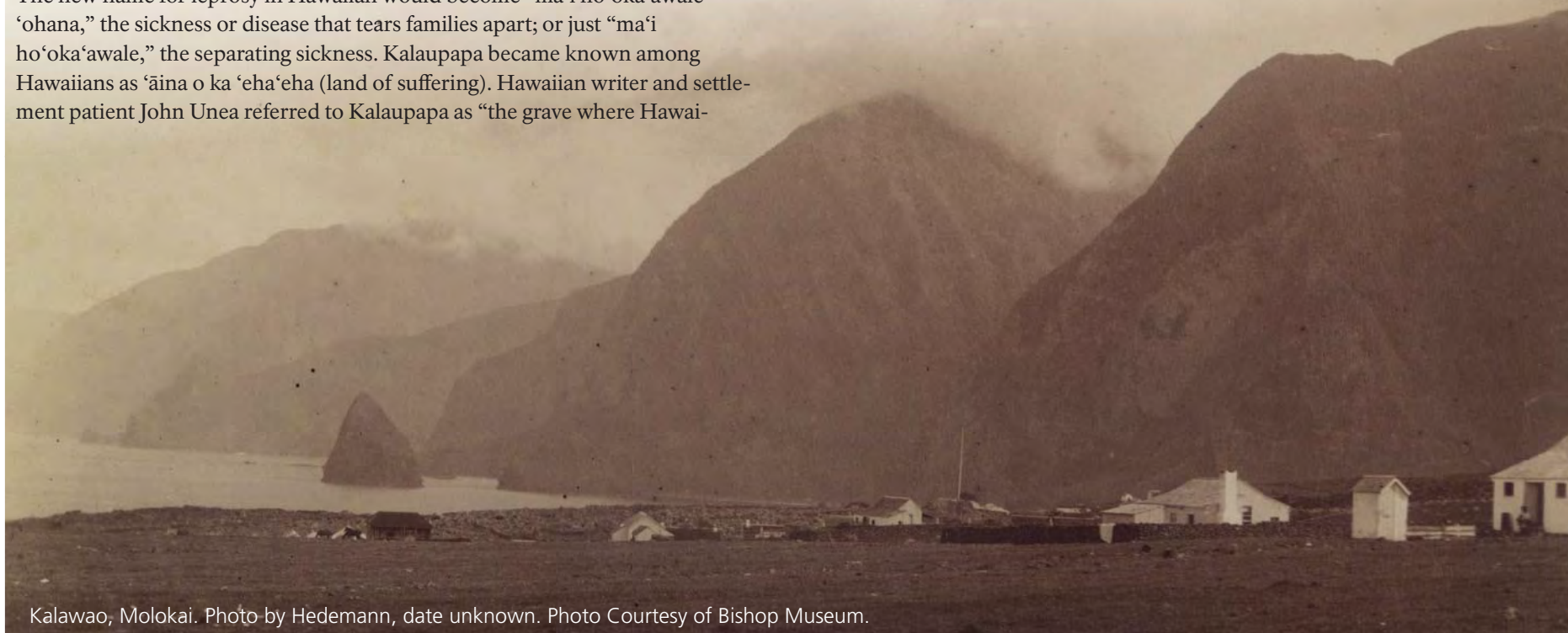
From the very beginning, it was difficult to keep families apart and control segregation. A January 1866 letter from Rudolph Meyer to Dr. Ferdinand Hutchinson, Minister of the Interior of the Hawaiian kingdom, reports of a little boy who was hidden away on that first shipload of patients: “this boy is now living with them. They even managed to keep the boy secreted during the day time in the Asylum for some days” (Meyer to Hutchinson, January 22, 1866).

The new name for leprosy in Hawaiian would become “ma‘i ho‘oka‘awale ‘ohana,” the sickness or disease that tears families apart; or just “ma‘i ho‘oka‘awale,” the separating sickness. Kalaupapa became known among Hawaiians as ‘āina o ka ‘eha‘eha (land of suffering). Hawaiian writer and settlement patient John Unea referred to Kalaupapa as “the grave where Hawai-

ians are being buried alive”: “Ka lua kupapa‘u e kanu ola ai nei nā kānaka Hawai‘i” (Unea, April 13, 1917, 1). Unea himself is buried at Papaloa Cemetery in Kalaupapa

### *Pioneering a Settlement: the Early Years, 1866–73*

The Board of Health highly underestimated the cost to establish a program for segregation. It was believed the patients would be able to support themselves by raising animals, farming, fishing, and living the subsistence lifestyle to which they were accustomed. To this end, the Board of Health purchased “a few beef cattle, sheep, goats, etc., for the use of the settlement at Molokai, in order that it may, as far as possible, become self-supporting in the future” (BOH Supplement Report 1866, 40). The Board did not account for the ravaging effects of leprosy or the inhospitable cold, damp Kalawao climate, which contributed to the patients’ decline and their inability to undertake simple day-to-day tasks.



Kalawao, Molokai. Photo by Hedemann, date unknown. Photo Courtesy of Bishop Museum.

When the first shipload of patients arrived, at least five or six months had passed since the original native tenants had vacated their kuleana. The board expected these pioneer patients to gather food from the *hoa‘āina*’s cultivated gardens, but in the interim the land had been neglected and was overgrown with weeds, and the taro had rotted in the fields. The patients worked very hard and were able to salvage enough food to eat. They got along in this way until several more shiploads of patients arrived, putting stress on their food resources. When new arrivals landed food provisions were not given to them by the board, who expected them to eat off the land. The only food available to new arrivals was shared by the first comers, and the insufficient food caused disputes among the patients.

Luckily the land was abundant with an edible native pea or bean. Many patients were able to survive with the help of this legume for the first eight or nine months, until the board began shipping over regular rations of salt beef, salt salmon, and *pa‘i ‘ai* (hard, undiluted poi) to supplement the food shortage in the short term. The board still hoped the patients could become self-supporting in the long term. Often the food rations sent by the board were spoiled and unfit to eat by the time they reached the patients, and if the ocean was too rough for the boat to land, the patients went without. In the beginning, the allotted food ration was three pounds of meat and one bundle of *pa‘i ‘ai* per week and nothing more. Patients complained that it was not enough to feed a man for that time period, and the ration was eventually increased to seven pounds of meat and a 21-lb. bundle of *pa‘i ‘ai* per week (BOH Appendix N (Meyer)1886b, cxxvi-cxxvii).

Louis Lepart, Frenchman and former Sacred Hearts brother, was hired for \$400 a year as the first resident superintendent of the settlement (BOH Supplement report 1886 (Sept. 20, 1865), 28). But as Meyer pointed out in his report to the board, Lepart did not look out for the interests of the patients. Though he met the new arrivals when they landed, showed them where to live, and passed out weekly food rations, Lepart was not liked by the patients (BOH Appendix N (Meyer)1886b, cxxvii). He did not speak Hawaiian or English, and communication was difficult at best. The patients believed he should be doing more to help them and complained that they were doing his work.

On behalf of all the patients, Kahauliko, who was a patient and leader, wrote to the secretary of the Board of Health stating their problems and requesting that specific items be sent to the settlement (Moblo 1996, 70). Kahauliko

prefaced his letter by saying that the patients were all “getting along” in their new home. But in regard to food and resources on the peninsula, the patients requested a *kama‘āina*—an old-timer who was familiar with the land and its resources and boundaries—to show them “everything that belongs to the land,” where the *mea ‘ai* (food) grew on the land, particularly foods planted on the *pali*. The patients could not get enough fish or meat to eat, not because it wasn’t locally available, but because they were *malihini* (newcomers, guests) and not *kama‘āina* (familiar) to the land where those food resources were found. Hawaiian protocol required that they ask permission of the peninsula’s *kama‘āina* to be shown where the *ahupua‘a* and *kuleana* boundaries were and where to find food and the other resources they needed. Mr. Lepart had shown them the few things he knew of on the plains (i.e., the *kula* lands), but he was not a *kama‘āina* himself and his knowledge of the food resources was limited (Kahauliko to Heuck, February 1, 1866).

After Kahauliko’s letter, the Board of Health sent provisions over the course of a few months that included clothing, medicine, agricultural implements, tools, a canoe, fishing nets, and carts and oxen, which cost the Board of Health a total \$1,801.43. Previously, the board expended \$450 for some young heifers, a few horses, sheep, goats, poultry, and other livestock (BOH Supplement 1886 (Sept. 20, 1865), 42).

Soon a new problem presented itself: there were not enough homes at Waikolu and Kalawao for all of the arriving patients. Nearly four months after the first patients arrived, Meyer reported that all the houses at Waikolu and Kalawao were occupied. He asked the Board of Health to consider building new houses and suggested that the remaining *hoa‘āina* who lived at Makanalua and Kalau-papa could provide the labor. The Board of Health patient register shows that by the end April 1866, 76 patients had been sent to Kalawao. By early June of 1866, Meyer struck a deal with the *hoa‘āina* to build houses at Kalawao.

### *The Role of Kōkua*

The primary meaning of the Hawaiian word “*kōkua*” is to help, aid, and offer assistance (Pukui, Elbert, and Mookini 1986, 162). In the beginning, patients were allowed to have *kōkua* (a helper) accompany them: these included spouses, family, and friends (BOH Appendix 1886b, cxxvi). As a general rule, children were not allowed as *kōkua*, but there were some instances



where a spouse came as kōkua to a husband or wife, bringing their young child with them.

The help of kōkua was necessary to establish and run the settlement. Many of the patients were too sick to work, and there was no staff support or employees other than the resident superintendent. As the settlement became more established, kōkua took on important roles in the community. Patients in advanced stages of leprosy especially needed help because there was no hospital and no medical staff to provide care for them. A resident doctor was not placed at the settlement until 1878–79, 12 years after its founding. Kōkua provided all manner of support to patients: they tended to medical needs, washed clothes, cooked food, carried water, cut wood for fuel, distributed rations, helped slaughter animals, and tended to crops (BOH Appendix 1886b, cxxx).

The use of the term “kōkua” in relation to settlement history has always meant an unpaid helper, often a family member, who helps out of true aloha for the patient with no thought of compensation in return. Today, the remaining patients still use the word “kōkua” to refer to the state and federal workers who provide support to the patient community. And even though they are paid employees, many kōkua working at Kalaupapa say they still feel a sense of duty and service that comes out of their aloha for the patients.



Siloama Church before 1885. Hawai'i State Archives.

## Enforcing Segregation

The Board of Health expected all healthy patients to work to support themselves by planting and tending crops. But many patients did not fully understand the implications of a quarantine law, and it led to confusion and resistance. Some patients did not believe they would be at Kalawao for long and they saw no need to plant crops. Others believed there was no legal basis for segregation and the law would not stand; they thought they would soon be able to return to their homes (Moblo 1997, 692–93). Their petitions to the Board of Health and the Hawaiian government fell on deaf ears.

The Board of Health failed to understand that Hawaiians were not afraid of leprosy, did not believe it was particularly contagious, and saw no need for segregation. They lived together under the same roof, freely fraternized with the afflicted, wore their clothing, and ate out of the same poi calabash. The patients, the kōkua, and the hoā'āina who remained at Mākanalua and Kalaupapa disputed the segregation policy. Patients and their kōkua visited the homes of the hoā'āina, sharing food and celebrating special occasions. Lepart tried to scare the patients into compliance by threatening them with kapu (restrictions) and large fines, but such tactics did not work. These ongoing infractions against the rules led to laws in 1870 and 1888 that prohibited patients from going up the



Siloama Church today. NPS photo.

trail without a permit from the superintendent and forbade patients and kōkua from entering or living on any kuleana or any house owned by a kamaʻāina in Kalaupapa ahupuaʻa or anywhere else in the settlement.

### *Superintendents*

After six years of foreign superintendents, who did not speak Hawaiian and were largely unsuccessful in communicating with patients, resolving disputes, or enforcing the segregation policy, the board appointed its first Hawaiian superintendent. These foreign superintendents included Rudolph W. Meyer, Louis Lepart, Mr. and Mrs. Donald Walsh, and Mrs. Caroline and Mr. William Walsh.

The idea of using Hawaiian superintendents had been discussed before. The board finally decided to appoint a Hawaiian superintendent, Kahoʻohuli, who was a new patient and former captain of the King's Guard. The following remarks by Meyer and Dr. Hillebrand echo the ethnocentric and colonial sentiment of the time period. Meyer wrote in his 1886 report: "Natives are perfectly willing to submit to considerable pressure, even oppression, if it comes from one of their own people, but not from a foreigner" (BOH Appendix N 1886b, cxxvii; BOH Supplement 1886c, 59). Kahoʻohuli was in charge of the settlement, but the board was unwilling to allow him to control the finances, per Dr. Hillebrand's recommendation: "I do believe a native of the better class would answer better than most white men, but as regards the economical and financial management, I believe, this could not be entrusted safely to any native. They are lacking altogether in foresight, calculation and methodical planning" (quoted in Moblo 1996, 99). One notable Hawaiian superintendent was Ambrose Hutchison whose father, Ferdinand, also served as president of the Board of Health. Ambrose was superintendent from 1884-1897. He was sent to Kalawao in 1879 and lived there until his death in 1932.

### *Controversies Bring Reforms*

A lack of paʻi ʻai for rations continued to plague the Board of Health for some years. Rice could be substituted, but the patients much preferred taro since it was their traditional staple. Newer patients coming to the settlement also wanted a greater variety of food. In 1872 dairy cattle were brought to the peninsula, mainly for use by patients living in the hospital. The settlement was starting to take shape by this time. The patients had organized themselves into a community of sorts. They planted enough crops to supplement the rations they

received from the board. Crops included sweet potato, bananas, and sugar cane. Their rations had also increased to five pounds of fresh meat (usually mutton) and 21 pounds of paʻi ʻai each week. Patients were also allowed to sell any extra crops they grew. In this way they were able to earn money to buy the few extra things they needed. To solve the clothing shortage, a store was opened in July 1873 at Kalawao (BOH 1886, 61–62; Greene 1985, 61, 64).

Even though their conditions had improved somewhat since the arrival of the first pioneer patients, life was still difficult and posed immense challenges. The climate was inhospitable much of the year, the comfort and quality of the houses was poor, the nutritional quality of the food was questionable, food was insufficient in quantity, delivery of rations was irregular, and one had to walk long distances for water and to pick up rations. Medical care was still lacking: the hospital did not have beds, there was no doctor in residence, and doctor's visits were few and far between. Between 1866 and 1873, nearly 40% of the patients died (Greene 1985).

In 1873, the population nearly doubled when 487 new patients arrived in Kalawao. This put a strain on the board's finances and on food and housing at the settlement. Kōkua were no longer allowed to accompany patients, and some kōkua were asked to leave to make room for new patients arriving. Outside visitation by family and friends to the settlement was no longer allowed except in extreme circumstances (Moblo 1996, 113–15; Greene 1985, 63).

### *Nineteenth-century Kalaupapa Hoaʻāina*

In early 1873 hoaʻāina were still living on kuleana at Kalaupapa ahupuaʻa. Reports of patients fraternizing with hoaʻāina in their homes, and stories of patients and friends coming in and out of the settlement via the pali trail were increasing. Infractions of the law were common. In the midst of increasing numbers at Kalawao and with a desire for more stringent enforcement of the newly amended 1865 law, Meyer met with the hoaʻāina to discuss selling their kuleana to the Board of Health. The 24 kuleana encompassed an area of about 80 acres and included seven wood houses and some grass huts. The hoaʻāina asked for \$25 per house and \$50 for each acre and were eventually paid less than what was originally requested (Meyer to Gulick, March 28, 1873). It was not until 1894 that the last of the remaining hoaʻāina left Kalaupapa peninsula.



## Historic Figures at Kalaupapa

### Saint Damien

Note: Damien was canonized a saint in 2009. In this section he is referred to in the historical context of the time period being discussed: “Father Damien” rather than “Saint Damien.”

Born Joseph De Veuster in Belgium, Father Damien was the son of a Catholic Flemish farmer. Ordained into the priesthood at the Cathedral of Our Lady of Peace in Honolulu on May 21, 1864, he spent his first eight years on Hawai‘i Island in Puna, Kohala, and Hamakua.

Father Damien was 33 when he arrived at Kalaupapa on May 10, 1873, as the resident Sacred Hearts priest. He was one of four young priests who volunteered to go, and he planned to rotate out after three months. Accompanied by Bishop Maigret, Father Damien arrived at Kalaupapa from Maui on the “Kilauea.” On board the steamer were 50 new exiles and a shipment of cattle for the settlement. As the boat approached the priests were spotted and “Those who were able to walk ran down from Kalawao . . . How great was their joy, when I presented to them the man who had asked to come to them and was henceforth to be their father! They cast themselves on their knees with tears brimming in their eyes” (Englebert 1962, 137–38). Bishop Maigret gave in to Damien’s request to stay at Kalawao permanently. Coming with only the clothes on his back, Damien spent his first few nights under a pū hala tree next to the future site of St. Philomena Church.

Father Damien’s tenure from 1873–89 was not without controversy. He was in the public eye from the day of his arrival, and over the years he was able to use that edge to petition for supplies and needed improvements for the patients. He was not afraid to take on the difficult issues in the settlement, in particular working to bring a sense of order to the community and fighting against what

he considered immorality and the lawlessness that existed. Damien cared for the patients’ physical needs first, whether or not they were Catholic. He washed and dressed their sores, passed out medicines, shared his food with them, and worked and prayed with them. Gradually the people came to trust and love him.

Some of the larger, more pressing problems that Damien noted upon his arrival were the quality of the residents’ diet; the condition of the houses, which he described as “small, damp huts” with little or no ventilation; insufficient warm clothing and blankets, especially during the winter’s cold and rainy season (BOH Appendix 1886b, cxiv–cxvi); and lack of medicine, medical supplies, and trained medical staff (BOH Appendix 1886b, cxxiii).

In the pioneer period, from 1866 to 1873, there was no resident doctor and the settlement lacked basic medical supplies and trained staff. As a result, many of the residents went without “simple medicines,” salves, and bandages. They had only to depend on the few herbal experts (kahuna lā‘au lapa‘au) in the settlement and their own knowledge of home remedies and medicinal herbs. What little medicine the superintendents possessed was given to the sickest patients first. There was no one to clean and bandage open, seeping wounds to prevent them from infection. Other common ailments like fevers and diarrhea were exacerbated and sometimes caused death because they were left untreated.



Father Damien with the members of the Kalawao Choral Group at St. Philomena, 1870s. Photo courtesy of Hawai‘i State Archives.

Beginning in 1873, improvements were made which Damien credited to the arrival of haole (Caucasian foreigner) patient resident Mr. Williamson, who had some training as an assistant with the doctors at Kalihi Hospital (BOH Report 1886, 73). Williamson attended the residents in the hospital while Damien visited people outside in their homes. Once the residents began to see the positive effects of such basic medical care they began to seek it out, and the overall condition of the residents improved. The Board of Health did not employ a

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resident doctor until 1878: until then the pair did the best they could with the supplies they had on hand (BOH Appendix 1886b, cxxiii).

Damien established group homes for orphan children, where they could get regular meals, education, attention, and care. In mid-1879 Damien built a home for boys near the rectory that included a kitchen and dormitory big enough to sleep 12 boys. The home became so popular that adults without family or friends wanted to live there as well. A larger dormitory (20 by 40 feet) was needed and Damien built it just north of the first one.

Father Damien contracted Hansen's disease and his worsened health and weakened condition was noticeable by the end of February 1889. He now exhibited advanced signs of lepromatous leprosy: swollen face and hands, loss of facial hair, particularly the eyebrows, enlarged earlobes, and visible sores on his hands and face. Father Damien died on April 15, 1889, but not before asking Mother Marianne and the Franciscan sisters to take care of "his boys."

In 1936 at the request of the Belgian king, Father Damien's body was exhumed and returned to his native homeland. The beatification process was started in 1938, and on July 7, 1977 Father Damien was declared Venerable (Greene 1985, 186–87, 192–93). Damien was beatified in 1995 and canonized as Saint Damien on October 11, 2009. He is known to the world as Saint Damien of Molokai.

### Saint Marianne

Note: Marianne was canonized a saint in 2012. In this section she is referred to in the historical context of the time period being discussed: "Mother Marianne" rather than "Saint Marianne."

The need for nurses to care for female children, women, the elderly, and the bed-ridden was answered by the arrival in Hawai'i of the Franciscan sisters of St. Anthony, based in Syracuse, New York. Over fifty different sisterhoods were

asked to come and administer to the sick at Kalawao. But only one answered the call, Mother Marianne Cope and the Sisters of St. Francis.

Barbara Koob emigrated from Germany to Utica, New York in 1839. In 1862 she entered the Franciscan order of sisters in Syracuse and took the religious name of Marianne. Her early work prepared her for Kalaupapa. Before coming to Hawai'i, she helped found two hospitals in Syracuse. Arriving in Hawai'i in 1883, she first served as the Mother Superior at the Kaka'ako Branch Hospital in Honolulu. It was not until 1888 that Mother Marianne and two nuns were allowed to travel to their new home at Kalaupapa (Long 2012; Greene 1985, 179). Their main task was to supervise the Bishop Home for young girls and unmarried women. A small chapel was built on the grounds. The sisters called their new home St. Elizabeth Convent (Greene 1985, 180–181).

Mother Marianne died at the age of 80 on August 9, 1918 at Kalaupapa and is buried near the Bishop Home. Shortly afterward, the St. Francis sisters began gathering information towards her canonization. She was named Venerable on April 19, 2004. In anticipation of her sainthood, her remains were exhumed on Jan. 23, 2005. On May 15, 2005, Marianne was beatified. Mother Marianne Cope was canonized as Saint Marianne on October 21, 2012.

### Peter Young Ka'eo

Peter Ka'eo arrived at Kalaupapa in late June 1873.

He was 37 years old and had contracted leprosy in the 1860s. By 1868 his condition had attracted the attention of King Kamehameha V (Queen Emma's brother-in-law), who wrote to Queen Emma that Peter should be admitted to Kalihi Hospital. (Peter and Emma had been childhood playmates.) It seems nothing was done until Lunalilo ascended the throne and began strict enforcement of the segregation law in an attempt to control leprosy. Under the newly amended law, Peter was among the first people sent to Kalawao. Likely because of his royal status, he was able to move into a house right away, a cottage located on a "treeless slope" in the lea of Kauhakō Hill.



Patients and NPS staff sing during the celebration of the canonization of Saint Marianne, October 2012. Photo by Jeffrey Mallin.



Emma regularly sent him supplies and food rations from Honolulu. They wrote religiously, Emma informing Peter of Honolulu politics and Peter relaying settlement news and gossip. Peter's stay at the settlement came to a surprising end in 1876, when the Board of Health determined his case was successfully under control. They granted him a release to return home with certain restrictions. Peter died four years later on November 26, 1880, from causes unrelated to leprosy (Korn 1976, xii, 7).

### Jonathan H. Napela

Jonathan Hawai'i Napela had attended the esteemed Lahainaluna Seminary with the first graduating class. Napela was also a trained lawyer and served as a Wailuku district judge for a short time (1848–51). He is most notable for being the first native Hawaiian convert to Mormonism in Hawai'i and for translating the Book of Mormon into Hawaiian, in 1851–52. He was probably the most influential person in helping the Mormons establish a strong foothold in Hawai'i (Woods 2008, 137).

In 1872 Napela's wife, Kiti Kelii Kuaaina Richardson, discovered she had leprosy, and in 1873 she was exiled to Kalawao. Napela asked to accompany her as a *kōkua* and was soon appointed luna (supervisor) of Kalawao.

Napela would become Damien's Mormon counterpart, ministering to fellow Mormons and any others who needed care. Napela held Sunday church services at Kauhakō Crater (Korn 1976, 18) for the Mormon community, many of whom lived in the vicinity. Sadly, Napela would also contract leprosy and would die before Kitty, on August 6, 1879. Kitty died just over two weeks later on August 23, at age 45.

### Royal Visitors to Kalaupapa

King David Kalākaua succeeded Lunalilo's short reign (1873–74). Reforms continued under Kalākaua's rule and interest in Kalawao continued to grow. Legislative committees were appointed and they made regular visits to the settlement to report on the living conditions of the residents (Greene 1985, 93).

Concerned with the health of his people, King Kalākaua visited his patient subjects in April of 1874. In 1881, his sister, Princess Lili'uokalani, also visited the leprosy settlement. In 1884, both Queen Kapi'olani and Princess Lili'uokalani, who would become the last monarch of Hawai'i, traveled to Kalaupapa. The visits brought attention and publicity to Kalaupapa.

### Joseph Dutton

In 1886, hearing of Kalawao and Father Damien's work with leprosy patients, Joseph Dutton sailed for Hawai'i. After receiving the permission of Walter Gibson, then president of the Board of Health, Dutton set sail for Kalaupapa where he would spend the next 44 years of his life carrying on the work Damien started.



The United States Leprosy Investigation Station opened in December 1909, operated for four years, and closed on August 7, 1913. Photo courtesy of Hawai'i State Archives.

Like Damien, Dutton was nurse, stone mason, carpenter, gardener, secretary, postmaster, and more. From Dr. Mouritz he learned how to clean sores and ulcers, change bandages, assist with minor surgeries, and dispense salves and medicine. Most of his time was spent attending to the patients' medical needs. Dutton was instrumental in carrying out Damien's wishes to enlarge the orphanages. In 1888, two large dormitories were built to replace the earlier buildings Damien had built for the children.

A lay-person, Brother Dutton never took vows, but Father Damien referred to him as "brother". In 1892 he was admitted to the Third Order of St. Francis. Brother Dutton lived and served the Kalawao community until 1930, when he was

taken to Honolulu for medical care. He died at St. Francis hospital just short of his 88th birthday. He was brought back to Kalawao and buried near Father Damien's grave. (Greene 1985, 171, 247)

### Kalawao: 1889–1900

Even with added improvements, life was still difficult and challenging for the patients. By the time of Father Damien's death, many improvements had been made at Kalawao and at Kalaupapa.

At Kalawao, there were about ten buildings that included a hospital, dispensary, store, jail, and a guesthouse. At the Boys' Home there were two new dormitories, a stone cookhouse with an oven, a dining hall, a washhouse and cottage for a nurse, a cottage for the Sisters of St. Francis, and a cottage for Brother Dutton.

Kalaupapa landing was the preferred place where boats came in to drop off supplies and passengers. About 1886, the Board of Health had built a pier at Kalaupapa to facilitate ease of landing by boat. By 1890, the following improvements were noted in an inspection report by the Board of Health. There were many new buildings. Bishop Home had a schoolroom, assembly hall and three large dormitories. There was also a hospital with two wards, a new slaughterhouse with a concrete floor and cattle. There was a dispensary, a storeroom for oil and soap, and a superintendent's house, office, and outbuildings (Greene 1985, 202–06)

The report also outlined three proposed changes to the settlement, to group the residents into small communities to cut expenses and improve overall living conditions; relocate people to Kalaupapa because it was more spacious and in close proximity to the landing where the climate was warmer and less damp; and to build visitors quarters for visiting friends and family of residents (Greene 1985, 203). By 1895–96 the last remaining *hoa 'āina* had been bought out making it possible to begin moving the settlement from Kalawao to Kalaupapa. This would take place over the next 35 years or so.

### *The Kalawao/Kalaupapa Water System*

New exiles to Kalawao found no freshwater springs nearby and no water transportation system in place: water for cooking and drinking had to be carried long distances in containers from the streams. For patients in advanced stages of leprosy, the two-mile round-trip trek to Waikolu was difficult and next to impossible on foot, given their medical condition (Korn 1976, 17–18). There was not enough water for basic hygiene, drinking, cooking, or washing clothes and soiled bandages (BOH Appendix M 1886b, cxiii; BOH Appendix N 1886b, cxxv).

As more patients were sent to Kalawao and agricultural activities expanded, the demand for water increased. When Father Damien arrived in May of 1873, he quickly realized the water supply problem would have to be solved if improvements were to be made in living conditions. The Board of Health had already

considered laying pipes the several miles from Waikolu to Kalawao, but this would be expensive.

In the summer of 1873, the Board of Health provided a pipe for the first water system at Kalawao. Patients and *kōkua* helped to lay the pipe from Wai'ale'ia and built a rock-lined water cistern at Kalawao. A growth increase in the mid-1880s proved taxing to this water system, and the Board once again weighed the possibility of piping water from Waikolu Valley. The distance was much farther, but Waikolu was known to have rainfall almost all year round with heavy rains during winter months. Maintaining the pipeline to Waikolu was plagued with problems that went on for nearly 100 years. The pipeline was battered by natural elements—winter storms, falling rocks from the pali above, landslides triggered by earthquakes and the like. Broken joints and smashed pipes constantly needed fixing with repairs sometimes lasting several days or more. A good solution for protecting the Waikolu pipeline across the boulder beach



St. Philomena Church in 1905. Photo courtesy of Hawai'i State Archives.



segment was never found. There was no backup, and the settlements did not have a source of water during emergencies.

In 1894, the board recommended construction of a reservoir to supply water to the settlement during such times. Two stone reservoirs (50,000 and 150,000 gallons) were built on high ground between Kalawao and Kalaupapa. Both reservoirs are still intact. In 1904, a new 10,000-gallon tank at Makaanalua was constructed to help the mid-peninsula area. In 1931, a 750,000-gallon tank made of steel replaced the smaller tank. This increased the storage capacity to over one million gallons of water.

From 1908–37, there were several extensions and modifications to the water system. In 1948, the Waikolu water system was lengthened one last time. This system was used until the 1980s, when the National Park Service, as part of its mandate to “provide a well-maintained community,” reconstructed the water



St. Philomena Church today. NPS photo.

system. Waihānau Valley was chosen for the site of a new well that was completed in August 1983. A second well was added and completed by the end of 1985. Today, the Kalaupapa water system has an ample and reliable water supply to meet the current community needs.

### *United States Leprosy Investigation Station*

In 1905, the U.S. Congress passed an “Act to Provide for the Investigation of Leprosy”. Congress appropriated monies to build a federal leprosarium to study leprosy, its causes and cures. The Territory of Hawai‘i ceded one acre of land to the federal government in exchange for construction of the leprosarium. Any houses standing on the property (about 30) were demolished and the inhabitants relocated to Kalaupapa. The station was to have three compounds, a residence, a hospital and an administration building. A state of the art facility was built and completed in summer of 1909. The station officially opened in December that same year. The total cost of the construction and equipment was \$80,000. To ensure segregation, the entire station was enclosed by a double fence ten feet apart. The life of the station was short-lived and the program was unsuccessful. Only nine patients enlisted to join. As part of the program, patients had to agree to live in the hospital compound totally separated from the rest of the patient community. Being already isolated from family and friends, most patients did not wish to subject themselves to further isolation. The station closed on August 7, 1913. The buildings remained standing until 1929 when the station was torn down and the materials re-used to repair buildings at Kalaupapa (Greene 1985, 251–292).

### *Kalaupapa Settlement: 1900–29*

In the early 1900s, the Board of Health focused on improving the overall conditions of the settlement by constructing new buildings, making additions and repairs to existing structures, and updating facilities and services. During this time period many buildings were erected to support the growing Kalaupapa Settlement— a poi factory, steam laundry, dispensary, store, hospital, cottages for married couples, slaughterhouse, ice plant, and social hall. In 1922–23, electric lights were installed in Kalaupapa.

### *Group Homes*

There were three group homes at Kalaupapa Settlement—Bishop Home, Bay View Home and McVeigh Home. During this time period, Baldwin Home was

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still located at Kalawao. Each group home complex was essentially its own little community. The homes were also intended to cater to different groups of people needing care, i.e., single unmarried women, the blind and handicapped, married couples, young boys, and single men. Each home had its own dining hall where meals were centrally prepared. They might also have a dispensary and/or hospital ward to care for the sick. The homes were composed of several buildings for living quarters.

### Bay View Home for the Aged and Helpless

Built in early 1901, this home was for both male and female patients without relatives or friends who needed special or advanced care. By midsummer the home was full and with more patients on the waitlist. By 1911 the home had 26 small rooms. Unfortunately a fire destroyed this first Bay View Home around 1914–15. Construction began again and by 1917 three more buildings, two dining rooms, kitchens, and storerooms had been added. The home now accommodated 96 patients. The grounds were landscaped with plants and fruit trees. A picket fence was put up with large concrete posts at the entrance. By 1920, there were five buildings. In 1922 electric lights lit up the home. Other additions included a meat storeroom, a new washhouse and laundry with concrete floor and an assembly hall. Bay View Home was considered one of the



Campout on Nihoa flats. Date unknown. Photo courtesy of Kalaupapa Historical Society.

nicer and more comfortable homes in the settlement. It was staffed with nurses who took care of the aged, blind and handicapped around the clock (Greene 1985, 295–300).

### Bishop Home

In 1903–04, Charles Bishop once again donated money to erect another building at the Bishop Home complex—the Home for Blind and Helpless Women at Kalaupapa. It consisted of two wards with rooms, a dining room, and bathroom. Since its initial construction no major improvements had been made to the Bishop Home structures other than general maintenance, painting, whitewashing. Bishop also paid for needed repairs and additions requested by Mother Marianne. The grounds of Bishop Home were full of fruit trees, ironwood, and ornamental plants. Between 1906 and 1911 three new dormitories, a dispensary, and bathhouse were built to replace four older dorms built from scrapped lumber at Kaka‘ako Receiving Station on O‘ahu. A new picket fence was put up in 1913. The home had electric lights by 1922–23 (Greene 1985, 303, 310).



Bishop Home, 1904. Photo courtesy of Damien Museum.



### McVeigh Home for White Foreigners

This complex was named after John McVeigh, settlement superintendent from 1902 to 1929. This group of patients was used to a different standard of living. They were mostly foreigners with different dietary needs. They were not used to the Hawaiian diet or eating poi. Instead they requested food items like coffee, potatoes, sugar and flour. McVeigh thought that if the foreigners had their own community dining hall, they could share their food allowances, purchase the things they wanted and save the board money. A fund for “indigent white patients” had been set up with donations from the public for this specific cause. By 1909 there was enough money to build a group home for white foreigners. The home was completed in 1910. It had 25 bedrooms, a dining hall, a social hall and a hospital ward. One year later, there were only eight white foreigners living at McVeigh Home leaving more than half of the rooms empty. Most of the former housemates had moved out into individual cottages where they had more freedom and privacy. By 1914, the expense of running McVeigh Home was taken from the general appropriations. To keep expenses down, the home was opened to other ethnic groups. In November 1928, the McVeigh Home was destroyed in a fire. A new home, dining hall, and kitchen were built and completed one year later. Both men and women lived there (Greene 1985, 310–11).



Kalaupapa Social Hall, 1940s. Photo courtesy of IDEA Photos.

### Kalaupapa Social Hall

About 1916, a community social hall was erected. The seating capacity was 350 people. The social hall was the main entertainment center for the community. It was used for movies, dances, festive parties, concerts, plays, and theatre performances. In 1916, there were only silent movies. In 1931, the first “talkie” movie was shown at the hall.

In 1958 the hall was renamed Paschoal Hall after Manuel G. Paschoal, a Hawai‘i legislator who was an advocate for the people of Kalaupapa.

In the 1990s stabilization and restoration work on the hall was begun and completed in three phases. During this time, a period of about 14 years, the hall was closed for community use. In 2012 the work was completed and the hall was blessed and reopened for community use.

### Molokai Light Station

In 1907 money was appropriated to establish a lighthouse near the coast at Kalaupapa. The lighthouse was completed for use and manned by a lighthouse keeper and attendants in 1909. For the first thirty years, lighthouse keepers



Molokai Light Station, 1930s. Photo by Franklin Mark.

from the federal lighthouse service attended to the daily duties. After that, the lighthouse was managed by the Coast Guard. In 1966, the light was automated and remains that way to this day. In 2006, the property, light station, and associated historic structures were transferred to the NPS.

### *Revitalization of Kalaupapa Settlement: 1931–38*

Even with all the additions, repairs, and renovations that occurred from 1900–1929, living conditions on the peninsula were considered deplorable and unsatisfactory. Under the leadership of Governor Lawrence Judd, Territory of Hawai‘i, government money was appropriated for improving and rehabilitating the Kalihi Receiving Station and Kalaupapa Settlement. Four hundred thousand dollars was given in the 1931 biennium and two hundred thousand more in 1932. More funds were appropriated in 1933. The first few years were dedicated to planning and arranging contracts for the work to be done. Most of the building facilities at Kalaupapa today are a direct result of this revitalization effort that continued through 1938. In particular, a new hospital and dispensary with updated equipment, offices and other supporting facilities were built to provide better nursing care to patients. (Greene 1985, 383–85, 413)



Visitors' Quarters, 1932. Photo courtesy of IDEA Photos.

One of the notable events during this time was that the Baldwin Home at Kalawao closed and everyone was relocated to Kalaupapa Settlement. This was the last group of patients to move to Kalaupapa. Kalawao, as a settlement, formally closed. Out of deference to Brother Dutton, who refused to relocate to Kalaupapa, the “old” Baldwin Home at Kalawao was kept opened until he left the peninsula in 1930. A “new” Baldwin Home was converted from the old general hospital at Kalaupapa. It could house 30 to 35 patients. New additions and renovations were made until 1938 to improve the New Baldwin Home facilities (Greene 1985, 422–23).

### *Kalaupapa Settlement: 1940–69*

By this time the big renovations and construction projects were completed. Most major repairs and new construction were done if deemed necessary or an emergency.

Five months after Pearl Harbor was bombed in December, 1941, 35 patients, including all the children, were moved from Kalihi Hospital near Pearl Harbor to Kalaupapa on May 15, 1942. This was done for their safety. A direct result



Pearl City Tavern players (a popular Honolulu bar) perform at Paschoal Hall, 1950s. Photo courtesy of Kalaupapa Historical Society.



of having young school-aged children at Kalaupapa was that the school was reopened and the Kalaupapa Boy Scout Troop No. 46 was organized. The war also encouraged people to start gardens and grow fresh vegetables since shipping supplies by boat was lessened or curtailed altogether. Farming, poultry, and hogs, also increased (Greene 1985, 524–25).

### *1946 Tidal Wave*

A tidal wave struck the western shoreline of the Kalaupapa coast on April 1, 1946. At the Kalaupapa pier, the wave was 25 feet higher than usual and at the mouth of Waikolu Valley it was 55 feet. The wave came ashore at Bay View Home and travelled north past the wharf and industrial center, past the cemeteries at Papaloa and out toward the airport. Twelve of the beach homes were washed to sea and others were damaged. At Papaloa, gravestones were moved off the foundations; some were irreparably damaged, destroyed or washed out to sea (Greene 1985 525–26, 534).



Labor Day picnic with tug-of-war game at Judd Park, Kalawao, 1952. Kalaupapa Historical Society Photo Collection.

### *Sulfone Drugs to Treat Leprosy*

The discovery of sulfone drugs in 1943 and their use as a treatment for leprosy began in 1946. By mid-1948 positive results were seen in patients being treated. In 1948, there were 280 patients in the settlement. About 240 patients agreed to undergo voluntary treatment with sulfone drugs. More patients were temporarily released and there were fewer deaths.

### *Lawrence Judd Brings Social Improvements to Kalaupapa*

In 1947 former governor Lawrence Judd became the resident superintendent of Kalaupapa Settlement. Mr. Judd and his wife, Eva Marie, were instrumental in improving social conditions at Kalaupapa. They encouraged the patients to keep busy and to get involved in all kinds of social activities, clubs and adult education classes. Different clubs were organized— the Lion’s Club, the American Legion, the Boy Scouts, an Entertainment Club, a Young Peoples Club and a Craft Club. The Judds also encouraged patients to travel out to visit their families and for visitors to come to Kalaupapa (Greene 1983, 526–29).



Parade at Kalaupapa, early 1900s. Photo courtesy of Damien Museum.

Judd is best remembered by the patients for removing some of the barriers of segregation at Kalaupapa—the 20-foot-high fence around the guest house, the railing between the superintendent’s desk and the bench where patients sat when talking with him, and the gate and guard at the top of the pali trail. In 1950, patients were allowed to fly to other islands on temporary leave (Greene 1983, 530).

### *Other Changes to Kalaupapa Settlement*

In 1950, the New Baldwin Home for Men and Boys and Bay View home merged together to save costs. The Sacred Hearts brothers were still in charge of the homes. But in 1951 all of the brothers, except for four, left Kalaupapa for good. The Catholic brothers had served at Kalaupapa for 56 years (Greene 1985, 551).

In 1954, a subcommittee of the Hansen’s disease Advisory Committee noted that nearly one-third of the homes were beyond repair and needed to be replaced. The New Baldwin Home had also been torn down. No new individual homes had been built since 1932 and in 1939 the last road was macadamized. In 1955, funds were appropriated for new patient cottages and for construction and paving of new roads. Money was also appropriated to equip the theater at the social hall to show Cinemascope pictures. By this time, the number of patients living in the large group homes and dormitories had decreased. Many patients wanted more independence and freedom to cook their own meals and draw their own rations. They wanted the group homes converted into cottages and to make some of the small units available to single people and not just couples. This conversion began to take place in 1957–58, in particular, at McVeigh Home (Greene 1985, 557–60). It was cheaper to convert existing structures than to build new ones.

One notable event in 1957 was that five patients opened concessions to run their own taxi and guided tour service. One of them, Damien Tours, is still operating today.

### *End of Isolation*

In 1960–61 a new administration building was built to replace the old one near the Kalaupapa landing. Small general improvements continued to be made but no other large projects were undertaken in the 1960s. In the late sixties two important changes occurred in the history of the settlement. In 1968 all fumigation of outgoing mail was discontinued and, in 1969, the segregation

and isolation law was lifted. From this time on all new patients were treated as outpatients and no new patients were admitted. Patients sent there were free to leave the settlement to live independently in the outside world.

### *Kalaupapa: 1970 to the Present*

During the 1970s Kalaupapa’s residents turned towards the future, with a desire to tell the story of Hansen’s disease in Hawai‘i, as well as protect their privacy and lifestyles. Doing away with segregation gave the patients new-found freedom and independence to come and go as they pleased. They were free to explore and discover new things. The world opened up for them. They visited their families and friends. Many patients began traveling to other Hawaiian Islands and destinations both within the United States and abroad. More recently, because of the recent canonizations of Saint Damien and Saint Marianne, many of the surviving patients have journeyed to the Vatican in Rome.

For many patients, Kalaupapa was like a prison for them when they first arrived. But in their golden years, they have come to love and embrace Kalaupapa as their home. It has become a safe haven from the outside and ever-changing world. Today they are able to choose how much of the world they wish to experience, knowing they can always return to the safety of Kalaupapa.

Chapter 4 provides more information about the contemporary patient community at Kalaupapa.

### *Establishment of Kalaupapa National Historical Park*

In 1976 Public Law 94-518 called for a study, conducted by the Department of the Interior, to determine the feasibility and desirability of establishing Kalaupapa as part of the national park system. With the help of patient advocates and, in particular, Richard Marks, Kalaupapa was established as a national historical park on December 22, 1980.

The park is currently managed jointly by the National Park Service and the Hawai‘i Department of Health. One of the main purposes of the park is to protect the current lifestyle of the remaining patient community, to preserve the stories of the patients, as well as the cultural and natural resources on the peninsula, and to educate the public about Kalaupapa’s amazing and extraordinary legacy.



## Overview of the NPS Planning Process

Planning provides an opportunity to create a vision and to define a park's role in relation to its national, natural, historic, and community settings. The planning process is designed to provide decision-makers with adequate information about resources, impacts, and costs. Decisions made within this planning context are more likely to be successful over time and promote a more efficient use of public funds.

A general management plan (GMP) is the result of a logical decision-making process, in which relevant information is gathered and used to make a series of related decisions. The process of creating a GMP ensures that park managers, partners, and the public share a clearly defined understanding of the resource conditions, opportunities for visitor experiences, and general kinds of management, access, and development that will best achieve a park's purpose and conserve its resources unimpaired for the enjoyment of future generations. General management plans are intended to be long-term documents that establish and articulate a management philosophy and framework for decision-making and problem-solving in the parks.



Ruins of the old hospital at Kalaupapa Settlement, 2012. NPS photo.

### General Management Plans

The National Parks and Recreation Act of 1978 (Public Law 95-625) requires the preparation and timely revision of general management plans for each unit of the national park system; and NPS Management Policies (2006) call for each GMP to "...set forth a management concept for the park [and] establish a role for the unit within the context of regional trends and plans for conservation, recreation, transportation, economic development and other regional issues..."

Congress has also specifically directed (16 U.S.C. 1a-7[b]) the NPS to consider, as part of the planning process the following elements: "General management plans for each unit shall include, but not be limited to:

- measures for the preservation of the area's resources;
- indications of types and general intensities of development (including visitor circulation and transportation patterns, systems and modes) associated with public enjoyment and use of the area, including general locations, timing of implementation, and anticipated costs;
- identification of an implementation commitment for visitor carrying capacities for all areas of the unit; and
- indications of potential modifications to the external boundaries of the unit, and the reasons therefore."

The proposed GMP is accompanied by an environmental impact statement, required by the National Environmental Policy Act (NEPA), which identifies and evaluates the effects or impacts of various alternative approaches to the protection and appropriate uses of Kalaupapa NHP.

As plans that focus on desired conditions to be achieved and maintained over a relatively long period of time, GMPs are generally large in scope, implemented in phases over many years, and contain little or no detail about specific actions. As a result, the NEPA analysis for GMPs is typically a programmatic, or broad-scale analysis, rather than a site-specific analysis. As decision-making moves from general management planning into program planning, strategic planning, and implementation planning, the need for information becomes

increasingly focused and specific, requiring additional analysis at those levels.

Public involvement provided critical input into this plan. Several opportunities for involvement, from the scoping phase to the release of preliminary alternatives to the draft general management plan were provided and comments were solicited from local community residents, agency partners, other stakeholders, and the general public. See "Chapter Six: Public Involvement" for more details on this process.

## Planning for Kalaupapa National Historical Park

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An interdisciplinary planning team was assembled in 2008. It was comprised of the Kalaupapa NHP superintendent and staff, Pacific West Regional Office planners and specialists, and representatives of the State of Hawai'i partner agencies, and subject matter experts from the Hansen's disease patient resident community. The planning team met periodically between 2008 and 2013 to gather background information, develop the foundation document for Kalaupapa NHP, examine resources, identify issues, discuss public concerns, and develop and refine alternative management concepts and actions for the park. Throughout the planning process, public participation played a large part in helping to focus the plan, identify issues, and formulate alternatives.

The NPS's involvement with Kalaupapa and this GMP were of intense interest and concern locally, regionally and nationally. Many family members of Hansen's disease patients from multiple ethnic backgrounds have an intense interest in keeping Kalaupapa a place to memorialize their loved ones. The 8,000 people who were sent to Kalaupapa over a one hundred year period have 'ohana (family or relatives) who are still living and feel directly connected and invested in Kalaupapa. The emotional pain and tragedy that these families experienced as a result of the separation continues to be heartfelt and real. These feelings manifest themselves in a high level of awareness and concern

for how their 'ohana's stories will be told and how Kalaupapa will be managed both now and in the future. In addition, some Hawaiians have a strong personal interest in the future of Kalaupapa because Kalaupapa is their ancestral homeland. These people are the 'ohana of Hawaiians who were living on the land for hundreds of years before they were forcibly removed to make way for the Hansen's disease settlement. The NPS actively engaged these people throughout the planning process. Their involvement was of utmost necessity in developing a successful plan.

In 2007, prior to the formal start of the GMP, the NPS conducted individual interviews with 26 patients to gather their ideas and thoughts for the future of Kalaupapa that could help guide the development of this park. These interviews provide important information about the patient's ideas and wishes. As of January 2013, many of these patients have passed away. These interviews are an invaluable resource for the development of the GMP.

The NPS held dozens of public and stakeholder meetings throughout Hawai'i to discuss the GMP. A detailed account of the public involvement process and the public comments received by the NPS are provided in "Chapter Six: Public Involvement."



Molokai Light Station today. Photo by Rob Ratkowski, NPS.



## Purpose of the Plan

The new general management plan will set the management philosophy for Kalaupapa National Historical Park for the next 15 to 20 years. The purposes of this GMP for Kalaupapa NHP are as follows:

- to develop the purpose, significance, and interpretive themes
- to describe any special mandates
- to clearly define desired resource conditions and visitor uses and experiences
- to provide guidance for NPS managers to use when making decisions about how to best protect Kalaupapa NHP's resources, how to manage visitor use, how to provide quality visitor experiences, and what kinds of facilities are needed for management of the park
- to ensure that this plan for decision-making has been developed in consultation with the public, interested stakeholders and adopted by the NPS leadership after an adequate analysis of the benefits, impacts, and economic costs of alternative courses of action

Legislation establishing the National Park Service as an agency (the Organic Act of 1916) and the range of laws governing its management provides the fundamental direction for the administration of Kalaupapa NHP and other units and programs of the national park system. This general management plan/environmental impact statement (GMP/EIS) is intended to build on these laws and the legislation that established and governs Kalaupapa NHP to provide a vision for the park's future. See "Appendix A: Kalaupapa National Historical Park Enabling Legislation."

This draft GMP/EIS presents and analyzes four alternative future directions for the management of Kalaupapa National Historical Park. Alternative C is the National Park Service's preferred alternative. See "Chapter 3: Alternatives". The alternatives in this general management plan address desired future conditions that are not already mandated by law and policy and which must be determined through a planning process. Where law, policy, and regulations do not provide clear guidance, management decisions are based on the GMP, public concerns, and analysis of impacts of alternative courses of action, including long-term operational costs. Successful implementation of the GMP will result in the

long-term preservation of natural and cultural resources and an enhanced visitor experience. For more details on the laws and policies directing management actions, see "Appendix B: Pertinent Laws, Policies, and Procedures." The potential environmental impacts of all alternatives have been identified and assessed. See "Chapter 5: Environmental Consequences".

Actions directed by general management plans or in subsequent implementation plans are accomplished over time. Budget restrictions, requirements for additional data or regulatory compliance, and competing priorities may delay implementation of many actions. Major or especially costly actions could be implemented 10 or more years into the future.

This general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions would be addressed in future, more detailed implementation planning, which would be consistent with the approved GMP.



"Hui Hō'ikaika I Ke Kino," or "The Society that fortifies the body." Gymnastics groups that also took care of funeral arrangements. Ca. 1901–06. Kalaupapa Historical Society Photo Collection.

## Need for the Plan

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Since the park's designation in 1980, the NPS has not completed a GMP for Kalaupapa National Historical Park that meets NPS planning standards.

Management guidance has come from cooperative agreements, lease agreements, resources management documents, and from the Federal Advisory Commission and Patient Advisory Council. A formal GMP that meets NPS planning standards is necessary to address the changing conditions at Kalaupapa and the full range of resource management, visitor use, and operational issues.

Kalaupapa NHP needs guidance for a fundamental change in park management that will occur in the near future. As long as Hansen's disease patients remain at Kalaupapa, park operations are subservient to services and health care for the patients, patient privacy, and maintaining patients' lifestyles. The DOH has substantial control over activities in Kalaupapa. Once Kalaupapa is no longer a home and safe haven for the declining Hansen's disease population, the fundamental management direction of the park will change. The DOH will leave, and it is expected that further management and operational functions and facilities will be turned over to the NPS.

Landownership, management, and potential boundary modifications are critical issues to address through a public planning process. Since the NPS owns less than 1% of the land within the park boundary, the GMP will need to provide guidance on future cooperative agreements with the State of Hawai'i DLNR and DOT and the lease with DHHL.

Guidance for the management of the park's cultural and natural resources is necessary for determining program goals, staffing levels, and desired future conditions for resources. The plan is also needed to address future visitor use at Kalaupapa. Today, most visitor regulations are geared toward protecting the privacy of the remaining Hansen's disease patients. Once there is no longer a living patient community at Kalaupapa, the reasons for most visitor regulations will change. The GMP is critical to addressing visitor use issues which relate closely to access and transportation to and within the park, as well as conces-

sions activities that would be necessary for operating limited visitor facilities and services at Kalaupapa.

These decisions will affect the amount of visitor use and the types of visitor experiences, NPS operations, and land uses within Kalaupapa NHP. The exact amount and the conditions for particular uses will be determined in future implementation plans. This general management plan is a programmatic document that provides conceptual guidance to NPS managers as well as more detailed strategies and actions where appropriate. Subsequent implementation plans would focus on how to implement an activity or project called for by the general management plan. Implementation plans will include more extensive details and analyses that this general management plan does not address.

The scope of the plan also determines the scope of the environmental impact analysis. The final sections of this chapter discuss which impact topics will be analyzed and which have been dismissed because there will be no impacts.

## *Planning Issues and Concerns*

The NPS staff, representatives from other agencies and organization, and interested members of the public, identified various issues and concerns about Kalaupapa National Historical Park during this planning process. This information assisted in determining the scope or range of issues to be addressed by this general management plan.

The following section outlines needs or challenges that are addressed in this general management plan and environmental impact statement. The alternatives provide strategies for addressing these issues within the context of Kalaupapa NHP's purpose, significance, and special mandates.

## *Fundamental Changes in Park Purpose, Management, and Operations*

The establishing legislation specifically states that "At such a time when there is no longer a resident patient community at Kalaupapa, the Secretary shall reevaluate the policies governing the management, administration, and public use of the park in order to identify any changes deemed appropriate." This time is now on the horizon, and the patient community, partners, and NPS need and want to embark on this planning effort to address these imminent changes.



The GMP addresses changes to specific provisions in the establishing legislation that pertain to the special needs of the patients, when there is no longer a living patient community at Kalaupapa. These provisions were included in the establishing legislation to ensure the privacy of the patient community and to address specific needs and issues related to the patient community. These include limiting visitation to 100 people per day, patients' first right of refusal to provide revenue-producing visitor services, and the taking and utilization of fish, wildlife, and plant resources. Once there is no longer a patient community at Kalaupapa, these provisions will be unnecessary for their original purposes, however some provisions could be maintained to meet desired future conditions.

This GMP provides guidance for Kalaupapa's short-term and long-term futures. Short-term guidance is defined as the time period while Hansen's disease patients are still living at Kalaupapa and supported by DOH operations. Long-term guidance is defined as a time period when the remaining patients are no longer living at Kalaupapa and the DOH ceases operations within the park. While resource management, visitor use, and operational issues are intertwined and connected, the GMP determines which issues can be addressed regardless of time period and which issues need to be addressed with both short-term and long-term guidance.

The GMP addresses the fundamental transition in operations, management, and overall direction. Currently, the DOH maintains the store, gas station, care facility, visitors' quarters, and cafeteria for DOH workers, and the structures and landscape associated with the patient community and DOH workers. Management and operations would transition to the NPS, and the GMP provides guidance for this critical handover of responsibilities.

Law enforcement jurisdiction is an important issue facing the park. HRS 326 establishing the Kalaupapa Settlement and DOH's role also provides provisions for the establishment and governance of Kalawao County, including the Kalaupapa peninsula and Waikolu Valley. The law states that the Department of

Health governs Kalawao County and that the sheriff is appointed by the Director of DOH. Once the DOH leaves Kalaupapa, these provisions in state law will need to be addressed and potentially revised.

The GMP evaluates the sufficiency of staffing levels in all programs within the park. The GMP identifies potential new staffing to implement the plan. Costs associated with new staff are addressed in the budget.

### *Cultural Resources*

The GMP addresses the preservation and protection of cultural resources including hundreds of historic buildings, structures, and landscape features within the boundaries of the National Historic Landmark; cemeteries with over

1,000 gravestone markers; extensive archeological ruins that remain as evidence of occupation and use by Hawaiian inhabitants; and historic information, oral interviews, and many personal objects collected by the patients and NPS, which provide knowledge and insight into the lives of Kalaupapa residents. Contemporary threats to these resources include natural erosion, deterioration, exposure to the elements from climate and climate change, damage by termites and other pests, deferred maintenance, and loss due to encroachment by invasive and exotic plant species. A lack of prioritized planning and funding poses further threats to the preservation of these resources. The GMP provides general guidance for long-term resource management and stewardship treatment of these resources.



Documenting endemic plants along the rocky cliffs of the peninsula. NPS photo.

### *Natural Resources*

Invasive, nonnative plants and animals are a severe problem at Kalaupapa and throughout the State of Hawai'i. These nonnative species threaten the remaining native and endemic vegetation and animals. Vegetation such as Christmas berry, koa haole, and lantana predominate, and axis deer, feral goats and pigs, mongoose and rats threaten what remains of Hawai'i's natural heritage at Kalaupapa. The GMP provides guidance for management of nonnative invasive vegetation and animal species, including evaluating restoration activities and

programs. Hunting activities are considered in this GMP in the context of safety for residents and visitors and management by state agencies.

Marine resources include the shoreline areas to ¼ mile offshore surrounding the Kalaupapa peninsula, and the marine resources are in near pristine condition. The issue facing the NPS is how to preserve these marine resources.

### *Interpretation/Education*

Education and interpretation about the Kalaupapa Settlement, its people, the treatment of those with Hansen's disease, and the diversity of its cultural, natural and marine resources has been limited to date. To protect the privacy of patients and because of the existing law stating that income generating visitor services are to be done by patients, the NPS has had limited educational or interpretive programs. During public scoping, the public expressed a strong desire to see the Kalaupapa story told more widely and by the NPS. The GMP explores the expansion and development of interpretive and educational programs in the short and long term.

### *Visitor Use*

Visitor use is controlled by laws and regulations which cap visitation to 100 people per day and require prior visitor registration, mandatory escorts, and purchase of a day tour package. No one under the age of 16 years old and no overnight stays are allowed for visitors without sponsors. The GMP considers what types of visitation are appropriate and allowable at Kalaupapa.

The GMP process guides the NPS in determining how best to provide a meaningful and memorable experience for those with family and community connections to Kalaupapa and to general visitors. Family members of patients past and present are concerned about their access to Kalaupapa and want preferential treatment for visitation. The graves of their family members are at Kalaupapa, and they want to ensure their ability to care for and visit the graves. How to manage this type of visitation in conjunction with regular visitors is addressed in the GMP. This planning process will help determine levels of access and define a variety of visitor experiences to interpret the key park interpretive themes.

The GMP explores options for the types and levels of suitable and feasible commercial operations. This includes concessions for running the store, gas station,

and visitor services, such as overnight accommodations, food service, tours, and transportation to and around Kalaupapa. This examination also addresses coordination among the many services provided to Kalaupapa.

Visitor facilities and NPS-sponsored educational and interpretive services are minimal. A few public restrooms, wayside exhibits, and facilities related to concessions operations are the only visitor facilities. To meet the needs of future visitors, the GMP addresses visitor facilities.

### *Transportation, Access, and Circulation*

Access to the site is a significant issue. People access Kalaupapa by the pali (cliff) trail, by airplane, and a small number of people access Kalaupapa Settlement by boat. Some people also access the park via the Waikolu Forest Reserve and the Pu'u Ali'i Natural Area Reserves for hunting in that area. Kalaupapa's remoteness and difficult access limit the numbers and types of visitors who may want to come to the site. The GMP addresses access issues, potentially through concessions operations and/or agreements with partners, such as the Department of Transportation.

Transportation within the settlement and peninsula for visitors is via old school buses operated by Damien Tours for visitors and via personal and government vehicles for patients and workers.

Gas and diesel are brought in annually on the barge, and at times during the year are rationed to maintain adequate supply. Alternative transportation is explored in the GMP for improved energy efficiency and lower carbon emissions, such as hybrid vehicles, bicycles, and potential regulations for vehicle use.

There is also increased pressure for military use of the airport and the potential for overflights, including scenic overflights, which could impact the soundscapes, historic character of Kalaupapa, and natural resources.

### *Facilities*

The GMP guides facilities management programs, addressing major needs and changes for the preservation, maintenance, and construction of buildings and infrastructure to serve visitors, park operations and administration, housing, and concessions.

## Climate Change

Global climate change and its effects on cultural and natural resources is an issue that needs to be considered within a planning and National Environmental Policy Act and National Historic Preservation Act framework.

Facilities and vehicles, including their operation, construction, and maintenance, contribute significantly to energy use and carbon emissions. Kalaupapa currently uses electricity generated by diesel fuel. Gasoline fuel is barged in from Honolulu annually. Exploring alternative forms of energy, such as wind and solar power, and sustainable best practices in order to reduce the park's carbon footprint are included in the GMP.

## Boundary Issues

The GMP addresses future lease and cooperative agreements with the Department of Hawaiian Home Lands, Department of Land and Natural Resources, Department of Health, Department of Transportation, the Roman Catholic Church, the United Church of Christ, and the Meyer Ranch private inholding.

A key issue to address is the 50 year lease agreement with the Department of Hawaiian Home Lands (DHHL) which needs to be renewed in 2041 or consider a land exchange or acquisition. The NPS currently pays DHHL \$230,000 annually under the lease agreement and has already invested over \$40 million for buildings, structures, and infrastructure maintenance and improvements. Because the DOH has encumbrances on the DHHL land, the annual lease amount is substantially less than what could be paid for the entire parcel. Upon DOH's departure and relinquishment of the encumbrances, the annual lease fee would need renegotiation. The actual ownership of improvements on the property needs to be determined as part of this planning process. Under the terms of the agreement, DHHL would need to reimburse the NPS for these investments and would not be paid an annual lease fee if DHHL intended to allow and support native

Hawaiian homesteading at Kalaupapa. DHHL has openly stated that it supports the preservation of Kalaupapa NHP and does not have plans for native Hawaiian homesteading at Kalaupapa in the future, primarily because of cost and limited access. The GMP offers an opportunity to explore these ownership, boundary, and management issues in the context of a public planning process.



View of 'Ōkala island from Waikolu Valley Overlook. NPS photo.

DHHL has identified a "Native Hawaiian Healing and Wellness Center at Kalaupapa" in their 2007 *Island of Molokai Regional Plan*. There are individual and collective native Hawaiian groups who would like to explore the opportunity to homestead at Kalaupapa and in the Waikolu Valley area of Kalaupapa in the future. There may also be the possibility of an arrangement with DHHL for some limited homesteading activities that could support the NPS's mission of preservation and compatible visitor use at Kalaupapa. Proceeding through a planning process provides an opportunity to share information about the terms of the lease agreement and explore a range of alternatives to address this issue.

In 2000, the NPS completed a boundary study of the North Shore Cliffs on Molokai as a requirement of Public Law 105-355, entitled "Studies of potential national park system units in Hawai'i" enacted on November 6, 1998. The study determined that the area met both suitability and feasibility standards for inclusion in the NPS system. The findings of the study were not widely supported locally when the study was completed nearly 10 years ago. Some landowners may be willing sellers, while others may not. The GMP, through the public planning process, offers an opportunity to share the findings of the study with the public and explore boundary modifications.

## Partnerships

The planning process and the GMP affords a unique opportunity for the park to connect to the patients and their descendants' community, the Kalaupapa



community, topside Molokai, the State of Hawai‘i interests, the Native Hawaiian community, and other interested parties to prepare for the major changes that will be occurring at Kalaupapa. Through this planning process, the NPS together with its partners and the public is exploring the many ways to tell the whole story of this isolated peninsula, and to map out the long-term future of the park. These efforts can complement and integrate varying perspectives to protect park resources through a comprehensive approach that involves partners and the public in the future management of the site.

### *Issues and Concerns Not Addressed*

Not all of the issues or concerns raised by the public are included in this general management plan. Issues that were raised by the public were not considered if they are already prescribed by law, regulation, or policy; if they would be in violation of law, regulation, or policy; or if they were at a level that was too detailed for a general management plan and are more appropriately addressed in subsequent planning documents.

### *Impact Topics: Resources and Values at Stake in the Planning Process*

Impact topics allow comparison of the environmental consequences of implementing each alternative. These impact topics were identified based on federal laws and other legal requirements, the Council on Environmental Quality’s guidelines for implementing the National Environmental Policy Act, NPS management policies, subject-matter expertise and knowledge of limited or easily impacted resources, and issues/concerns expressed by other agencies or members of the public during scoping. Impact topics were developed to focus the environmental analysis and to ensure that alternatives were evaluated against relevant topics. A brief rationale for the selection of the impact topics that will be analyzed in the environmental consequences chapter is given below, as well as a more detailed justification for dismissing other topics from further consideration.

### *Impact Topics to be Considered*

The following impact topics will be retained for analysis due to the potential of management alternatives to affect these resources and values, either beneficially or adversely:

- Cultural Resources
- Ethnographic Resources (address uses, including gathering, fishing, and hunting)
- Archeological Resources
- Historic Buildings and Structures
- Cultural Landscape
- Museum Collections
- Natural Resources
- Soundscapes
- Dark Night Sky/Lightscares
- Geological Resources and Processes, Including Soils
- Water Resources and Hydrologic Processes
- Marine Resources—Coastal Reef, habitats, wildlife
- Biological Resources—habitat, wildlife, and vegetation
- Special Status Species—Wildlife and Vegetation
- Climate Change and Sustainable Practices
- Visitor Use and Experience
- Interpretation and Education (curriculum-based education and outreach programs)
- Visitor Opportunities, Services, and Facilities
- Visitation (number of visitors)
- Access and Transportation—Roads, Air, Trail, Sea
- Management and Operations

### *Impact Topics Dismissed from Further Consideration*

Some potential impact topics were considered and determined not relevant to the development of this general management plan for Kalaupapa NHP because either implementing the alternatives would have no effect or a negligible effect on the topic or resource or the resource does not occur in the park. The specific topics dismissed from further analysis are discussed below.

### **Energy Requirements and Conservation Potential**

Alternatives in the general management plan, including the preferred alternative, could result in new facilities with inherent energy needs. In all of these

alternatives, new facilities would be designed with long-term sustainability in mind. The National Park Service has adopted the concept of sustainable design as a guiding principle of facility planning and development (Management Policies 9.1.1.6). The objectives of sustainability are to design facilities to minimize adverse effects on natural and cultural resources, to be compatible with their environmental setting, and to require the least amount of nonrenewable fuels and energy.

The action alternatives could result in an increased energy need, but this need is expected to be negligible when seen in a regional context. Thus, this topic is dismissed from further analysis.

### Environmental Justice

On February 11, 1994, President William J. Clinton signed Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations. This order requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs/policies on minorities and low-income populations and communities. The Secretary of the Interior established Department of the Interior policy under this order in an August 17, 1994, memorandum. This memorandum directs all bureau and office heads to consider the impacts of their actions and inactions on minority and low-income populations and communities; to consider the equity of the distribution of benefits and risks of those decisions; and to ensure meaningful participation by minority and low-income populations in the department's wide range of activities where health and safety are involved.

The Environmental Protection Agency's Office of Environmental Justice defines environmental justice as:

The fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. Fair treatment means that no group of people, including racial, ethnic, or socioeconomic group should bear a disproportionate share of the negative environmental consequences resulting from industrial, municipal, and commercial operations or the execution of federal, state, local, and tribal programs and policies.

The goal of this "fair treatment" is not to shift risks among populations, but to identify potentially disproportionately high and adverse effects and identify alternatives that may mitigate these impacts.

In responding to this executive order two questions are asked and answered as the major part of the analysis:

1. Does the potentially affected community include minority and/or low-income populations?
2. Are the environmental impacts likely to fall disproportionately on minority and/or low-income members of the community and/or tribal resources?

Kalawao County does contain both minority and low-income populations; however, environmental justice is dismissed as an impact topic for the following reasons:

NPS staff and the planning team actively solicited public participation as part of the planning process and gave equal consideration to all input from persons regardless of age, race, income status, or other socioeconomic or demographic factors.

Implementation of the proposed alternative would not result in any identifiable adverse human health effects. Therefore, there would be no direct or indirect adverse effects on any minority or low-income population.

The impacts associated with the preferred alternative would not result in any identified effects that would be specific to any minority or low-income population or community.

NPS staff and the planning team have consulted and worked with the affected Native Hawaiian organizations and will continue to do so in cooperative efforts to resolve any problems that may occur. In addition, the planning team did not identify any negative or adverse effects that would disproportionately and adversely affect Native Hawaiian organizations.

Based on the above information and the requirements of Executive Order 12898, environmental justice was ruled out as an impact topic to be further evaluated in this document.

### Indian Trust Lands

The National Park Service does not manage or administer Indian trust assets, nor are any lands comprising Kalaupapa National Historical Park held in trust by the Secretary of the Interior solely for the benefit of American Indians due to their status as American Indians. Therefore, this topic was dismissed from further analysis.

### Natural or Depletable Resource Requirements and Conservation Potential

Consideration of these topics is required by 40 Code of Federal Regulations (CFR) 1502.16. The National Park Service has adopted the concept of sustainable design as a guiding principle of facility planning and development (NPS Management Policies 9.1.1.6). The objectives of sustainability are to design facilities to minimize adverse effects on natural and cultural values, to reflect their environmental setting and to maintain and encourage biodiversity, to operate and maintain facilities to promote their sustainability, and to demonstrate and promote conservation principles and practices through sustainable design and ecologically sensitive use. Essentially, sustainability is the concept of living within the environment with the least impact on the environment.

None of the alternatives would substantially affect the park's energy requirements because any rehabilitated or new facilities would take advantage of energy conservation methods and materials. Through sustainable design concepts and other resource management principles, the alternatives analyzed in this document would attempt to conserve natural or depletable resources. Therefore, this topic was dismissed from further analysis.

### Prime or Unique Farmlands

In August 1980 the Council on Environmental Quality directed federal agencies to assess the effects of their actions on farmland soils classified by the U.S. Department of Agriculture's Natural Resource Conservation Service as prime or unique. Prime farmland is defined as soil that produces general crops such

as common foods, forage, fiber, and oil seed. Unique farmland soils produce specialty crops such as specific fruits, vegetables, and nuts.

According to the National Resource Conservation Service there are no unique farmlands in Kalaupapa National Historical Park. Private agriculture is not allowed in Kalaupapa NHP, so this type of land use would not be affected by this plan. Therefore, there would be no impacts on prime or unique farmlands and the topic is being dismissed from further analysis in this document.

### Urban Quality and Design of the Built Environment

Consideration of this topic is required by the Code of Federal Regulations (CFR) 40 CFR 1502.16. The quality of urban areas is not a concern in this planning project. Throughout Kalaupapa NHP, vernacular architecture and park-compatible design would be taken into consideration for new structures built under all of the action alternatives. Emphasis would be placed on designs, materials and colors that are compatible and do not detract from the natural and built environment. Therefore, adverse impacts are anticipated to be negligible and no further consideration of this topic is necessary.

### Conformity with Local Land Use Plans

The fundamental land use of Kalaupapa NHP and actions proposed in the alternatives would not be in conflict with any local or state land use plans,

policies, or controls for the area.

The creation of additional recreation and visitor service opportunities in Kalaupapa NHP, as proposed in the alternatives, would be consistent with the existing land uses in Kalaupapa NHP or local (non-NPS) land use plans. Therefore, this topic is dismissed from further consideration.



Visitors' Pavilion (Long House), 2012. NPS photo.



## Relationship of Other Planning Efforts to the GMP

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The following plans, agreements, and related documents have influenced the preparation of this general management plan, or may be modified based on the information in this general management plan. The following list is not all inclusive. Rather, it represents the plans and documents most relevant to the management actions, issues, policies, and procedures addressed in this GMP.

### *National Park Service Plans and Documents*

#### *General Management Plan for Kalaupapa National Historical Park (1980)*

The plan provided the framework and objectives to manage the park while patients are still present.

#### *Cooperative Agreements*

Cooperative agreements have been established with multiple government and private organizations that have some connection to landownership, management, or care of the patients. The NPS maintains cooperative agreements with the State of Hawai'i Department of Health, Department of Land and Natural Resources, Department of Transportation, and with religious institutions. The NPS also maintains a lease agreement with the Department of Hawaiian Home Lands. See "Chapter 2: Foundation for Planning and Management, Long-term Agreements" for more specific information about the agreements.

#### *Fire Management Plan (2012)*

The plan provides the regulatory and management requirements to respond to the park's natural and cultural resource objectives and to address the safety of park residents, staff, and visitors.

#### *Emergency Management Plan*

Emergency management plans exist for emergency situations (e.g. tsunami evacuation plan) and resources (e.g. emergency management plan for museum collections).

#### *Kalaupapa Dock Structures Critical Repair Project (2012)*

The purpose of the project was to provide safe, operable, and reliable dock structures to support continued barge service that is essential to support the NPS and DOH operations necessary to meet the ongoing needs of the park and community. The completed project made a number of critical repairs to the pier structure, bulkhead, and breakwater in order to maintain service via a small barge.

#### *Kalaupapa Memorial (2011)*

The document addresses impacts and alternatives for the construction of a memorial to commemorate Kalaupapa patients. On March 30, 2009, P.L. 111-11 authorized Ka 'O'hana O Kalaupapa to establish the Kalaupapa Memorial within the boundaries of Kalaupapa NHP. The Memorial will be located near the Old Baldwin Home for Boys in Kalawao and will list the names of the estimated 8,000 people who were taken from their families and sent to Kalaupapa.

#### *Museum Management Plan (2006)*

The plan provides recommendations and guidelines to better manage, preserve, and improve tools the park's archives, library and museum collections.

#### *Resource Management Plan (2000)*

The plan guides management of natural and cultural resources to protect, restore, and manage these resources.

#### *Solid Waste Management Plan (2006)*

The plan directs improved handling and disposal of solid waste at Kalaupapa that results in minimal impacts to the land, water and people of Kalaupapa.

### *Related Plans and Documents*

#### *A Strategic Plan for Transition at Kalaupapa Settlement (1990)*

The report was completed by the Pacific Basin Development Council in 1990 at the direction of a Hawai'i State Senate resolution to develop a transition plan to facilitate an orderly, deliberately sensitive transition of certain State responsibilities to the Kalaupapa NHP.

### *Ala Pālā‘au Comprehensive Management Plan (2009)*

The plan was completed by Ke ‘Aupuni Lokahi Inc., a nonprofit entity and governance board for the Molokai Enterprise Community, through a grant from the Hawai‘i Tourism. The plan provides the background, partnerships, and analysis of a site-based educational project that focuses on the cultural and natural resources of Pālā‘au State Park.

### *Kalaupapa Mutual Aid Compact (2010)*

The State of Hawai‘i Department of Health (DOH) and the County of Maui entered into a mutual aid compact for fire and law enforcement assistance at the Kalaupapa Settlement in the County of Kalawao.

### *Molokai Forest Reserve Management Plan (2009)*

The plan was prepared by the state Department of Land and Natural Resources, Division of Forestry and Wildlife. The plan provides guidance for management actions and subsequent compliance, funding priorities, and prioritizes implementation of management activities in the Molokai Forest Reserve.

### *Molokai: Future of a Hawaiian Island (2008)*

The plan, prepared by members of the Molokai community, addresses culture, education, agriculture/aquaculture, environment, subsistence, tourism, and governance on Molokai.

### *Pu‘u Ali‘i Natural Area Reserve Management Plan (1991)*

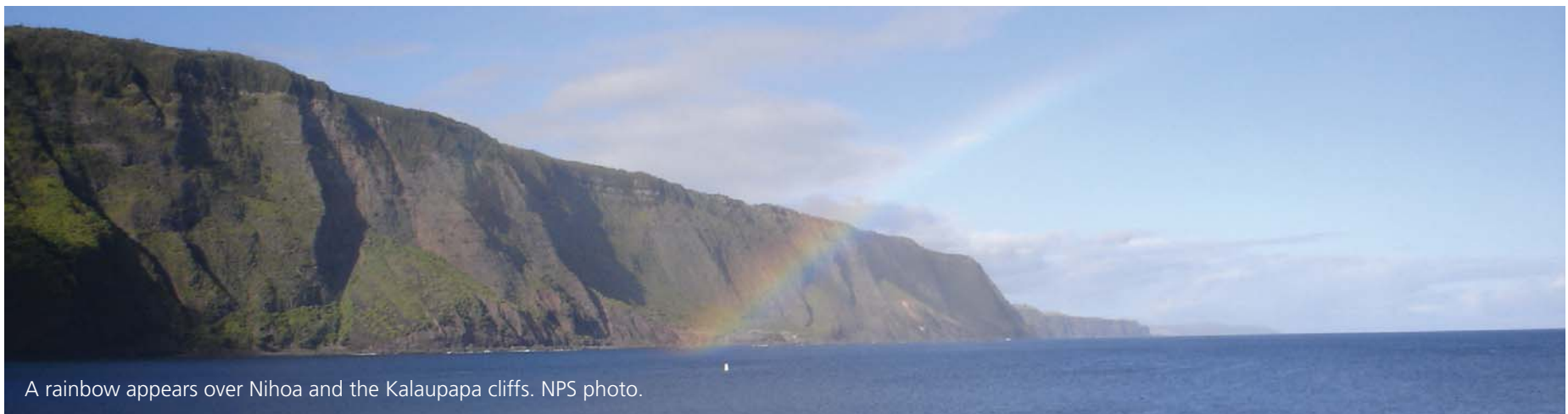
The plan provides guidance and recommendations for management actions including ungulate control, nonnative plant control, monitoring efforts, education and volunteer support, and access improvement to facilitate management, education, and volunteer opportunities.

### *Pelekunu Preserve Long-range Management Plan, Molokai, Hawai‘i (2003)*

The plan, developed by the Nature Conservancy of Hawai‘i, addresses ungulate control, weed control, natural resource monitoring and research, community outreach, and support for watershed partnership work in the Pelekunu watershed.

### *State of Hawai‘i Department of Hawaiian Home Lands Molokai Island Plan (2005)*

The plan provides guidelines for defining and implementing the vision and partnerships that support the beneficiaries and homestead community. The plan zoned areas of DHHL’s lands at Kalaupapa. They are zoned: Special district for the historical settlement area (621 acres), Community Use for two areas on the peninsula (7 acres), and Conservation for the cliffs (609 acres).



A rainbow appears over Nihoa and the Kalaupapa cliffs. NPS photo.

## Next Steps in the Planning Process

After the distribution of the draft GMP/EIS there will be a 60-day public review and comment period, after which the NPS planning team will evaluate comments from other agencies, organizations, businesses, and individuals regarding the draft plan. The planning team will then incorporate appropriate changes to produce a final general management plan and environmental impact statement.

Section 106 review may conclude with a finding of “no adverse effect” to historic properties. This will be done in consultation with the Hawai‘i State Historic Preservation Division, the Advisory Council on Historic Preservation and other consulting parties. In the event that a finding of “adverse effect” to historic properties is determined, the NPS will develop ways to resolve the adverse effect in the final GMP/EIS and record of decision.

The final plan will include letters from governmental agencies, any substantive comments on the draft document, and NPS responses to those comments. Following distribution of the final GMP/EIS and a 30-day no-action period, a record of decision approving the final plan will be signed by the NPS regional director. The record of decision documents the NPS selection of an alternative for implementation. With the signing of the record of decision, and its publication in the *Federal Register*, the plan can then be implemented.

### Implementation of the Plan

Once the general management planning process is completed, the identified alternative would become the new management plan for Kalaupapa NHP and would be implemented in phases over the next 15–20 years and potentially longer.

Implementation of the approved GMP will depend on funding. The approval of a plan does not guarantee that the funding and staffing needed to implement the plan will be forthcoming. Full implementation of the approved plan may be many years in the future.

Implementation of the approved plan also could be affected by other factors, such as changes in NPS staffing and funding, visitor use patterns, management

agreements among partner agencies, and unanticipated environmental changes. Once the general management plan has been approved, additional feasibility studies and more detailed site specific documentation, planning, and compliance would be completed, as appropriate, before several proposed actions could be carried out. Additionally, all of the alternatives were developed on the assumption that certain mitigating actions would be incorporated into the proposed actions in order to reduce the degree of adverse impacts.

The general management plan does not describe how particular programs or projects should be prioritized or implemented. Those decisions will be addressed during the more detailed planning associated with strategic plans, implementation plans, or other plans.



A view down Damien Road in Kalawao. NPS photo.





Lava rocks on beach overlooking 'Awahua Bay. Photo by Jeffrey Mallin.



*Foundation 2*





Kalawao band, ca. 1900. Kalaupapa Historical Society Photo Collection.



This chapter contains elements of the “foundation document” for Kalaupapa National Historical Park. The foundation document provides the underlying basis for this general management plan. The foundation document is a shared understanding of the park’s purpose, significance, resources and values, and interpretive themes. These statements identify Kalaupapa’s unique characteristics and what is most important about Kalaupapa National Historical Park.

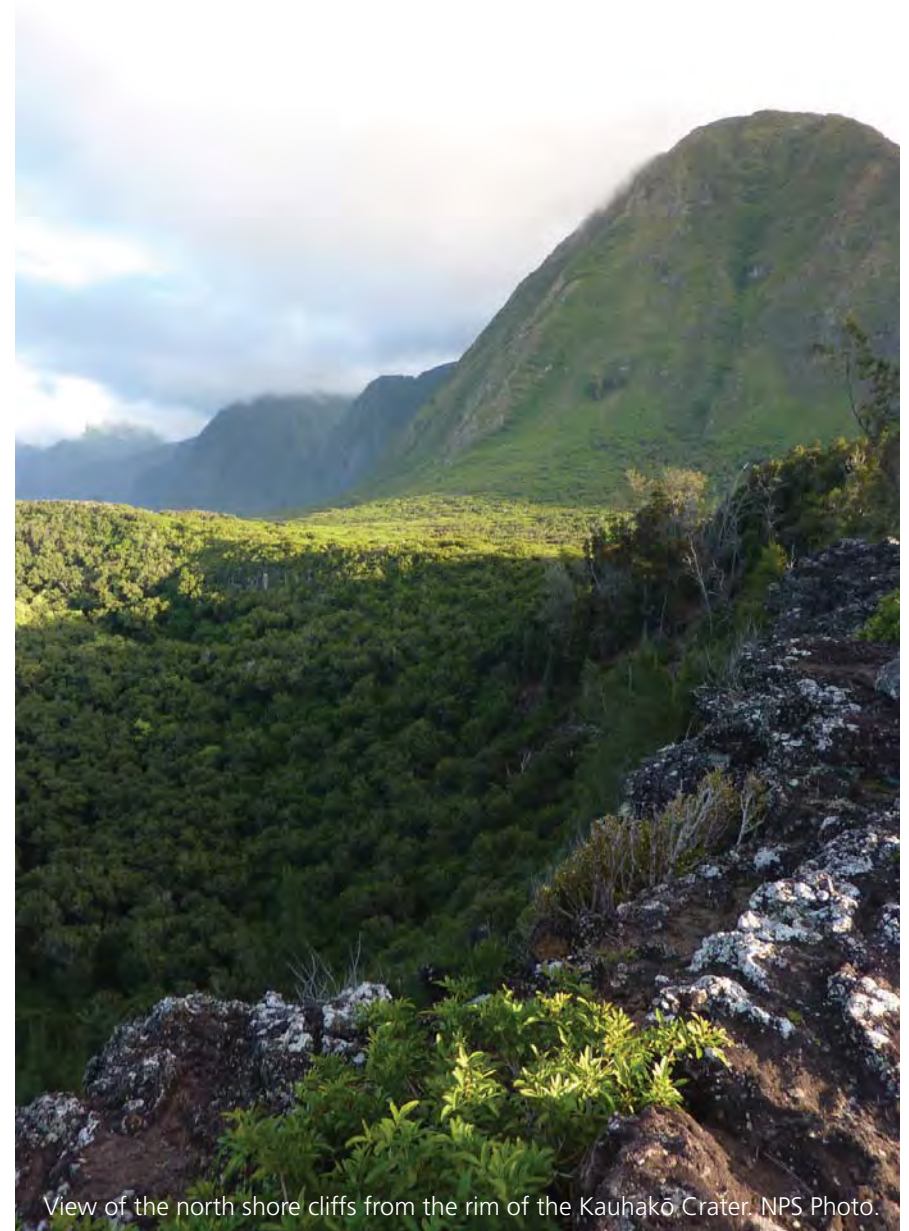
The foundation for future planning and management is generally developed early in the general management planning process. A foundation document can be used in all aspects of park management to ensure that the most important objectives are accomplished before turning to items that are also important, but not directly critical to achieving the park purpose and maintaining its significance.

### *What is Included in this Foundation Document?*

The foundation document includes relatively stable components that will not change much over time. These components are the legislated **purpose** of the park unit, the **significance** it holds, what the focus of its interpretation (**interpretive themes**) and education program should be, and its **fundamental resources and values**. The **special mandates** section includes the legal requirements that must be followed in the management of the park unit.

### *Foundation Planning for Kalaupapa National Historical Park*

Components of the foundation document for Kalaupapa NHP were developed at a workshop in October 2006 attended by park and regional staff, as well as other individuals associated with the history and management of the park. The foundation document components were refined by the planning team during the general management plan (GMP) scoping process in 2009. The full foundation document for Kalaupapa NHP, including an assessment of planning and data needs, will be produced as part of this planning effort.



View of the north shore cliffs from the rim of the Kauhako Crater. NPS Photo.





Clockwise from top left: 1. View of 'Ōkala island from Kalawao. Date unknown. Photo courtesy of Bishop Museum. 2. Siloama Church, July 11, 1905. Photo by Alonzo Gartley, courtesy of Bishop Museum. 3. Interior of St. Philomena Church. NPS photo. 4. Paschoal Hall, previously known as the Kalaupapa Social Hall. NPS photo.

## Purpose

A park purpose is a statement of why Congress and/or the president established a unit of the national park system. A purpose statement provides the most fundamental criteria against which the appropriateness of all planning recommendations, operational decisions, and actions are tested. The purpose of the park is grounded in a thorough analysis of the park's legislation (or executive order) and legislative history. A park purpose statement goes beyond a restatement of the law and details shared assumptions about what the law means in terms specific to the park unit.

### *Purpose of the National Park System*

To conserve the scenery and the natural and historic objects and the wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

E mālama i ka 'ikena a me ko laila pono kuluma a pono makanale i mea e ho'onanea ai ko kēia wā i ia wahi ma ke 'ano e kanaha'i 'ole iho ai ia mau pono no ka pōmaika'i o nā hanauna e hiki mai ana.

### *Purpose of Kalaupapa National Historical Park*

Kalaupapa National Historical Park honors the mo'olelo (story) of the isolated Hansen's disease (leprosy) community by preserving and interpreting its site and values. The historical park also tells the story of the rich Hawaiian culture and traditions at Kalaupapa that go back at least 900 years.

Pūlama 'o Kalaupapa National Historical Park i ka mo'olelo pana nui o ke kaiāulu o ka po'e ma'i ho'oka'awale ma o ka mālama 'ana iho a me ka ho'omaopopo 'ana aku i ia wahi a me nā pono ola o laila. Hō'ike'ike pū ka pāka i ka mo'olelo o ka nohona me nā loina Hawai'i i ho'omau 'ia a'ela ma Kalaupapa no nā makahiki he 'eiwa hanele a 'oi.



Kalaupapa baseball game, 1950s. Kalaupapa Historical Society Photo Collection.





Top: David Kupele taking mail and other items up the trail, 1930s. Photo courtesy of IDEA Photos. Bottom: One of the many dry set rock walls on the coastal peninsula. NPS photo

## Significance

Park significance statements express why the park's resources and values are important enough to warrant national park designation. Statements of the park's significance describe why an area is important within a global, national, regional, or systemwide context and are directly linked to the purpose of the park unit. Park unit significance statements are substantiated by data or consensus and reflect the most current scientific or scholarly inquiry and cultural perceptions, which may have changed since the park unit's establishment.

### *Significance Statements for Kalaupapa National Historical Park*

Kalaupapa National Historical Park preserves the only intact historic institutional settlement in the United States created for the sole purpose of isolating Hansen's disease (leprosy) patients from the rest of society.

Kalaupapa National Historical Park's surviving (and deceased) Hansen's disease population, with its material culture, oral histories, and intact physical community, is one of the only of its kind in the United States.

Kalaupapa National Historical Park is the site of renowned work by Saint Damien de Veuster, Saint Marianne Cope, and Brother Dutton, bringing international attention to leprosy and its treatment. Their work inspired many religious leaders, medical professionals and lay people to serve the Hansen's disease community.

Kalaupapa National Historical Park presents an exemplary geologic and scenic panorama of towering sea cliffs and a flat leaf-shaped peninsula that were created by a cataclysmic landslide and subsequent volcanic eruption.

From mauka to makai (mountain top to coast line) Kalaupapa National Historical Park preserves and interprets some of the last remaining examples of fragile Hawaiian Island plant and animal communities found no where else in the world.

Mālama 'o Kalaupapa National Historical Park i ke kaiāulu ho'okahi i koe ma 'Amelika i ho'okumu mākia 'ia no ka ho'okaupale 'ana i ka po'e ma'i ho'oka'awale mai ka lehulehu aku.

'O ka heluna kanaka ma'i ho'oka'awale e ola nei (a i hala aku) ma Kalaupapa National Historical Park, me nā mau pono nohona, mo'olelo pilikino a kaiāulu e kū nei, 'o ia ka mea ho'okahi o ia 'ano ma 'Amelika Hui'ia.

'O Kalaupapa National Historical Park kahi o ka hana kaulana a Sāna Kamiano De Veuster, Sāna Meleana Cope, me Kahu Dutton, kahi mea i ku'i ai ka lono e pili ana i ka ma'i ho'oka'awale a me ka lapa'au 'ana. Na kā lākou hana i ho'oulu i ka lawelawe 'ana a nā alaka'i ho'omana, nā kauka a me ka lehulehu i ke kaiāulu ma'i ho'oka'awale.

Kū ka 'ikena o nā pali kūnihi ma ka lihi o ka 'anemoku palaha ma Kalaupapa National Historical Park i la'ana maika'i o kahi i hane'e 'ino ai ka mauna a hū hou auane'i ka pele.

Mai uka a i kai, mālama a ho'omaopopo aku 'o Kalaupapa National Historical Park i kekahi o nā la'ana hope loa o nā kaiameaola Hawai'i pōhae i 'ike 'ole 'ia ma kahi 'ē o ke ao nei.

Kalaupapa National Historical Park preserves robust and diverse nearshore marine resources due to the geographic remoteness, locally restricted access, and controlled subsistence practices.

Kalaupapa National Historical Park's number of archaeological resources, vast variety of site types, its extensive time range of habitation and land use, and the exceptional preservation of its archaeological sites combine to make the park one of the richest and most valuable archaeological complexes in Hawai'i.

Many who come to Kalaupapa recognize an intense, nearly tangible, mana or powerful force that Hawaiian peoples find in all things. The 'āina (land), a vital source that links us to spirit is sacred and becomes our 'aumakua (guide) that connects us to the continued presence of all who lived out their lives on this peninsula. The 'āina's mana (spiritual essence) connects us to each other and to spirit.

Mamuli o ka mamao a ka'awale o ia wahi, a mamuli ho'i o ke kāohi 'ana i ka hele wale me nā hana e hiki ai, mālama 'o Kalaupapa National Historical Park i ka ikaika me ke 'ano makawalu o nā kumuwaiwai pili kai.

'O Kalaupapa National Historical Park kekahi o nā kahua hulikoena waiwai loa ma Hawai'i nei mamuli o ka helu o nā pono hu'ea o laila, ka nui o nā 'ano wahi hulikoena, ka lō'ihi o ko kānaka noho a hana 'ana ma ia 'āina, a me ke kūlana i mālama 'ia ai nā kahua.

Ho'omaopopo pinepine ihola ka po'e e kipa ana ma Kalaupapa i ka mana o ia wahi, ia mea a ka Hawai'i e 'ike ai ma nā mea a pau o ke ao. He kumu pono ka 'āina a he mea la'ahia e pili ai kākou i ka po'e o mua i noho a ho'ōla i ia honua kanaka. 'O ka mana o ka 'āina ka mea e pili mau ai kākou kekahi i kekahi, a pili ho'i i ka mauili ola.



Clockwise from top right: 1. View from the Kalaupapa pier. 2. Gravesite of Saint Marianne. 3. Kalaupapa residents practice a hula performance for the Saint Damien celebration. NPS photos.





## Interpretive Themes

Interpretive themes connect park unit resources to relevant ideas, meanings, concepts, contexts, beliefs, and values. They support the desired interpretive outcome of increasing visitor understanding and appreciation of the significances of the park's resources. Interpretive themes are based upon park purpose and significance. They provide the foundation on which the park unit's educational and interpretive programs are based.

### Interpretive Themes for Kalaupapa National Historical Park

The architecture, landscapes, and archeology of the peninsula reflect an evolution of the settlement from barely surviving patients with Hansen's disease at Kalawao to a highly organized medical and social community at Kalaupapa.

Saint Damien devoted himself to improving patient lives at Kalawao both physically and spiritually, giving them protection, comfort, and hope. Saint Marianne and Brother Dutton continued the work of Saint Damien. Their selfless devotion to people in need continues to inspire us today.

Hō'ike nā hale, nā 'ikena, a me nā koena hu'ea o kēia  
'anemoku i ka loli 'ana a'e o ka nohona mai kahi i ola  
māhunehune ai ka po'e ma'i ma Kalawao a i kaiāulu i kūkulu  
pono 'ia no ka ho'ōla kanaka ma Kalaupapa.

Molia 'ia ke ola o Sāna Kamiano i ka ho'omaika'i 'ana i  
ke ola 'uhane me ke olakino o ka po'e ma'i o Kalawao, e  
hā'awi ana iā lākou i ka malu, ka 'olu, a me ka mana'olana.  
Ho'omau aku 'o Sāna Meleana a me Kahu Dutton i ka hana  
a Sāna Kamiano. 'O ko lākou molia 'ana aku iā lākou iho  
i ka pono o ka po'e nele kahi mea e ho'oulu mau mai ana  
iā kou i kēia lā.



Clockwise from top left: 1. Old bakery chimney. NPS photo. 2. Opening of the new road from airport to near Oceanview Pavilion in the late 1950s. Kalaupapa Historical Society Photo Collection. 3. 'Ama'u, *Sadleria pallida*. NPS photo.



Perceived today as a scenic Hawaiian paradise, Molokai's dramatic North Shore Cliffs and flat Kalaupapa peninsula are the result of numerous geologic forces still at work throughout the Pacific archipelagos. These geologic features created a natural prison for isolating people with Hansen's disease.

Kalaupapa's plant and animal communities, including the seabird colonies and Lo'ulu (*Pritchardia hillebrandii*) forest, harken back to the pre-contact condition of the Hawaiian Islands. The rarity of these surviving fragile populations is a reminder of how much has been lost.

Kalaupapa National Historical Park's unique and thriving reef environment reminds us of what these areas were once like throughout Hawai'i, and it serves as a potential source of replenishment for degraded reef systems around the islands.

Kalaupapa's unique site preservation and variety of site types together with its long history of subsistence and its geographic location allow us to appreciate the ways in which native Hawaiian communities flourished in the Kalaupapa region and its valleys for hundreds of years. Their ingenuity, work ethic, and adaptation to the harsh windswept and weathered environment reflect important components of Hawaiian history and traditional cultural practices.

Kalaupapa has an amplified sense of power and sacredness by virtue of the events, circumstances, and peoples who lived and died there. The sheer numbers of patients who are buried at Kalaupapa create a sense of kuleana—the cultural responsibility to care for the bones of the ancestors. In turn, the ancestors watch over this 'āina and protect it. Kalaupapa's isolation and beauty offers healing and restoration of the human spirit.

'Ike 'ia i kēia lā ma ke 'ano he palekaiko Hawai'i nani loa, he hopena nā pali o Moloka'i a me ka 'anemoku 'o Kalaupapa a nā hana honua e noke mau nei ma nā pae moku Pākīpika. Ua kū nō nā hi'ona o ia 'āina ma ke 'ano he wahi no ka ho'opale 'ana aku i ka po'e ma'i ho'oka'awale.

Kuhikuhi maila nā kaiameaola o Kalaupapa, pū no me nā kaiāulu manu kai me ka ulu Loulu, i ke kūlana o kēia pae 'āina ma mua o ka pili mau 'ana me ko waho. Hō'ike a ho'omana'o iholā ke 'ano kāka'ikahi o kēia mau kaiameaola pōhae i ka nui o nā mea i lilo a nalo loa aku.

Ulu a māhuahua ka 'āpapa o Kalaupapa National Historical Park, e hō'ike ana i ke 'ano i laha wale i ke au i hala a puni nā moku, a e kū ana paha i kumuwaiwai e ho'oulu hou ai i nā 'āpapa i hō'ino 'ia ma ka pae 'āina.

Ulu ka mahalo i nā 'ano i kupuohi ai nā kaiāulu 'ōiwi Hawai'i o Kalaupapa mā no nā kenekūlia he nui, 'oiāi 'o ka 'ike loea, ka hana nui, a me ka ho'okohu 'ana i ka hana kekahi mau māhele ko'iko'i o ka mo'olelo Hawai'i a me nā hana kuluma o nā kānaka 'ōiwi i pili loa i ka nohona ma ia lae makani. 'Ike 'ia kēia mau mea mamuli o nui o nā kahua like 'ole i mālama 'ia a me ke au lō'ihī o ka nohona Hawai'i ma Kalaupapa a me nā awāwa pili.

Uluhia ka mana, ka 'ihī'ihī a me ke 'ano la'a o Kalaupapa mamuli o nā hanana, nā kūlana, a me nā kānaka i mālama 'ia i laila mai kikilo loa mai. 'O ka helu nui o nā kānaka i kanu 'ia ma Kalaupapa kahi mea e ulu a'e ai ke kuleana - ka pono e mālama i nā iwi kūpuna. A kō ia kuleana, na ia po'e kūpuna e kia'i a mālama mai i ka 'āina nei. Ho'ōla, ho'oulu, a ho'opohala ka nani a me ke kuaehu o Kalaupapa i ka mauili ola o kānaka.



Top: Visitors taking part in a guided tour of Kalaupapa Settlement by Damien Tours. Center: Leaves taken from the Kukui Nut Tree were braided to create a head lei worn by NPS staff during the Hāpai Pōhaku Opening Ceremony, 2011. Bottom: Volunteers help restore the park's ecosystem by planting native species that once populated the peninsula. NPS photos.

## *Fundamental Resources and Values*

Fundamental resources and values are the most important elements, ideas, or concepts to be communicated to the public about a park unit. They warrant primary consideration during planning and management because they are critical to achieving the park's purpose and maintaining its significance. They provide a valuable focus throughout the planning process and the life of the plan and may include systems, processes, features, visitor experiences, stories, scenes, sounds, or other resources and values. They are the reasons for data collection, planning issues, management prescriptions, impact assessments, and value analyses.

### *Historic Buildings, Structures, Cultural Landscape, and Archeological Features Associated with the Hansen's Disease Settlement*

Kalaupapa NHP includes historic buildings, structures, cultural landscape and archeological features associated with the Hansen's disease settlement dating from 1869 to the present, most of which contribute to the Kalaupapa Leprosy Settlement National Historic Landmark.

### *Museum Collections*

The park maintains over 200,000 museum objects and archival materials that document Kalaupapa's culture, history, and natural resources.

### *Native Hawaiian Archeological Resources*

The park contains archeological resources that document at least 900 years of native Hawaiian history, associated with habitation, burial, and subsistence. Due to its physical isolation and lack of modern development on the peninsula, it is one of the most intact archeological complexes in Hawaii.

### *Patients*

The patients past and present, represented through their stories, traditions, and memorabilia, are some of the park's most valuable resources. Their presence at Kalaupapa can be experienced through the physical resources that remind us of them and the intangible feelings of their presence and spirit that impart a sense of sacredness to Kalaupapa.

### *Saint Damien, Saint Marianne, Brother Dutton, and Kōkua (patient helpers) – Their Work with Hansen's Disease Patients*

The renowned work by Saint Damien de Veuster, Saint Marianne Cope, Brother Dutton, and other kokua to care for those afflicted with Hansen's disease are represented in stories, museum collections, and sites and structures at Kalaupapa (such as St. Philomena Church and cemetery, Bishop Home for Girls, Baldwin Home for Boys, Saint Damien's gravesite and monuments, Gravesite of Saint Marianne, and Gravesite of Brother Dutton).

### *Stories, Oral Histories, and Mana*

Preserving and sharing the stories of those who lived, died, and are buried at Kalaupapa, also preserves their spirits, adding depth and dimension to the greater story to be told. The pervading presence of spirits can be felt and witnessed by visitors and residents alike and are a testament to the special sacredness and mana of Kalaupapa. The stories of 'ohana who were left behind are equally compelling and offer lessons in forgiveness, love, hope, inspiration, and the perseverance of human spirit.

### *Educational Values*

The park provides opportunities to learn and be inspired by Kalaupapa's native Hawaiian history, the Hansen's disease patients' experiences, and Kalaupapa's range of natural resources which add to the body of medical, social science, and Hawai'i's ecological research. The park provides extensive opportunities for collaborative management efforts and future research opportunities.

### *Geological Features and Unobstructed Viewshed*

The scenic North Shore Cliffs are designated as a National Natural Landmark. The cliffs provide evidence of the massive landslide that spread underwater nearly 100 miles northward and shaped the island of Molokai. The peninsula from Kauhakō crater lake (one of the deepest volcanically formed lakes in the world) to lava caves provides evidence of the volcanic eruption that formed Kalaupapa approximately 300,000 years ago. The unobstructed viewshed includes sweeping panoramic views from the steep cliffs to the settlement and the majestic ocean beyond.

### *Soundscapes and Dark Night Skies*

The general ambient quiet and the presence of dark night skies maintain Kalaupapa's sense of place, historic setting, and feeling of isolation.

### *Terrestrial Ecosystem*

Kalaupapa NHP's montane wet forest, coastal salt spray vegetation, and remnant dryland forest are outstanding elements that form the terrestrial ecosystem. The montane wet forest within the Pu'u Ali'i Natural Area Reserve has received the State of Hawai'i's highest conservation designation. The coastal spray community along the east coast of the Kalaupapa peninsula is considered the best in all of Hawai'i by virtue of its lack of development. While the dryland forest on the rim of the Kauhakō crater is in poor condition, it is considered the last remnant of a low elevation windward dryland forest. Two offshore islets (ʻŌkala and Huelo) are designated Sea Bird Sanctuaries and also serve as a source of rare plant propagules for restoration activities.

### *Marine Ecosystem*

The park contains a high diversity of marine species, some of which are rare in the main Hawaiian Islands, including one of the largest pupping areas for

endangered Monk seals. The algae (limu), corals, and other invertebrates are mostly intact with few invasive species. The nearshore fish communities are some of the healthiest in the main Hawaiian Islands with high biomass and a full complement of predators and other trophic groups. The park is one of the most spectacular examples in Hawai'i of a large volcanic boulder habitat, providing refuge and spawning areas for the abundant reef life.

### *Freshwater Aquatic Ecosystem*

The perennial Waikolu Stream, eligible for Wild and Scenic River designation, is one of the few remaining freshwater streams in Hawai'i supporting all five of the endemic freshwater fish and associated invertebrate species.

### *Other Important Resources and Values*

#### *Molokai Light Station National Register District*

The Molokai Light Station Historic District includes the 138-foot lighthouse listed in the National Register of Historic Places and spans the time period between 1908 and 1957. It is significant for its architecture and association with maritime history, transportation, commerce, and social history.



A spectacular view of the Kalaupapa Settlement and the pali on left, taken from the Kauhakō Crater. Photo by Rob Ratkowski, NPS.



## Special Designations, Authorizations, and Mandates

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Special congressional designations, authorizations, and mandates are legal requirements and administrative commitments that apply to a specific unit of the national park system. They are mandated by Congress or by legal agreements with other entities that add another dimension to the park's purpose and significance. Mandates include the designation of an area in the park as wilderness or as an area that is managed by another entity. Mandates may also commit park managers to specific actions and limit their ability to modify land use in the park. The special mandates section describes Kalaupapa's unique management structure and includes information about management authority, jurisdiction, landownership, designations and protected areas, special mandates, and cooperative agreements.

### *Management Authority and Jurisdiction*

Kalaupapa National Historical Park differs significantly from most other national parks in that nearly all of the 8,725 acres of land, 2,000 acres of water, and improvements within the authorized boundary may remain in nonfederal ownership to be managed by the NPS through cooperative agreements. This section describes landownership, special designations and protected areas within the park, special mandates, and cooperative agreements that are unique to Kalaupapa National Historical Park.

### *Landownership*

The National Park Service owns 22.88 acres in which the light house, as well as the Molokai Light Station, two historic houses, and four outbuildings are located.

The Department of Hawaiian Home Lands (DHHL) owns 1,290 acres of Home Lands located within the park boundary. The current 50-year lease between NPS and DHHL (which needs to be renewed in 2041) encumbers only the 1,247-acre parcel and does not include the 43 acres at Pālā'au State Park that lies outside of Kalawao County.

The Hawai'i Department of Land and Natural Resources (DLNR) owns 9,394 acres under Department of Health (DOH) jurisdiction, within Kalawao County. The NPS has a cooperative agreement with DLNR that needs to be renewed in 2029. Most DLNR land is zoned Conservation with 1541 acres in forest reserve status and 2,060 acres in submerged lands extending out ¼ mile offshore, including 60 acres surrounding Nihoa that lies outside of Kalawao County. The application of the Conservation zone indicates that the state has imposed development restrictions on the land in order to conserve, protect, or preserve important natural resources in those areas.

The Hawai'i Department of Transportation (DOT) owns 42.2 acres located at the tip of the peninsula. This area encompasses the airport runway plus adjacent lands. DOT owns the structures at the airport facility that includes the terminal and three storage/maintenance buildings.

R. W. Meyer, Ltd. owns 72 acres located at the top of the pali east of Pālā'au State Park.



Bay View Home kitchen and dining room, now used for NPS Natural Resources offices. NPS photo.

**Table 2.1 Landownership in Acres within Kalaupapa NHP**

NPS Tract Number	Owner	Manager	Acreage (Deed)	Acreage (GIS)	Acreage (TMK tax)
101-01	State DLNR ( and DOT)	DOH and NPS	7,256	7,222	
101-02	NPS (Coast Guard)	NPS	22	22	23
101-03	NPS (Coast Guard)	NPS	0.75	0.88	
101-04	State DHHL (Kalaupapa Settlement)	NPS	1,247	1,259	
101-05	R. W. Meyer, Ltd.	NPS	72	77	
101-06	State DHHL (Pālā`au State Park)	State Parks	43	40	
101-07	State of Hawai'i DLNR Nihoa	NPS	78	95	
101-08	State of Hawai'i DLNR Marine	NPS	2,000	1,777	
	State of Hawai'i DLNR Marine Nihoa	NPS, DLNR	60	64	
	State of Hawai'i DLNR 'Ōkala	NPS, DLNR	Not specified	6.8	
	State of Hawai'i DLNR Huelo	NPS, DLNR	Not specified	1.7	
	State of Hawai'i DOT	DOT	Not specified	Not specified	42
	Total Land Acres		8,665	8,727	
	Total Marine Acres		2,060	1,841	
	Total Acreage		10,726	10,568	

Sources: Acreage Geographic Information System (GIS) from NPS electronic file: Kala\_park-bndry\_ply.shp

Acreage Deed TRA D1 Segment 101 from Electronic file: park\_authbndry\_tif; NPS, Division of Land Acquisition, Drawing No. 491 revision C.O. No. 8896-86-8

Acreage Tax Map Key (TMK) Maui County Tax Map Key 2002, electronic file: tmk2002.shp

Notes: a) Deed acres were reported in the text except for the DOT acreage that was not specified in the deed so Maui County TMK acres were reported.

b) Note that the original hardcopy map and current GIS acreages differ due to changes in technology and accuracy of drawing/digitizing.



Cliffs of 'Ōkala islet. NPS photo.



## Designations and Protected Areas

Within Kalaupapa National Historic Park there are a number of geographical areas that have special designation and are administered by different agencies. These areas are listed in the table below and described in detail in this section.

**Table 2.2 Designations and Protected Areas within Kalaupapa NHP**

Designation	Date	Designator	Total Area of Designation (acres)	Area of Designation within Kalaupapa NHP (acres)	Manager within Kalaupapa NHP
Molokai Forest Reserve	1903	Territorial Government of Hawai'i	1,541	1,541	NPS, DLNR
National Natural Landmark	1972	Secretary of the Interior	27,100	5,085	NPS
National Historic Landmark	1976	Secretary of the Interior	15,645	10,674	NPS
Seabird Sanctuaries on 'Ōkalo and Huelo Islands	1981	State of Hawai'i, DLNR	9	9	NPS, DLNR
Pu'u Ali'i Natural Area Reserve	1985	State of Hawai'i Governor	1,330	1,330	NPS

### Molokai Forest Reserve

The Forest Reserve System was created by the Territorial Government of Hawai'i through Act 44 on April 25, 1903. With Hawai'i's increase in population, expanding ranching industry, and extensive agricultural production of sugarcane and later pineapple, early territorial foresters recognized the need to protect mauka (upland) forests to provide the necessary water requirements

for the lowland agricultural demands and surrounding communities. Within Kalawao County, approximately 1,541 acres contain the mauka areas of the ahupua'a of Makanalua and Kalawao and are designated as Molokai Forest Reserve. The Forest Reserve is located above the 500-foot contour and serves as a public hunting area. With its inception, the Forest Reserve System represented a public-private partnership to protect and enhance important forested mauka lands for their abundance of public benefits and values. Today the tradition is carried on by the Department of Land and Natural Resources, Division of Forestry and Wildlife (DOFAW) for public Forest Reserve lands. DOFAW focuses its resources to protect, manage, restore, and monitor the natural resources of the Forest Reserve System.

### National Natural Landmark

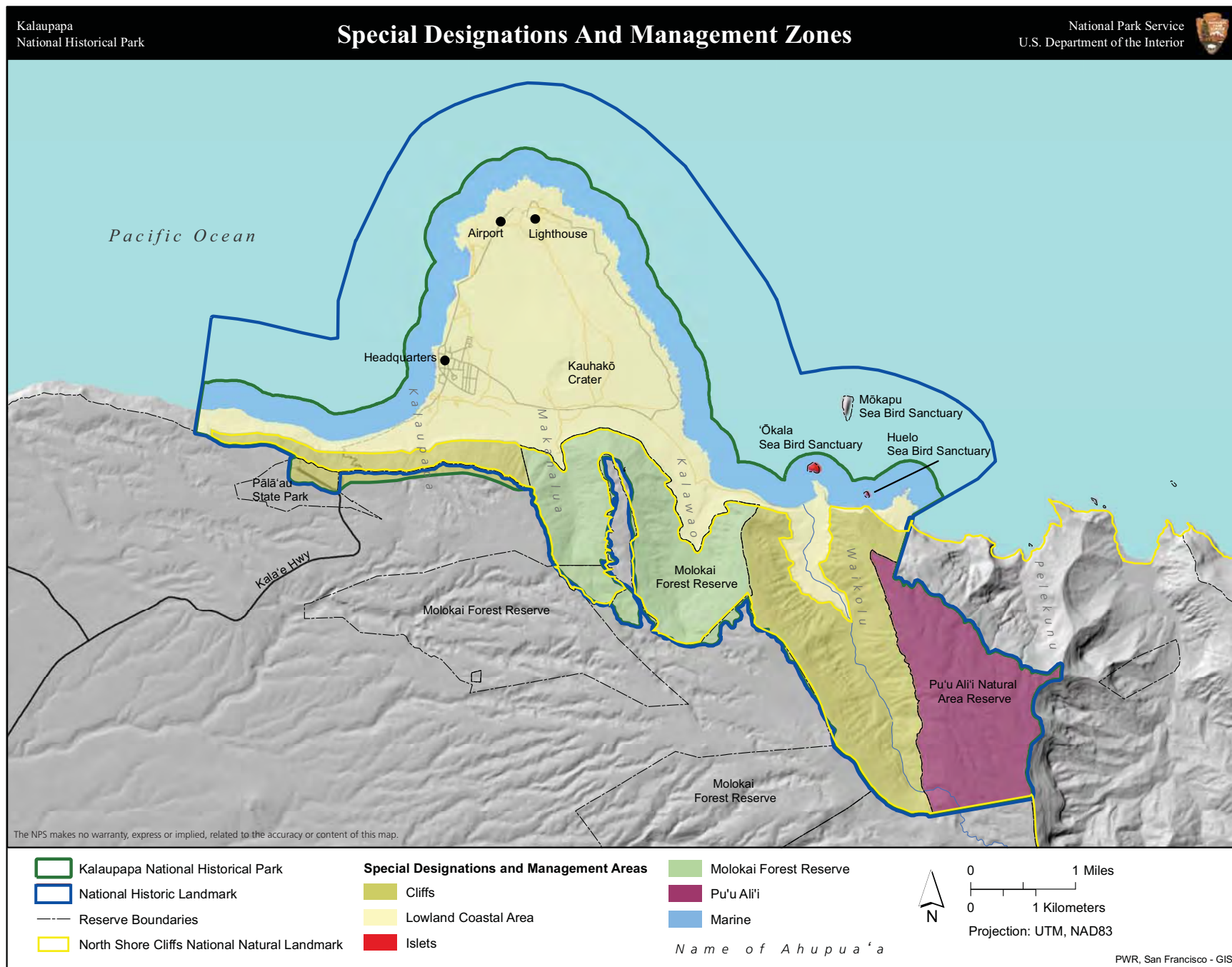
The North Shore Cliffs were designated a National Natural Landmark in December 1972. The landmark includes 27,100 acres located along 17 miles of the northeast coast between the villages of Kalaupapa and Halawa. Approximately, 1/5 (5,085 acres) of the Landmark is located within Kalaupapa National Historical Park. The North Shore Cliffs represent the major episode of volcanism that created Molokai, which is among the most ancient in the Hawaiian Island chain. The North Shore Cliffs and adjacent valleys and uplands are "scenically majestic and scientifically important. The physical features of Molokai, including the North Shore Cliffs, are considered to be of prime importance to geologists in piecing together the story of how the Hawaiian Islands were formed" (Designated dated December 1972).

### National Historic Landmark

On January 7, 1976, the "Kalaupapa Leprosy Settlement" was designated a National Historic Landmark (NHL) and subsequently listed in the National Register of Historic Places (NR #76002415). It includes 15,645 acres of land and waters, an area significantly larger than the boundary of Kalaupapa NHP. The National Historic Landmark has a marine boundary that extends 0.93 miles offshore to include Mōkapu Island creating a marine area of 7,031 acres approximately 4,971 acres larger than current park marine area of 2,060 acres.

The Kalaupapa and Kalawao settlements are historically significant as the first Hansen's disease (leprosy) colony in American history. The NHL nomination identifies the areas of significance for the settlement as prehistoric archeology, historic archeology, architecture, community planning, religion, and social/

Figure 2.1 Special Designations and Management Areas





humanitarian activity (NPS 1976). The period of significance begins in 1866 when the first people afflicted with Hansen's disease arrived at Kalaupapa and continues into the present (NPS1976).

In 2004 a condition update for the the National Historic Landmark Program determined the status of the Kalaupapa Leprosy Settlement National Historic Landmark as "Threatened" due to pest infestations impacting historic structures, deferred maintenance, and lack of funding to maintain the numerous physical resources that contribute to its significance.

An update to the National Historic Landmark nomination for the settlement is in progress.

### *Seabird Sanctuaries*

On April 30, 1981, the State of Hawai'i Department of Land and Natural Resources amended their rules regulating wildlife sanctuaries to include 'Ōkalo and Huelo Islands, off Waikolu, Kalawao, Molokai. The purpose of the rules is to conserve, manage, and protect indigenous wildlife in sanctuaries. These rules include prohibited entry, landing, etc., and the prohibition to remove, disturb, injure, kill, or possess any form of plant or wildlife (Department of Land and Natural Resource, Title 13, subtitle 5, Part 2, Capture 125).

### *Pu'u Ali'i Natural Area Reserve*

Hawai'i's natural resources include geological and volcanological features and distinctive marine and terrestrial plants and animals, many of which occur nowhere else in the world. In 1970, the Hawai'i State Legislature expressed the need to protect and preserve the state's unique natural resources, both for the enjoyment of future generations and to provide baseline data to evaluate the impact of environmental changes occurring in the state. The statewide Natural

Area Reserve System was therefore established to preserve in perpetuity specific land and water areas that support relatively unmodified communities of natural flora and fauna, as well as geological sites. The Natural Area Reserves System is administered by the State of Hawai'i, Department of Land and Natural Resources, Division of Forestry and Wildlife. The system presently consists of 19 reserves on five islands, encompassing more than 109,000 acres of the state's most unique ecosystems. One of these areas, Pu'u Ali'i, is located within Kalaupapa National Historical Park.



View of the offshore islets and Kalaupapa peninsula. Photo by Guy Hughes, NPS.

The Pu'u Ali'i Natural Area Reserve (NAR), established in 1985, encompasses 1,330 acres on the southeast corner of the park between Pelekunu and Waikolu Valleys. Elevations in the reserve range from 2,250 feet at the top of the sea cliffs on the northern edge to 4,222 feet at the summit of Pu'u Ali'i (DOFAW 1991). The Pu'u Ali'i NAR is divided into two management units – the North and South Units. The South Unit is fenced and encloses approximately 640 acres in the higher elevation portion of the reserve, while the North Unit is protected by two strategic fences making up the remaining 690 acres in the lower portion of the reserve. The NAR is bordered on the south by the Kamakou Preserve, which is managed by the Nature Conservancy.

## *Special Mandates*

### *Administration*

With the approval of the owner, the Secretary of the Interior may undertake critical or emergency stabilization of utilities and historic structures, develop and occupy temporary office space, and conduct interim interpretative and visitor services on nonfederal property within the park. The original intent of this statement was to provide the NPS with the interim authority to spend

federal funds until cooperative agreements were approved (Public Law 95-565, Sec. 105 dated 22 December 1980).

### *Authorization of Appropriated Funds*

Effective October 1, 1981, there are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this title but not to exceed \$2,500,000 for acquisition of lands and interests in lands and \$1,000,000 for development (Public Law 95-565, Sec. 110 dated 22 December 1980).

### *Department of Health*

According to HRS §326-34b the county of Kalawao shall be under the jurisdiction and control of the Hawai'i State Department of Health and is governed by the laws, rules, and regulations of the Department and those relating to the care and treatment of persons affected with Hansen's disease, except as otherwise provided by law. Cooperative Agreement CA8896-4-0001, Modification: 0001, dated March 30, 1984 and extended April 1, 2004 for 20 years.

### *Hansen's Disease Patients*

Health care for the patients shall continue to be provided by the State of Hawai'i, with assistance from federal programs other than those authorized herein. Patients shall continue to have the right to take and utilize fish and wildlife resources without regard to federal fish and game laws and regulations. Patients shall continue to have the right to take and utilize plant and other natural resources for traditional purposes in accordance with applicable state and federal laws (Public Law 95-565, Sec. 106 dated 22 December 1980).

### *Kalaupapa Memorial*

The Secretary of the Interior shall authorize Ka 'Ohana O Kalaupapa, a nonprofit organization consisting of patient residents at Kalaupapa National Historical Park and their family members and friends, to establish a memorial at a suitable location or locations approved by the Secretary at Kalawao or Kalaupapa within the boundaries of Kalaupapa National Historical Park . . . to honor and perpetuate the memory of those individuals who were forcibly relocated to the Kalaupapa peninsula from 1866 to 1969 (H.R.410 Kalaupapa Memorial Act 2009).

### *Kalaupapa National Historical Park Advisory Commission*

The Kalaupapa National Historical Park Advisory Commission was established on the December 22, 1980 for a duration of 45 years (Public Law 95-565, Sec. 108 dated 22 December 1980, Public Law 109-54, Sec. 128 dated 2 August 2005).

### *Land Acquisition*

Lands owned by the State of Hawai'i or by political subdivision are authorized to be acquired by the Secretary of the Interior only through donation, exchange, and only with the consent of the owner. Privately owned lands within the boundary of the park are authorized to be acquired by the Secretary of the Interior by donation, purchase with donated or appropriated funds, or exchange. The Secretary of the Interior is authorized to acquire lands, waters, and interests by any methods, except by condemnation, within the State of Hawai'i for the conveyance and exchange of lands, waters, and interests within the Kalaupapa NHP boundary owned by the Department of Hawaiian Home Lands (Public Law 95-565, Sec. 104 dated 22 December 1980).

### *Land Lease from Hawaiian Home Lands*

The Secretary may lease lands from the Department of Hawaiian Home Lands until such time as said lands may be acquired by exchange. The Secretary may enter into such lease without regard to fiscal year limitations (Public Law 100-202 dated 22 December 1987). On September 22, 1992, NPS entered into a lease for 1,247 acres with the State of Hawai'i, Department of Hawaiian Home Lands for fifty years beginning on July 15, 1991 to July 14, 2041. The current lease agreement only encumbers 1,247 acres, which does not include the 43 acres at Pālā'au State Park. The area contains the western portion of the peninsula, including the entire Kalaupapa Settlement, sea cliffs, and trail to top side. The NPS is obligated to pay a lease amount annually for use and operations on the premises (General Lease No. 231 dated 22 September 1992, Tax Map Key No. 6-1-01:01).

### *Patient and Native Hawaiian Staffing*

Preservation and interpretation of the settlement will be managed and performed by patients and native Hawaiians to the extent practical. Notwithstanding any other provision of law, the Secretary shall give first preference to qualified patients and native Hawaiians in making appointments to positions



established for the administration of the park, and the appointment of patients and native Hawaiians shall be without regard to any provision of the federal civil service laws. The Secretary shall provide patients a first right of refusal to provide revenue-producing visitor services, including such services as providing food, accommodations, transportation, tours, and guides. Second right of refusal to provide revenue-producing visitor services will be given to native Hawaiians after patients have exercised their first right of refusal. Training opportunities shall be provided to patients and native Hawaiians in management and interpretation of the settlement's culture, historical, educational, and scenic resources (Public Law 95-565, Sec. 102, Sec. 107 dated 22 December 1980; General Lease No. 231 dated 22 September 1992).

### *Patient Community*

The Kalaupapa Hansen's disease patients are guaranteed a well-maintained community, and they may remain at Kalaupapa for as long as they wish. The current lifestyle of these patients and their individual privacy will be protected (Public Law 95-565, Sec. 102 dated 22 December 1980).

### *Reevaluation of Policies*

When there is no longer a resident patient community at Kalaupapa, the Secretary shall reevaluate the policies governing the management, administration, and public use of the park in order to identify any changes deemed to be appropriate (Public Law 95-565, Sec. 109 dated 22 December 1980).

### *Religious Structures*

The Secretary may stabilize and rehabilitate structures and other properties used for religious or sectarian purposes only if such properties constitute a substantial and integral part of the historical fabric of the Kalaupapa Settlement, and only to the extent necessary and appropriate to interpret adequately the nationally significant historical features and events of the settlement for the benefit of the public (Public Law 95-565, Sec. 105 dated 22 December 1980).

### *Visitation*

Kalaupapa NHP will provide for limited visitation by the general public. So long as the patients may direct, the Secretary shall not permit public visitation to the settlement in excess of one hundred persons in any one day (Public Law 95-565, Sec. 102, Sec. 106 dated 22 December 1980).

### *Coast Guard*

In 1980, the Coast Guard transferred 23 acres to the NPS around the Molokai Light Station. In 2006, the Coast Guard transferred the Molokai Light Station to the NPS, under the General Services Administration, but the Coast Guard continues to maintain the lens within the lighthouse and the historic lens.



Asian-Pacific Islander celebration at McVeigh Hall, 2011. NPS photo.

### *Long-term Agreements*

The Secretary shall seek and may enter into cooperative agreements with the owners of property within the park pursuant to which the Secretary may preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance. Cooperative agreements shall be of not less than twenty years duration, may be extended and amended by mutual agreement. Cooperative agree-

ments shall include, without limitation, provisions that the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes. No changes or alterations shall be made in the property except by mutual agreement (Public Law 95-565, Sec. 105 dated 22 December 1980).

Each such agreement shall also provide that the owner shall be liable to the United States in an amount equal to the fair market value of any capital improvements made to or placed upon the property in the event the agreement is terminated prior to its natural expiration, or any extension thereof. The

Secretary is permitted to remove such capital improvements within a reasonable time of termination of the cooperative agreement. Upon the expiration of such agreement, the improvements thereon shall become the property of the owner, unless the United States desires to remove such capital improvements and restore the property to its natural state within a reasonable time for such expiration. Except for emergency, temporary, and interim activity, no funds shall be expended on nonfederal property unless such expenditure is pursuant to a cooperative agreement with the owner (Public Law 95-565, Sec. 105 dated 22 December 1980). The lease and agreements with partners and effective time periods are shown below in Table 2.3 Long-term Lease and Agreements at Kalaupapa NHP.

**Table 2.3 Long-term Lease and Agreements at Kalaupapa NHP**

Partner	Instrument	Effective Date	Term (years)
State of Hawai'i, Department of Hawaiian Home Lands	General Lease	July 15, 1991	50
Hawai'i Conference Foundation	Cooperative Agreement	September 27, 2003	20
State of Hawai'i, Department of Health	Cooperative Agreement	April 1, 2004	20
Catholic Church	Cooperative Agreement	August 23, 2004	20
State of Hawai'i, Department of Transportation	Cooperative Agreement	expired March 9, 2007 New agreement to be finalized in 2013.	20
State of Hawai'i, Department of Land and Natural Resources	Cooperative Agreement	September 15, 2009	20
R. W. Meyer, Ltd.	Memorandum of Understanding	April 27, 2012	5

### *Board of Land and Natural Resources*

On August 16, 1989, the NPS entered into a cooperative agreement with the State of Hawai'i, Board of Land and Natural Resources for twenty years, entitled "Preservation of Natural and Cultural Resources, Kalaupapa." The area under this cooperative agreement includes 1,330 acres of Kalawao County, within the boundary of the park, which have been established by the Governor's Executive Order as the Pu'u Ali'i Natural Area Reserve. Other areas of Kalawao County have been designated as forest reservations under the care and control of the Board. The area also includes 50 acres of land at Nihoa and portions of the Pālā'au State Park. The NPS agrees to protect and preserve archeological sites, native ecosystems, threatened and endangered species, and water and air quality, and to conduct research and prepare plans for management, operations, preservation, and interpretation of these resources (Cooperative Agreement No: CA 8896-9-8004 dated 16 August 1989 renewed as Cooperative Agreement No. H8896090017 renewed for 20 years September 15, 2009).

### *Department of Health*

On April 1, 2004, the NPS renewed its cooperative agreement with the State of Hawai'i, Department of Health for an additional 20 years, entitled "Preservation of Historic Structures, Kalaupapa." The NPS agrees to maintain utilities, roads, and non-medical patient functions and maintenance of historic structures within the park. The primary responsibilities for DOH at Kalaupapa are to provide food, housing, health care, and social services for the patient community. DOH is also responsible for issuing visitor access permits and management of the landfill. Since 1980, infrastructure responsibilities within the settlement have been shared between the DOH and NPS. Some of the DOH's major infrastructure responsibilities have been transitioned to the NPS in anticipation of the DOH's future departure. The Department of Health may transfer ownership of historic structures to the NPS by mutual agreement at any time (Cooperative Agreement No: CA 8896-4-0001 dated 30 March 1984 and renewed as modification -0001 dated 1 April 2004).

### *Department of Transportation*

On March 9, 1987, NPS entered into a cooperative agreement with the State of Hawai'i Department of Transportation to coordinate operation and utilities for twenty years, entitled "Preservation of Natural and Cultural Resources, Kalaupapa." The NPS agrees to assist in the preservation, protection, rehabilitation, restoration, interpretation, maintenance, and project planning regarding

buildings and cultural features located on airport grounds (Cooperative Agreement No: CA 8896-7-8005 dated 9 March 1987). An update to the agreement is underway.

### *East Molokai Watershed Partnership*

Kalaupapa National Historical Park entered into a Memorandum of Understanding with the East Molokai Watershed Partnership when it was formed in 1999 and updated in 2003 to protect the best remaining native forest watershed areas on the East Molokai Mountains. Key strategies employed by the partnership include reduction of feral animal populations; monitoring systems that help guide and document management actions; community outreach that engages, educates, and gains support of the local communities; continual development of the partnership through fundraising, capacity building, and landowner expansion; and involvement with fire (Molokai Fire Task Force) and island invasive species efforts (Molokai subcommittee of the Maui Invasive Species Committee). Land-based partners include Kamehameha Schools Bishop Estate, Kamalo Ahupua'a (3,566 acres); Kapualei Ranch, Kapualei Ahupua'a (1680 acres); Kawela Plantation Homeowners Association, Kawela Ahupua'a (5,500 acres); State of Hawai'i Division of Forestry and Wildlife, Pu'u Ali'i (1,330 acres) and Olokui (1,620 acres) Natural Area Reserves; National Park Service, Kalaupapa National Historical Park (10,800 acres); and The Nature Conservancy, Kamakou (2,774 acres) and Pelekunu Preserves (5,714 acres). Agency partners include Ke Aupuni Lokahi, Enterprise Community Governance Board (community, funder); Maui County (funder); Molokai / Lāna'i Soil and Water Conservation District (technical assistance); USDA Natural Resource Conservation Services (technical assistance, funder); U.S. Fish and Wildlife Service (technical assistance, funder); EPA (technical assistance); U.S. Geological Services (technical assistance); and the State of Hawai'i Department of Health (technical assistance, funder).

### *R. W. Meyer, Limited*

Seventy-two acres in the southwest corner of the park near the Kalaupapa Trailhead are privately owned by R. W. Meyer, Ltd. The park maintains a memorandum of understanding with R. W. Meyer, Ltd. for trail access, maintenance, and the planting of native plants (dated 27 April 2012 for five years).

### *Hawai'i Conference Foundation (HCF)*

As part of the renewal of the Cooperative Agreement, a General Agreement was executed between HCF and the Park Service. This document allows for HCF and the Kana'ana Hou and Siloama congregations to continue using the Hale Kahu structure and Wilcox Parish Hall. Both of these buildings are state-owned and will eventually be transferred to the NPS. It also permits use of the buildings and grounds for up to 15 persons to participate in retreats. (Cooperative Agreement No: CA 8000-83 dated 26 September 1983 and renewed as modification -0001 dated 27 September 2003)

### *Roman Catholic Church in the State of Hawai'i*

On August 23, 2004, the NPS renewed its cooperative agreement with the Roman Catholic Church in the State of Hawai'i for an additional twenty years entitled, "Preservation of Historic Structures, Kalaupapa". The NPS agrees to assist with the maintenance and operation of the St. Philomena's and St. Francis Churches and the St. Elizabeth Chapel (Cooperative Agreement No: CA 8896-4-0003 dated 22 August 1984 and renewed as modification- 0001 dated 23 August 2004).

### *Church of Jesus Christ of Latter-day Saints (LDS)*

The LDS church and parish hall are privately owned by the Mormon Church. No agreement exists with the church. The LDS Church contacted the NPS in February 2012 and expressed a strong desire to enter into a Cooperative Agreement.

### *Americans of Japanese Ancestry (AJA)*

AJA Buddhist Hall and Outbuilding are owned by Americans of Japanese Ancestry (AJA) Buddhist sect. The AJA organization is a nonprofit organization. It was determined that a cooperative agreement is unnecessary at this time.