



Newsletter # 4 | Spring 2015
Draft General Management Plan | Environmental Impact Statement

Dear Friends,

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

The draft plan explores a range of ideas, methods, and concepts for managing Kalaupapa National Historical Park. The document describes four alternative strategies for protecting and managing the park. It also contains an analysis of the impacts associated with implementing each of these strategies on existing park resources. Alternative C is the National Park Service's preferred alternative, and this set of actions and programs is intended to become the general management plan.

Your involvement in the planning process has been a critical asset in the creation of this plan. You will find that many of your ideas from public workshops and written comments, as well as mana'o from the resident patients, are represented in the management alternatives and in the NPS preferred alternative.

Please send us your comments by **June 8, 2015** and/or attend a public meeting. See "How to Comment" on the last page of this newsletter for instructions.

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

Erika Stein Espaniola, Superintendent

You're Invited to a Public Meeting!

Date	Time	Location
Monday, May 4	5:00– 7:00pm	Kalaupapa NHP, Molokai McVeigh Hall
Tuesday, May 5	1:00– 3:00pm	Kaunakakai, Molokai Kalaniana'ole Hall Maunaloa Highway
Tuesday, May 5	6:00– 8:00pm	Kaunakakai, Molokai Kalaniana'ole Hall Maunaloa Highway
Wednesday, May 6	6:00– 8:00pm	Kahului, Maui Kahului Community Center 275 Uhu Street
Thursday, May 7	6:00– 8:00pm	Honolulu, O'ahu Bishop Museum, Atherton Hālau 1525 Bernice Street
Friday, May 8	10:00am– 12:00pm	Honolulu, O'ahu Bishop Museum, Atherton Hālau 1525 Bernice Street
Wednesday, May 13	10:00am– 12:00pm (HST)	Online Meeting https://attendee.gotowebinar.com/register/2978441026354906114 Toll-free number: 1-877-309-2073 Access code: 752-209-461
Thursday, May 14	10:00am– 12:00pm (HST)	Online Cultural Resources Meeting https://attendee.gotowebinar.com/register/4601497210324496642 Toll-free number: 1-866-899-4679 Access code: 714-165-525

Above: Aerial view of the Kalaupapa peninsula. Photo: NPS.

Introduction

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 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.



The Bishop Home at Kalaupapa Settlement, seen here in 1904, was one of three group homes for patients. Photo courtesy of Damien Museum.

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. Comments 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.



Public scoping meetings for the GMP. Photos: NPS.

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 and structures 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.



Opposite left: Gravesites at Kauhakō Crater. **Opposite right.** Hale Mālama curatorial facility blessing ceremony, 2005. Photos: NPS.

This page: Patients and NPS staff celebrate the canonization of Saint Marianne, October 2012. Photo by Jeffrey Mallin.

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.
- 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.



This page: Surveying Waikolu Stream. Photo: NPS. **Opposite:** Aerial view of Kauhakō Crater and the peninsula. Photo by Jeffrey Mallin.

- 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.



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.



View of Kalaupapa Settlement, c. 1900. Courtesy Hawai'i State Archives.

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 cultural 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.

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.

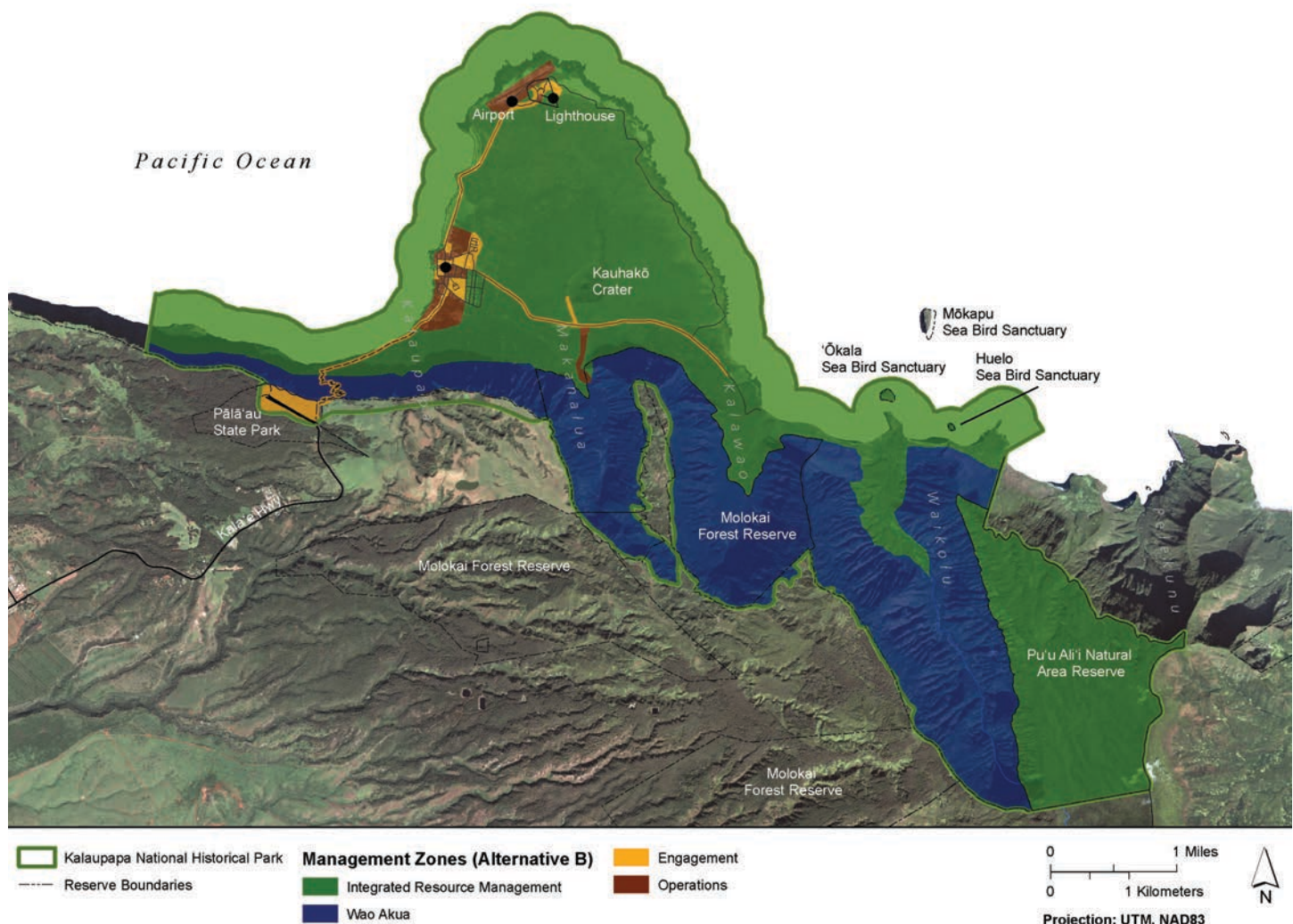
Cultural and Natural Resources

- 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.

ALTERNATIVE B: MANAGEMENT ZONES



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 Response 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.



Visitors on a mule trip descend the pali trail to Kalaupapa. Photo: NPS.

Alternative C: Preferred Alternative

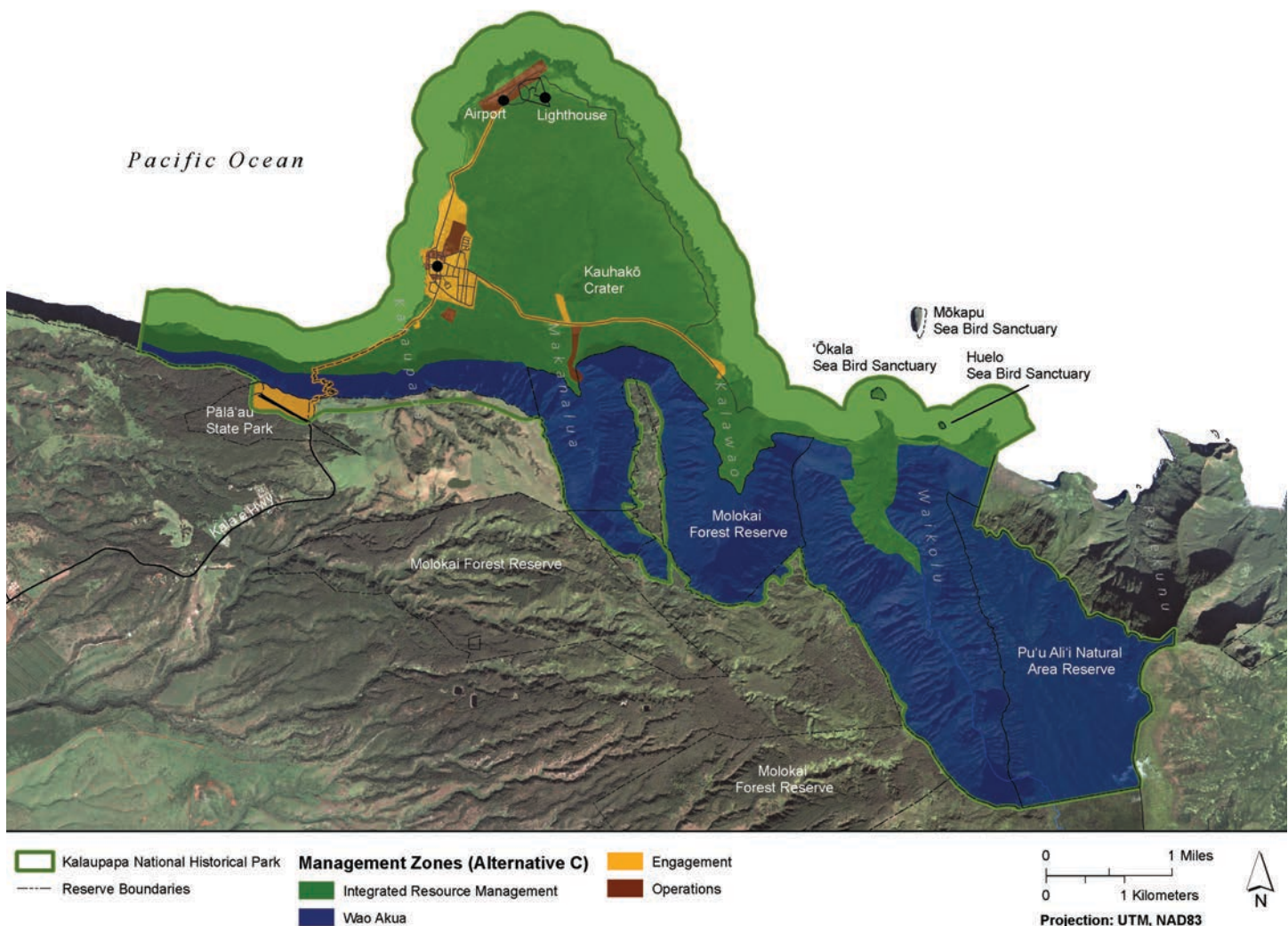
Alternative C, the preferred alternative, emphasizes stewardship of Kalaupapa's lands in collaboration with the park's many partners. Kalaupapa's diverse resources would be managed from mauka to makai to protect and maintain their character and historical significance. Through hands-on stewardship activities, 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.

ALTERNATIVE C: MANAGEMENT ZONES



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; 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.
- 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.

Opposite: Graves in the Papaloa Cemetery. Photos by T. Scott Williams. **This page:** Siloama Church. Photo: NPS.



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.



Left: Fuesaina's Bar is a popular gathering place within the settlement. **Right:** Volunteers plant native species to help restore the park ecosystem. Photos: NPS.

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



Marine biologists conducting intertidal survey. Photo: NPS.

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:

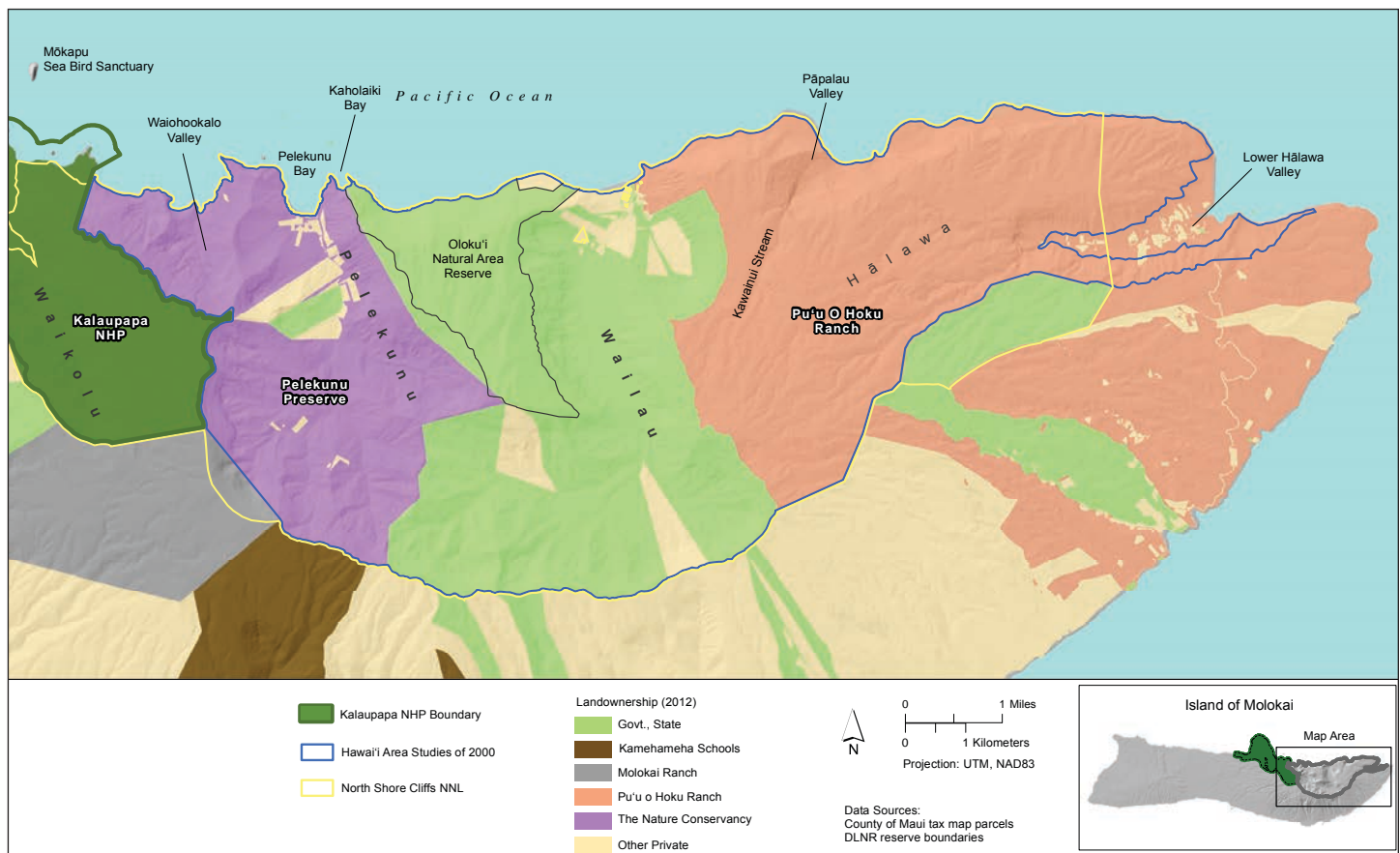
- NPS share of rehabilitation costs for roughly 10 historic buildings for basic visitor services operated by a concession or nonprofit organization.

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.)

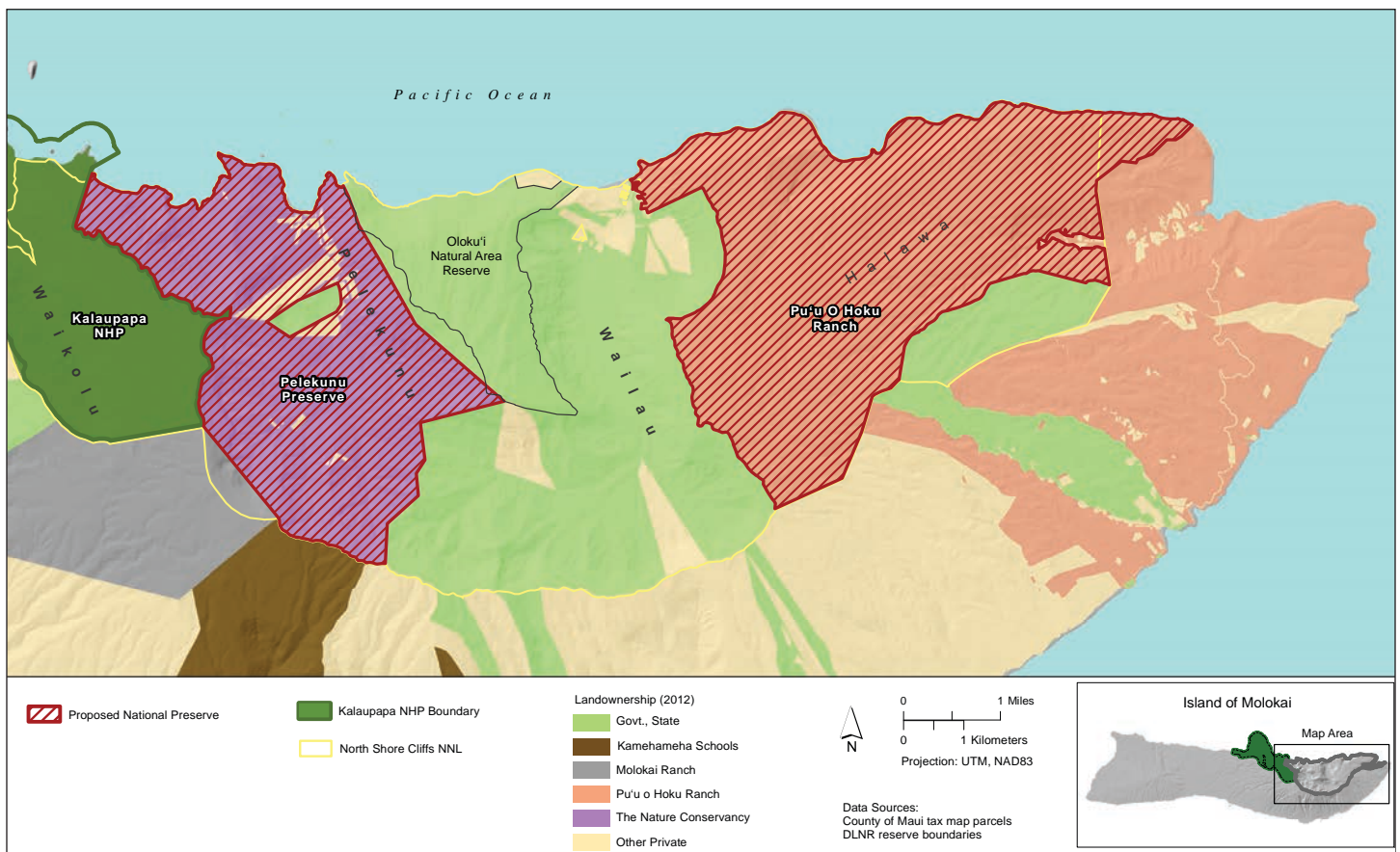
NORTH SHORE EXISTING CONDITIONS



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 sell or transfer their property to the NPS. These landowners may not wish to be included in an NPS designation.

PROPOSED BOUNDARY MODIFICATIONS



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.

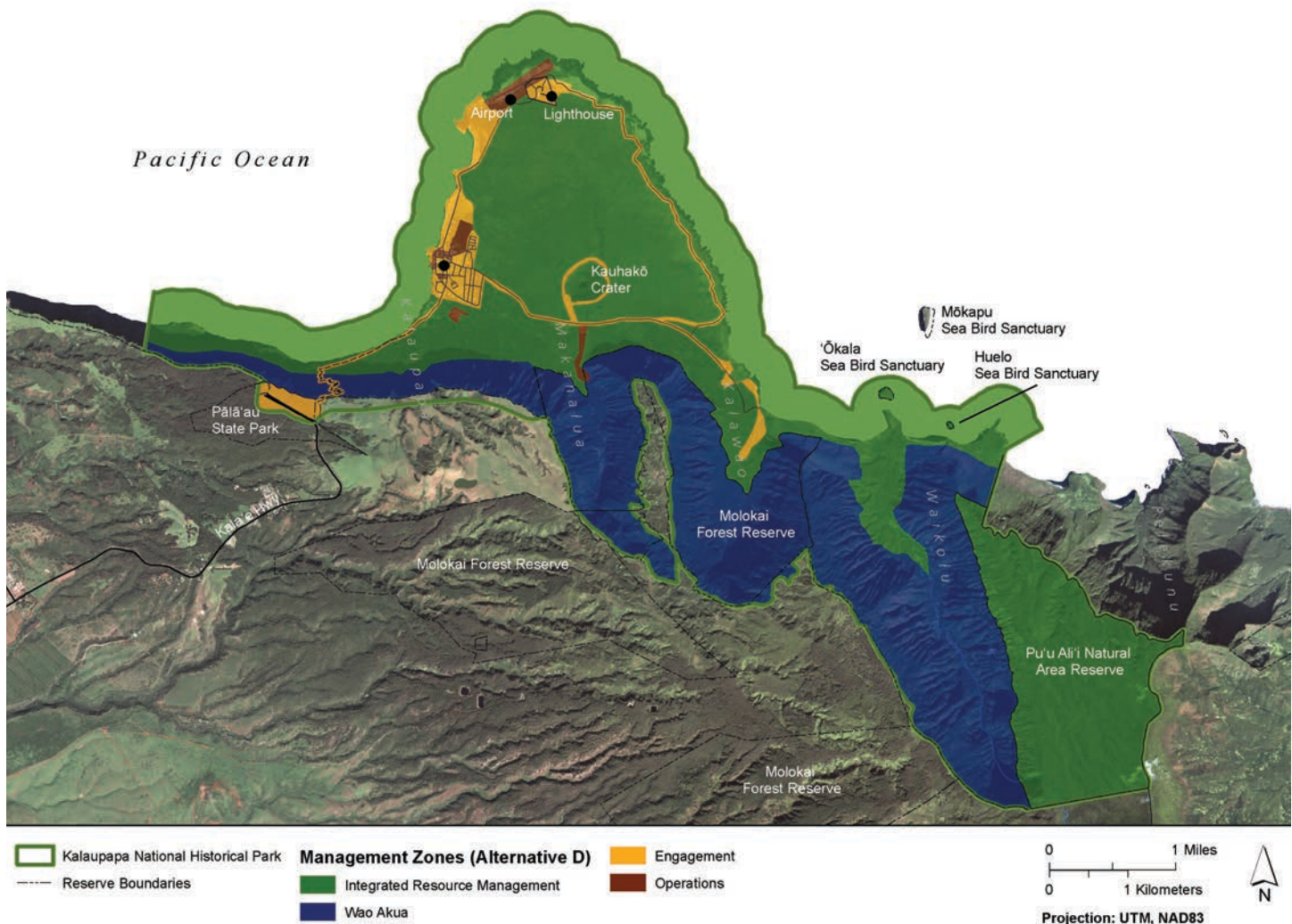
Hunting, Fishing, and Gathering

- Same as alternatives B and C.

Interpretation and Education

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

ALTERNATIVE D: MANAGEMENT ZONES



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 and providing opportunities for 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:
 - Allow larger planes with a limit of 20 passengers to use the Kalaupapa Airport. Emergency fire responses at the airport



Above: Aerial view of the peninsula and the Molokai Light Station. Photo by Jeffrey Mallin. **Bottom left:** Seaweed collected off Kalaupapa's coast. Photo: NPS. **Bottom right:** Native Hawaiian rock walls provide evidence of past land divisions and agriculture on the Kalaupapa peninsula. Photo: NPS.

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 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.



View of ‘Ōkala Islet from Kalawao, date unknown. Courtesy of Bishop Museum.

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.



Left: Damien Tours is a patient-run guided tour service. **Above right:** Planning team at Kauhakō Crater. **Below right:** Visitors on the pali trail. Photos: NPS.

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 socioeconomic 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 underutilized, 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



Kalaupapa Pier area at sunset. Photo: NPS.

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 archeological 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.



General Management Plan Schedule

Estimated Time Frame	Planning Activity	Public Involvement Opportunities
2009 (Complete)	Public Scoping Identify concerns, expectations, values, and ideas related to Kalaupapa.	<ul style="list-style-type: none"> • Provide your ideas and comments during the scoping period through workshops, meetings, and correspondence. • Review the "Results of Scoping Newsletter." • Read the public meetings transcripts online.
2011 (Complete)	Preliminary Alternatives Outline different possible visions and strategies for the future of Kalaupapa.	<ul style="list-style-type: none"> • Review "Preliminary Alternatives Newsletter." • Participate in public open houses. • Send us your ideas and comments on the preliminary alternatives.
2015	Draft General Management Plan/Environmental Impact Statement* Revise alternatives based on comments. Prepare and distribute a draft GMP/EIS, including identification of a preferred alternative. <i>* We are currently at this step.</i>	<ul style="list-style-type: none"> • Review the draft GMP/EIS. • Participate in public workshops. • Send us your comments on the draft GMP/EIS.
2015	Final GMP/EIS Analyze comments, revise draft document, and finalize the plan.	<ul style="list-style-type: none"> • Review the final GMP/EIS.
2016	Implement the Approved GMP/EIS Prepare and issue a Record of Decision and implement the plan as funding allows.	<ul style="list-style-type: none"> • Stay involved to implement the GMP. • Check the NPS website for updates.



Opening of Labor Day sports activities at Kalaupapa Pier, 1953. Kalaupapa Historical Society Photo Collection.

How to Comment on the General Management Plan

This draft general management plan/environmental impact statement has been distributed to other agencies and interested organizations and individuals for their review and comment. The public comment period for this document will last for approximately 60 days. Comments can be submitted at one of the public meetings, online, or via mail or e-mail. Please submit comments by **June 8, 2015** or 60 days from the date the EPA notice of filing and release of the draft GMP/EIS is published in the *Federal Register*, whichever is later.

This document is available online at the NPS Planning and Public Comment website at:

<http://parkplanning.nps.gov/kala>

An online public comment form is provided at this website.

Printed copies of the complete document are available upon request. Please see the contact information provided on the right side of this page.



Above: Documenting endemic plants along the rock cliffs. **Reverse:** Wai'ale'ia Valley. Photos: NPS.



National Park Service
U.S. Department of the Interior

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For current GMP information and to submit comments online:

GMP Project Website:

<http://parkplanning.nps.gov/kala>

To submit written comments:

E-mail:

KALA_GMP@nps.gov

Mail:

National Park Service
Attn: Kalaupapa NHP GMP/EIS
909 First Avenue, Suite 500
Seattle, WA 98104

For general information about the historical park:

Park Website:

<http://www.nps.gov/kala>

Before including your address, phone number, e-mail address, or other personal identifying information in your comment, be aware that the NPS practice is to make comments, including the names and addresses of respondents, available for public review. Individual respondents may request that their address be withheld from the planning record, which will be honored to the extent allowable by law. There also may be circumstances in which a respondent's identity would be withheld from the record, as allowable by law. To have your name and/or address withheld, state this prominently at the beginning of the comment.



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