Newsletter #4, October 2007





Draft Comprehensive Management Plan Available for Review

This newsletter provides a summary of the Draft Ala Kahakai NHT Comprehensive Management Plan, as prepared by the National Park Service. The full draft report is posted on the internet at the park's web site http://www.nps.gov/alka, and limited printed copies will be available from the National Park Service (see p. 19). There will be several opportunities for providing comments, including public meetings in November (see p. 19 for a schedule).



Mahukona, N. Kohala, NPS photo

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Dear Reader,

Aloha Kaua Kakou! Warm Greetings to Everyone! It is with great pleasure that the National Park Service offers to you for review and comment, the *Draft Ala Kahakai National Historic Trail Comprehensive Management Plan and Environmental Impact Statement*. This draft plan presents proposed management alternatives for the 175-mile corridor along the western and southeastern shorelines of Hawaii Island.

This plan represents your involvement and input into the planning process. The approaches to management and underlying values all reflect what you proposed or supported. These management alternatives respond to many of your ideas and concerns shared at two rounds of meetings, surveys and discussions that we held over the last several years. The most common desires expressed was the preservation of the trails, the places and resources that were built and cared for by the ancestors of today's native Hawaiian families — many of whom still continue to practice their culture and lifestyle. Also expressed was the need to preserve in perpetuity native Hawaiian beliefs, history, values, and stories associated with the special places and the natural resources located within the trail's corridor.

The preferred alternative addresses these desires by proposing that management planning and implementation be centered on supporting families who accept their land and community stewardship kuleana (responsibilities) as passed on by their elders. The preferred management alternative includes the preservation of mauka-makai (mountain-to-ocean) trails that intersect with shoreline routes and shifts the focus to the ahupua'a, the mountain-to-sea land division, as the cultural landscape that served as the basis for the flourishing of the Hawaiian culture. There is much to appreciate and learn that is relevant today from the Native Hawaiian culture whose legacy can be traced back many generations before the building of the pyramids in Egypt.

continued on p.2

A population explosion along Hawaii's western shoreline is occurring and will continue to bring many who are unfamiliar with Hawaii's customs, traditions, history, and special places. Our cultural and natural resources are in even greater jeopardy by the impact that is occurring with more public demand for shoreline access. Currently, much of our shoreline is unmanaged and many places, plants and marine life are vulnerable to harm. The preferred management alternative proposes a self-sustaining, community-based management model that reflects the culture of our Hawaiian ancestors as well as those who have deep historic ties to the land.

I am confident that this preferred alternative provides the best choice for the long term management success of the trail. This success is dependent on the community taking "ownership" and on the continuing participation of government agencies, private organizations, landowners and other partners.

The Ala Kahakai National Historic Trail links a variety of trails serving different historic and current purposes to celebrate the legacy of Hawaii's first Polynesian residents. Please read the summary newsletter and the draft plan and provide your comments via letters, the internet, or at one of our public meetings to be held in November. Comments must be submitted within 60 days after publication of the Notice of Availability in the Federal Register. This date will be posted on the park web site once it is known. Your involvement will assist the National Park Service and its community-based partners to achieve the mission of the Ala Kahakai National Historic Trail.



1800 Lava Flow, Kalae Mano, N. Kona, NPS photo

Sincerely,

Aric Arakaki, Superintendent

Sow DESKAK



Ahu'ena Heiau, Kailua, NPS photo

Executive Summary



From left: 'Upolu, N. Kohala; Trail Clearing, Kealakehe HighSchool, O'oma, N. Kona; Kapu'a, S. Kona

The National Park Service (NPS) administers the Ala Kahakai National Historic Trail (NHT), added to the National Trails System by the U.S. Congress on November 13, 2000. The legislation authorizing the Ala Kahakai NHT identifies an approximately 175-mile portion of prehistoric ala loa (long trail) and other trails on or parallel to the seacoast extending from 'Upolu Point on the north tip of Hawai'i Island down the west coast of the island around South Point to the east boundary of Hawaii Volcanoes National Park. The Ala Kahakai National Historic Trail combines surviving elements of the ancient ala loa1 with segments of later *alanui aupuni*, which developed on or parallel to the traditional routes, and more recent pathways and roads that created links between the historic segments.

Federal ownership of the Ala Kahakai NHT is limited to the trail alignment within the four national parks it links: Pu'ukoholā Heiau National Historica Site; Kaloko-Honokōhau National Historical Park (NHP); Pu'uhonua o Hōnaunau NHP; and Hawai'i Volcanoes National Park. Approximately 17% of the NHT is within the boundaries of these national parks. With trail authorization, these trail segments became federally protected components of the NHT, in compliance with § 3(a) 3 of the National Trails System Act.

The National Trails System Act, as amended, requires the preparation of a comprehensive management plan (CMP) for each new trail in the system. The CMP is intended to provide relatively long-term (approximately 15-year) direction for natural and cultural resource preservation, education, and trail user experience of the Ala Kahakai National Historic Trail. It considers the trail holistically. It identifies the necessity of community partnerships to protect trail resources and provide appropriate trail user services. As a partnership endeavor, the success of this plan is not solely determined by the NPS; rather its success rests with the will and perseverance of other local government agencies, communities, organizations, neighborhood associations, and individuals who have the capacity and desire to implement actions within this plan.

This document also includes a programmatic environmental impact statement (EIS), which considers at a general qualitative level the impacts that each of the alternatives could have on the trail environment. The EIS sets the framework for future compliance with the National Environmental Policy Act (NEPA) and the National Historical Preservation Act (NHPA) for each trail segment included in the Ala Kahakai

¹ "Ancient" or prehistoric trails such as the *ala loa* are those which were made in Hawaiian antiquity, predating western contact in 1778. By the middle 1820s, Governor Kuakini and island chiefs began a program of improving key trails on the island of Hawai'i to improve access for missionary efforts and the transportation of goods. In the 1830s the king began to formalize a program for work on and development of improved trails and roads. This work was generally performed by those convicted of crimes and in commutation for taxes. This program led to the development of the *alanui aupuni* (government road) system in 1847. These government roads are "historic" in design, function and use (Maly, 2005). In this plan, "ancient" is used instead of "prehistoric" or "precontact" when referring to trails predating Western contact.

NHT. It also assists decision makers and the public in assessing the relative merits and effects of any one alternative from the others.

This CMP was developed in consultation with National Park Service park and program managers; interested parties including landowners, Native Hawaiians, and trail groups, local communities; government agencies; and the general public. The NPS initiated formal consultation with the State Historic Preservation Division (September 2004) and the United States Fish and Wildlife Service (February 2003). The plan is based on an analysis of existing and predicted natural and cultural resource conditions, trail user experiences, environmental impacts, and costs. It primarily provides a framework for administration and management and a vision to be realized through future actions.

Planning Issues and Concerns

During scoping and alternatives review, the public expressed the following concerns about trail management. These are addressed in the CMP.

TRAIL ADMINISTRATION AND OPERATIONS

The trail is administered by the NPS, but the NPS owns and manages only 17% of the trail corridor. The trail passes through federal, state, county, Hawaiian Homelands, and private lands each with their own regulations for use. Even within state lands, the Nā Ala Hele Trails and Access Program² and State Parks operate under different rules. Consistent preservation, development, management, and marking the trail through varying jurisdictions will be a challenge.

CHANGES TO THE HISTORIC SCENE

Development, weather, and alien plants have significantly impacted the ancient and historic trail in some areas. New trails and jeep roads have often taken the place of ancient and historic trails. The plan addresses how these

sections of trail would be incorporated into the Ala Kahakai NHT.

VULNERABILITY OF CULTURAL AND NATURAL FEATURES

The Ala Kahakai NHT connects hundreds of cultural sites and traditional use areas.

Desecration of cultural sites on public and adjacent private lands by persons accessing these sites via coastal trails is an ongoing problem. The plan addresses how trail management can protect these sites.

EFFECTS ON NATIVE HAWAIIANS

Native Hawaiians have deep concern for protection of natural and cultural resources, which are one and the same to them. For them, the trail is a part of a way of life. It includes not only the pathway but also the network of resources beside the trail. They are concerned that increased public access and use could impact areas of deep spiritual significance and their use of these areas to practice their cultural traditions. They also have concerns for the effect of federal administration of the trail on their gathering and subsistence rights under Hawaiian state law.



Pu'ukoholā Heiau NHS, S. Kohala, NPS photo

² A statewide program established by Hawaii Revised Statute 198D to inventory, classify, and regulate the use of trails and accesses on each of the islands. See appendix A for the legislation.

LANDOWNER CONCERNS

Landowners have concerns that trespass, litter, and misuse would result from trail use and that the burden of trail maintenance and protection would fall disproportionately on them.

Landowners also have concerns for their liability and about federal intervention in their use of their land.

UNDESIRABLE TRAIL USER BEHAVIOR

Owners of private lands and managers of public land have suffered the effects of trespassing, vandalism, unauthorized off-road vehicle use, theft, littering, and illegal dumping due to open and largely unregulated access along and to the shoreline. In some cases, coastal resources such as 'opihi (limpet), limu (seaweeds), fish, stones, sand, wood, and plant materials have been depleted. Access where immediate trail oversight is not present has led to over-harvesting of resources and inappropriate dumping of solid waste in coastal and other areas.



Luahinewai, N. Kona, NPS photo

LAND USE DECISIONS

In many cases, cultural and natural resources are threatened or have been lost due to development. State land use designation and county development permitting processes at times have allowed destruction of both traditional and early historic trails as long as developers provide public access to the shoreline.

Alternatives

As part of the planning process, three alternatives were developed to address these issues. Both action alternatives, alternatives B and C, are intended to address these issues successfully, if the recommendations are implemented. Alternative C is the alternative that the NPS proposes to implement.

ACTIONS COMMON TO ALL ALTERNATIVES

All alternatives share the following:

The same responsibility for resource protection and visitor health and safety based on federal laws and NPS requirements for management of cultural and natural resources.

The guidelines for high potential sites and segments³, interpretive facilities, management agreements, trail classifications and management prescriptions, carrying capacity, wilderness, and trail marking.

An auto tour route that includes 18 sites along the Ala Kahakai NHT route.

An initial administrative focus, on the 73-mile corridor from Kawaihae through Pu'uhonua o Hōnaunau NHP (see map 1) for development of trail segment management agreements. Other

³ A site or segment identified according to the procedures outlined in section 5 (e) of the National Trails System Act. Each site or segment must provide opportunities to interpret the trail's historical significance and to provide high quality recreation along a portion of the route. Route segments should have greater than average scenic values and should also help visitors appreciate the experience of the original trail users. Criteria include historical significance, the presence of visible historic remains, scenic quality, and relative freedom from intrusion. The management planning process determines if sites, trail segments, or associated resources are to be included as official components of the national historic trail.

areas will be protected as possible even though they might not be made available immediately for public use.

Five interpretive theme topics listed here and described in chapter 1: connections to the past, expression of a unique culture, significant events, stewardship, and environment.

The alternatives differ on the extent of trail resources and values to which resource protection and the guidelines apply. Within the limits of resource capability, the alternatives vary in both what trail user services and experiences are provided and to what extent they are provided.

ALTERATIVE A: NO ACTION

The "no action" alternative, a requirement of the National Environmental Policy Act (NEPA), basically continues the present course of action and serves as a baseline for comparison with all other alternatives. It does not mean that no federal action would occur, but that current federal administration would continue as it is with NPS funding constant at the FY 2006 level of \$260,000 with little opportunity for cost of living increases and no possibility for added staff.

Following the recommendation of the Ala Kahakai National Trail Study and Environmental Impact Statement, May 1997, (Feasibility Study), the goal of alternative A would be to complete a single continuous trail comprised of ancient and historic portions of the ala loa linked as needed by later pre-1892 trails, pathways, and modern connector trails. This alternative emphasizes the linear aspect of travel around the island and reflects a Euro-American concept of a trail as a linear transportation corridor or a recreational and educational entity. High potential sites associated with the alignment would be incorporated into the trail as feasible. Management agreements would focus on establishment and protection of a single route parallel to or on the shoreline. Only the trail tread (state right-of-way, easements resulting from land use approvals, or other specified trail

right-of-way) and negotiated adjacent areas would be included in the trail. Adjacent natural and cultural resources would be identified and protected as feasible along the trail route.

Given the limited staffing and funding under the No Action Alternative, the Ala Kahakai NHT would consist of trail segments within the four national parks through which it passes and only a few other segments, most likely on state lands and over easements already required by land use approvals. While a continuous trail would be a goal, there would be little opportunity to reach the goal even in the very long-term. An auto tour route would be completed that would lead visitors to 18 sites associated with the trail. Recreation along the trail and interpretation of its history and significance would generally be limited to these sites.

All of the principles of administration and resource management would apply to this alternative, but with the limited available federal funding, the application would occur in few places along the entire route. Generally, current management of ancient and historic trails and public access to them would continue. One-time costs for studies and projects are estimated to be \$675,000 over the 15-year plan period. Of that, the anticipated federal share would be \$405,000.

ALTERNATIVE B: SINGLE TRAIL

Alternative B shares the same overall goal as alternative A, but with added staff and funding more actions are potential, and in the very long term the goal could be accomplished. Within the planning period of 15 years, the goal would be to complete the linear trail within the priority zone from Kawaihae though Pu'uhonua o Hōnaunau National Park and to protect other segments outside of that area as feasible. Also, as in alternative A, an auto tour route would be completed.

The NPS would actively work with the state of Hawai'i Nā Ala Hele Trails and Access Program to identify ownership of ancient and historic trails. Trail administration and management would emphasize agency involvement supported by the Ala Kahakai Trail Association and existing organizations. The NPS would focus its technical and limited financial assistance on Nā Ala Hele, State Parks, county parks, and those organizations that come forward to protect and maintain the trail. Nā Ala Hele would continue to manage state-owned segments of the ala loa that cross private lands, following the guidelines set out in the approved CMP. The Feasibility Study identified approximately 35 miles of trail across private lands along the entire route that have potential to be state-owned under the 1892 Highways Act, 4 but suggested there may be more.

Day hiking and overnight camping would be supported with signs and markers, development of trail heads, and primitive campsites. While incorporating all of the trail themes, a unified trail interpretative program would emphasize the interpretive topics of movement from place to place, connections to the past, significant events, and stewardship.

Costs for this alternative are based on incorporating 73 miles of trail roughly from Kawaihae through Pu'uhonua o Hōnaunau NHP into the Ala Kahakai NHT by the end of the planning period of approximately 15 years. These miles include trails within national, state, and county parks, trails within Nā Ala Hele jurisdiction, Ali'i Drive, and 16 miles of trail gaps. Annual operations costs are estimated to range from \$493,000-633,000. One-time costs for studies and projects are estimated to range from \$2,588,000 to \$4,235,000. Of these one-time costs, the estimated federal share is \$1,035,000 to \$2,178,000.

ALTERNATIVE C: AHUPUA'A SYSTEM OF TRAILS

Alternative C includes the goal of a continuous linear trail as in alternative B, but also recognizes the existence and importance of multiple trail alignments in traditional land use and stewardship in Hawai'i by using the authority of the National Trails System Act, as amended, for connecting and side trails (16 USC 1245 Section 6). It reflects the public's vision, developed in the alternatives review process, for the administration and management of the trail. All parallel ancient and historic trails lateral to the shoreline within the Ala Kahakai NHT corridor on public land would be recognized as significant rather than recognizing only a single trail. These alignments would include inland portions of the *ala loa* or other historic trails that run lateral to the shoreline and would be connected to ancient or historic mauka-makai (mountain to sea) trails that traditionally would have been part of the ahupua'a system. Including mauka-makai trails may provide opportunities for loop trail experiences.

These multiple alignments would occur on public lands only, unless a private landowner expressed an interest in recognizing more than a single linear Ala Kahakai NHT. Canoe landings that reflect the traditional use of canoes in long-distance travel would be included, as feasible. In



'Upolu, N. Kohala, NPS photo

⁴ All public accesses that can be verified to have been in existence prior to the 1892 Highways Act continue to be owned in fee simple by the state of Hawaii. This law applies even if the trail is not physically on the ground because in many instances trail segments have been destroyed over time due to various land uses or natural processes.

order to better support interpretation of the Hawaiian trails as a system, focus of this alternative would lie in those areas containing multiple alignments, and a continuous linear trail would be a long-term goal. As in alternative B, day hiking and overnight camping would be supported with signs and markers, development of trail heads, and primitive campsites.

Preservation and interpretation of cultural features and landscapes that sustain the practice of Hawaiian values throughout the trail corridor would be the cornerstones of the trail protection program in alternative C. These cultural features include prehistoric and historic archeological and traditional sites and their surrounding natural landscapes, plant and animal ecosystems, and habitat.

Alternative C emphasizes community-based management that protects and preserves cultural sites and landscapes thereby providing the setting for cultural conservation and livelihood opportunities through the on-site practice and preservation of Hawaiian values and customs. A key component of management would be a viable and highly effective Ala Kahakai Trail Association (AKTA) that would partner with the NPS in trail protection and management. It would develop and implement a strategic approach to communication, membership, product development, marketing and fund-raising strategies for projects, project management, and staffing. NPS technical assistance would focus on strengthening the AKTA.

Under alternative C, the trail experience would center on understanding and appreciating Hawaiian values and cultural practice as found along a traditional system of trails. The experience would be comprised of activities, programs, and interpretation emphasizing the trail's significance and history. Although incorporating all of the trail themes, trail interpretation would emphasize the topics of connections to the past, expression of a unique culture, stewardship, and environment.

In alternative C, the NPS would not only administer and manage the trail on national park lands, but also could manage those segments of trail owned by the state through the Highways Act of 1892, including multiple lateral and mauka-makai trails within the Ala Kahakai NHT corridor. An agreement with the state of Hawaii could convey to the NPS a less-than-fee ownership interest in trail segments that are state-owned and assign management obligations to the NPS. However, in cooperation with the NPS and under its guidance, local communities within the ahupua'a would be encouraged to take responsibility for trail management using traditional Hawaiian principles of land management and stewardship. Federal management of the state-owned trail segments would allow for more consistent management of the trail as a unified entity and enforcement of federal protection laws under 36CFR-Parts 1-5. State laws for resource protection would continue to apply to the Ala Kahakai NHT if more stringent than the federal laws.

Costs for this alternative are based on incorporating 88 miles of trail from Kawaihae through Pu'uhonua o Hōnaunau NP into the Ala Kahakai NHT during the planning period of approximately 15 years by adding15 miles of mauka-makai trails to the 73 miles of trail in alternative B. Annual operations costs are estimated to range from \$702,000 - 887,000. One-time costs for studies and projects completed over the 15-year planning period are estimated to range from \$3,158,000 to \$5,015,000. Of the one-time costs, the estimated federal share is \$1,263,000 to \$2,508,000.

Table 1: Comparison of Alternatives

PLANNING ISSUE	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Concept	Single linear trail preserving ancient and historic segments of the ala loa ⁵ connected with more recent trails, jeep roads, and sidewalks to create a continuous trail.	Same as alternative A.	Ahupua a approach to trails adding mauka trails, other lateral trails, and canoe landings to a continuous linear trail to recognize a traditional system of trails on public lands. Lateral and mauka-makai trails
	Continuing federal actions with a flat budget. Provides baseline for comparison.	Additional staff and funding make more actions potential.	authorized as connector trails by the National Trails System Act.
	A Euro-American concept of a trail as a linear recreation and educational experience	Same as alternative A	A Hawaiian concept of trails as a system or network of trails and places providing opportunities for cultural conservation.
Administration, Management, and Partnerships	Ala Kahakai NHT administrator provides oversight to entire trail, as possible, but land managers or owners manage their segments of trail. NPS parks manage their segments of trail. Additional sites and segments added through agreements, as possible.	Same as alternative A, but a continuous linear trail would be achieved in the long term. 15-year plan focuses on priority area. Additional funding would allow more sites and segments to be included.	Same as alternative B, but NPS could manage state-owned segments of ancient and historic trails through an agreement with the state providing NPS an interest in the trail but not ownership.
	Stewardship concepts and values embedded in the Hawaiian culture provide a basis for effective trail management.	Same as alternative A.	Same as alternative A, but the ahupua a approach would offer settings in which the culture could be practiced.
	MOU signed with state and county. Nā Ala Hele management of state-owned ancient and historic trails continues. State Parks manages trail on its lands. County continues to require public shoreline access and manage trails on its lands. Landowners or others manage required easements.	Same as alternative A, except NPS would focus technical and limited financial assistance on partnerships with state trail managing agencies and other trail management entities.	Same as alternative A, except NPS would focus technical and limited financial assistance on AKTA to build its capacity to help trail management entities.
	NPS relies on existing local organizations to implement the trail. Has little capacity to help the Ala Kahakai Trail Assn. (AKTA) get off the ground.	NPS actively promotes cooperative community-based management focused on helping trail management agencies, AKTA, and local organizations.	NPS forms viable partnership with a robust AKTA to help manage the trail and its settings on public lands and to promote cultural conservation through on-site practice and preservation of Hawaiian values and livelihood opportunities.
	NPS trail office would become information repository for all information regarding sites and segments.	Same as alternative A, but more information would be processed as sites and segments are added to the trail.	Same as alternative B, but even more information would be managed.

⁵ Brief definition of terms: ala loa (long trail); ahupua'a (land division roughly running from the mountains to the sea); mauka (toward the mountains); makai (toward the sea); mauka-makai (mountain to sea).

PLANNING ISSUE	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Resource Protection			
Resource Protection General	Federal laws for natural and cultural resource management apply in the four national parks. Relevant federal laws and state laws apply to those sites and trail segments recognized as part of the Ala Kahakai NHT. Site and segment-specific management plans required. A range of protection measures available on nonfederal lands: compliance, inventory and assessment, specific management plans, agreement, phasing, strategic trail routing, monitoring, limited visitation, collaborative planning and design, education, coordination with Nā Ala Hele	Same protections in place as in alternative A except that protection would extend to the entire linear trail as it is completed.	Same as alternative B except that resource protections would extend to a traditional system of trails on public lands as well as the linear trail.
Resource Protection High potential	advisory council. Recognition and protection within the four national parks.	Same as alternative A.	Same as alternative A.
sites and segments (See Glossary.)	Management agreements are completed with Nā Ala Hele or State Parks for a few trail sites and segments and interpretive facilities.	Same as alternative A, but NPS works to incorporate all sites and segments currently identified as high potential as part of a linear trail. Active inventory and analysis of potential additional sites and segments to complete a linear long-distance trail.	The same as alternative B, but protection includes parallel lateral trails and mauka-makai trails on public lands using "connector trail" provisions in the NTSA.
Resource Protection Trail alignment	Alignment defined in the four national parks. On nonfederal lands, trail consists of identified trail right-of-way and negotiated adjacent resource areas.	The same as alternative A. The same as alternative A, but NPS works with Nā Ala Hele to identify ancient and historic trails for public use.	The same as alternative A. The same as alternative B. In addition, NPS works with Nā Ala Hele to identify ancient and historic mauka-makai, trails on public lands to develop a system of trails including the surrounding landscape.
	Uneven and slow progress, where opportunities arise, toward a continuous trail.	NPS works with Nā Ala Hele, state parks, other public and private landowners to actively develop a single continuous trail.	The same as alternative B, plus a traditional system of trails on public lands is recognized. Shoreline lateral access trails included in Ala Kahakai NHT.

PLANNING ISSUE	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Resource Protection Program	Federal protections at national parks.	The same as alternative A.	The same as alternative A.
	On nonfederal segments, management plans with protection measures including inventory, assessment, and monitoring, in place for individual trail segments, their adjacent negotiated resource areas, and sites that are incorporated into the Ala Kahakai NHT.	Protection on nonfederal segments the same as alternative A, but more trail segments and sites would be included.	Protections along nonfederal segments the same as alternative B, plus parallel coastal trails and mauka-makai trails are included. On public land, preservation of cultural features and landscapes that sustain the practice of Hawaiian values is emphasized. Federal management and protection laws could extend to state-owned trails through an agreement with Nā Ala Hele.
Trail User			agreement marriar na marriar
Experience			
Trail User Experience Traditional users or practitioners	Trail management planning would aim to mitigate negative impacts on traditional cultural practices by seeking input and advice from traditional gatherers and other practitioners.	Same as alternative A but NPS seeks to enhance access to and setting for traditional cultural practice.	Same as Alt. A except NPS seeks to facilitate access to and setting for traditional cultural practice
Trail User Experience Recreation	Discontinuous trail segments available for day-hiking.	Longer segments available for day-hiking. Overnight camping accommodated as feasible.	Loop trails, in and out experiences, and long-distance hiking accommodated, with emphasis on the cultural experience of trails within an ahupua a.
	Traditional Hawaiian values presented along segments of a single linear trail	Traditional Hawaiian values presented along a continuous single linear trail	Traditional Hawaiian values experienced and practiced along a traditional system of trails.
	Auto tour route established as an experiential and interpretive spine that includes key high potential sites and access to several high potential trail segments.	Auto tour the same as alternative A	The same as alternative A with the addition of the experience of traditional system of trails where accessible from auto tour sites.
	Special hiking and cultural events promoted on trail segments included in the Ala Kahakai NHT.	The same as alternative A, but more trail segments available for events.	The same as alternative B, but with emphasis on the ahupua a and the traditional system of trails.



Pōhuehue or Beach Morning Glory, NPS photo



Petroglyph Recording, S. Kohala, NPS photo

PLANNING ISSUE	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Trail User Experience Interpretation and Education	Potential for a Comprehensive Interpretive Plan (CIP) late in plan period. Initially, no comprehensive approach. Publications, website, wayside exhibits could be developed.	Comprehensive Interpretive Plan (CIP) a priority leading to a range of coordinated interpretive approaches.	The same as alternative B.
	Introduction of trail interpretive themes and programs encouraged at NPS units. Reliance on existing local entities and programs would continue on nonfederal segments. Emphasis on auto tour route.	Emphasizes interpretive topics (interpretive themes are outlined in chapter 1) of movement from place to place, connections to the past and significant events that occurred along the ala loa.	Emphasizes interpretive topics of cultural expression, stewardship, and environment. Hands on learning of conservation values and ethics offered from early education to adult programs serves as a basis for job and career employment.
	Outreach to local schools offered as requested and subject to staffing capacity.	Outreach to local schools and an educational curriculum developed. Heritage tourism involving travel along a single route possible if meeting permit requirements.	Outreach to local schools and an educational curriculum developed. Geotourism involving a traditional system of trails possible if meeting permit requirements.
Trail User Experience Trail Identification, Markers, and Signs	Markers would be used on few managed trail segments and at interpretive facilities. Public would randomly encounter markers.	Markers used to mark a single, linear trail. Markers guide users but do not clutter landscape.	Markers used on linear trail, parallel lateral trails, and mauka-makai trails to identify a system of trails as appropriate. Written guides may be used to avoid sign clutter in some areas.
Facility Development	Some wayside interpretive exhibits may be installed.	A system of wayside exhibits installed.	The same as alternative B.
	For auto tour, may include wayside exhibits, signs and markers, access roads, trailhead parking areas, and comfort stations.	Same as alternative A for auto tour. For hikers, may include wayside exhibits, signs and markers, potable water sources, campsites, trailhead parking and orientation signs.	The same as alternative B NPS would fund necessary facility developments on added federal components.
	State or local governments or private groups would fund development outside of federally owned areas. NPS would fund on federal components. NPS may provide seed money, cost sharing incentives, or technical assistance to nonfederal entities.	Same as alternative A except that more trail segments would require more of the described facilities.	The same as alternative B, except that AKTA would be expected to raise significant funds for development on non-federal land. ⁶



Kaʻawaloa, S. Kona, NPS photo



Young Surfers at "Pine Trees", Kohanaiki, N. Kona, NPS photo

,			System
inc	Iternative assumes minimal creases not keeping up with flation.	NPS would request increases in base funding to implement the CMP. Funds sought from other NPS programs. Funds and staff shared with national parks along the route.	The same as alternative B.
Co: ava fur	ompetitive NPS Challenge ost Share Program may be vailable for project matching annually at the scretion of Congress.	The same as alternative A.	The same as alternative A.
		AKTA and private groups would raise funds as possible for programs. (See footnote 6.)	AKTA expected to raise significant funds to support educational and cultural programs and facilities. (See footnote 6.)
Cost Estimates ⁷ (ba	ased on FY 2007 dollars)		
Annual \$2! Operations	259,000	\$493,000- \$633,000	\$702,000 - \$887,000
One-time Costs (over 15 years) Studies \$3	375,000		
Projects \$30	300,000	\$220,000 - \$375,000 \$2,368,000 -\$3,860,000	\$310,000 - \$485,000 \$2,848,000 - \$4,530,000
Total One-time \$67 Costs	575,000	\$2,588,000 - \$4,235,000	\$3,158,000 - \$5,015,000
Anticipated federal share of One-time Costs ⁸	105,000	\$1,035,000 - \$2,178,000	\$1,263,200 - \$2,508,000
Staffing 2 f	full-time	4 full-time; 6 shared/part-time	5 full-time; 9 shared/part-time



'Ōpae'ula Pond, Makalawena, N. Kona, NPS photo



"Pebble Beach", Kaohe, S. Kona, NPS photo

 7 Caveat for all cost estimates: The implementation of the approved plan, no matter which alternative, will depend not only on future NPS funding and service-wide priorities, but also on partnership funds, time, and effort. The approval of a CMP does not guarantee that funding and staffing needed to implement the plan will be forthcoming. Full implementation of the CMP could be many years in the future. These cost estimates suggest the range of federal funds in relation to partnership funds — state, county, nonprofit organizations, private entities, and individuals — required to open to the public the section of trail from Kawaihae to Pu'uhonua o Hōnaunau in 15 years and to protect other sections of trail in that time period.

 $^{^8}$ The Feasibility Study, approved by Congress, projected a 50% nonfederal match for one-time costs. Alternative A estimates that the federal share would be approximately 60% because much of the trail work would be limited to the national parks. Alternatives B and C estimate the federal share on the low estimate (anticipating greater partner involvement and fundraising) would be approximately 40% and on the high estimate, 50%.

Table 2: Comparison of Impacts of Alternatives

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Cultural Resources	Negligible to minor direct and indirect beneficial effects in national parks. No adverse impacts to NRHP properties on federal lands or on sites included in the auto tour due to the trail use; potential minor to moderate adverse impacts to sites on nonfederal lands not included in NHT. Potential for moderate longterm beneficial effects on a few trail segments on nonfederal lands added to the national trail. Potential long-term moderate to major adverse impacts due to loss of ancient trail fragments and other cultural resources within the trail corridor not incorporated in the NHT. Minor long-term beneficial effects result from limited promotion of national recognition of the trail. Minor to moderate long-term benefit resulting from new research on cultural resources within the national parks and on nonfederal segments incorporated into the trail contributing to better understanding and appreciation of the significance of this national historic trail to the culture of Hawaii. Potential long-term moderate to major adverse impacts if existing zoning and development regulations do not adequately protect the trail and its associated cultural resources. Potential long-term moderate to major adverse effects on portions of the trail route not included in the Ala Kahakai NHT from inadvertent desecration by unknowing trail users or from vandalism and looting by artifact hunters. Minor to major long-term effects of inadvertent or intentional damage to trail fabric and resources by private landowners.	Overall, the same as alternative A, except more trail segments included in the Ala Kahakai NHT. In addition: Long-term moderate to major beneficial effect from increased research and knowledge of cultural resources. Short and long-term moderate beneficial effects resulting from heritage tourism that contributes to a better understanding and appreciation of the Ala Kahakai NHT and the Hawaiian culture. Moderate long-term beneficial effect from bringing more NHRP properties under administrative oversight of the NPS. Moderate beneficial effects of enhanced promotion of national recognition of trail. Long-term minor beneficial effects on capacity of Nā Ala Hele to protect resources due to added NPS support. Potential moderate to major short and long-term adverse effects on cultural resources that define the national trail could result from lack of action by the NPS or its partners. Effects ameliorated by incremental implementation of the CMP and by NPS technical assistance. Long-term beneficial impact of research and information sharing that provides land owners a model for preserving resources and contributing to the broader preservation of the Hawaiian culture through public understanding.	Overall similar to alt. B with the addition of the following: Minor beneficial effects from increased community support of park management, but potential minor adverse effect as more trail segments are added within the parks. Long-term moderate to major beneficial effects on resource protection as more trail segments could come under federal jurisdiction and management with NPS less-than-fee interest in nonfedera trail segments, but potential short term minor to major adverse effects if funds and staff are not available for monitoring and protection. Long-term moderate beneficial effects on the Hawaiian community and on resource protection as local communitie engage in living and interpreting their culture alon a traditional system of trails. Long-term beneficial impact of the setting and character of the trail on public lands, keeping viable the cultural setting of the trail and enhancing the visitor experience through exposure to more aspects of the Hawaiian culture. Short and long-term beneficial effects on cultural resources would result from better options for redirection of trail users. Potential for short and long-term adverse effects of lack of capacity for management on the part of the NPS or partner Effects could be reduced by incremental implementation.

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
	Negligible effects on cultural practices of Native Hawaiians on federal lands. Possible minor beneficial effects on nonfederal trail segments.	Moderate long-term beneficial effects from encouragement of traditional access or accommodation of traditional users' practices or beliefs.	Major long-term beneficial effects from facilitation of traditional access or accommodation of traditional user's practices or beliefs.
Cave Resources	Federal and state cave protection laws apply. Negligible effect, neither adverse nor beneficial, on cave resources in national parks and along segments of trail included in the Ala Kahakai NHT. Minor to major short and long-term adverse impacts on cave resources from use of caves on nonfederal lands for recreation. Major long-term adverse effects on cave resources from looting or desecration of caves.	Same as alternative A.	Similar to alternative A, plus moderate to major long-term beneficial effects from inventory and protection of cave resources along official components of the trail on public lands. Moderate beneficial effects if the public becomes better educated about the fragility and uniqueness of cave resources.
Wetlands: Anchialine Pools and Fishponds (See glossary for definition of anchialine.)	Negligible effects on anchialine pools and fishponds on national park lands. Inventory and monitoring of pools adjacent to the trail along with educational messages to users would reduce potential adverse effects on nonfederal lands incorporated into the Ala Kahakai NHT. Short and long-term minor to major adverse impacts could occur to pools along trail segments not included in the Ala Kahakai NHT.	Same as alternative A.	Similar to alternative A, plus minor to moderate beneficial short and long-term effects through management of pools and fishponds associated with a system of trails on public lands. Minor to major long-term adverse impacts to the pools could result from inability to perform pool management and monitoring.
Marine Resources related to Traditional Coastal Harvesting	Negligible impacts, neither adverse nor beneficial, to resources due to trail use are expected. Coordination with State DLNR and consultation with local traditional users to avoid local impacts would have short and long-term beneficial effects on the traditional user.	Same as alternative A.	Same as alternative A, plus Negligible to minor beneficial effects from the ahupua a trail system and local community management approach on the traditional user.
Native Ecosystems: Vegetation and Wildlife	Minor short-term adverse effects but minor long-term benefits to native vegetation from requiring alien plant removal and planting of natives, as appropriate.	Same as alternative A.	Same as alternative A, across private lands, but moderate beneficial effects on public lands from the requirement to remove alien plants and plant natives, as appropriate.

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
	Direct and indirect minor beneficial effects from consideration of trail location, temporary closures during nesting seasons, removal of predators, education of trail users and other measures.	Same as alternative A.	Moderate to major beneficial effects on wildlife habitat on public lands through flexibility in selecting trails for seasonal use to protect nesting wildlife and the opportunity to collaborate with state land managers in habitat management.
Special Status Species	Potential short-term minor adverse effects to special status species may occur; no long-term adverse impacts from trail use on federal lands or along trail segments included in the Ala Kahakai NHT would occur. Trail segment management plans would avoid adverse impacts to specific plant and animal species and their communities as possible. Potential adverse impacts could occur along trail segments not incorporated into the national trail, but would be mitigated by enforcement of state laws.	Same as alternative A.	Same as alternative A, plus Long-term beneficial effects from inventory and preservation of habitats and plant and animal communities on public lands, not just specific species.
Scenic and Visual Resources	Negligible impacts to scenic and visual resources due to Ala Kahakai NHT development. Moderate to major short and long-term generally adverse effects of development within the trail corridor on nonfederal land with exception of state parks.	Same as alternative A plus potential adverse impacts of trail development on visual resources reduced by design guidelines, coordination along entire trail corridor, careful site-specific planning. Impacts reduced to negligible to minor. Development outside of the immediate area of the trail and negotiated protection area could have minor to major adverse effects on views and the visual character.	Same as alternative B except Traditional system of trails would require more directional signs and information that would be mitigated by inconspicuous markers and use of maps and self-guided tour brochures and pamphlets.
Wilderness Values	Long-term negligible adverse impacts on wilderness values, short-term minor adverse effects on operations, and short-term negligible to minor adverse and beneficial effects on visitor experience depending upon if the user is seeking solitude or cultural information.	Same as alternative A.	Same as Alternative A.
User Experience	Long-term minor beneficial effect from the potential to visit trail sites and segments that are protected, interpreted, and monitored. Short-term adverse effects to traditional users if they experience a sense of crowding or a lack of solitude.	Moderate to major short and long-term beneficial effects on visitor understanding and appreciation of the Hawaiian culture through experiencing evidence of ancient and historic places, events, activities, and changes over time along a continuous trail route.	All impacts described for alternative B would apply, plus Moderate to major beneficial effects for visitors interested in gaining knowledge of Hawaiian history and culture through the experience of the living culture along the route.

ALTERNATIVE A: NO ACTION

Short and long-term minor to moderate adverse impacts on recreational use of the trail resulting from limited ability of the NPS to incorporate trail segments into the Ala Kahakai NHT.

Short and long-term minor to moderate direct beneficial effects resulting from addressing health hazards along official sections of the Ala Kahakai NHT through safety messages and other forms of education.

Short and long-term moderate to major adverse effects on health and safety of users of the numerous nonfederal segments of the trail route that could not be included in the Ala Kahakai through exposure to unsafe conditions without warning and appropriate preparation.

Short-term minor beneficial effects on serenity of the trail experience by limiting use of the Ala Kahakai NHT to walkers. Short-term, minor impacts to current users who may find that the regulations limit their use and enjoyment of trails

Minor to moderate beneficial impacts on visitor understanding and experience through interpretive materials regarding the Ala Kahakai NHT offered at the parks and along the auto tour route.

Minor adverse impact to visitor understanding and experience resulting from the discontinuous trail limiting the opportunities to experience the ancient and historic ala loa and learn of the traditional Hawaiian use of trails.

ALTERNATIVE B: SINGLE TRAIL

Minor to moderate beneficial effects from trail segment management plans addressing the potential adverse effects of higher levels of use expected near population centers and resorts in the South Kohala and North Kona districts.

Moderate beneficial effects from permit system for commercial tours.

Moderate short-term beneficial effects from the opportunity for extensive travel on a continuous trail with through-hiking and overnight camping.

Moderate beneficial effects from addressing health and safety issues along a continuous trail.

Moderate to major beneficial effects from protection of more remote sections of trail or those in less developed areas that may be valued for their primitive qualities and opportunities for solitude.

Moderate to major beneficial effects from elimination of unauthorized uses such as ATVs to trail users seeking quiet, solitude, and a historical experience; but could be experienced as adverse to users who want to continue their ATV activities.

Moderate to major short and long-term beneficial effects of better public understanding of resource significance and the ability of Native Hawaiians and local users to walk in the footsteps of the ancient people and experience the diversity of the Hawaiian culture.

Long-term moderate to major beneficial impacts on planning for interpretation and education resulting from comprehensive interpretive plan and additional interpretive and educational opportunities.

ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM

Moderate to major short and long-term beneficial effects from providing opportunities for local residents, Native Hawaiians, and tourists to experience the ancient and historic Hawaiian system of trails.

Short and long-term moderate to major beneficial effects from increased opportunities for local Hawaiians to practice their traditional culture.

Short and long-term moderate to major benefits to trail users from using the trail as a setting where people can learn from kūpuna or other traditional practitioners about land management and conservation.

Minor to major short and longterm benefits to the trail user and the local communities from encouraging development that sustains the environment, cultures, aesthetics, heritage, and wellbeing of the residents.

	ALTERNATIVE A: NO ACTION	ALTERNATIVE B: SINGLE TRAIL	ALTERNATIVE C: AHUPUA'A TRAIL SYSTEM
Socioeconomic Environment			
Socioeconomic Environment Economics & Nearby Communities	Negligible effects would result from NHT recognition.	Negligible beneficial effects from some small economic benefit that may accrue to communities and landowners along the trail in addition to already expected tourism dollars.	Similar to alternative B, but local communities could experience moderate beneficial effects through participation in cultural conservation.
Socioeconomic Environment Landowners	Landowners would experience little more adverse or beneficial effects than they do today under state and county laws and regulations. Short to long-term term minor adverse effect felt by landowner if there is pressure from the public to fulfill the state requirement to open a trail to public use across private lands. Short and long-term minor beneficial effects to landowner by receiving technical and limited financial assistance in trail and resource management from the NPS.	Generally negligible to minor effects to private landowners from federal actions as a result of development of the Ala Kahakai NHT as the state already requires protection of ancient and historic trails. A new public trail across private land would increase the potential for trespassing resulting in short-term minor to major adverse effects. Adverse effects could be experienced by landowner if Hawaii law protects trail fabric and segments in place instead of allowing for relocation. Short and long-term beneficial effects to the landowner and the public if a landowner chooses to include resources associated with the Ala Kahakai NHT in trail management.	Effects the same as alternative B, for private landowners, but relieving Nā Ala Hele of management responsibility for trails in its jurisdiction along the Ala Kahakai NHT would be a moderate to major beneficial effect on the agency. State Parks would receive moderate to major beneficial effects if the NPS assists it with parklands adjacent to the linear alignment of the Ala Kahakai NHT that contain other lateral and mauka segments of ancient and historic trails. Without NPS assistance, State Parks could experience moderate to major adverse impacts.
Trail Operations	Long-term moderate to major impacts to trail values result from staff levels inadequate to meet the goal of adding trail segments and sites to the Ala Kahakai NHT to create a presence for the trail.	Moderate to major long-term beneficial effects on trail resources and values from added funding and staff with skill in community planning, resource management, interpretation, and other disciplines.	Same as alternative B, plus NPS management of state- owned segments of trail could have long-term beneficial effects on trail management and on the relationship between Nā Ala Hele and the NPS. Long-term moderate to major beneficial effects would result from the Ala Kahakai Trail Association becoming a fully-functioning partner in trail development, protection, management, and interpretation.

How to Get a Copy of the Full Report

The final study report is posted on the project web site at http://www.nps.gov/alka. If you requested a printed copy or a CD, they will be mailed to you later in October. If you did not request a printed copy of the report and would like to receive one, limited copies will be available at the trail office. CDs will also be available. You may contact us by mail or phone.

Contact Information

Mail: Superintendent Ala Kahakai National Historic Trail 73-4786 Kanalani Street, #14 Kailua-Kona, HI 96740

Phone: Superintendent Aric Arakaki (808) 326-6012

Tell us what you think!

There will be several opportunities to share your thoughts and ideas with us. It is important that we receive your comments on the draft plan.

You can send us your comments in writing, at one of the public meetings, or submit your comments electronically through the Ala Kahakai web site:

http://www.nps.gov/alka

Under "Quicklinks," click on "Comprehensive Management Plan." This web site also includes regular updates on the planning schedule, public meeting announcements, copies of newsletters and planning documents.

Comments must be submitted within 60 days after publication of the Notice of Availability in the Federal Register. This date will be posted on the park web site once it is known.

Public Meetings Schedule

DATE	TIME	LOCATION
Monday, November 5	6:30 - 8:30 PM	Kona Outdoor Circle (Kailua, N. Kona)
Tuesday, November 6	6:30 - 8:30 PM	Yano Hall (Captain Cook, S.Kona)
Wednesday, November 7	6:30 - 8:30 PM	Pahala Community Hall (Pahala, Ka'u)
Thursday, November 8	6:30 - 8:30 PM	Tutu's House (Waimea, S. Kohala)
Friday, November 9	6:30 - 8:30 PM	Moku Papapa Discovery Center (Hilo)
Saturday, November 10	9:30 AM - 11:30 AM	Kohala Intergenerational Center - Kamemahaheha Park (Kapaau, N. Kohala)



Manini'owali, N. Kona, NPS photo



Old railroad alignment, N. Kohala, NPSphoto



808-326-6012

Park Web Site

http://www.nps.gov/alka

E-mail

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Project Manager:

Meredith Kaplan (510) 817-1397

PLANNING STEP	SCHEDULE	PUBLIC PARTICIPATION
1 Gather Data and Establish Goals and Vision	Spring 2003	Public Scoping Comments
2 Develop Alternatives	Summer 2004	Public Meetings and Comment on Alternatives
3 Prepare and Publish a Draft CMP/EIS we are here	Summer/Fall 2007	Public Meetings and Comment on Draft Report
4 Revise Draft and Publish Final CMP/EIS	Spring/ Summer 2008	
5 Record of Decision	Summer/ Fall 2008	

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