General Management Plan
December 1980

Kalaupapa National Historical Park

Island of Molokai, Hawaii

U.S. DEPARTMENT OF THE INTERIOR/NATIONAL PARK SERVICE

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A PROPOSAL

FOR THE ESTABLISHMENT OF THE

KALAUPAPA NATIONAL HISTORICAL PRESERVE

ISLAND OF MOLOKA'I, STATE OF HAWAI'I

APRIL 1980

Prepared by
Kalaupapa National Historical Park Advisory Commission
National Park Service
Department of the Interior

A FAMILY IN CONFINEMENT AT KALAUPAPA (date unknown)

Sacred Hearts Congregation, as used in Ma'i' 'Ho'o Ka'awale, by Gugelyk and Bloombaum Social Science Research Institute, University of Hawai'i.

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INTRODUCTION

The Kalaupapa Leprosy Settlement on the Island of Moloka'i has, for several years, been under study to determine what its future management and administration should be. Prominent in this study has been the Kalaupapa National Historical Park Advisory Commission. This Commission, authorized by Public Law 94-518, examined all alternative futures for Kalaupapa. The Commission was aided in this venture by the National Park Service, agencies of the State of Hawai'i, Department of Hawaiian Home Lands, the County of Maui, and the patients at Kalaupapa.

A previous study, entitled "Alternatives Study, Kalaupapa Leprosy Settlement" (July 1978), functioned as a working reference document. That study provided detailed background information for the Settlement, data on natural resources and cultural resources, some basic conclusions, and the known alternatives for administration.

This document constitutes a proposal for a Kalaupapa National Historical Preserve, and as such becomes the final recommendation to Congress, as required by Public Law 94-518. It is based on National Park Service policies and principles and on ideas and opinions gathered during meetings with the Commission and with Kalaupapa patients, involved public agencies, and the general public.

BASIC CONCLUSIONS

The following eight basic conclusions are a summary of those described in the alternatives study, and agreed to in principle by the Kalaupapa National Historical Park Advisory Commission. They are regarded as givens in this plan.

1. Patients will be able to live at Kalaupapa for as long as they wish.

2. Particular care will be taken to protect the current life style of the community and the privacy of individual residents.

3. Tours to the Settlement by the general public will be carefully controlled, both in numbers and where they may go. Controls will also be in accordance with existing regulations by the State Department of Health.

4. There will be no overnight use by the general public except in emergency situations. Friends and families of patients and staff may remain overnight by individual invitation.

5. Access will continue to be by air, using the existing landing field, and by mule-train or foot from Topside Moloka'i.

6. Important historic buildings, traditional Hawaiian sites, and natural features will be preserved when possible.

7. Existing facilities will be maintained and improved where necessary for the well-being of the community.

8. The probable canonization of Father Damien and Mother Marianne will not alter the conclusions expressed above.

BACKGROUND INFORMATION

The following is a summary of the information in the study report entitled "Alternatives Study, Kalaupapa Leprosy Settlement, Moloka'i, Hawai'i," (July 1978). That document contains greater detail and is regarded as the reference document for this report.

REGIONAL SETTING

The Hawaiian archipelago consists of 124 islets and atolls extending in a chain nearly 2,000 miles across the north-central Pacific Ocean. Lying at the southeast end of the chain are eight large islands comprising approximately 99.9 percent of the State's land surface. These are generally referred to as the Hawaiian Islands. They are mostly mountainous and exhibit a remarkable variety of climates, landscapes, and ecosystems. Moloka'i is approximately in the center of the eight main islands. It ranks fifth in size, contains about 259 square miles of land, and measures about 38 miles long and 6 to 8 miles wide.

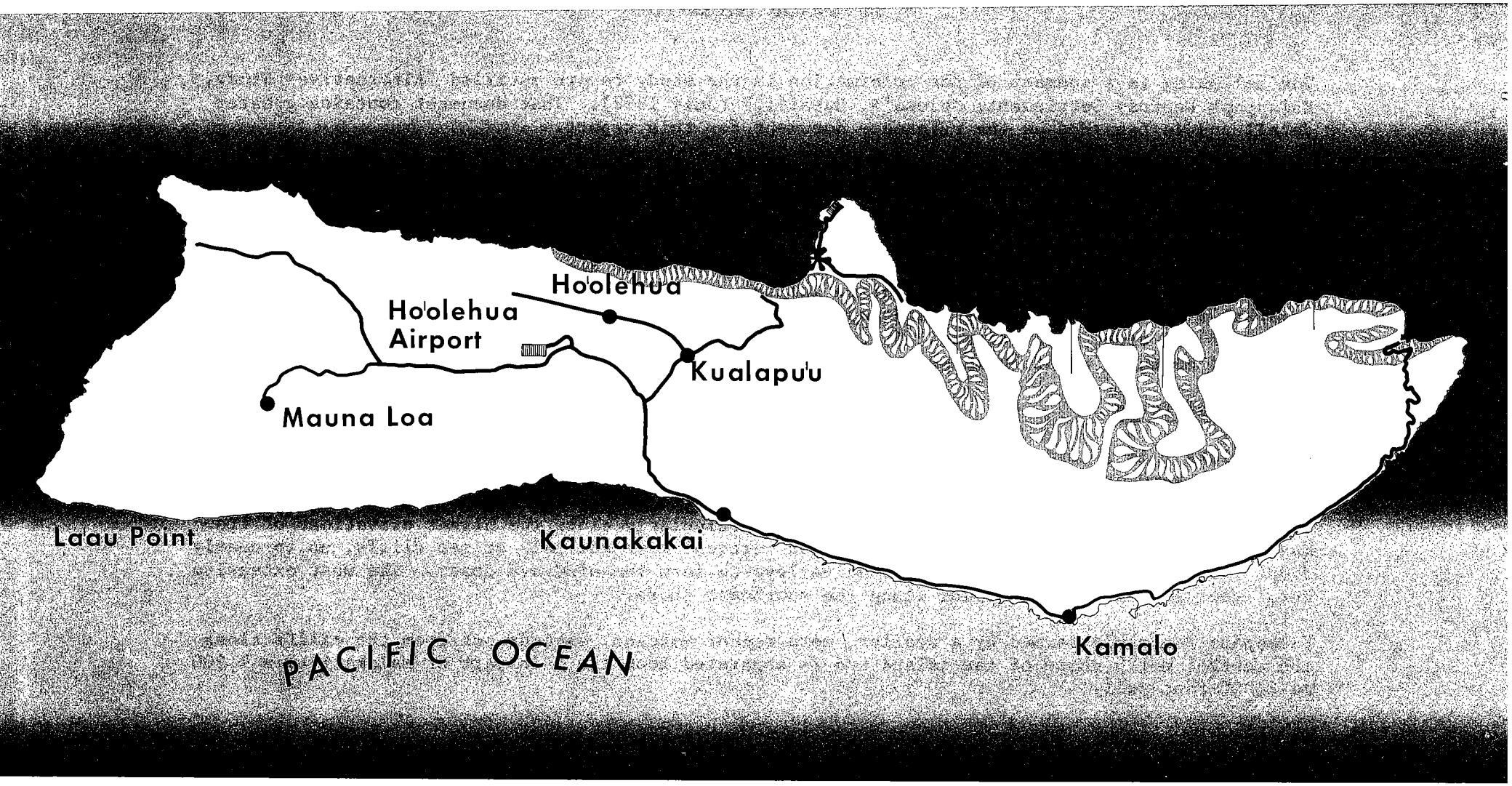
General Landforms

West Moloka'i is a relatively level eroded plateau with most slopes below 20 percent. The climate is warm and dry but cooler at the higher elevations. In contrast, east Moloka'i receives heavy rainfall along its northern coast as a result of its exposure to the trade winds. This produces a luxuriant rain forest, particularly along the higher elevations of its magnificent cloud-covered range. Spectacular vertical wave-cut pali or sea cliffs, up to nearly 3,000 feet, alternate with deeply eroded valleys to form the windward coast. The most extensive coral reef in the State is found along the southeast shore.

Kalaupapa Peninsula formed by a smaller, more recent volcano, extends out from the cliffs along the central north shore of the island and is separated from the main part of Moloka'i by a 1,500 to 2,000-foot pali.

Access

Nearly all access to Moloka'i from O'ahu and the other islands is by air. Two scheduled airlines provide about eight flights per day to the Ho'ohelua airport. Freight barges land regularly at island wharves. Paved roads connect most of the island communities. Primitive, low-standard roads provide access to outlying areas such as the western shoreline and the upper rain forests of east Moloka'i. These unimproved roads are mostly across private land and are generally closed to the public.



Island of Moloka'i

Pali — wave cut and stream eroded

NORTH

0 1 2 3 4
Miles

0 1 2 3 4 5 6
Kilometers

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April 80	WRO–PP

Population

Moloka'i's resident population, concentrated mainly in the communities of Mauna Loa and Kaunakakai, totals about 6,400.

Existing Land Use

Nearly all of Moloka'i's lands currently have three dominant uses. Much of the upper plateau area on west Moloka'i is occupied by pineapple plantations. In the past years, however, this industry has been phasing out; and diversified agriculture is becoming more important. Crops currently include onions, seed corn, and other vegetables. Grazing is practiced on nearly all the remaining land on west Moloka'i and along the lower elevations of the east end. The entire windward coast and upper elevations of east Moloka'i are forest lands. Their major potential is for watershed and recreation.

Tourism is yet to be a major factor in Moloka'i's economy. There are three hotels and a condominium providing a total of about 550 units.

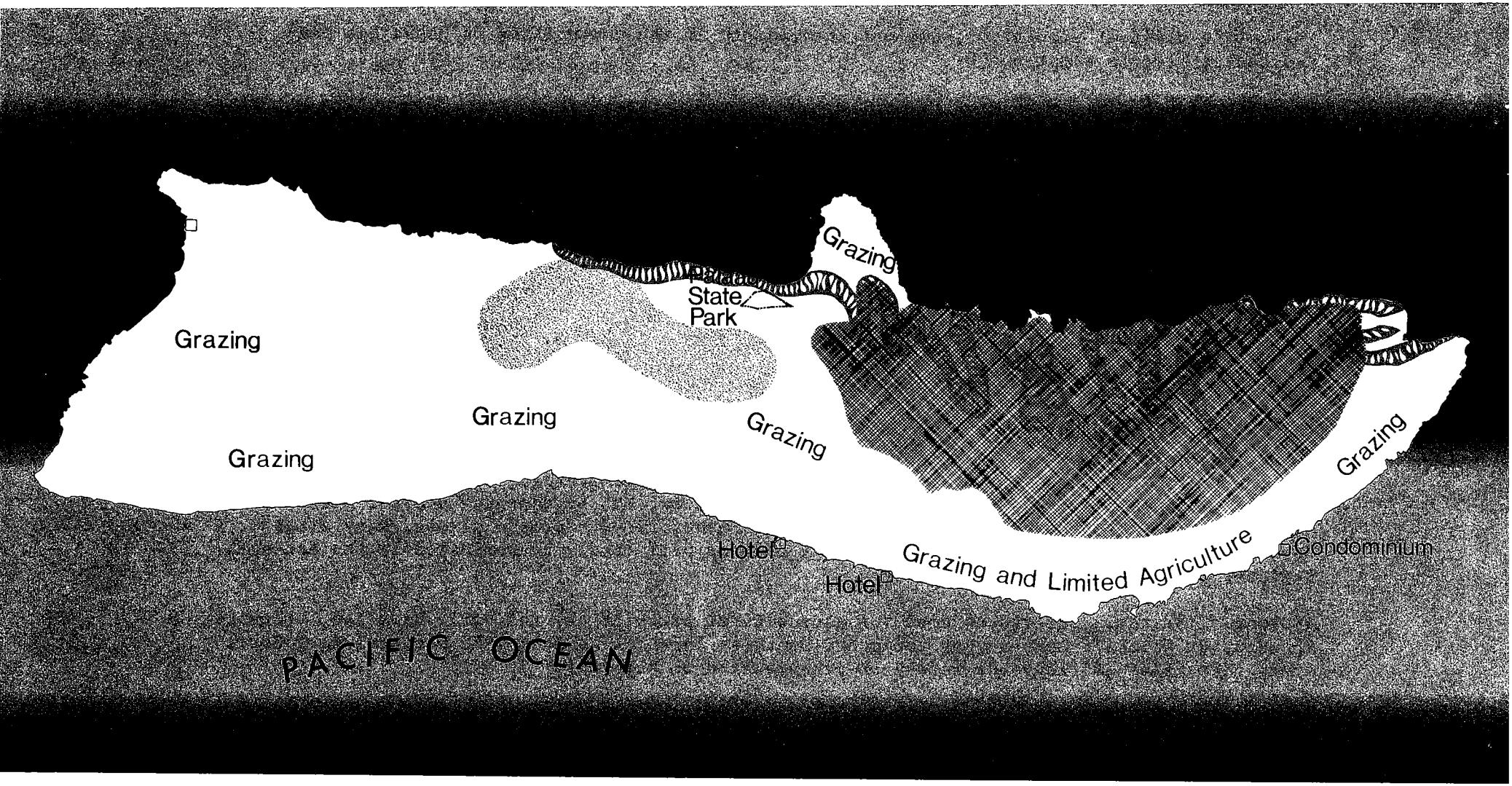
Significant Historical Features

Two sites on Moloka'i have been designated as National Historic Landmarks. Kalaupapa and associated lands have an approved landmark boundary. The Hokokano/Ualapue complex near the coast on east Moloka'i is the second designated landmark, but boundaries have not been determined. In addition, as part of a Statewide inventory of historic places, many sites have been identified and either have already been or will likely be nominated to the National Register of Historic Places.

Fishponds, historic structures used for aquacultural practices by the early Hawaiian, are more abundant on Moloka'i than any of the other Hawaiian Islands. A July 1975 National Park Service study identified 15 fishponds worthy of preservation on Moloka'i.

KALAUPAPA STUDY AREA

Kalaupapa, the Hawaiian place name, is perhaps best interpreted as "a flat leaf." The peninsula itself is, in fact, a comparatively flat leaf of lava about 2 1/4 miles long and 2 1/2 miles wide, projecting out from the north coast of Moloka'i. It is separated from what is referred to by Kalaupapa residents as "topside" by a 2,000-foot pali (cliff). The peninsula was formed by a small shield-volcano whose source is Kauhakō Crater and whose rim elevation is approximately 400 feet.



EXISTING USE PATTERN

Island of Moloka'i

- Forest and Watershed
- Pali — wave cut and stream eroded
- Agriculture

NORTH

0 1 2 3 4 Miles

0 1 2 3 4 5 6 Kilometers

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The entire study area, about 10,000 acres, contains a great variety of land forms. The peninsula itself is relatively flat although there are 25 percent slopes near Kauhakō Crater. More than half the study area is, however, comprised of three narrow valleys, deeply eroded into the original shield volcano of the main island. All three, Waikolu, Wai'ale'ia, and Waihānau, are bordered on three sides by 1,600 to 3,000-foot vertical pali. Waikolu Valley, the largest of the three, is typical of the series of windward valleys that extend from Kalaupapa to Halawa.

KALAUPAPA -- ITS HISTORY AND RESIDENTS

Early Hawaiian Occupation

For the purposes of this study, the entire study area is considered a single site. The stone structures and features scattered over the landscape represented occupational periods from pre-European contact to and through the early historic period in the first part of the 19th century. Archeological surveys and base maps for the entire area are incomplete, inadequate, or nonexistent. Catherine C. Summers, in her site survey of Moloka'i (1971), compiled all available sources. The map on page 18 indicates all sites either verified or recorded from these studies or from local sources. Additional data on the oral history of Kalaupapa are currently being assembled, and these should shed some additional light on both physical sites and on intangible cultural resources.

History of the Kalaupapa Leprosy Settlement

When the first load of leprosy patients landed on the rocky shore at the mouth of the Waikolu Valley on January 6, 1866, there were no facilities, reception committees, doctors, nurses, orderlies, or helpers. This was a year and three days after Kamehameha V approved the Act to Prevent the Spread of Leprosy. Rainy Waikolu Valley, with its permanent stream, was to supply the water, and its irrigated taro terraces supply the corms for the making of poi, the Hawaiian staple food. The first arrivals evidently used the abandoned facilities they found and established the initial colony of Kalawao. From that time until 1969, when the forced isolation of leprosy patients ceased, more than 7,000 human beings were sent to Kalaupapa and died there.

The history of the Kalaupapa Leprosy Settlement divides into three periods. The pioneer Kalawao Period, from 1866 through 1873, saw about 1,300 persons examined for leprosy and about 500 exported to Kalaupapa. The end of the pioneer period, at which time there were about 600 patients and attendants in residence, was marked by the rebuilding of Kalawao following a storm. This also marked the beginning of more rigid enforcement of the kingdom's segregation laws.

The second period, from 1873 through 1911, may be called the Kalawao Settlement Period. During this time the Kalawao Settlement developed into a community. Father Damien, perhaps Kalaupapa's most notable resident, arrived in May 1873; and storm damage provided him the opportunity to promote a major rebuilding of Kalawao Settlement using salvaged material where possible. Construction and rebuilding were a continuing process in the Kalawao Settlement Period. By 1888, the year before Damien died, the total number of buildings on Kalaupapa Peninsula was reported to be 374.

The end of Kalawao Settlement Period was marked by the closing of the United States Leprosy Investigation Station facilities at Kalawao. Funds for this large facility were allotted in 1905, but the actual operation lasted only two years, from 1909 to 1911. The reason for the failure of the station can be attributed largely to Hawaiian cultural attitudes. Being traditionally gregarious, they resented the forced isolation at the new facility.

The third period, still continuing, could be called the Kalaupapa Settlement Period. Kalaupapa Settlement lies on the opposite side of the peninsula from Kalawao. The weather at Kalaupapa is slightly warmer; there is less rain and the seas are calmer. The move to Kalaupapa, officially begun in 1890, was complete in 1932. During this period, the Kalawao Settlement was abandoned, the patients moved to Kalaupapa, and most of the Kalawao facilities and buildings were lost. By 1940, Kalaupapa was a somewhat settled community containing about 500 patients.

In 1969, Hawai'i abandoned its century-long practice of separation-isolation of leprosy victims. With the new medical programs, patients are hospitalized on an individually determined basis, based on medical-social grounds. Patients at Kalaupapa Settlement now remain by choice. They also have the promise from the State Legislature, the Department of Health, and other public officials that they may live out their lives on the peninsula if they wish.

Kalaupapa Today--The Patients

Patients eligible for residence at Kalaupapa are those who were in residence there or at Hale Mohalu as of June 30, 1969. This currently represents a population of 138 that qualify for continuing institutional care. To understand this need, and to guide any consideration for modification, considerable descriptive information is necessary to understand the people, their attitudes and their aspirations.

Age and Racial Characteristic: The median age is 55 years, in comparison with the 1972 estimated median age of 25 years for Hawai'i residents. Men comprise about 50.2 percent of Hawai'i's 1972 population and about 65 percent of the Kalaupapa population.

Over half (56 percent) of the Kalaupapa population is of Hawaiian or part-Hawaiian ancestry, in contrast to the estimated 22 percent of all of Hawaii in 1972. This is evidence of the increased susceptibility of Hawaiian people in comparison with European and Asian ethnic groups because of the relatively recent introduction of the disease.

Marital Status: While 64.2 percent of adult men and 63.7 percent of adult women in Hawai'i's 1972 population were estimated to be married and living with their spouses, only 45.6 percent of the Kalaupapa eligibles are married. Records also show that 121 have been married at least once and that of these, 83 have been divorced or separated at least once.

Leprosy Associated Characteristics: Most of the Kalaupapa population were teenagers or young adults when leprosy was diagnosed, and they were forced to become institutionalized, away from family, friends, and the communities in which they grew up. The age when the disease was first diagnosed ranges from 6 to 60 with a median of 20.4. The years of an individual patient's active leprosy varies from 1 to 55 with a median of 19.2 years.

Individual patients have lived at Kalaupapa for 6 to over 50 years with a median of 33.5 years. About 79 percent live independently in cottages, and about 11 percent are in Bay View Home which provides boarding house and minimal services for the partially handicapped and for single men who either prefer living in a boarding house or are waiting for assignment to a cottage.

About 10 percent are long-term residents in a nursing facility either at Kalaupapa or Leahi. Thus, most of the Kalaupapa population is self-sufficient and has adequate housing and medical services.

Eighty percent of the Kalaupapa population, however, is disabled to some degree or blind, and there is a strong relationship between disability and age. Of the population under 50 years of age, 20 out of 54 are able-bodied, whereas only 8 out of 95 that are age 50 and over are able-bodied.

Educational Level: During a recent attitudinal survey, 24 patients were queried about the number of school years they had completed. The range was from 1 to 14 and the average was 7.9. This compares with the median of 12 years of school completed for Hawai'i residents in 1972.

Employment: Approximately 84 percent are employed by or are receiving a pension from the Hawai'i State Government. Detailed information is not available on other types and sources of income, but there are some very small local private enterprises such as auto repair shops and welders who operate from shops at or near their homes. The majority of those employed, work at minimal hourly wages but become eligible for pensions on the completion of 20 years of work. In 1974, the average monthly wage was $134.93, while the average monthly pension was $194.80.

Medical Services to Patients: Laws pertaining to institutionalized leprosy patients state that "all such persons shall be cared for as well as circumstances permit." This has been interpreted to mean all medical care needed for all diseases, whether leprosy-related or not. As a result, the following positions are authorized to provide for the medical care of Kalaupapa patients:

KALAUPAPA		O'AHU
Number Authorized	Type of Position	Number Authorized
1	Physician	1
7	Registered Professional Nurse	10
2	Licensed Practical Nurse	-
1	Medical Technologist	1
1	Para-medical Assistant	-
-	Occupational Therapist	1
1	Stenographer	1
13		14

Five of the nurses are Catholic Nuns and are paid as regular civil service workers. There is currently no resident physician, but a doctor flies in from Honolulu twice a week.

The staff provides routine outpatient medical and nursing services. Around-the-clock nursing services are available at Kaluapapa Hospital and at Leahi. For conditions requiring hospitalization, patients are sent to Honolulu hospitals (usually Queen's or St. Francis). Medicare premiums and all other additional medical costs such as consultations with specialists are also paid for by the Leprosy Program.

Dental services are provided occasionally from visiting dentists assigned by the Department of Health. Due to the infrequency of this service, however, some Kalaupapa residents choose to have their dental work done at their own expense by Honolulu dentists.

Patients in need of specialized services (reconstructive surgery, rehabilitation training) are sent to the U.S. Public Health Service Leprosy Facility in Carville, Louisiana. The only expense to the State is transportation costs.

The utilization of Kalaupapa and Leahi medical services by Kalaupapa persons living "independently" is extremely high. Several factors help explain this:

> Residual or continuing effects of leprosy on nerves and other vital tissues results in a predisposition to wounds, ulcers, eye infections and other conditions, many of which can be handled with outpatient services. In addition, healing may be slowed and conditions prolonged because of the effects of leprosy on nerves and blood circulation.

There is a high prevalence of chronic disease in this older-than-average population.

There appears to be a high degree of confidence in and satisfaction with the medical and nursing services presently available. Services are available in a place and at times that are convenient.

There is no fee charged.

Another factor, difficult to document, may be the choice by residents to be treated as outpatients rather than being hospitalized or placed in the nursing home. They may prefer their own residence for reasons of comfort and convenience, or they may dislike institutional routine or food.

There is an important conclusion to be drawn from report trends in patient use of medical services. After a 3-year downward trend in average monthly patient days by Kalaupapa residents at Hale Mohalu during 1971 to 1973, there was a large increase in the first 9 months of 1974. During the same 9-month period, there has been a large decrease in the average monthly number of patient days at the Kalaupapa Hospital. This supports the conclusion that as the age of the Kalaupapa residents increases, there will be greater need for medical facilities that probably cannot be provided at Kalaupapa.

Miscellaneous Services to Patients: The State provides lodging to patients without charge and either meals from a central kitchen or a ration allowance for those living independently. This small $15 a week allowance is provided for expenses such as food and clothing. Goods are available at a non-profit store, owned and operated by the State Department of Health. Law requires that all items be sold at prices comparable to F.O.B., Honolulu. Even so, some prices are actually higher than some Honolulu stores due to the small volumes. Kalaupapa store is for patients only and is closed to civil service workers and visitors. They must go to "topside" Moloka'i for all necessities except meals, which are provided by the cafeteria.

For entertainment, there is a patient-owned bar that is open to anyone, and there are full length movies at Paschoal Community Hall. Entertainment groups also come to Kalaupapa occasionally to perform at the Paschoal Hall. The patients can come and go from the Settlement as they please, however, and periodically go to Honolulu for entertainment. They are also active in crafts of various kinds and are instructed either by volunteers or by personnel from Honolulu.

Religious services are provided for Catholics, Protestants, and Mormons. The Catholic priest and the Protestant minister both reside at Kalaupapa, and Mormon services are presided over by a patient who is also a Mormon elder. St. Philomena's Catholic Church in Kalawao is used only for special occasions, and Siloama Protestant Church is used once a month for Sunday services.

Patient Attitudes: A knowledgeable person who has worked closely with patients in the Leprosy Program in recent years supplied the following opinion: "It is surprising that the number of patients having purely functional complaints associated with psychogenic stress is very low compared to what an average practitioner sees in a routine office practice." The four interviewers who visited Kalaupapa in September 1974, were extremely impressed with patient frankness, understanding, cooperation and sincerity. This was somewhat unexpected in view of some of the traumatic psychological experiences described by patients and in articles in scientific literature dealing with the psychological aspects of leprosy.

Possible reasons for the apparent excellent mental health of patients are:

High satisfaction level with program personnel, administration operations and facilities as documented in patient interviews.

Provision for most needs and interests.

Independence and dignity seem to have been preserved.

Freedom and monetary resources for travel.

Involvement in planning and evaluation efforts and evidence that patients, individually and collectively, have effectively participated in the political process.

Television, radio and the newspapers have probably favorably influenced the mental alertness and attitudes. The news media, along with observation and experiences during frequent trips outside, have made the patients aware of the complexities, frustrations and worries from which they are largely shielded.

Relative isolation, in the company of other leprosy patients, usually shields them from the public discrimination and ignorance which they still encounter during their holiday travels and even on visits to outside medical facilities. This, plus a sort of intangible group consciousness, may be one of the most important reasons for the relative satisfaction among most Kalaupapa residents.

The Federal subsidization of Hawai'i's leprosy program (see Table I, page 21) has undoubtedly favorably influenced the level of services and other benefits.

Neither long-term confinement in an institution nor the disabilities and disfigurations resulting from leprosy prevent a large number of Kalaupapa-eligible persons from leaving Kalaupapa frequently. During the first 9 months of 1974, only 28 residents of Kalaupapa did not leave the Settlement at least once.

A large majority of patients interviewed are satisfied with the present leprosy program, with younger age groups indicating the most dissatisfaction. An age-related decrease in interest is also shown in educational programs, job-training and return to the outside community. And there was some interest among the younger age groups to return to outside communities. As noted earlier, there is a strong correlation between age, disability level, number of years lived at Kalaupapa, and educational level.

The State Department of Health designed a questionaire to identify the attitudes and feelings of Kalaupapa patients that would be helpful in analyzing possible future programs. Questions were asked about satisfaction with the current program, interest in educational courses, vocational training, adult education, return to the outside community with or without present benefits, and opinions about different institutions suggested as a replacement for Hale Mohalu. About 18 percent of the patients were interviewed on a more or less voluntary non-random basis. The following are general conclusions from the survey and examples of specific opinions and reactions.

Opinions and specific comments collected during patient interviews reflect the culture shock and prejudices experienced by patients attempting to return to outside communities. They are felt to be of considerable importance and are therefore noted here:

"I didn't want to come to Kalaupapa."

"Kalaupapa is my home, and the other patients here are my family."

"After three or four days on leave with family or friends, I feel uncomfortable due to the repeated deceits necessary to prevent divulging that I'm a former leprosy patient who lives in Kalaupapa." Several persons interviewed made similar remarks. The three-day median length of leave reported in an earlier paragraph would seem to confirm these statements.

"After my leprosy became inactive, I returned to the outside community but my disease reactivated. I blame the reactivation of leprosy on the stress and strains of outside living for former leprosy patients. I want to remain in Kalaupapa."

"While I don't mind trips to Honolulu and staying in hotels when others from Kalaupapa are with me, I feel uncomfortable by myself. When there's a group, we don't mind what others say about us."

"When I was 14, a policeman came to our house to take me to the Kalihi Leprosy facility."

"My wife divorced me shortly after I was confined for leprosy. Several years later I was released, but no one would employ me when they learned I was a former leprosy patient. When my leprosy reactivated, I chose to go to Kalaupapa and I hope to remain here."

Our interviewee related being placed in a 4-bed ward in a Honolulu hospital prior to plastic surgery. When, after repeated questioning, he had to tell his wardmates that he was from Kalaupapa, all conversation stopped; and, apparently at their request, his wardmates were subsequently moved to other wards.

Another interviewee, an outpatient temporarily in Hale Mohalu for nursing services, related that an isolation sign was put outside his room in a Honolulu hospital when his physician learned that he was a former leprosy patient.

When asked about their opinion of leprosy program medical services, several patients expressed their appreciation for Dr. Hirschy's long years of dedicated service. Several mentioned specifically their satisfaction with physicians at the facilities. Also mentioned was the "uncomfortable" feeling when there has been no resident physician at Kalaupapa.

Interviewers did not detect any reluctance on the part of patients to discuss alternate futures for the leprosy program or other uses of Kalawao County, even joint-use as long as the rights of present residents are protected. Several patients expressed the realization that the leprosy program does cost considerable money to operate and that studies such as the present analytical effort must be undertaken, even though the Federal Government underwrites a large part of the costs.

Summary of Patient Characteristics: Kalaupapa leprosy patients have a median age of 55 years; more than half of them are of Hawaiian or have part-Hawaiian ancestry; most of them are disabled to some degree; 70 percent of them have lived at Kalaupapa for more than 30 years; and almost 50 percent of them have, in the past, had active leprosy for over 20 years. In all but three, who apparently do not take medication regularly, leprosy is under control. There is, however, a high prevalence of other chronic diseases due in part to the effects of leprosy.

In spite of their disabilities, over 80 percent of the patients are living independently in cottages or in a boarding house; and only 16 percent are unemployed and not receiving some sort of State retirement benefit. More than 75 percent of a sample interviewed said they were mostly satisfied or extremely satisfied with the leprosy program, and less than 5 percent expressed dissatisfaction.

By and large, the confinement of leprosy patients has been against their will and, at the time of their confinement, done for what was perceived to be the good of the general public. Most of them consider Kalaupapa their home, and they are reasonably satisfied there. Within the population, however, is a sub-group (those aged 49 or less) whose characteristics and attitudes are considerably different. Higher proportions of the younger group, who also have more years of formal schooling, are able-bodied, living independently, and have lived in Kalaupapa less than 20 years. They have an interest in educational and job-training courses and in returning to the outside community.

Historic Sites and Historic Structures

Numerous homes, churches, monuments, hospitals, and associated structures were built at Kalawao, Kalaupapa, and at other scattered locations on the peninsula. Many structures have been removed, particularly when the leprosarium moved to Kalaupapa; but many also still remain, some in reasonably good condition. The following is a list of the previously recorded sites and structures. Their locations are noted on the map on page 17. A separate building inventory describing all remaining structures on the peninsula has been prepared by the National Park Service. In addition, an accompanying architectural evaluation discusses the architectural significance of specific buildings and groups of buildings.

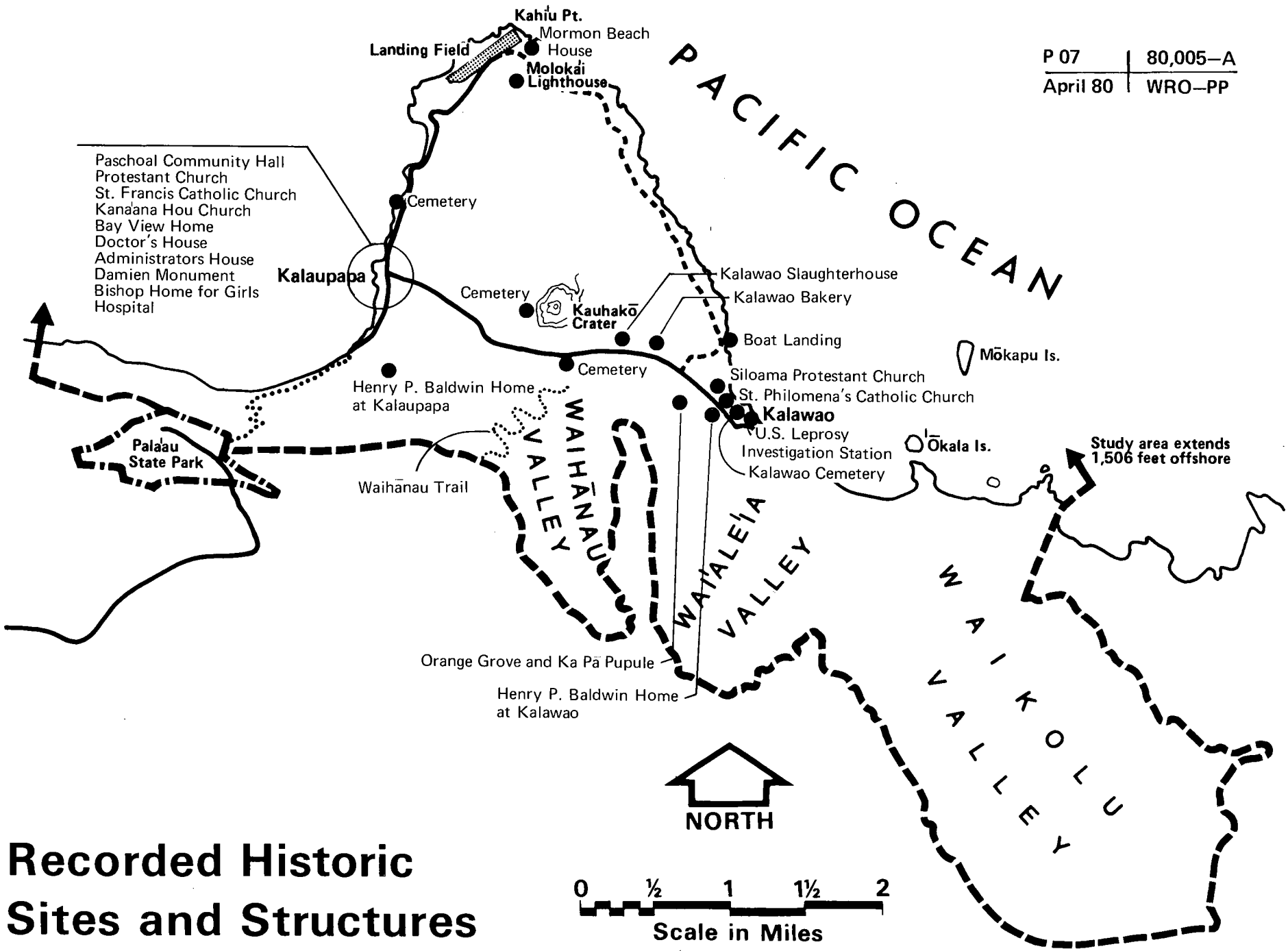
Protestant Church Building at Kalaupapa: Portions of the church remain and in the past have been used as a jail and then a storehouse, its current use.

Siloama Protestant Church Building at Kalawao: The building is still standing; however the amount of the original structure still remaining has not been determined.

St. Philomena's Catholic Church Building at Kalaupapa: The original wooden church and its adjoining cemetery occupy about a one-acre site sloping gently toward the ocean with an unusually spectacular view of Moloka'i's windward coast.

Henry P. Baldwin Home: Only the posts of the entrance gates and the ruins of a chimney remain of the structure meant as a home for young boys with leprosy.

The Charles R. Bishop Home for Girls: It is believed that all the original 1888 buildings are gone.



Recorded Historic Sites and Structures

St. Francis Church at Kalaupapa: The original structure, which was destroyed, was built in 1874. The building that occupies the site today was finished in 1908.

United States Leprosy Investigation Station at Kalawao: Only the site remains of what was considered the greatest institution of its kind in the world.

Moloka'i Lighthouse: The Coast Guard continues to maintain this light built in 1909.

Damien Monument at Kalaupapa: A cross of red granite and a sculptured portrait of Damien in white still stands as a tribute to Kalaupapa's most notable resident.

Other Ruins of the Kalawao Settlement Period: These include (1) the Kalawao graveyard site, with a few headstones still extant, and the site of the first burial of Damien; (2) the standing chimney of the Kalawao slaughterhouse; (3) the standing chimney of the Kalawao bakery; (4) the steps of the old Mormon beach house in Makanalua; (5) an orange and other introduced trees growing in the Kalawao area but recently covered by bushes and shrubs. Heavy overgrowth probably obscures many other ruins, walls, and foundations.

Kana'ana Hou Church: This church was built in 1915 and remains standing.

Bay View Home: This complex was built in the 1930's and except for one structure, all remain.

Hospital: Constructed in 1932 this structure is still in use today. It will be replaced by an infirmary now under construction nearby.

Paschoal Community Hall: The original building is being used as a movie theater and for public meetings.

Former Doctor's House: This is one of two remaining structures that were part of "Staff Row," a group of houses used by employees. It is now used as the central kitchen and staff dining hall.

The Administrator's Home: Currently being used as a residence, this is the second structure of importance on "Staff Row."

Waihanau Trail: As described by Kalaupapa residents, this trail descends the pali near the mouth of Waihanau Valley. Discussion with residents also indicates that there might be sections of the trail still remaining.

KALAUPAPA -- THE PHYSICAL PLANT

Kalaupapa settlement is a quiet, orderly community, functioning now as it has done for so many years in the past. The patients are not restricted in their use of the peninsula, and the whole atmosphere of the community lends itself to a feeling of timelessness. The community currently consists of 138 resident patients, about 43 non-patient civil service workers (sometimes referred to as Kokua), and 3 clergymen.

Access

Access to Kalaupapa and all of Kalawao County is provided by four different modes of transportation: mule, boat, airplane, and walking. A 2,700-foot airstrip permits landings by light aircraft. A small wharf allows barges to land at Kalaupapa during the summer months. Only then are wave, current, and wind conditions such that landings can be made safely. Mule riders are managed by a tour company. They descend the three-mile switchback trail originating just outside Pala'au State Park and ending on the outskirts of the Settlement. There are essentially two routes for walking into Kalawao. The switchback mule trail from near Pala'au State Park takes about 45 minutes to one hour to descend. It is used by Settlement employees and hikers. A much longer, rougher, poorly-marked route descends from the top of Waikolu Valley.

Utilities

Electricity and telephone service are provided by local companies through transmission lines from "Topside," but the State Department of Health is responsible for maintenance. The Kalaupapa water system, operated by the State Department of Health, serves the Settlement and the government lighthouse facilities. The pipeline is often damaged by high seas and falling rocks. Sewage disposal is by individual cesspools; and, to date, there have been no special wastewater disposal problems reported.

Buildings

An architectural survey revealed more than 400 structures on the peninsula. These include public buildings, miscellaneous structures constructed by the patients, some of special historical significance, community support facilities and patients' homes.

Equipment

Much of the State's buildings and road repair equipment is obsolete. Most of the 50 motor vehicles are privately owned by the resident patients.

Administration and Management

Kalawao County is administered, managed, and maintained by the State Department of Health. There are 60 authorized positions, and usually about 10 percent are vacant. The medical staff operates the hospital, provides out-patient medical and nursing services, and maintains the medical records of Kalaupapa patients. In addition, the maintenance and upkeep of all the buildings in use and the electrical and phone systems are performed by the State Department of Health. By law, the only county official for Kalaupapa is an appointed sheriff.

Financing

The entire Kalaupapa operation, medical and non-medical, is currently financed through the State Department of Health, but about 70 to 80 percent of the funds come from the Federal government. The table on page 21 indicates the total costs, cost per patient, and the percentage of Federal funding for fiscal years 1967 through 1979.

TABLE I

Total State Appropriations
Per Diem Costs for Leprosy Patients
In Institutions and the Percent of Costs
Paid by Federal Government, Hawai'i 1967-1979

Fiscal Year	State Appropriation*	Per Diem Cost**	Percent Paid by Federal Government
1967-68	$1,442,962.00	$18.26	83.2
1968-69	1,508,776.00	21.41	79.5
1969-70	1,602,038.00	25.46	74.9
1970-71	1,578,731.00	28.18	76.0
1971-72	1,631,103.00	31.74	73.6
1972-73	1,577,374.00	31.87	76.6
1973-74	1,500,215.00	35.92	79.9
1974-75	1,510,980.00	35.99	79.4
1975-76	1,934,704.00	42.75	62.0
1976-77	1,863,721.00	51.83	64.3
1977-78	1,833,632.00	51.13	76.3
1978-79	1,785,387.00	53.43	89.6

* Including reimbursments annually from the U.S. Department of Health and Welfare. Does not include overhead costs and fringe benefits.

** From Communicable Disease, DOH reports to US DHW. Includes overhead costs as well as fringe benefits for civil service employees.

KALAUPAPA -- NATURAL HISTORY

Geology and Landforms

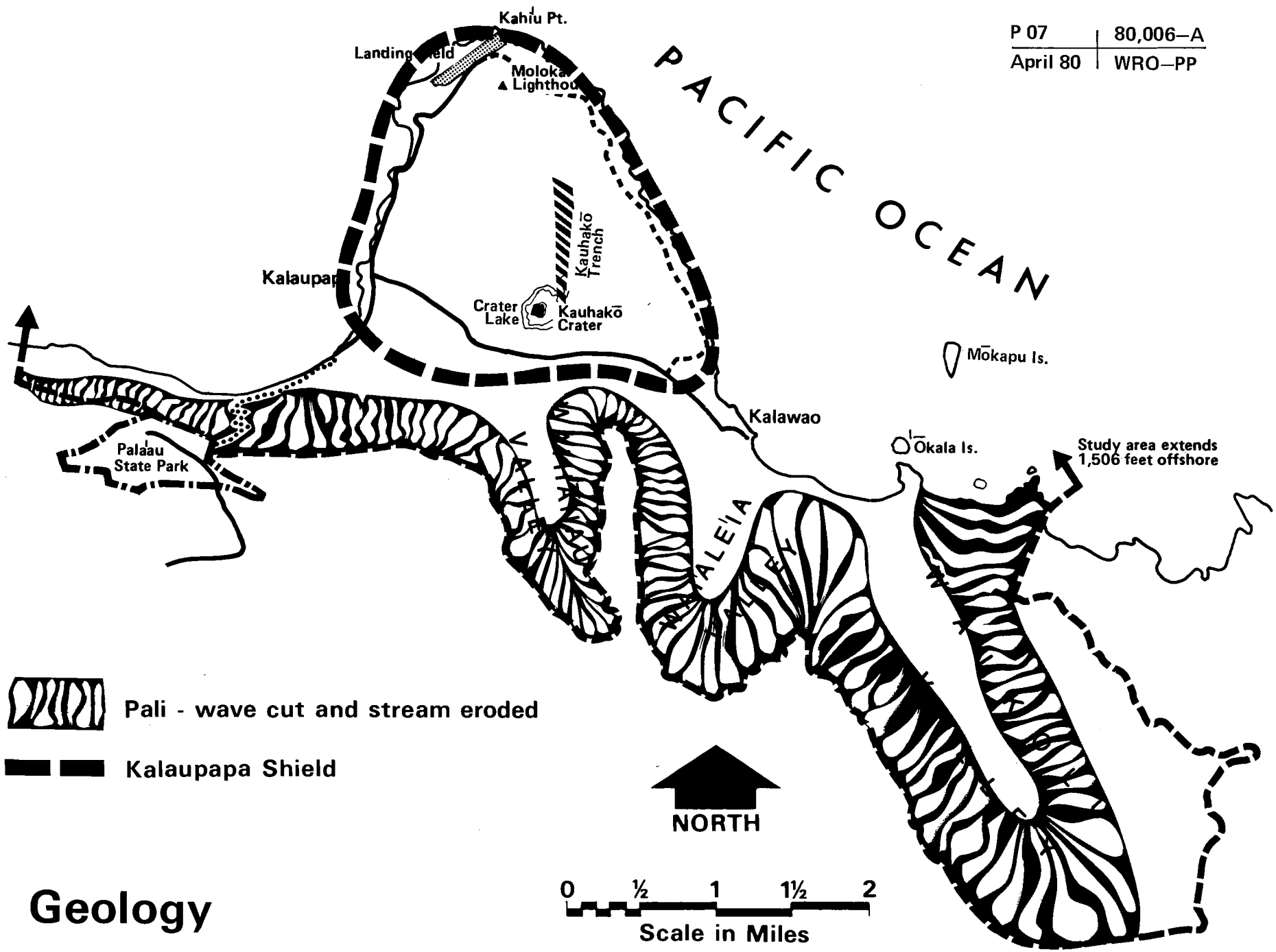
The Peninsula: The Kalaupapa shield is the most recent evidence of volcanism on Moloka'i, occurring long after formation of the notable windward Moloka'i sea cliffs. The Kauhakō Trench, probably a former very large lava tube, leads north out of the Kauhakō Crater for about one mile. In some places the trench is 100 feet deep. Several hills created by overflows from this channel extend seaward. The most striking natural feature on the Kalaupapa Peninsula is the small body of water at the bottom of Kauhakō Crater. At first glance, Kauhakō's water might be dismissed as a simple pond or pool. It is less than one acre in surface area and has a murky greenish color. But its remarkable depth, 815 feet, was unknown until recent years. Such depth, especially for water with so small a surface area, results in morphological and chemical features that qualify Kauhakō as one of the most unusual lakes in the world.

Pali and Valleys: The high pali and three valleys included in the study area are the dominant physical landforms seen from the Kalaupapa Peninsula. They were created through a combination of wave action and stream erosion cutting through the shield volcano that formed the main island of Moloka'i.

Soils: Most of the Kalaupapa Peninsula fits into the Rockland soils group. The remainder is in the Kawaihāpai soil family which is moderately productive as grazing land. Kalaupapa soils are not ideal for commercial agriculture, and although there is grazing use of much of the peninsula, it is regarded as of marginal or submarginal value. Throughout Hawai'i, however, soils of similar quality do support agricultural use.

Hydrology: Median annual rainfall ranges from less than 25 inches to 75 inches. This great variation in rainfall over such a small area is the result of being located windward of and close to the high pali along the northeast coast of Moloka'i. Basal groundwater in windward Moloka'i, although probably abundant, has little potential for future development as most of it is brackish. Consequently, the surface water resources offer the greatest potential for meeting the bulk of the future water needs of the island. The economics of developing the systems, however, is one of the more important determining factors.

Plant Life: As noted on the map on page 25, the entire peninsula contains a large percentage of introduced plants. There are also numerous species of introduced grasses and other small plants. Kalaupapa village itself is a carefully tended, landscaped community. Throughout the study area, however, are remnants of native plant communities interspersed with plants introduced by the early Polynesians or brought in from Europe and the Orient.


P 07
80,006–A
April 80
WRO–PP
Kahiu Pt.
Landing Field
Moloka'i Lighthouse
PACIFIC OCEAN
Kauhakō Trench
Kalaupapa
Crater Lake
Kauhakō Crater
Mōkapu Is.
Kalawao
'Okala Is.
Study area extends 1,506 feet offshore
Palaau State Park
HALE'IA VALLEY
Pali - wave cut and stream eroded
Kalaupapa Shield
NORTH
0 ½ 1 1½ 2
Scale in Miles

Geology

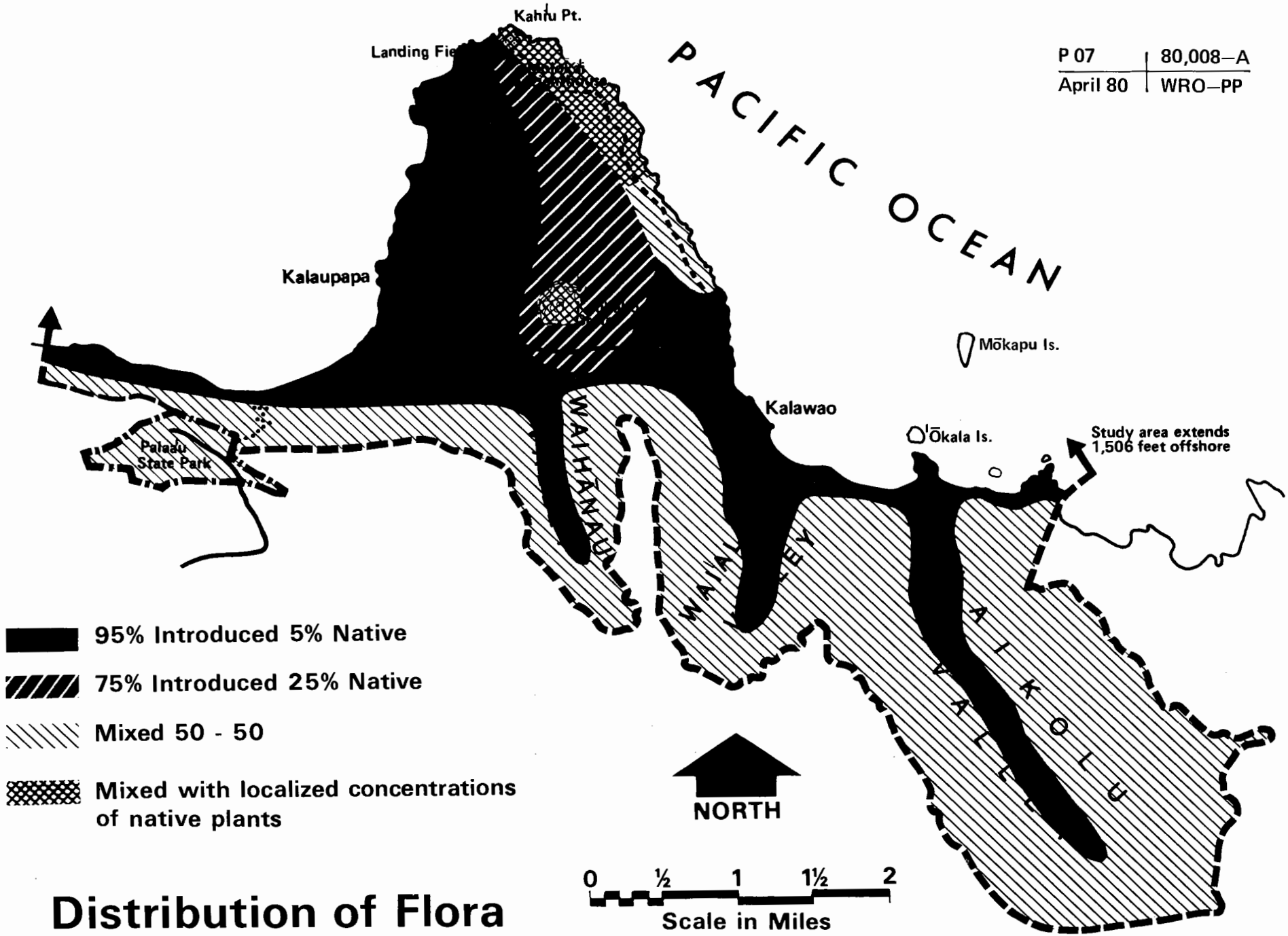
Three plant communities, each with some native species, occur on Kalaupapa Peninsula. The beach strand community and the coastal strand community each contain at least five important native plant species. Among them, 'ākia and 'ilima are rare prostrate types that have thus far withstood severe grazing pressure. The summer deciduous dry forest community within Kauhakō Crater is the most significant vegetational feature on the peninsula. Represented there are more than 20 species of native trees and shrubs plus several trees introduced by the early Hawaiians. This is the only remaining windward coast community of its type known in the State. Although decimated by domestic and feral animal grazing, it retains relatively high natural value.

Animal Life: Animal life on Kalaupapa peninsula consists predominately of introduced animals except perhaps for some lower life forms. There are, however, some interesting fauna in Kauhakō Crater Lake. The productive upper layer of this body of water is dominated by two native shrimps and a few lesser invertebrates. While the species of plants and animals thus far identified from Lake Kauhakō are distinctly Hawaiian but not unique to location, the community structure is different from any found elsewhere in the State.

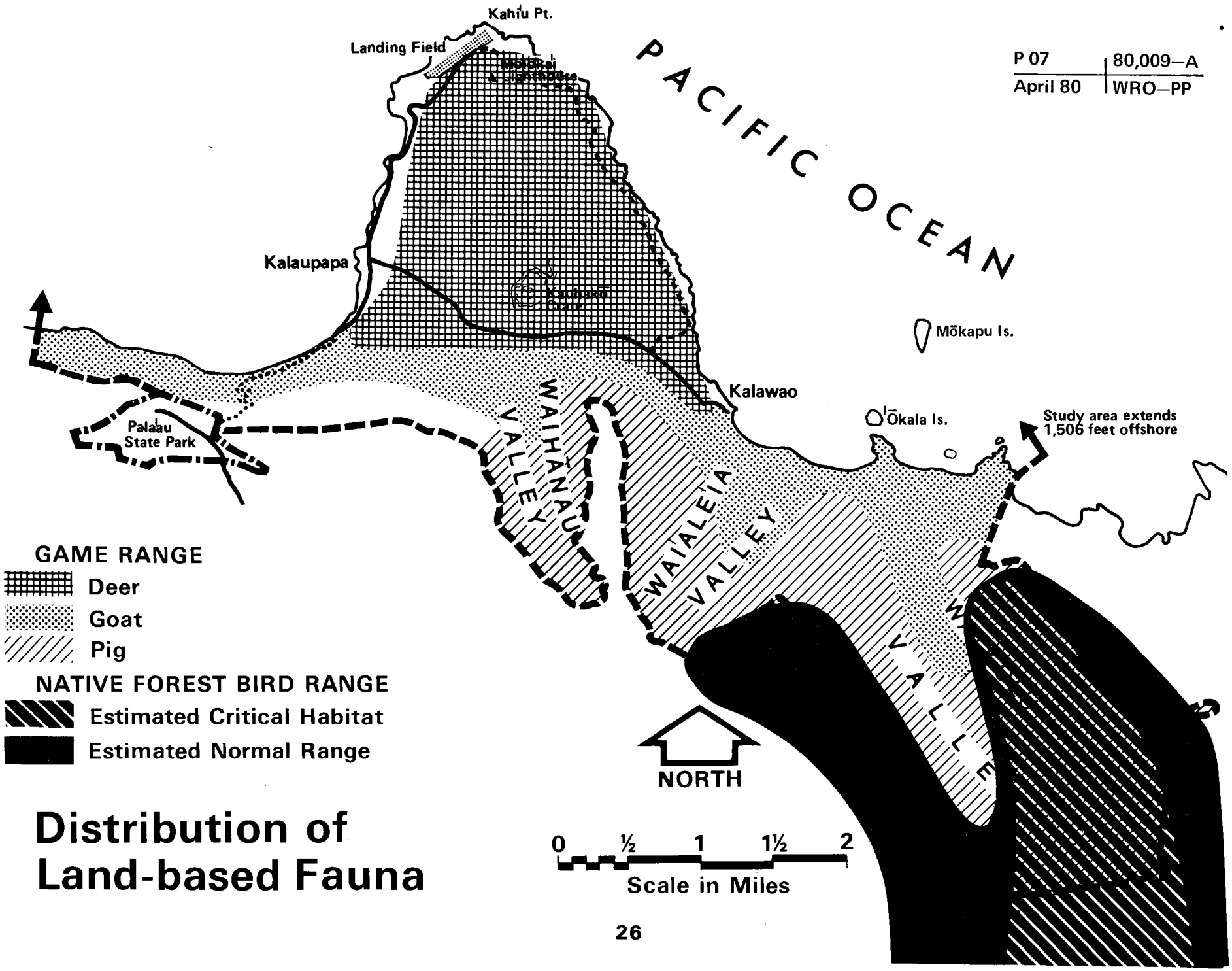
There are several large introduced mammals. Beef cattle graze over most of the peninsula; axis deer, which have been introduced on topside Moloka'i, are seen occasionally; and feral goats inhabit the base of the pali. In addition, mongoose and rats are common. Several species of introduced birds are present, both in the community of Kalaupapa and in the surrounding open areas. The most common are mourning doves, feral pigeons, barred doves, and the Hawaiian short-eared owl.

The inland valleys and the enclosing pali are dominated by introduced species. The most important native animals, however, are the Moloka'i forest birds which inhabit the upper valleys and upland rain forest at the east end of the study area. Known endangered species include the Moloka'i thrush, Moloka'i Creeper, and 'i'iwi. The native Maui amakihi and 'apapane are also present but not considered endangered. Introduced animals include feral goats and wild dogs on the lower slopes and valley floors and feral pigs in the upper elevations.

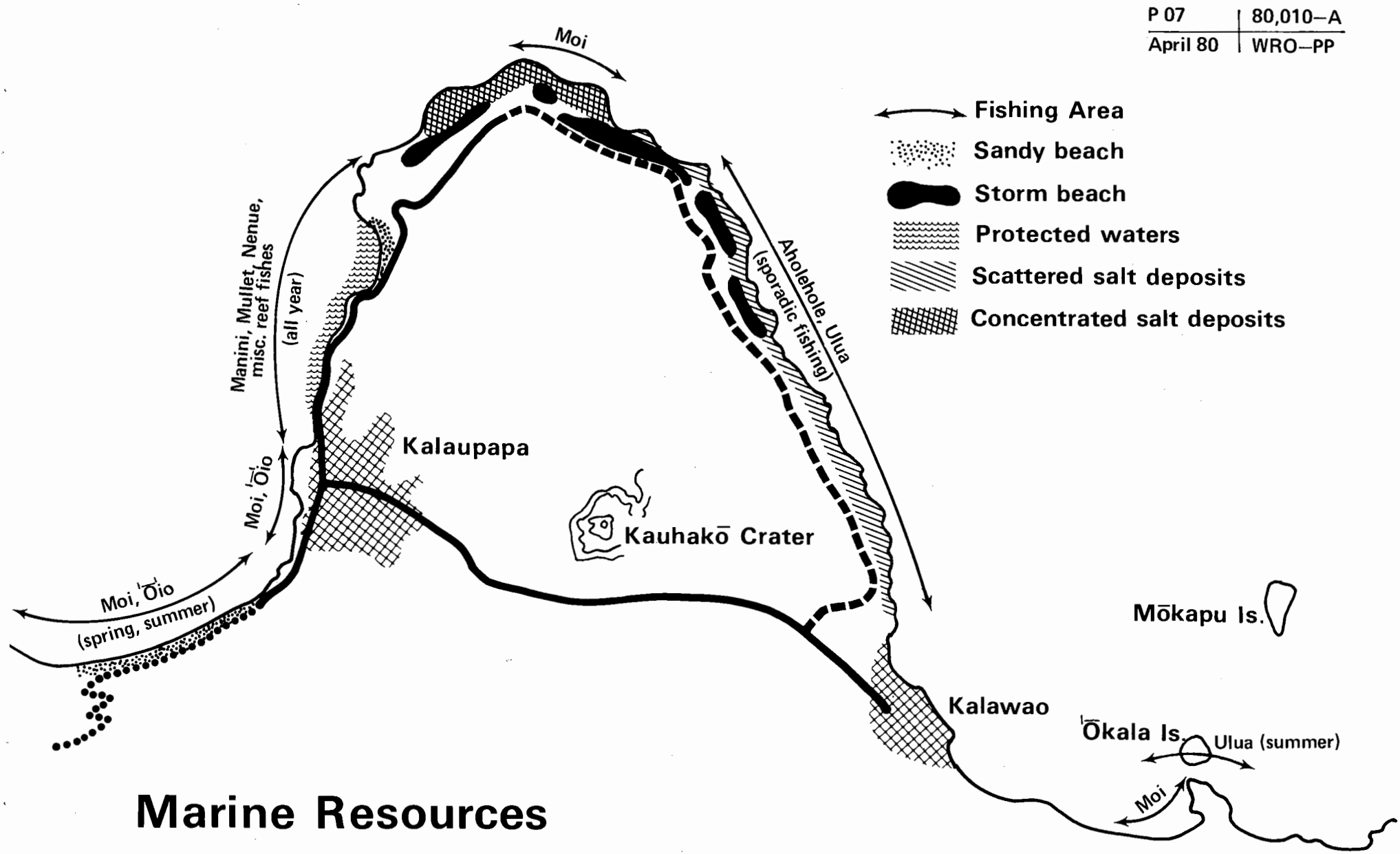
Marine Resources: Data on this important resource were obtained from knowledgeable local residents and State employees. Fresh-water stream life is limited to Waikolu Stream, the only permanent water course in the study area. The native opu or freshwater gobi is reported to be present. There are also several species of native shellfish and species of introduced shrimp. Except for a small area north of Kalaupapa village, the shoreline is subject to constant heavy surf and a fairly sharp drop to deep water. The map on page 27 indicates the locally reported locations for the better known fish. In addition, the tidepools and splash zone exhibit particularly good examples of unspoiled marine ecosystems because of little pollution and light use.



Distribution of Flora



Distribution of Land-based Fauna



Marine Resources and Associated Recreation Opportunities

Recreation Opportunities: When compared to other areas in Hawai'i, recreation opportunities are limited. There is one beach that has considerable surf but is not suitable for surfing or safe for swimming.

A small beach and cove near the village provides the only safe swimming area, but this has a rocky inshore as well as limited quiet water.

Fishing is good because of infrequent use. It is available year-round. Fishing can, however, be dangerous because of the high surf and the predominance of rough precipitous lava coast. Sea-salt gathering opportunities, a traditional Hawaiian activity, are perhaps some of the best in the State.

The younger patients and Department of Health employees hike along the coast and around Kauhakō Crater. The Valleys of Waikolu and Wai'ale'ia, as well as the adjacent coast, offer additional hiking opportunities.

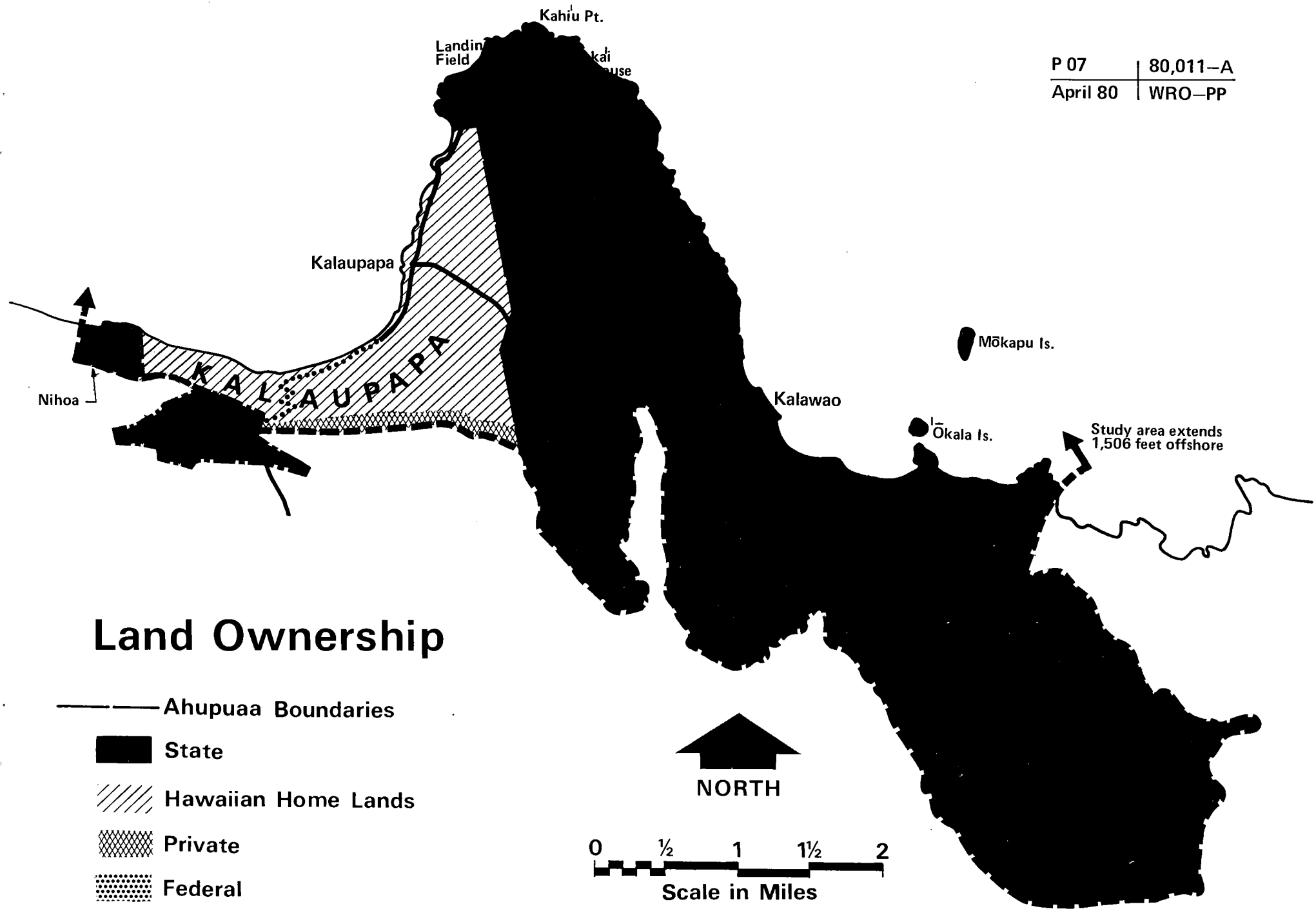
LAND OWNERSHIP

The original study area included all of Kalawao County. It also included Pala'au State Park, Nihoa, and a narrow strip of land along the pali above Kalaupapa Village, both of which are part of Maui County. There are currently four landowners: The State of Hawai'i, Department of Hawaiian Home Lands, one private owner, and the United States Government. The locations of these ownerships are shown on the map on page 29.

UNIQUE PROBLEMS CONCERNING HAWAIIAN HOME LANDS

Approximately 1,250 acres of Kalaupapa are part of the public land set aside by the 67th Congress under the terms of the Hawaiian Homes Commission Act of 1920. Lands covered by this act are administered by the Department of Hawaiian Home Lands. The primary purpose of the 1920 act was to enable native Hawaiians of at least one-half Hawaiian blood to regain use of the land in Hawai'i and thereby achieve economic and social self-sufficiency.

In accordance with its enabling act, the Department of Hawaiian Home Lands can lease land to native Hawaiians. It may also license lands for public and private development. Licenses may also be granted to Federal agencies, with the approval of the Governor. And lands may be exchanged for public lands of equal value. No land, however, may be sold by the Department.


Kahiu Pt.
Landing Field
Kalaupapa
KALAUPAPA
Nihoa
Kalawao
Mōkapu Is.
Ōkala Is.
Study area extends 1,506 feet offshore
P 07
80,011–A
April 80
WRO–PP
Land Ownership
Ahupuaa Boundaries
State
Hawaiian Home Lands
Private
Federal
NORTH
0
½
1
1½
2
Scale in Miles

KALAUPAPA NATIONAL HISTORICAL PRESERVE
THE PROPOSAL

PURPOSE

To manage the Kalaupapa Leprosy Settlement in a manner that will ensure that the resident patients may live there with minimum disturbance from the general public and other outside elements; to provide interpretation for a small number of tourists; and to preserve for present and future generations the significant historical, archeological, cultural, and natural features associated with the Settlement.

OBJECTIVES

Resident Patient Welfare

Continue the current health care programs and improve services where possible.

Provide for official resident representation in formulation of management policies, particularly where they affect current lifestyles.

Minimize the contact between residents and the general public in day-to-day activities.

Employ and train resident patients and native Hawaiians in interpretive and management functions to the extent it is feasible and agreeable to the community.

Resource Management

Preserve selected structures and sites relating to the Kalaupapa's history as a leprosy settlement.

Recognize sites relating to early Hawaiian occupation and provide for their preservation and interpretation.

Recognize inherent scenic, geologic and biotic resources; and provide for their management and interpretation.

Coordinate resource management programs with the State of Hawai'i and the County of Maui, particularly where they affect or are affected by adjacent land use.

Provide for housing of historic artifacts at a site away from the peninsula where possible.

Use By The General Public

Control tour use to a level agreeable to the resident patient community.

Minimize the construction of tourist facilities on the Kalaupapa peninsula.

Where possible, provide interpretive programs that do not require visiting the Settlement.

Administration

Recognize the patient community as an official entity in formulating and carrying out planning and administrative functions. There shall be a Kalaupapa National Historical Preserve Advisory Commission to advise the Secretary of the Interior with respect to the development and operation of ther preserve.

Consider the agency providing health care as an official part of the administrative function.

Coordinate administration and management with the adjacent Pala'au State Park and with other State and local agencies as appropriate.

KALAUPAPA NATIONAL HISTORICAL PRESERVE
THE PLAN

A plan for administration of a Kalaupapa National Historical Preserve must recognize two crucial needs. First, immediately upon authorization by Congress, the preserve becomes a working unit of the National Park System, and as such must have a plan detailed enough to provide an adequate framework for staffing, information on priorities for improvements to the physical plant, and directions for adequate control of use by tour groups. Second, and equally important, is recognition of the need for further planning and management decisions. These can only be made as a result of further research, discussion with patients, and coordination with appropriate State and local agencies.

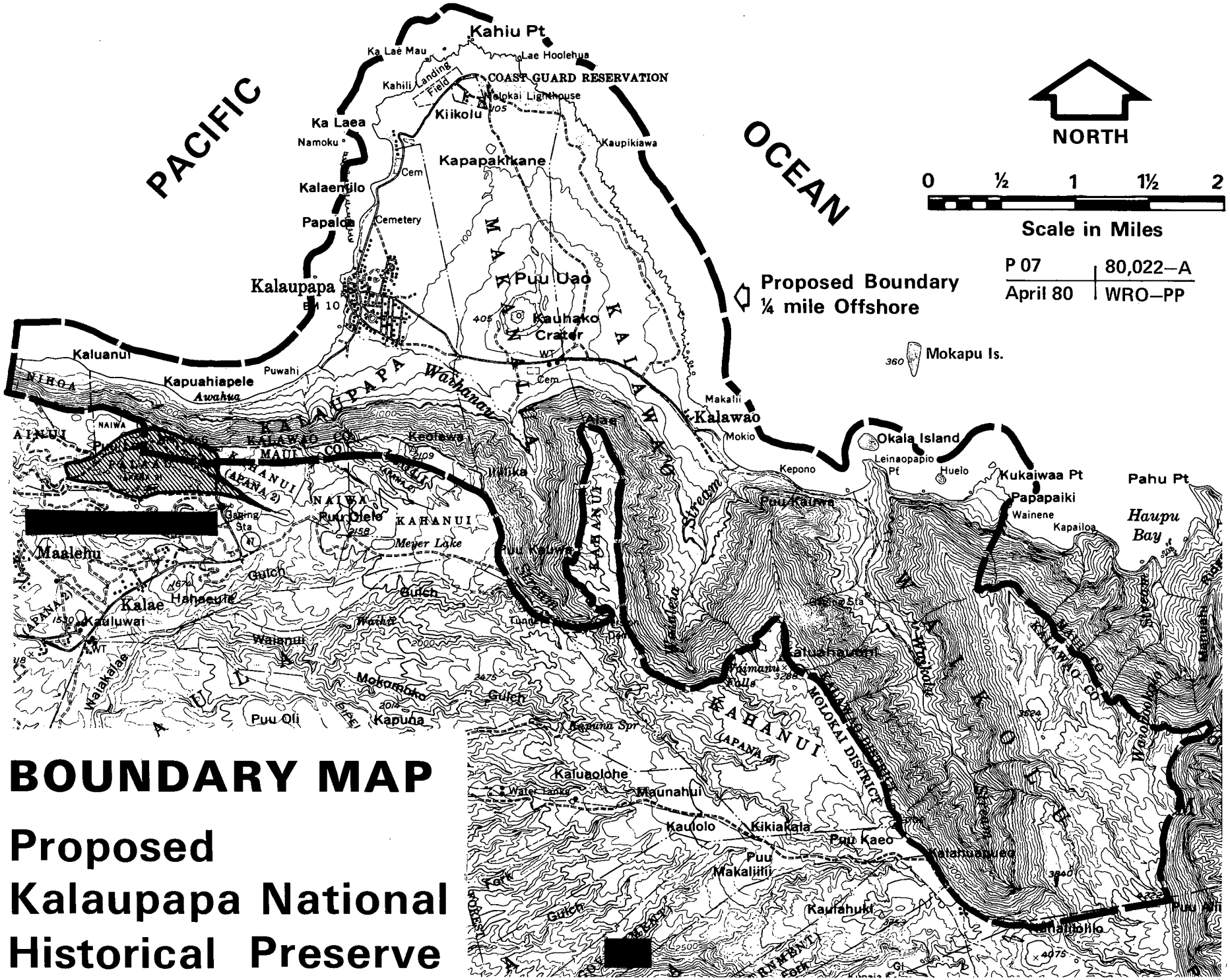
The foregoing purpose and objectives place the primary emphasis on the welfare of the leprosy patients at Kalaupapa and on preservation of historic structures and their setting. The more detailed plan, which follows, will retain this same emphasis. Thus most concepts are based on the existence of a resident patient community for a considerable number of years.

There will be a time in the future, however, when there are no patients residing at the Settlement. At that time, changes in concepts of administration and use will almost certainly be necessary. This plan recognizes this as a reality, and seeks to provide a framework for continued preservation of important resources. At the same time it must recognize the difference between the needs of the existing community and the potential for a change in policy in the future.

BOUNDARY AND LAND NEEDS

The boundary for the proposed Kalaupapa National Historical Preserve is shown on the accompanying map on page 33. It includes all land on the Kalaupapa peninsula, the adjacent pali, Waihānau Valley, Wai'ale'ia Valley, Nihoa, and Waikolu Valley. Also included is the offshore area one-quarter mile from high tide line, a strip of land along the top of the pali from Pala'au to Waihānau to provide for a possible trail, and a portion of Pala'au State Park suitable for an interpretive facility and trailhead. The boundary in the vicinity of Pala'au State Park and the trailhead may need refinement when more definitive plans are prepared for facilities in that area.

The proposed historical reserve includes a total of 10,902 acres. This includes about 8,902 acres of land and about 2,000 acres of offshore area. All land is currently owned by the State of Hawai'i and the Department of Hawaiian Home Lands, except for a Federally owned parcel of 23 acres around the lighthouse and about 150 acres of land along the top of the pali from Pala'au to Waihanau. See the map on page 29 for the locations of ownerships.



BOUNDARY MAP

Proposed Kalaupapa National Historical Preserve

Ownership and acreage of lands (excluding offshore area) follows:

Department of Hawaiian Home Lands	1,247.0 acres
State of Hawai'i (Department of Health)	7,213.8 acres
Pala'au State Park (Administered by Department of Land and Natural Resources but owned by Department of Hawaiian Home Lands)	50.0 acres
State of Hawai'i (Department of Transportation)	42.3 acres
State of Hawai'i (Miscellaneous State-owned land)	176.0 acres
Private Land	150.0 acres
United States Government	23.0 acres
TOTAL	8,902.1 acres of land

Underlying title to State and Hawaiian Home lands within the historical preserve is proposed to remain as it is now, and the National Park Service be given authority for administration. This would require cooperative agreements between the National Park Service and appropriate State agencies.

It is further proposed that the one parcel of privately owned land either be acquired in fee or that a dedicated easement for a trail be acquired across it. Authority should be provided for the Federal government to acquire lands outside the preserve to be used in exchange for the 1,247 acres of Hawaiian Home lands at Kalaupapa.

RESIDENT PATIENTS AND THEIR WELFARE

A primary objective of the proposed historical preserve is to ensure the continuing welfare of the patients and to maintain their lifestyle. The following elements of the plan are designed to satisfy that objective.

Health Care

It is proposed that the health care program for the patients continue to be operated by the State Department of Health. The U.S. Department of Health and Welfare would also continue to finance a major portion of this program and require the preparation of a plan for use of these funds in accordance with current Federal policy.

Regarding the maintenance of the physical plant at Kalaupapa, the State Department of Health would be responsible only for the new infirmary and immediately associated facilities. Most of the remaining operation is proposed to be transferred to the National Park Service. A cooperative agreement would specifically delineate the responsibilities of each agency.

Status of Resident Patient Community

It is proposed that the Kalaupapa community be provided the means to effect policy, either through its elected officials, or by some other method agreeable to the community. Division of responsibilities would be determined by a cooperative agreement between the community and the Department of the Interior, through the National Park Service. It is especially important that this agreement cover such issues as use levels by tourists, tour patterns, any restrictions on use by resident-patients, and the ramifications of historic preservation, particularly its effect on current lifestyle at the Settlement.

CULTURAL RESOURCES MANAGEMENT

Except for the welfare of the patients, this part of the plan is the most significant, the most encompassing, and the most costly. Not only does it involve preservation of historic structures and other physical remains, but it must also address the preservation of older sites related to Hawaiian culture and the important intangible aspects of that culture.

Historic Resources Related to the Leprosy Settlement

These are the buildings, foundations, and sites that help tell the tragic story of leprosy and of those who contracted the disease and subsequently were exiled to Kalaupapa. Nearly all the remaining clearly visible structures are in the village of Kalaupapa. The original Settlement with its memories of great tragedy and suffering was at Kalawao on the opposite side of the peninsula, where only a few structures remain.

A plan for management research, preservation, and maintenance of these resources must consider several important realities.

1. Nearly all buildings are in poor condition and will be costly to rehabilitate and maintain.

2. Many structures in Kalaupapa Village are needed for housing and various community services, but many others have little value other than their contribution as part of the total historic complex.

3. Certain structures and sites have overriding historical significance, which should be considered paramount in formulating a management plan.

4. Certain structures and building complexes have architectural significance, which should also be an element in determining what should remain.

5. Kalaupapa Village itself is of lesser importance historically than Kalawao but is, nevertheless, the home for all remaining patients and resident staff.

6. The complex of structures possessing historical, architectural, or especially useful value are not concentrated in one area but scattered throughout Kalaupapa Village and Kalawao.

Given these considerations, it is proposed that management of historic resources be considered in two phases.

First, it is proposed that there be specific actions taken as soon as possible to preserve those structures judged to be the most important historically and architecturally and to ensure the continuation of the village as a workable complex with a minimum change in the lives of residents. These actions are as follows:

Rehabilitate the following structures by extermination of insects; painting; and where needed, repair of seriously damaged portions:

St. Philomena's Catholic Church
Kanaana Hou Church
Siloama Church
St. Francis Church
Bay View Home
Paschoal Community Hall

Begin a cyclical maintenance program for other structures in the Kalaupapa Settlement. Priority for expenditure of funds will be formulated by research results and discussions with the State Department of Health.

Repair and rehabilitate residences and other structures that are important parts of the community complex.

Second, prepare a detailed preservation plan for the community of Kalaupapa in cooperation with the residents, with particular consideration given to the following:

Welfare of the resident patients

What kind of historic complex is to be preserved for future generations

Preservation of the historic character of the village

The cost of historic preservation and maintenance

Minimizing conflicts between continuation of the existing lifestyles and the preservation of a workable interpretable historic complex.

Making the community more self-sufficient and less dependent on outside sources with regard to production of food. This issue will become increasingly important as the cost of food increases, as the cost of transportation increases, and as agricultural land becomes more scarce.

Making greater use of renewable resources available on the peninsula and formulating plans for use of alternative energy sources such as the sun and the wind.

Archeological or pre-settlement Cultural Resources

It is proposed to stabilize and maintain the most significant features relating to early Hawaiian culture. Before this is accomplished however, it is necessary to conduct a more detailed archeological site survey to locate all remaining sites and structures. This survey is proposed to be completed within one to two years after authorization. Following this survey, the plan for preservation and stabilization of specific sites will be prepared as part of the preservation plan mentioned previously.

Oral History

Recording oral history will be important for both the preservation of Hawaiian culture and the history of the leprosy settlement. Although some of this material is being collected, additional data are essential. New data should be collected and analyzed before the completion of the preservation plan.

Most important, however, will be the recognition of oral history as a guide in future planning development and interpretation. For it is knowledge of this sometimes intangible aspect of history and culture that will add the dimension of humanity and sensitivity that can permeate all plans and programs for the historical preserve.

MANAGEMENT OF NATURAL RESOURCES

While it is recognized that history is the prime resource at Kalaupapa, there are also important natural resources in the vicinity, including some species endemic to Moloka'i and even to Kalaupapa. Thus, management of this resource is an important aspect of the proposed historical preserve. This document will identify only the general management concepts. Greater detail will follow in a resources management plan, which will result, in part, from additional research. Such research would constitute a natural resources inventory, which includes geology, and marine and terrestrial biology. The associated resource analysis will recognize and describe the differences between the environment of the early Hawaiian period and the more recent period involving the Leprosy Settlement. Much of this research will be conducted in cooperation with or assisted by the Hawai'i State Department of Land and Natural Resources. Results of this research will be used to clarify and resolve any conflict between the patients' rights to hunt and produce food and protection of endangered species and native ecosystems.

Marine Resources

Because there has been light fishing use on this portion of Moloka'i's coast, the fisheries resource is assumed to be in good condition. However, research is needed and some controls over use may be necessary. It is proposed that there be no fishing from the historic preserve shoreline by non-residents. Patients shall have the right to fish without regard to State and Federal laws and regulations. Fishing will be included in the plan to promote self-sufficiency in the production of food. It is proposed that the State Division of Fish and Game and the Kalaupapa community be consulted to determine the type and extent of any controls that may be needed.

Plant Life

The first priority here is additional research to identify the type and extent of native and introduced species. This will include known rare and endangered species plus the identification of any new species. Techniques for preservation and management will be included in the resources management plan.

Animal Life

Proposals for management will follow a pattern similar to those under plant life -- research and identification of appropriate management techniques.

The highest priority should be an overall research project to provide information on native and introduced species. This will help identify practical management techniques needed to protect and preserve important native species, particularly those that are rare and endangered.

It is also proposed that the cattle grazing operation on Kalaupapa be studied to judge its effectiveness in providing meat for the community. It should also be determined whether or not additional fencing would be advisable in order to protect important natural and historical features.

Special Biological Units

There are several small biological communities at Kalaupapa that may require particular care in order to ensure their protection. Kauhakō Crater and lake, the upper part of Waikolu Valley, and perhaps a portion of the coastal area between Kahi'u Point and Kalawao are known examples. Areas such as these, and others that may be identified through further study, may need some restrictions on use and special methods for control or removal of competing introduced species.

MANAGEMENT OF TOURISTS AND TOUR GROUPS

The primary purpose of the proposed Kalaupapa National Historical Preserve is to preserve the resident-patients' lifestyle and to preserve and protect the structures, sites, and setting associated with the historic leprosy settlement. Tourist use, during the life of the existing community, must therefore be considered to be of secondary importance.

Following this basic concept, it is proposed that tours to the Settlement be restricted to not more than 100 persons per day. No overnight use by the public would be permitted except in an emergency situation. It is further proposed that this restriction be included as part of the legislation authorizing the historical preserve, and that any increase in use be permitted only with the permission of the resident patients. All tours to the Settlement would be accompanied by a tour guide. In addition, there will be specific controls over tour schedules and areas included in the tours. Such controls will be subject to review and approval by the authorized patient organization and by the National Park Service. There are, and would continue to be, three approved methods of public access -- by air, by mule, and by foot. While it is assumed that approximately one-third of the persons on tour will use each method of access, the precise number allotted to each should remain flexible or be determined through consultation with the airlines, the patients, and the current tour operators. It is further proposed that there be separate trails for hikers and mule riders, if this proves to be feasible.

Finally, it is proposed that control over tours to the Settlement be managed through a reservation system and that a fee be charged for the tour and that a portion of this fee be turned over to an authorized patient organization.

For persons who cannot or do not wish to visit the Settlement itself, it is proposed that an interpretive facility be provided at Pala'au State Park. Control over use of this facility would be less stringent than at the Settlement. Coordination with the Division of State Parks, however, would be necessary to set capacities and to formulate the details of management and administration.

INTERPRETATION

The purpose, techniques, and location of the interpretive program must be carefully analyzed as it is developed. The subject is sensitive, and individuals in the Kalaupapa community will be strongly affected by the type of interpretation and the location of facilities. Details of the how and where of interpretation will be spelled out in a later study. However, several overriding concepts are important to establish.

1. Any new manned permanent structure to house exhibits or reception facilities should be located away from the Kalaupapa Peninsula. The Pala'au State Park vicinity combines a dramatic view of the Settlement with easy access from the rest of topside Moloka'i. This location is proposed as the prime contact area for persons using the trail to the Settlement and for those who do not visit the Settlement itself.

2. Minimize the use of interpretive signs and other devices on site. Intrepretation would be provided topside and by tour guides.

3. Require all tourists to be with a tour guide while they are on the peninsula or on the approaching trails. Those who arrive by air would be met at the airport shelter.

4. Whenever feasible, use resident patients and native Hawaiians as tour guides, and provide training for them.

ADMINISTRATION

It is proposed the National Park Service have the primary responsibility for administration and management of Kalaupapa National Historical Preserve. It is important to recognize, however, that a significant part of the National Park Service role will be to coordinate and consult with the complex of interests, agencies, and individuals who will continue to be involved officially or unofficially at Kalaupapa.

Coordination with Resident Patients

More than 100 patients will continue to live within the proposed historical preserve. The welfare of these residents has been discussed in some detail earlier in this document. The National Park Service will work with the official body representing the Kalaupapa community to ensure a minimum of disturbance in the patient-residents' day-to-day lives. This role will be particularly important because preservation and maintenance of individual historic structures will mean restrictions on how these structures are altered or "improved," and used. To clarify issues and define specific responsibilities, it is important to clearly identify the National Park Service role in managing and maintaining the Kalaupapa community. This may be in the form of a cooperative agreement or a similar type of document. It must, however, be agreeable both to the community and to the National Park Service.

Coordination with State Agencies

An important association will be with the State Department of Health, since this Department will continue to be responsible for patient health care. It is therefore proposed that a cooperative agreement be drawn up to delineate the respective responsibilities of the National Park Service and the State Department of Health.

Day-to-day management will require frequent liaison with the Department of Land and Natural Resources, especially with regard to use of water resources in upper Waikolu Valley and the management of important natural resources.

It will also be important to coordinate with the Department of Hawaiian Home Lands, if this Department retains fee title to its lands. There must be legal documentation that authorizes management of these lands by the National Park Service. The Department of Hawaiian Home Lands has indicated that it has no specific plans at present for use of its property, but the Department is forbidden by law to sell or deed lands to others.

Finally, it will be necessary to coordinate with the State Department of Transportation, since it is expected that this Department will continue to operate and maintain the airport.

Coordination with Maui County

Kalaupapa is currently politically separate from Maui County, having been created as a separate entity, Kalawao County, long before Hawaiian statehood. Whether or not Kalaupapa becomes a part of Maui County is a matter to be settled among the State, Maui County, and the resident patients. The issue does not materially affect proposed status as a national historical preserve. In any event, coordination with the Maui County government would be necessary, as visitation, use, and development would affect development and services on topside Moloka'i.

Coordination with Religious Organizations

There are several churches represented at Kalaupapa, some occupying historic structures. It will be necessary to coordinate with each one as part of a functioning community and historical preserve.

The Catholic Church has the potential for the greatest impact on administration and use at Kalaupapa. The probable canonization of Father Damien and Mother Marianne has the potential for attracting many tourists to Moloka'i and Kalaupapa. Thus, coordination with the Catholic Church is crucial in order to address several specific issues:

1. The location of storage of Damien artifacts.

2. Interpretation about Damien and his work at Kalaupapa.

3. The decision on Damien's final resting place.

Concessions

Tours are currently operated by individual patients, in some cases, in cooperation with the tour companies that rent mules for the trail ride to the Settlement. These patient-run operations should continue. It is proposed that there be a concession contract drawn up between the National Park Service and any patient-run tour operation, including the present ones, in accordance with accepted Federal policy. When such an operation is no longer feasible, the National Park Service will operate all tours. No other concessions are considered necessary for operation of the historical preserve.

DEVELOPMENT OF FACILITIES

Two factors strongly influence the proposed development program for Kalaupapa Peninsula. Tour use would be carefully controlled, and it is important to minimize changes in the day-to-day lives of the resident patients. Thus, development will be designed to satisfy four basic needs: (1) improvement of existing facilities in the community, (2) provision for National Park Service administration, (3) provisions for continuation and improvement of the tour operation, and (4) preservation and adaptive use of historic structures. The only other facilities proposed would be the complex on "Topside" Moloka'i in Pala'au State Park. The map on page 44 indicates the location and type of these facilities.

Upgrading of Existing Community Facilities

Several specific projects are considered necessary to improve the operation of the Kalaupapa community and to comply with various Federal and State requirements.

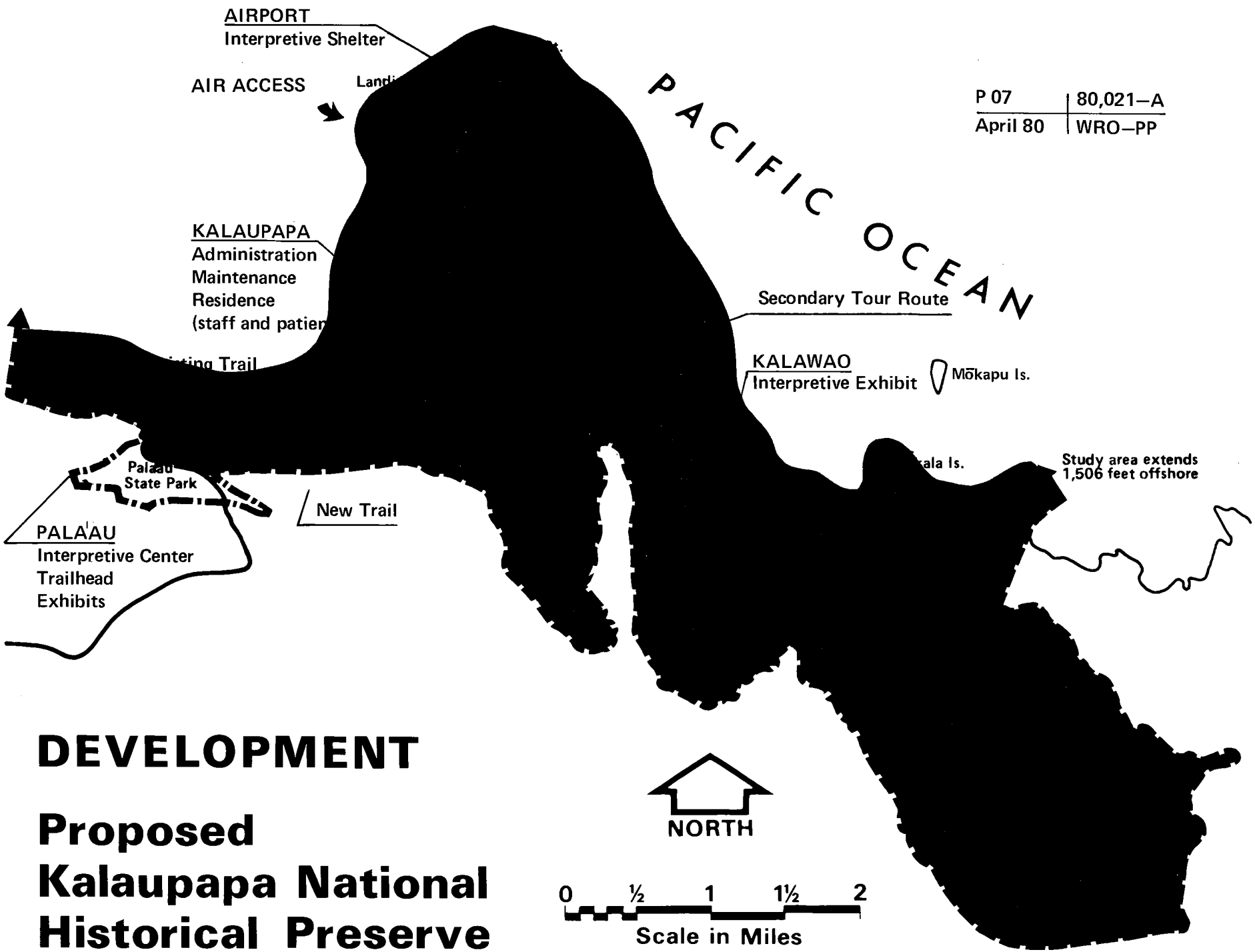
Roads and Trails

1. Rebuild and pave the road from the airport through Kalaupapa village to Kalawao, and the road to the base of the trail from Pala'au, about 6 miles of road.

2. Improve roads within the village, about one mile.

3. Improve existing trail from Pala'au to Kalaupapa village.

4. Construct new trail to Kalaupapa. (Location for this trail will need further study to determine if it should follow the route of the old Waihānau Trail).



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DEVELOPMENT

Proposed Kalaupapa National Historical Preserve

Utilities

1. Reconstruct the water system, utilizing the existing source in Waikolu Valley.

2. Upgrade the electrical distribution system where necessary.

Provision for National Park Administration

It is proposed that the administrative function of the historic preserve be located within the Settlement, utilizing rehabilitated historic structures for administrative offices, a maintenance area, and any needed staff residences. None of these will require new structures on the Kalaupapa Peninsula.

Provisions for Tourists

Nearly all the physical development needed for continuation of the tour operations at the Settlement will be provided through development and improvement of the Kalaupapa community, its roads, and its utilities. Two additional minor facilities, however, will be needed -- a small interpretive facility at the airport for tourists arriving by air, and a series of identifying signs and historical markers at major historic structures and sites. A small interpretive exhibit at Kalawao would also be needed.

In addition, it is proposed that improved vehicles be provided for the tour operation. The type, size and design of these vehicles will be worked out with the tour operators.

Facilities "Topside" at Pala'au

Pala'au State Park lies on the edge of a nearly vertical pali (cliff) and possesses one of the finest panoramic views of the Kalaupapa Peninsula anywhere on Moloka'i. The Settlement appears, disappears in the fog, and then reappears -- a miniature sunny village on a small peninsula more than 1,500 feet below. This State Park is proposed as the site for a small interpretive complex with a manned facility, overlook, parking, and a trailhead. Those planning to hike or ride a mule down to Kalaupapa will begin their trip from this point.

Persons who do not visit the Settlement may view interpretive exhibits at Pala'au, have the opportunity to see the peninsula from a distance or purchase literature on Kalaupapa and its history. Detailed planning for this complex will be a cooperative effort with the State of Hawai'i and will be coordinated with the State's planning for Pala'au State Park and its vicinity.

(5) The complexity and expense of management along with the international significance of the resource strongly support continuation of Federal administration.

Given these general concepts, it is unlikely that there would be major change in how Kalaupapa is managed or used. But, it is also considered important to review these issues and concepts in the future when there is no longer a resident population at the Settlement.

APPENDIX

Public Law 94-518
94th Congress

An Act

To authorize the study of certain areas by the Secretaries of Agriculture and the Interior.

Oct. 17, 1976
[S. 400]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Studies by Secretaries of Agriculture and Interior. Authorization.

TITLE I—FREDERICK LAW OLMSTED HOME AND OFFICE, BROOKLINE, MASSACHUSETTS

Study, transmittal to congressional committees.

SEC. 101. The Secretary of the Interior shall prepare and transmit to the Committees on Interior and Insular Affairs of the Senate and House of Representatives within two years from the date of enactment of this Act a feasibility/suitability study of the Frederick Law Olmsted Home and Office as a unit of the National Park System. The study shall include cost estimates for any necessary acquisition, development, operation, and maintenance, as well as any alternatives for the administration and protection of the area.

TITLE II—SAINT PAUL'S CHURCH, EASTCHESTER, NEW YORK

Study, transmittal to congressional committees.

SEC. 201. The Secretary of the Interior shall prepare and transmit to the Committees on Interior and Insular Affairs of the Senate and House of Representatives within two years from the date of enactment of this Act a feasibility/suitability study of Saint Paul's Church as a unit of the National Park System. The study shall include cost estimates for any necessary acquisition, development, operation, and maintenance, as well as any alternatives for the administration and protection of the area.

TITLE III—NATIONAL MUSEUM OF AFRO-AMERICAN HISTORY AND CULTURE AT OR NEAR WILBERFORCE, OHIO

Study, transmittal to congressional committees.

SEC. 301. The Secretary of the Interior shall prepare and transmit to the Committees on Interior and Insular Affairs of the Senate and the House of Representatives within two years from the date of enactment of this Act a feasibility/suitability study for a National Museum of Afro-American History and Culture at or near Wilberforce, Ohio. The study shall include cost estimates for any necessary acquisition, development, operation, and maintenance, as well as any alternatives for the administration of such museum.

TITLE IV—KALAUPAPA SETTLEMENT ON THE ISLAND OF MOLOKAI, HAWAII

SEC. 401. (a) The Congress finds:

(1) Since 1866 a colony for the care and treatment of the victims of leprosy, known as the Kalaupapa settlement, has existed on the island of Molokai in the State of Hawaii. On this site Father Joseph Damien de Veuster (1840–1889) worked for sixteen years among those victims

until at last succumbing to their disease. This inspiring work made him a figure of such national acclaim that a statue of him rests in the Nation's Capitol. This work led to proceedings for his beatification by the Catholic Church and to worldwide veneration of this devotion and mission. This respect and admiration served to focus unprecedented attention on the disease of leprosy and stimulated charity and scientific research toward its cure.

(2) The Kalaupapa settlement constitutes a unique and nationally significant cultural, historical, educational, and scenic resource.

(b) The purposes of this title are—

(1) to preserve and interpret the Kalaupapa settlement for the education and inspiration of present and future generations, and

(2) to provide that the preservation and interpretation of that settlement be managed and performed by native Hawaiians, including patients and former patients of the Kalaupapa settlement, to the extent practical, and that training opportunities be provided such persons in management and interpretation of the settlement's cultural, historical, educational, and scenic resources.

Study.

SEC. 402. (a) The Secretary of the Interior (hereinafter referred to as the "Secretary") shall study the feasibility and desirability of establishing as a part of the National Park System an area (hereinafter referred to as the "proposed park area") comprising all, or a portion of, the lands, waters, and interest in Kalawao County on the island of Molokai.

(b) As a part of such study, the Secretary shall consult with other interested Federal agencies, with other interested State and local bodies and officials, with patients and former patients presently in residence at the Kalaupapa settlement and with the Commission established by section 404, and he shall coordinate the study with other applicable planning activities.

Report, submittal to President and Congress.

SEC. 403. (a) The Secretary shall submit to the President and the Congress within two years after the date of the enactment of this title a report of his study. The report of the Secretary shall contain, but not be limited to, findings with respect to the historic, cultural, educational, scenic, and natural values of the resources involved and recommendations for preservation and interpretation of those resources.

Master plan.

(b) The report of the Secretary referred to in subsection (a) shall include a detailed proposed master plan for the development of the proposed park area. Such plan shall include: (1) a schedule of acquisition of the proposed park area, (2) an assessment of planned restorations of historic sites, (3) an estimate of park development and long-term operation costs, (4) a plan for the development of programs (including training programs) for native Hawaiians, including patients and former patients of the Kalaupapa settlement, to manage and perform the preservation and interpretation of the park, (5) provision for the preservation of existing, exclusive hunting and fishing (konohiki) rights of the residents of Kalawao County, and (6) provision to prevent the dislocation or displacement of any patient or former patient presently in residence at the Kalaupapa settlement and to maintain transportation and hospital facilities and other public services as may be necessary for any remaining patients or settlement staff.

Kalaupapa National Historical Park Advisory Commission. Establishment. Membership.

SEC. 404. (a) There is hereby established a Kalaupapa National Historical Park Advisory Commission.

(b) The Commission shall be composed of fifteen members, at least six of whom shall be native Hawaiians, appointed by the Secretary, as follows:

(1) two members, one of whom will be appointed from recommendations made by each of the United States Senators representing the State of Hawaii, respectively;

(2) two members, one of whom will be appointed from recommendations made by each of the United States Representatives for the State of Hawaii, respectively;

(3) five public members, who shall have knowledge and experience in one or more fields as they pertain to Hawaii of history, ethnology, education, medicine, religion, culture, and folklore and including representatives of the Bishop Museum, the University of Hawaii, and organizations active in the State of Hawaii in the conservation of resources, to be appointed from recommendations made by the Governor of the State of Hawaii;

(4) two members to be appointed from recommendations made by local organizations representing the native Hawaiian people;

(5) at least two members representing the patient's organization; and

(6) two members to be appointed from recommendations made by the mayor of the county of Maui.

"Native Hawaiian."

(c) The term "native Hawaiian", as used in this title means a descendant of not less than one-half part of the blood of the races inhabiting the Hawaiian Islands previous to the year 1778.

Chairman.

(d) The Secretary shall designate one member to be Chairman. Any vacancy in the Commission shall be filled in the same manner in which the original appointment was made.

Expenses.

(e) A member of the Commission shall serve without compensation as such. The Secretary is authorized to pay the expenses reasonably incurred by the Commission in carrying out its responsibilities under this title on vouchers signed by the Chairman.

Termination.

(f) The Commission shall cease to exist at the time of submission of the Secretary's report referred to in section 403(a) to the President and the Congress.

SEC. 405. During the period commencing with the date of the enactment of this title and ending with submission of the Secretary's report to the President and the Congress and any necessary completion of congressional consideration of recommendations included in that report (1) no department or agency of the United States shall, without prior approval of the Secretary, assist by loan, grant, license, or otherwise in the implementation of any project which, in the determination of the Secretary, would unreasonably diminish the value of cultural, historical, educational, scenic, or natural resources relating to the proposed park area and (2) the Chief of Engineers, Department of the Army, shall not, without prior approval of the Secretary, undertake or assist by license or otherwise the implementation of any project which, in the determination of the Secretary, would diminish the value of natural resources located within one-quarter mile of the proposed park.

TITLE V—SHAWNEE HILLS, ILLINOIS

SEC. 501. The Congress finds that the Shawnee Hills in the State of Illinois contain unique recreational resources; that the Shawnee Hills possess historical, cultural, educational, recreational and natural qualities which offer outstanding opportunities for public enjoyment; and that such opportunities should be utilized and developed to their optimum potential for the full enjoyment of present and future generations.

Study.

Report, submittal to Congress.

SEC. 502. The Secretary of Agriculture is authorized and directed to study the Shawnee Hills in Saline, Pope, Gallatin, and Hardin Counties, Illinois, as depicted on the map entitled, "Shawnee Hills Study Area," dated June 1976, which shall be on file and available for inspection in the Office of the Chief, Forest Service, United States Department of Agriculture. Within three years from the date of enactment of this title, the Secretary shall submit a report to the Congress, including his recommendation as to the desirability and feasibility of establishing a national recreation area within the Shawnee Hills Study Area. Such report shall include the estimated costs of such establishment and proposed legislation to implement any recommendation for the establishment of such area.

TITLE VI—GEORGE W. NORRIS HOME, McCOOK, NEBRASKA

Study, submittal to congressional committees.

SEC. 601. The Secretary of the Interior shall prepare and transmit to the Committees on Interior and Insular Affairs of the Senate and House of Representatives within two years from the date of enactment of this Act a feasibility/suitability study of the George W. Norris home as a unit of the National Park System. The study shall include cost estimates for any necessary acquisition, development, operation, and maintenance, as well as any alternatives for the administration and protection of the area.

TITLE VII—MOUNT MITCHELL, NORTH CAROLINA

Study, submittal to congressional committees.

SEC. 701. The Secretary of the Interior, in consultation with the Governor of the State of North Carolina and the Secretary of Agriculture, shall prepare and transmit to the Committees on Interior and Insular Affairs of the Senate and the House of Representatives within three years from the date of enactment of this Act a feasibility/suitability study of the Black Mountain Range of North Carolina, including the Mount Mitchell State Park, and the nearby federally owned lands adjacent to the Blue Ridge Parkway, including the Craggy Mountains, as a proposed Mount Mitchell National Park. The study shall include cost estimates for any necessary acquisition, development, operation, and maintenance, as well as any alternatives for the administration and protection of the area.

Approved October 17, 1976.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 94-1610 accompanying H.R. 15558 (Comm. on Interior and Insular Affairs).
SENATE REPORT No. 94-1152 (Comm. on Interior and Insular Affairs).
CONGRESSIONAL RECORD, Vol. 122 (1976):
Aug. 25, considered and passed Senate.
Sept. 22, considered and passed House, amended, in lieu of H.R. 15558.
Oct. 1, Senate concurred in House amendments with amendments; House concurred in Senate amendments.