

U.S. DEPARTMENT OF THE INTERIOR

NATIONAL PARK SERVICE

RECORD OF DECISION

GENERAL MANAGEMENT PLAN
FINAL ENVIRONMENTAL IMPACT STATEMENT

Kaloko-Honokohau National Historical Park
Hawaii County, Hawaii

INTRODUCTION

Pursuant to Section 102(2)(C) of the National Environmental Policy Act of 1969, the regulations promulgated by the Council on Environmental Quality in 40 CFR Part 1500, the Department of the Interior, National Park Service has prepared the following Record of Decision on the Final Environmental Impact Statement/General Management Plan, Kaloko-Honokohau National Historical Park.

This record of decision is a concise statement of what decisions were made, what alternatives were considered, and the mitigating measures developed in order to avoid or minimize environmental impacts.

DECISION

The National Park Service will implement the proposed action as described in the Final Environmental Impact Statement issued in October 1994. The draft plan/environmental statement was issued in October 1992. The proposed action is described below under the Selected Plan.

SELECTED PLAN

The proposed action calls for the development of the national historical park site, which presently lacks adequate and safe access and visitor use facilities. Facilities proposed in the park are to be limited to those needed for the protection of resources, the provision of visitor services, and the perpetuation of the Hawaiian culture. They are to be confined to areas already

disturbed, known not to contain cultural or natural resources, and located away from the coast. Developments are to be designed to blend in with the historical and open character of the park's landscape. Moreover, they are to be located so as not to interfere with the in-depth traditional Hawaiian cultural pursuits taking place in the park.

Under the proposed action, an orientation center is to be built to provide visitors with an introduction to and an appreciation for the traditional Hawaiian way of life. Vehicle access from the adjacent highway to the orientation center is to be developed for visitors in cooperation with the Hawaii Department of Transportation's Highways Division. No other roads are to be built in the park. Utilities (water, sewer, electrical) will run to the orientation center from existing lines along the highway. All utilities proposed in the park are to be undergrounded. A park-wide trail system is to be developed, partly from existing trails, to give visitors access to the park's cultural and natural attributes. Certain cultural and natural resources which are particularly fragile or sensitive will not be accessible via the proposed trail system.

The proposed action also calls for a place to be developed in the park where a limited number of people, Hawaiians and others, can come to participate in and recreate, over a period of a day or more, the traditional Hawaiian ways. Called the live-in cultural education complex and located where the Hawaiians might have built such a facility, the Hawaiian-type structures to be built here are to be set apart from visitor activities occurring in the park to allow participants to immerse themselves in the Hawaiian culture without being unduly disturbed by others. Nearby, but outside of the complex, traditional Hawaiian activities such as tending fishponds, engaging in subsistence shoreline fishing, and subsistence horticulture are to take place. Traditional use of Kaloko-Honokohau's cultural sites and features by Hawaiians is to be an integral part of the operation of this national historical park.

Rest rooms are proposed near Honokohau beach to accommodate the large numbers of visitors who are using this area. The park's existing administrative and maintenance facilities, now located outside of the park, are to be phased out and new ones built in the park.

The proposed action identifies several strategies to protect and preserve the park's cultural and natural resources and calls for increases in staffing, including a marine biologist position, to implement these strategies. Staffing increases are also called for to provide visitor interpretation of park resources and to maintain the proposed facilities.

The proposed action calls for the acquisition of the remaining parcel of private land within the park.

Total costs to construct the developments called for under the proposed action are estimated to be about \$15 million. Required levels of operation and maintenance costs to fund park staff to implement the proposed action are estimated to be \$1.2 million/year.

A management zoning scheme has been prescribed for the park area which is consistent with the proposed action.

The proposed action's resource management strategies, visitor use facilities, Hawaiian cultural complex, and the traditional use of cultural resources are all consistent with the recommendations contained in the 1974 report, Spirit of Ka-loko Hono-ko-hau.

ALTERNATIVES CONSIDERED

Three alternatives to the selected plan were considered and evaluated in the draft and were also covered in the final. The proposed action was selected to be the general management plan after careful consideration of comments received on the draft. The three alternatives consisted of a no action alternative, a minimum requirements alternative, and a maximum development alternative.

The no action alternative calls for no significant changes being made to the existing operation and management of the park. This alternative would be a continuation of the status quo. There would be no major capital expenditures made for the development of access from the highway or for the construction of facilities in the park to provide visitor services. The existing park headquarters operation (leased buildings at the nearby Kaloko Industrial Park) would continue. An appropriate setting would be provided within the park for those who wish to engage in Hawaiian cultural activities in-depth, including staying overnight, but no facilities would be built. Park staffing would remain at its existing level. This alternative reflected the view of those at the public scoping meetings who said "leave Kaloko-Honokohau as it is."

The minimum requirements alternative consists of undertaking those actions necessary to meet the legislative requirements for protecting the park's cultural and natural resources and for addressing the basic safety and health concerns of park visitors. Access would be developed from the highway in the same manner as the proposed action, but development in the park for visitor services would be minimal and low key. The existing park administrative and maintenance facilities at the Kaloko Industrial Park would be retained. The live-in cultural education complex would be developed as it would have been by the ancient Hawaiians--only traditional tools and methods would be used and no amenities would be provided. Total construction costs to implement this

alternative are estimated to be \$7.5 million. Staffing for operation and maintenance would cost approximately \$800,000/year.

The maximum development alternative was designed to provide additional vehicular access to the park and to give more emphasis to recreational use of coastal areas. Additional highway access would be developed and paved roads would be constructed within the park leading to coastal areas. Visitor parking and restrooms would be built at the terminus of these roads. The live-in cultural education complex would be built in a different location, contain modern amenities, and would be designed to accommodate a larger number of participants. Utility lines (sewer, water, and electrical) would be extended to coastal portions of the park. These would be undergrounded. Total costs to construct these facilities are estimated to be \$24 million. Staffing costs are estimated to be \$2.1 million/year.

BASIS FOR DECISION

The National Park Service's basic management objective at Kaloko-Honokohau is to carry out the mandate of Congress contained in Public Law 95-625 "to provide a center for the preservation, interpretation, and perpetuation of traditional Hawaiian activities and culture, and to demonstrate historic land use patterns as well as to provide a needed resource for the education, enjoyment, and appreciation of such traditional native Hawaiian activities and culture by local residents and visitors."

Kaloko-Honokohau is a special place to many Hawaiians not only because of the many significant cultural sites and features found there going back to the time when it was a thriving Hawaiian settlement, but because, to Hawaiians, the place today still retains a spiritual quality. Therefore, in planning for the future use and development of Kaloko-Honokohau, the National Park Service must deal with two important concerns: (1) the need for this national historical park to be a place where people, primarily Hawaiians, can come to recreate and practice the traditional Hawaiian ways in an atmosphere that evokes old Hawaii; and (2) the need for the national historical park to be a place where visitors can come to gain a better understanding of and appreciation for the traditional Hawaiian way of life.

To meet the above concerns related to the park's Hawaiian cultural attributes, the required developments for access and visitor use need to be located so as to not unduly interfere with the park's cultural resources, the traditional use of these cultural resources, or the creative activities connected with spiritual renewal. Also, park developments should not adversely impact any of the park's natural resources, particularly its endangered waterbirds.

Other factors considered in selecting an alternative for management of the national park include the need for proposed park developments to take into account Kaloko-Honokohau's relatively small size, its likely future location within an urbanized area, and future heavy visitor use-- largely by off-island residents.

To accomplish the above objectives and still provide visitors with a meaningful park experience, a central development node is needed. It should consist primarily of a major visitor center, a replica village, and a system of walking trails to connect these facilities with certain park resources as well as with coastal portions of the park. These kinds of developments are needed to allow the future public use of Kaloko-Honokohau to be structured and guided.

Of the four alternatives developed during the preparation of the plan, the proposed action best deals with all of the above concerns.

The environmental consequences of the proposed action would largely be beneficial. There would be only minimal adverse effects on the park's resources. Implementation of management strategies to protect cultural and natural resources would become possible through additions to park staff. No known Hawaiian archeological sites or features would be adversely affected by proposed developments. Any potentially adverse effects on the park's endangered species from visitors would be mitigated by direct actions undertaken by park staff. Visitor services, particularly interpretation, would be greatly improved through the construction of a major visitor center. There would be a short-term beneficial effect on the local economy from the construction of park facilities and a long-term beneficial effect from the expected increases in park visitation. The introduction of sewer lines into the park would increase the potential for an adverse effect on its groundwater. The construction of rest rooms and sewer lines in the park which would significantly reduce adverse effects now occurring from human waste on anchialine pools, fishponds, and the near-shore waters.

Controversial concerns raised during the public review of the draft plan/statement fell primarily into three main categories: (1) the future use of Honokohau beach as a clothing optional area; (2) the rights of the Pai family (now allowed to reside in the park under special use permit) to permanently reside within the national park; and (3) that the plan did not follow the recommendations contained in the 1974 study report, Spirit of Kaloko-Honokohau, in that it changed the concept of the park from cultural-Hawaiian to professional-scientific, and from restoration-functional use of cultural resources to strict preservation of all resources.

During the scoping period and again during the review period on the draft, the National Park Service received a substantial amount of

public comment on the future use of Honokohau beach in the form of dozens of letters and several petitions containing hundreds of signatures. Those favoring the clothing optional use of the beach tended to be from the U.S mainland and many were members of the Naturist Society organization. Those who opposed nude sunbathing tended to be local residents, many of whom were Hawaiians. Public comment was split about equal on this issue. The proposed action calls for the future prohibition of nude sunbathing at Honokohau beach.

At the public meetings on the draft, members of the Pai family declared their special use permits to be void and stated that they had sovereign jurisdiction over national park lands. The Pai Ohana subsequently filed an action in federal district court against the United States requesting that the court quiet title over certain lands within the national park to the Pai Ohana based on their alleged aboriginal title over these lands. The legal right of the Pai Ohana to lands within the national park is not a general management plan issue and will be resolved by the courts.

From the outset in the development of a general management plan for Kaloko-Honokohau National Historical Park, the intent of the National Park Service has been to follow the recommendations contained in the 1974 report, Spirit of Ka-loko Hono-ko-hau, as closely as possible. In each element of the proposed action (development and access, resource protection and management, visitor use and interpretation, etc.) and again in the sub-elements, pertinent sections of the Spirit report are reiterated and then taken as a model for that element of the proposed action. In those very few instances where the proposed action departs from the Spirit report, that too is noted and then fully explained. The National Park Service disputes the contention that the proposed action does not follow the 1974 Spirit of Ka-loko Hono-ko-hau.

During the 30-day no action period, there were no comments received or concerns raised on the Final General Management Plan/Environmental Impact Statement for Kaloko-Honokohau National Historical Park. Therefore, no modification of the selected plan, the proposed action, is required.

MEASURES TO MINIMIZE HARM

Practical measures to avoid or minimize adverse environmental effects that could result from implementation of the proposed action have been identified. These include the use of iron ductile pipes for sewer lines; facility developments being sited and designed (elevation, texture, color, etc.) so as to blend in with the surrounding terrain; consultation with the State Historic Preservation Officer and the Advisory Council on Historic Preservation on specific kinds of mitigation measures; careful restoration of the terrain where trenches have been dug to install utility lines; temporary closing of interpretive trails if a

potential exists to disturb endangered waterbirds; implementation of the park's evacuation plan in the event of winter storms, hurricanes, or tsunamis; and the installation utility lines beneath the highway and construction of the park entrance road intersection with the highway at the same location and time.

Elements of the proposed action, including of the development of visitor use and access facilities, will require the preparation of more detailed plans and designs prior to their implementation. These plans and designs will require site specific environmental analysis. Site analysis will be tiered on the proposed action.

Impact/mitigation matrices will also be prepared to more specifically identify mitigation measures with their associated impact and the parties responsible for their implementation. These matrices will be used to monitor the projects to ensure that the prescribed mitigation is accomplished.

CONCLUSION

The above factors and considerations justify selection of the alternative identified as the proposed action in the draft and final general management plan/environmental impact statement as the General Management Plan for Kaloko-Honokohau National Historical Park, Hawaii County, Hawaii.

Approved:

Acting

Patricia S. Newbacher
Regional Director, Western Region

12/9/94
Date