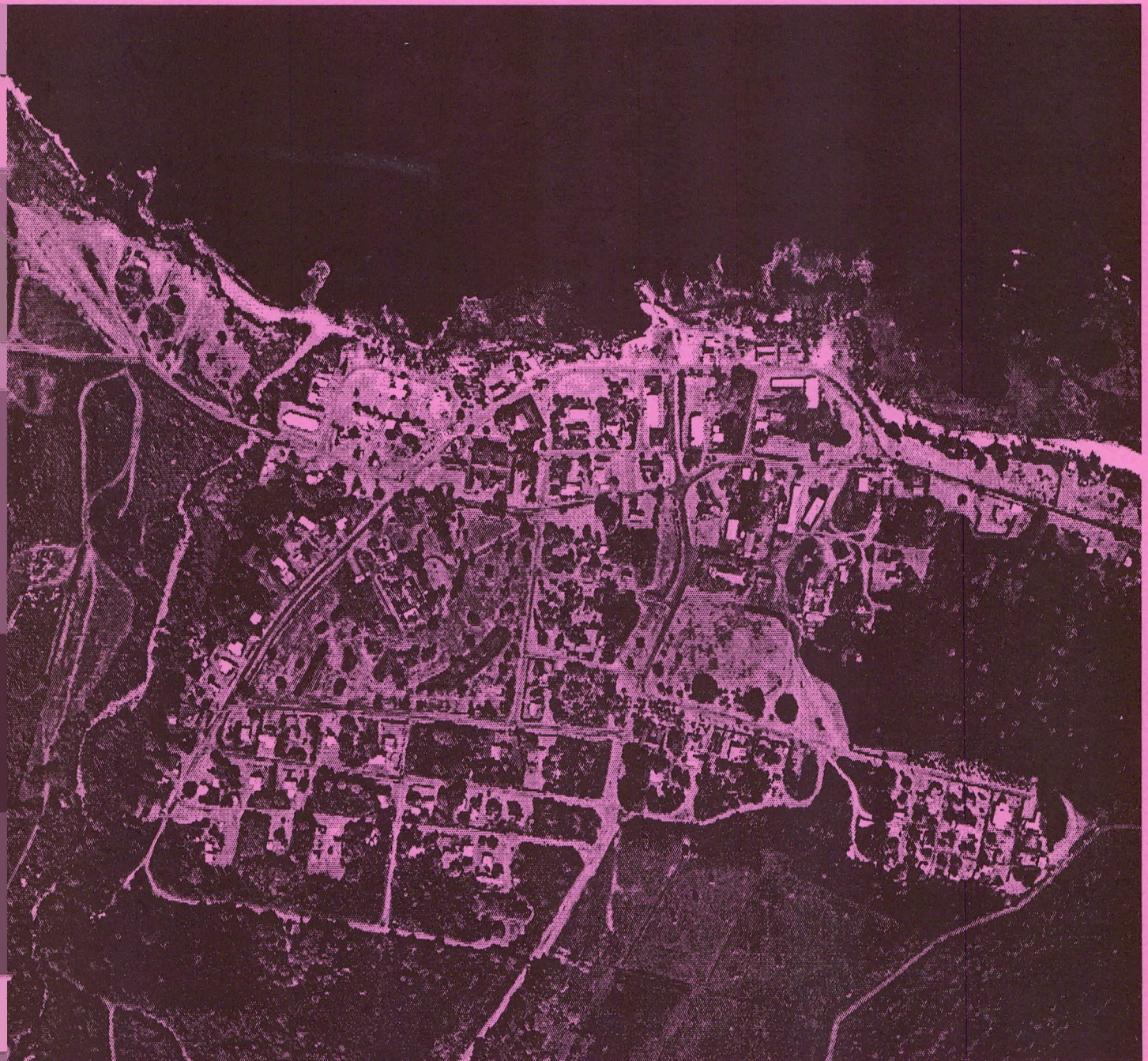


A STRATEGIC PLAN FOR TRANSITION AT KALAUPAPA SETTLEMENT



491/162856



EXECUTIVE CHAMBERS

HONOLULU

JOHN WAIHEE
GOVERNOR

February 11, 1991

The Honorable Daniel J. Kihano, Speaker
and Members of the House of Representatives
Sixteenth State Legislature
State Capitol
Honolulu, Hawaii 96813

Dear Sirs and Mesdames:

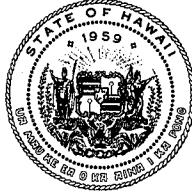
For your information and consideration, I am transmitting herewith sixty (60) copies of the report "A Strategic Plan for Transition at Kalaupapa Settlement" pursuant to S.C.R. 215.

With kindest regards,

Sincerely,

JOHN WAIHEE

Enclosures



EXECUTIVE CHAMBERS

HONOLULU

JOHN WAIHEE
GOVERNOR

February 11, 1991

*The Honorable Richard S. H. Wong, President
and Members of the Senate
Sixteenth State Legislature
State Capitol
Honolulu, Hawaii 96813*

Dear Sirs and Mesdames:

For your information and consideration, I am transmitting herewith thirty (30) copies of the report "A Strategic Plan for Transition at Kalaupapa Settlement" pursuant to S.C.R. 215.

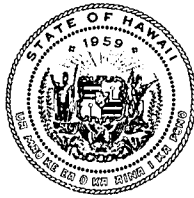
With kindest regards,

Sincerely,

JOHN WAIHEE

Enclosures

JOHN WAIHEE
GOVERNOR OF HAWAII



JOHN C. LEWIN, M.D.
DIRECTOR OF HEALTH

STATE OF HAWAII
DEPARTMENT OF HEALTH

P. O. BOX 3378
HONOLULU, HAWAII 96801

In reply, please refer to:
File:

February 11, 1991

OPPPD

MEMORANDUM

TO: The Honorable John Waihee
Governor of Hawaii

FROM: Director of Health

SUBJECT: Report on S.C.R. 215

Attached is a report for your review "A Strategic Plan for Transition at Kalaupapa Settlement."

In September 1990, the Communicable Disease Division submitted this report to your office for review before sending the report to the residents of Kalaupapa. They are now submitting this report to the Legislature as a requirement of Senate Concurrent Resolution 215, 1989 Legislative Session.

If you or your staff have any questions with respect to this report, please contact my Deputy Director for Health Resources, Dr. Peter Sybinsky, who is my legislative coordinator, at extension 87404.

Many thanks for your constant support of our programs.

A handwritten signature in black ink, appearing to read "John C. Lewin", is written over a horizontal line.

JOHN C. LEWIN, M.D.

Attachments



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

Governor Peter Tali Coleman
American Samoa
President

Governor Lorenzo I. De Leon Guerrero
*Commonwealth of the
Northern Mariana Islands*
Vice President

Governor Joseph F. Ada
Guam
Secretary

Governor John Waihee
Hawaii
Treasurer

A STRATEGIC PLAN FOR TRANSITION AT KALAUPAPA SETTLEMENT

Carolyn K. Imamura

Pacific Basin Development Council

for

Communicable Disease Division, Department of Health

State of Hawaii

Honolulu, Hawaii

October 1990



Pacific Basin Development Council

Suite 325 • 567 South King Street • Honolulu, Hawaii 96813-3070
Telephone (808) 523-9325 Facsimile (808) 533-6336

Governor Peter Tali Coleman
American Samoa
President

Governor Lorenzo I. DeLeon Guerrero
*Commonwealth of the
Northern Mariana Islands*
Vice President

Governor Joseph F. Ada
Guam
Secretary

Governor John Waihee
Hawaii
Treasurer

TABLE OF CONTENTS

I. INTRODUCTION

Objectives and Scope of Study.....	I-2
Community Views and Input.....	I-3
The Physical Context.....	I-4
Hansen's Disease in Hawaii.....	I-7
Program at Kalaupapa.....	I-8
History of the National Park.....	I-10
Kalaupapa Cooperative Agreements.....	I-12
The Geo-Economic Context.....	I-14

II. ASSESSMENT BY FUNCTIONAL AREAS

General Patient Community.....	II-2
Methodology.....	II-5
Health Care Definition.....	II-8
Worker Community.....	II-9
Non-Patient Workers' Job Security.....	II-10
Operations Management Information.....	II-15
NPS Advisory Commission.....	II-16
Federal Capital Expenditures on Leased Land.....	II-18
Housing, Patient Facilities & Public Grounds.....	II-19
Road System.....	II-25
Electrical System.....	II-29
Gasoline Storage.....	II-33
Sanitary Landfill.....	II-34
Public Safety.....	II-35
Barge Wharf.....	II-43
Pali Trail.....	II-47
Telephone System.....	II-50
Water System.....	II-52
Airport.....	II-56
Air Service System.....	II-60

KALAUPAPA TRANSITION STUDY

III. SUMMARY OF ISSUES, NEEDS & OPTIONS

Immediate Needs & Issues.....	III-1
Near-Term Issues.....	III-10
Long-Term Issues.....	III-14
Concluding Remarks.....	III-16

IV. ENDNOTES AND REFERENCES

Endnotes.....	IV-1
Photographs.....	IV-7
References.....	IV-8
Housing & Other Patient Facilities.....	IV-17
Agency Comment Letters:	
U.S. National Park Service.....	IV-21
Hawaii Government Employees Association (HGEA).....	IV-22

V. APPENDICES

An Act to Prevent the Spread of Leprosy, 1865.....	V-1
H.R. 11180, 94th Congress.....	V-3
Kalaupapa National Historical Park:	
P.L. 96-565 (94 Stat. 3321).....	V-5
Senate Report No. 96-1027.....	V-8
Hawaii Revised Statutes §326.....	V-10
Department of Health Regulations.....	V-15
NPS Cooperative Agreements:	
Hawaii Department of Health (8000-82-38).....	V-18
Hawaii Department of Transportation (8896-7-8005).....	V-23
Hawaii Department of Land & Natural Resources (8896-9-8004).....	V-26
Senate Concurrent Resolution 215 (1989).....	V-29

KALAUPAPA TRANSITION STUDY

PROJECT STAFF

CAROLYN K. IMAMURA: Ms. Imamura has been Director of Planning and Programs for the Pacific Basin Development Council since 1980 and is Project Manager and Principal Investigator of this project. She was also born and raised on Molokai.

THOMAS S. DUNMIRE: Mr. Dunmire is Senior Advisor on this project. He retired from the U.S. House Committee on Interior and Insular Affairs staff in 1984 after several decades of Federal and international experience in Pacific territorial issues, foreign affairs, and engineering/construction management.

```
+++++
+
+   The views contained in this report do not necessarily   +
+   represent the views or policy of the State Department of  +
+   Health, the Kalaupapa National Historical Park, Pacific  +
+   Basin Development Council and its Board of Directors,     +
+   individually or collectively.                               +
+
+++++
```

**A STRATEGIC PLAN
FOR TRANSITION AT KALAUPAPA SETTLEMENT**

I. INTRODUCTION

In order "to protect the tranquility, rights, and privileges of the residents of Kalaupapa, as time goes by, there should be a plan established by the Department of Health to ensure an orderly and compassionate transition of the area to the National Park Service", the Fifteenth State Legislature stated in Senate Concurrent Resolution No. 215.

An orderly and compassionate transition requires deliberate thought, discussion, study, and planning, especially in view of the isolation of this community, complexity of its service needs, the logistical difficulties involved in such delivery of services, and the obvious appropriateness of consideration of patient resident views.

A particularly crucial facet of transition is the interagency and inter-governmental coordination which will be required. The current delivery of services at Kalaupapa can be characterized as unitary, i.e. provided almost solely through the Department of Health. Transition to U.S. National Park Service administration may necessitate more diffuse or bilateral relationships with several State agencies. In fact, the emerging lease agreement of the Park Service with the Department of Hawaiian Home Lands is already an indication that the linkages are likely to become more complex.

The stated policy of the State is that "the patient residents of Kalaupapa shall be accorded adequate health care and other services for the remainder of their lives". Furthermore, the State's policy provides that "any patient resident of Kalaupapa desiring to remain there shall be permitted to do so for as long as that patient may choose, regardless of whether or not the patient has been successfully treated". (HRS §326-40, emphasis added)

Additionally, in establishing the Kalaupapa National Historical Park, the U.S. Congress declared a principal purpose was "to provide a well-maintained community in which the Kalaupapa leprosy patients are guaranteed that they remain at Kalaupapa as long as they wish". (94 Stat. 3321, emphasis added)

Nothing in this study report should be construed, in any form or fashion, to indicate that these stated legal guarantees to the patient community will not be honored. To the contrary, it is the intent of this report to facilitate a more orderly, deliberately sensitive transition of certain State responsibilities during a time when public funds are becoming more limited and the demands for these fiscal resources are steadily increasing.

"The remaining patients at Kalaupapa are special and their experiences as leprosy victims are unique. Their history is

'a record of the human experiences of a very special population--a population who because of their disease and because of the public reaction to their disease have lived lives that the rest of us haven't. What we learn from this record of human experience will at best serve to enrich our own lives and those of the generations succeeding us. We will learn to be exceptionally sensitive to the idea of social banishment; we will learn, above all, that human dignity is worth preserving.'"/1/

OBJECTIVES AND SCOPE OF STUDY

The primary objectives which are dominant throughout the Federal and State enabling laws directly related to Kalaupapa as well as the Senate resolution and that are appropriate for this study are:

- A. Protection of current lifestyles and the maintenance of patient privacy;
- B. Maintenance of facilities and services necessary to sustain the current community and of future value to the Kalaupapa National Historical Park; and
- C. Protection of the current quality of life for patient residents and workers through an orderly, efficient, compassionate, and humane transition of public responsibilities.

The intent of S.C.R. 215 (1989) was to look at the long-range mental health support needs of those patients remaining as the population dwindles. As has been related several times, it will become "awfully lonely to be among the last" at Kalaupapa.

The scope of this study, as specified in the contract (ASO Log No. 90-464) includes:

- 1. Identification of functional services (excluding direct health services to the current patient community) necessary to sustain the Kalaupapa community, in accordance with Federal and State statutory requirements, and to maintain the assets of this community which would be of future value to the National Park;
- 2. Projection of minimum costs for those services specified in the Cooperative Agreement between the U.S. National Park Service and the Hawaii Department of Health including:
 - a. Renovation of and addition to patient housing;
 - b. Road maintenance;
 - c. Electrical distribution and transmission;
 - d. Gasoline storage;

- e. Public grounds maintenance;
 - f. Sanitary land fill operation and maintenance;
 - g. Fire suppression and law enforcement;
 - h. Kalaupapa wharf operation, maintenance, and/or improvement;
 - i. Kalaupapa trail (from Palaaau) maintenance; and
 - j. Other related areas delineated by the Cooperative Agreement or identified by this study, including telephone systems maintenance support.
3. Definition of the current resource base and projection of future support for the Kalaupapa community and the National Park; determination of the gaps between the current and future financial support; and assessment of implications of such reductions on community assets and the delivery of services; and
4. Development of a plan with alternative strategies for addressing these and other identified issues.

This study has used a 20-30 year planning horizon. Additionally, a patient census-based reference system has also be used. (Please refer to the Methodology Section in part II.) Caution against rigid application of either the time or population measurements is strongly advised.

The demands being identified by this study indicate that the larger, non-health infrastructure problems may pose a more serious threat to the continued physical and emotional well-being of the patient community.

COMMUNITY VIEWS AND INPUT

The views of the Kalaupapa community, including patient and worker residents, are considered of vital importance to this study. These concerns and views have been incorporated in appropriate sections of this report.

Every effort has been made to contact residents and to provide opportunities for input. The first general community, public information meeting was held on January 11, 1990 at Kalaupapa to provide an overview of the project for the residents. As a followup, each patient on the Kalaupapa registry as well as every worker identified was mailed a copy of the project summary.

Special attention was paid to the needs of the handicapped patient residents in the community input process. A limited number (25) copies of large print text versions of the community review draft were made available. Additionally, an offer was made to provide one audio tape will of this same draft version upon request.

Meetings were held specifically with the State workers on January 25th and April 5th. The project staff was also available for individual appointments

during the 25+ man-days of site visits to Kalaupapa over a three-month period.

THE PHYSICAL CONTEXT

Kalaupapa is located on the Island of Molokai, the closest neighbor island to Hawaii's population center on Oahu. The Makanalua peninsula (which includes the Kalawao, Makanalua, and Kalaupapa ahupuaas) extends from the central, northern shore of Molokai and is separated from the main land mass by a 1,600-foot cliff./2/ The term "Kalaupapa" will be generally used in this study to mean the Makanalua peninsula and to encompass the three ahupuaas. "Kalaupapa, 'the flat plain', lies at the foot of a spectacular escarpment of seacliffs. Their steep walls, rising about 675 meters [sic] above the level of the land, deny sick [Hansen's disease patients] access to the rest of Molokai, sloping away southward from the tops of the cliffs. The surging restless sea is an unconquerable barrier on the promontory's other three sides. Kalaupapa, too, is a prison."/3/

Land access to Kalaupapa is via a 2.4-mile, 26-switchback trail which has been eroded, especially by daily mule tour use. Air taxi service by commuter class aircraft provide the only passenger access to Kalaupapa. Twice yearly, charter barge service provides transport of bulk cargo to the peninsula; these barge calls are made only during the summer months of July and September when the northern wave conditions are not predominant.

The Makanalua peninsula, formed by a small shield volcano (Puu Uao) whose source is Kauhako Crater, is approximately 2.25-miles long and 2.5-miles wide, projecting northward./4/ The entire land area is about 10,000 acres with 3,600 acres of mostly relatively flat land./5/

Prior to the arrival of patients, Kalaupapa was a farming and fishing community with families living on their ancestral lands (kuleanas). The Kalaupapa patient population steadily moved toward the western (Kalaupapa ahupuaa) side of the peninsula since government purchases and exchanges of land from non-patient Kalaupapa families began in the 1800s.

Kalaupapa is best known as a former Hansen's disease settlement and the works of Father Damien de Veuster of Belgium. Indeed, Father Damien's heroic efforts to minister to the needs of Hansen's disease victims has been recognized by this State and the Nation. A statute of Father Damien stands as Hawaii's proud contribution among America's illustrious citizens and humanitarians in the U.S. Congress Statuary Hall. The Roman Catholic Church accepted his beatification case in February 1955 and took the first steps to approve his canonization in February 1969. (Among this Nation's finest honored in Statuary Hall, Father Damien is one of only three being recognized for sainthood.)

The centennial of Father Damien's death resulting from Hansen's disease on April 15, 1989 focused international attention on Kalaupapa. Among the dignitaries at centennial activities was Crown Prince Philippe of Belgium, with several dozen celebrants from across Europe. (In fact, there were more operations at Kalaupapa airport on that single day than in a whole month, or about 7%

of the normal annual enplanements and deplanements./6/)

In addition to Father Damien, the work of Mother Marianne Cope and Brother Dutton attracts visitors to Kalaupapa.

While Kalaupapa is best known for its Hansen's disease settlements (Kalawao and Kalaupapa), it also is heir to a rich early history, spectacular scenic phenomena, and rare plant and animal life. A sizable native Hawaiian population inhabited the Kalaupapa peninsula long before its establishment as a Hansen's disease settlement. As many as 2,000 ancient Hawaiians/7/ may have lived at Kalaupapa and the area was especially famous for its sweet potato./8/ This archaeological record is largely undisturbed and may well be one of the largest and best preserved areas in Hawaii.

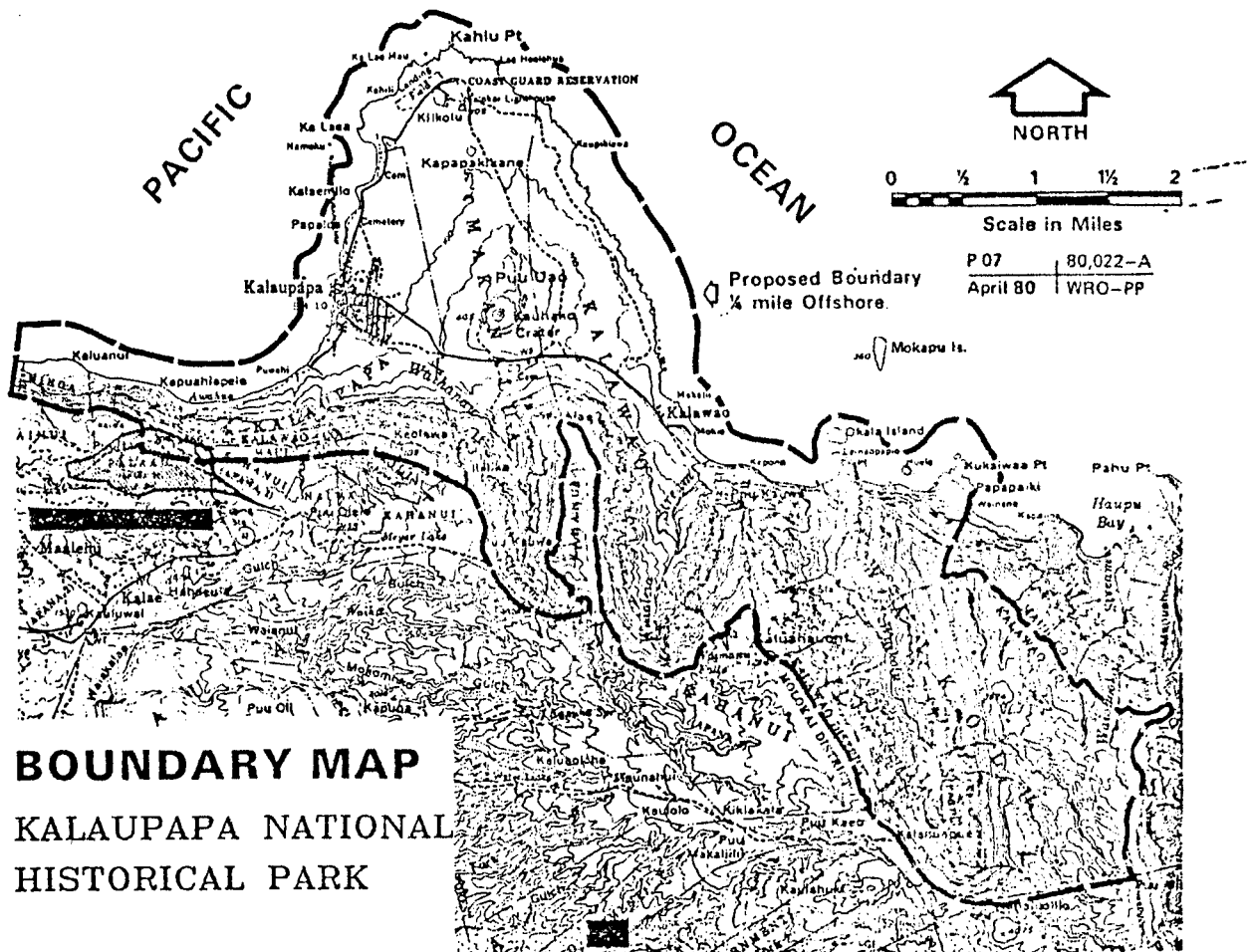
In addition to its prime resource of human history, the Kalaupapa National Historical Park encompasses 10,726 acres/9/ of the relatively flat peninsula, three deeply incised valleys, steep slopes rising more than 3,000-feet to and including the rim of the pali, and a one-quarter mile offshore zone that covers Huelo and 'Okala islands. The small Kauhako volcano and the 813-foot deep natural lake at its bottom support unique biological resources. The valleys of Waikolu, Waihanau, and Wai'alei'a are some of the most beautiful national assets in the 354 National Park Service parks, monuments, preserves, recreation and related sites./10/ This is, perhaps, one of the last opportunities for positive Federal presence on the Hawaiian coast lands.

Although introduced plants and animals are dominant species at Kalaupapa, there are several distinct vegetational communities with significant native elements. The summer-deciduous dry forests within Kauhako Crater is the only windward coast community of its type remaining in this State. The southeast corner of this Park supports one of the best examples of rain forests in Hawaii and is a substantial habitat of several rare and endangered birds, including the Darkrumped Petrel, Newell's Shearwater, Molokai Thrush, and Molokai Creeper./11/ There are 11-12 state or federally protected species of plants and animals at Kalaupapa, in comparison to other National Parks which have two or three./12/

Some may argue that the National Park Service must wait until it is in complete control of Kalaupapa and that the Hawaii Department of Health's contemporary role is simply to act as an executor of policy decisions already made. In addition to the legal and moral commitments, both the State and Federal governments have an opportunity to act in a real Federal-State partnership to enhance respective cost-effectiveness in fulfilling their respective stewardship roles.

This transition phase of the Kalaupapa National Historical Park poses a major challenge for the State Department of Health and the National Park Service. If the assets of future value to the National Park are to be protected and enhanced, the Federal government must be willing and able to be flexible in its policies and administration, to develop innovative stewardship strategies, to accommodate the special needs of this unique community, and to work in a true partnership with the State of Hawaii in carrying out these mutual objectives. If the State is truly carry out its legal and moral responsibilities to the patient residents and its workers, the same conditions must be operant. And,

To assist the reader, a topographic map of the Kalaupapa National Historical Park boundaries follows and on the cover is an aerial photograph of the Kalaupapa Settlement.



HANSEN'S DISEASE IN HAWAII

After the initial recognition of the presence of Hansen's Disease in Hawaii in the 1850's, Hawaii established a confinement facility for patients in 1865 at Kalawao on Molokai. An Oahu facility for the screening of suspect patients, for the preparing of patients for transfer to Kalawao and for the temporary confinement and treatment of selected patients was established in Kalihi in 1865. The quarantine station was subsequently relocated to Kakaako, returned to Kalihi, and became the predecessor of the Hale Mohalu Hospital (Pearl City) on Oahu.

On January 6, 1866, the "first shipment" of Hansen's disease victims were deposited at Kalaupapa landing at the isolated Molokai peninsula. Eventually, this Molokai north shore peninsula would become the final resting place of over 7,500 exiles, who had been forcibly removed from their families and friends.

"The history of the Kalaupapa Leprosy Settlement divides into [several] periods./13/ The [initial] Kalawao Period, from 1866 through 1873, saw about 1,300 persons examined for leprosy and about 500 exported to Kalaupapa. The end of [this initial] period, at which time there were about 600 patients and attendants in residence, was marked by the rebuilding of Kalawao following a storm."

"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 1, 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 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 can be attributed largely to Hawaiian cultural attitudes. Being traditionally [friendly and sociable], they resented [another and stricter] forced isolation at the new facility."/14/

The Third period 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 completed 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."

The common use of sulfone drugs in the late 1940's was a major turning point in the lives of many patients. A patient has recounted: "Sulfones improved my condition. Over the next ten years life began to improve. The ulcers disappeared and I could work and be active. I started then to get involved in sports--baseball, hunting, horseback riding."/15/

In 1968, a blue ribbon ad hoc Committee on Leprosy was appointed by Governor John Burns to review the Hansen's disease program and the treatment of patients. Its historic recommendation to repeal the 104-year old compulsory isolation laws was sent to the 1969 Legislature./16/

In 1969, Hawaii abandoned its century-long practice of separation-isolation of [Hansen's disease] victims. With the new medical programs, each newly diagnosed Hansen's disease patient was treated 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."

PROGRAM AT KALAUPAPA

There are three components to the Hansen's Disease Program: Kalaupapa Settlement, Hale Mohalu Hospital and the Hansen's Disease Prevention (Outpatient) Program. The Hansen's Disease Program provides housing, income-support, community facilities and complete medical services for long-term inpatients at Kalaupapa Settlement on the island of Molokai and at the 21-bed Hale Mohalu Hospital at Leahi on Oahu. A community-based, statewide prevention and treatment program also provides outpatient care. There are 90 patients on the Kalaupapa registry, 4 on the Hale Mohalu registry and approximately 555 cases on the outpatient registry.

Hawaii State statutes affirm the basic policy of the program: "It is the policy of the State that the patient residents of Kalaupapa shall be accorded health care and other services for the remainder of their lives. Furthermore, it is the policy of the State that any patient resident of Kalaupapa desiring to remain at the facility shall be permitted to do so for as long as that patient may choose, regardless of whether or not the patient has been successfully treated."

To this end, services can be broadly defined as medical and non-medical institutional services. Full medical and nursing care are provided by the program; higher levels of services are provided through Hale Mohalu Hospital and private acute care hospitals. Kalaupapa's medical staff accounts for about 20% of the authorized staff, or 10 permanent and 2 temporary positions.

Kalaupapa's non-medical staff accounts for about 43 of 53 authorized positions. In addition, there are about 26 patient employees who work on an hourly basis. The functions of the non-medical staff run the gamut of providing essential services to a small isolated rural community. In addition to maintaining electrical, telephone, sewage and waste disposal, road repair and other support, the program is responsible for the maintenance of about 184 building structures and about 30-40 pieces of major equipment.

Funding for the Hansen's disease Program is authorized by the Hawaii State Legislature. General fund program cost requirements for the Hansen's disease program for the 1986-87 to 1989-90 period, eligible for reimbursement, are shown

as follows (in \$ millions, rounded off to nearest \$1,000):

	<u>Fiscal Year 1986-87</u>	<u>1987-88</u>	<u>1988-89</u>	<u>1989-90</u>
Personnel Services	\$ 1.098	\$ 1.218	\$ 1.315	\$ 1.389
Other Current Expenditures	\$ 1.469	\$ 1.389	\$ 1.460	\$ 2.008
Equipment	\$ 0.002	\$ -0-	\$ 0.006	\$ 0.075
Motor Vehicle	\$ 0.022	\$ 0.038	\$ 0.028	\$ 0.039
KALAUPAPA.....	\$ 2.591	\$ 2.645	\$ 2.809	\$ 3.511
(Positions)	(54.00)	(54.00)	(54.00)	(53.00)
Hale Mohalu.....	\$ 0.631	\$ 0.609	\$ 0.688	\$ 0.870
Outpatient &				
Specialized Services.....	\$ 0.221	\$ 0.219	\$ 0.242	\$ 0.293
PROGRAM TOTAL.....	\$ 3.443	\$ 3.473	\$ 3.739	\$ 4.674
(Positions)	(73.00)	(73.00)	(73.00)	(73.00)
FEDERAL				
Reimbursements.....	\$ 3.300	\$ 3.159	\$ 3.264	\$ 3.300
% of State Costs.....	95.8%	90.9%	87.2%	70.6%
Variance from 1986-87.....	-4.9%	-8.6%	-25.2%	

The Federal reimbursement was authorized under P.L. 82-411 on June 25, 1954, as amended by P.L. 99-117 (99 Stat. 49). This Federal reimbursement is intended to equal the comparable per patient operating cost at the Federal facility in Carville, Louisiana. The annual reimbursement level follows:

	<u>Fiscal Year Period</u>	<u>\$ Million</u>
Ended June 30, 1953.....		\$ 0.5
Ended June 30, 1954 - June 30, 1961.....		\$ 1.0/year
Ended June 30, 1961 - June 30, 1976.....		\$ 1.2/year
July 1, 1976 - September 30, 1976.....		\$ 0.3
Ended September 30, 1977.....		\$ 1.2
Ended September 30, 1978.....		\$ 1.4
Ended September 30, 1979.....		\$ 1.6
Ended September 30, 1980 - September 30, 1981.....		\$ 1.8/year
Ended September 30, 1982.....		\$ 1.9
Ended September 30, 1983.....		\$ 1.7
Ended September 30, 1984.....		\$ 2.2
Ended September 30, 1985.....		\$ 2.5
Ended September 30, 1986.....		\$ 3.2
Ended September 30, 1987.....		\$ 3.3
Ended September 30, 1988.....		\$ 3.2
Ended September 30, 1989.....		\$ 3.3

As indicated in the previous table for Hawaii FY 1986-1990 expenses and reimbursements, Federal reimbursements have covered approximately 71-91% of the total Hansen's disease program costs. The Federal reimbursement level has dropped by over 25% in the past four years.

The Federal daily per capita reimbursement formula for 1967-68 to 1973-74 was as follows (and annualized rates have been calculated):/17/

1967-1968	\$ 18.26	\$ 6,665	
1968-1969	\$ 21.41	\$ 7,811	(+17.3%)
1969-1970	\$ 25.46	\$ 9,293	(+18.9%)
1970-1971	\$ 28.18	\$10,286	(+10.7%)
1971-1972	\$ 31.74	\$11,585	(+12.6%)
1972-1973	\$ 31.87	\$11,633	(+ 0.4%)
1973-1974	\$ 35.92	\$13,111	(+12.7%)

Since these funds are provided on a per capita basis, the total amount of Federal dollars based on patient count may provide a useful basis for policy decisions. Assuming an annualized rate of approximately \$40,000 (at 1990 dollars) per patient without adjustments, the following are the estimated levels of Federal reimbursements:

90 patients	\$ 3.6 million
80 patients	\$ 3.2 million
70 patients	\$ 2.8 million
60 patients	\$ 2.4 million
50 patients	\$ 2.0 million
40 patients	\$ 1.6 million
30 patients	\$ 1.2 million
20 patients	\$ 0.8 million
10 patients	\$ 0.4 million

The basis on which the reimbursement is set is changing as the Hansen's disease institution at Carville, Louisiana is also in transition with portions of the facility being closed and/or will be used by the Federal prison system.

The Carville basis for the (per capita treatment) reimbursement may not have been a particularly valid one since the severe geographic isolation of Kalaupapa creates substantial differences in the higher costs of delivery services. For instance, medical supplies and perishable food items can be trucked in daily to Carville (which is less than 100 miles away from the Louisiana state capitol at Baton Rouge), while similar deliveries to Kalaupapa from topside Molokai (less than 3 miles away) must be made by air freight. It is also unlikely that patients at Carville have to be transported by air ambulance from the facility in order to receive specialized treatment as do Kalaupapa patients. With the assumed, current reduction of services and number of patients, continued use of Carville as the standard for measuring service delivery may well become more questionable with time.

HISTORY OF THE NATIONAL PARK

From the mid-1970's, there has been serious discussions about the options for the future of Kalaupapa. Included among the alternatives were: the establishment of a national park; establishment of a state historical park; and incorporation of Kalaupapa into the County of Maui. Among the issues discussed in the 1976 feasibility study/18/ were jurisdiction, land ownership, and settlement management.

The Congressional hearing records indicate overwhelming concern for the protection of the patient residents at Kalaupapa and a desire to see their privacy and lifestyle protected for as long as they chose to remain there. However, there is little useful reference, applicable to this study, made to the kind of non-medical services necessary to sustain the Kalaupapa community.

The Kalaupapa National Historical Park was established in December 1980 by Public law 96-565 (94 Stat. 3321). The Congress specified the principal purposes of this Park in Sec. 102 as:

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

(2) to provide a well maintained community in which the Kalaupapa leprosy patients are guaranteed that they may remain at Kalaupapa as long as they wish; to protect the current lifestyle of these patients and their individual privacy; to research, preserve, and maintain important historic structures, traditional Hawaiian sites, cultural values, and natural features; and to provide for limited visitation by the general public; and

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

P.L. 96-565 made special provision for the needs of the patients living at Kalaupapa, including:

1. As long as the patients direct, public visitation will be limited to 100 visitors per day;
2. The State of Hawaii shall continue to provide health care with Federal program assistance other than provided in this law;
3. Notwithstanding any other provision of law, patients shall be provided a first right of refusal to provide revenue-producing visitor services; and
4. Patients shall continue to have the right to take and utilize fish and wildlife resources without regard to Federal fish and game laws and regulations; patients shall continue to have the right to take and utilize plant and other natural resources for traditional purposes in accordance with applicable State and Federal laws.

Additionally, an Advisory Commission to provide consultation and advice on the development and operation of the Kalaupapa Park was established by law and to terminate in December 2005.

The enabling legislation (Sec. 109) authorized an amount not to exceed \$2.5 million for land acquisition and \$1.0 million for park development.

Under the Hawaiian Homes Act of 1920, about 1,200 acres/19/ at Kalaupapa

came under the control of the Hawaiian Homes Commission. Even early in discussions regarding a national park at Kalaupapa, concern was voiced that any status change in the Hawaiian Home Lands at Kalaupapa not adversely affect the beneficiaries of the Hawaiian Homes program./20/ Except as otherwise provided under the Hawaiian Homes Act, these lands may not be sold, leased, used, or disposed except that land may be:

1. Leased to native Hawaiians;
2. Licensed to or for public utilities, churches, hospitals, public schools, post offices and other improvements for public purpose;
3. With the approval of the Governor, granted to the United States for reservations, roads and other rights-of-way, water storage and distribution facilities, and practice target ranges;
4. Granted to any agency of the State or the United States for construction and operation of irrigation projects;
5. Leased at public auction to the highest bidder; or
6. Exchanged for public lands of equal value.

These lands may not be sold or disposed of in fee simple and title may not be relinquished (alienated) even for public purpose, except through exchanges. In the event of an exchange, public lands of equal value must be identified and approved by the Hawaiian Homes Commission and the Board of Land and Natural Resources.

These legal and other requirements necessitated statutory changes enabling leasing of Kalaupapa park lands by the National Park Service: Notwithstanding any other provision of law, "The Secretary may lease from the Department of Hawaiian Home Lands said trust lands until such time as said lands may be acquired by exchange as set forth herein or otherwise acquired. The Secretary may enter into such a lease without regard to fiscal year limitations"./21/

KALAUPAPA COOPERATIVE AGREEMENTS

On March 30, 1984, the Department of Health and the National Park Service entered into a cooperative agreement. (Please refer to the Appendices) In that agreement, the Park Service would operate, preserve and protect the Kalaupapa National Historical Park and the Department of Health would continue health care programs for Hansen's disease patients residing in Kalaupapa. Operationally, this means that subject to available funding, the Park Service would eventually operate and maintain utilities, roads, non-medical patient functions and maintenance of historic structures within the Kalaupapa National Historical Park. The transfer of these functions is tied to National Park Service funding levels.

To date, the transfer of some functions in accordance with the cooperative agreement (NPS-DOH) has taken place. The Park Service has played a lead role in

the development and funding of a new ground water source system, and has made emergency repairs to many historical buildings. To date, NPS has spent over \$4 million, from the following sources (in \$1,000)/22/:

	<u>Cyclic</u>	<u>ONPS</u>	<u>Construction</u>	<u>VIP</u>	<u>Total</u>
1982	\$613.6	0	0	0	\$ 613.6
1983	\$141.0	0	\$900.0	0	\$1041.0
1984	\$231.2	0	0	0	\$ 231.2
1985	\$156.9	\$190.0	0	0	\$ 346.9
1986	\$ 60.0	\$190.0	\$250.0	0	\$ 500.0
1987	\$ 45.0	\$190.0	\$ 60.0	0	\$ 295.0
1988	\$275.0	\$220.0	0	0	\$ 495.0
1989	\$ 64.7	\$247.0	0	0	\$ 311.7
TOTAL	\$1587.4	\$1037.0	\$1210.0	\$ 0.0	\$3834.4

For FY 1989, \$244,300 has been budgeted by the Park Service for operational costs at Kalaupapa. These funds support 5 positions and other current expenses for the maintenance of the new water system, stabilizing and preserving National Register historic structures and maintaining old cemeteries. In addition, the Park Service estimates that \$84,100 may be available on a project basis to repair and maintain historic structures and plumbing. By comparison, the State's budget for Kalaupapa exceeded \$2.8 million (FY 1989).

A cooperative agreement between the National Park Service and the Hawaii Department of Transportation (CA 8896-7-8005) was executed on March 9, 1987. (Please refer to the Appendices.) This agreement includes provisions relating to:

1. Public access, subject to approval by the Hawaii Director of Health, to the Kalaupapa airport property for interpretive and other purposes;
2. Prior written approval of NPS for repair or construction of airport facilities;
3. Assistance by NPS for maintenance and operation of utility and support systems (as water, electrical, plumbing, fences, and parking lots);
4. Provision of water, free of charge, to the airport as long as the Department owns and/or operates the public airport, provided that Kalaupapa Settlement is receiving water free of charge; and
5. Land adjacent to the airport for airport-compatible activities shall be restricted by NPS as long as Kalaupapa airport is owned and/or operated as a public airport.

A cooperative agreement between the National Park Service and the Hawaii Department of Land and Natural Resources was executed on August 16, 1989. (Please refer to the Appendices.)

There are also separate cooperative agreements between the National Park Service, the two Kalaupapa churches, and the U.S. Coast Guard.

Note on NPS Presence: This report would be found significantly lacking if comments on the contemporary presence of the National Park Service were not included herein. It must be noted that the present NPS staff have made substantial contributions to the quality of life at Kalaupapa. Although small in number, they have been responsive to the Kalaupapa community, especially to the specific requests made by the patient residents. These people, individually and collectively, have endeavored to build a National Park and to maintain a community at the highest possible standards, given fiscal and human limitations; these staff have made tremendous personal sacrifices, particularly in restrictions on their lifestyles, in order to carry out this work. Nothing in this report should be construed to indicate that these NPS staff have not carried out their mission.

Additionally, these discussions of the NPS role must be viewed as only that portion of responsibilities which historically have been provided by the State of Hawaii, and not representative of the totality of Kalaupapa National Historical Park management system issues.

THE GEO-ECONOMIC CONTEXT

Geography and economics are key determinants in the future of the Kalaupapa community. These shape the realities of life at Kalaupapa. The isolation of the peninsula is nearly complete. Except for the air linkage and the pali trail, Kalaupapa is virtually a geographic prison; so severe is this isolation, it is as if Kalawao County were a separate island. Islands are often thought of as simple places, with simple systems, "simple people" with uncomplicated ways of life, and, therefore, simple needs.

Kalaupapa cannot be looked upon as a miniature model of continental areas, or a smaller operational subset of continents. Geography fosters isolation, limits the locally available resource base, causes environmental sensitivities of compounded magnitude, and creates dis-economies of scale. Although limited in land area, its range of needs is no less diverse than continental areas.

The potential for achieving economies of scale declines with decreases in the size of the community, since savings are obtained only through shared costs and maximized benefits. Geography mandates certain technologies and the low population density inherently increases costs. The need to import and transport expenses will continue to consume substantial resources. The cost of any service delivery at Kalaupapa is and will continue to be higher than elsewhere in Hawaii or other places on the U.S. mainland.

Isolation forces reduced specialization and encourages the lack of redundancy in physical and human systems. Some economy and frugality is necessary. However, certain amounts of redundancy are essential in maintaining a safe and healthy community. Some financial, social, and environmental concessions will be necessary to maintain the well-being of Kalaupapa and to preserve assets of future value to the National Park Service. The isolation, complexity of needs, and pure logistical considerations will likely dictate a required flexibility beyond standard formulas and established policies.

Kalaupapa is a small, almost non-operational National Park. It is difficult to find within the massive U.S. park system and often harder to get to. Kalaupapa has a tiny community of about 150 in a state of over a million people, while consuming significant amounts of public funds. If not for the good people of Kalaupapa, this community might well have disappeared years ago.

And it could well disappear within the next several decades. The worst case scenario for Kalaupapa would be that the patient population declines to a point where a 1:1 worker-to-patient ratio would exist. At that point without advance thought and careful planning, the logical politico-economic response would be to drastically reduce State funding and positions. Without adequate lead time, the National Park Service may not be able to respond quickly enough to assume the discontinued State responsibilities. The quality of the vital community services would decline. This reduction would naturally encourage individual patients to consider relocation. And the population decline would hasten the deterioration of buildings and other assets at Kalaupapa. This kind of death for Kalaupapa would be a sad indictment indeed of good intentions and poor strategic planning. The legal guarantee that patients may remain at Kalaupapa as long as they chose would truly ring hollow if the ability to have such services as residential electrical systems did not exist.

Project staff was counseled by a patient/23/ to be extremely candid and to reflect the harsh realities of human life in writing this report. This advice was followed by the statement that it was easier to deal with reality than to be afraid of the unknown. "Patients need to prepare themselves if they need to take care of themselves in order to live [at Kalaupapa]. We gotta face reality before we can prepare."/24/ Despite anxieties about being the messenger of bad news and a strong optimism that the worst case scenario need not become a reality, this report is intended to reflect this sound advice.

***"It's kind of a race between us,
aging patients, and time,
and the old buildings..."***

***There are so many things which must be done.
So many." /25/***



II. ASSESSMENT BY FUNCTIONAL AREAS

This assessment of functional areas begins with brief profile of the patient community at Kalaupapa, followed by a short discussion of evaluation methodologies. The final section prior to individual functional area assessments is a profile of the non-patient worker population.

GENERAL PATIENT COMMUNITY

There are 90 patients on the Kalaupapa registry. In 1949 subsequent to an act of the legislature, there would be no more new admissions to Kalaupapa and treatment of newly diagnosed cases was to be carried out at contagious disease units of existing hospitals on the island where that patient resided./26/ Only those in residence at Kalaupapa or Hale Mohalu as of June 30, 1969 were eligible. At the end of 1974, 142 were eligible of which about 119 actually resided at Kalaupapa./27/

It should be remembered that, historically, prospective patient mothers were taken to the Kalihi (Oahu) receiving station until delivery; immediately at birth, the baby was separated from its parents.

The average daily census in 1987-88 was about 87. The average age is now close to 70. In 1985, the age distribution for the patient population of 102 was as follows:

Years of Age:	<u>40-49</u>	<u>50-59</u>	<u>60-69</u>	<u>70-79</u>	<u>80-89</u>	<u>Total</u>
Men	3	21	18	14	4	60
Women	3	15	11	8	5	42
Total Patients	6	36	29	22	9	102

The number of males in the Kalaupapa population (60%) differs from the 50.2 percent statewide figure. Additionally, it should be noted that there is also a lower rate on marital status than among the general Hawaii population, although patient records do indicate that a significant number have been divorced or separated at least once./28/

Over half (56 percent) of the Kalaupapa population is of Hawaiian or part-Hawaiian ancestry. The 1976 State reported that this contrasts with the statewide native Hawaiian estimates of 22% in 1972/29/, indicating the increased susceptibility of this ethnic group to Hansen's disease.

Most were teenagers or young adults when the disease was diagnosed; the median age of first diagnosis was 20.4 years, with a range from 6 to 60 years of age. Most patient residents were forcibly institutionalized at Kalaupapa.

Patient residents have lived at Kalaupapa for an average of 40 years; the longest tenure was 50 years in the mid-1970s./30/ A significant number will celebrate their 50th anniversary of living at Kalaupapa this year.

The following comments from 1976 interviews should be noted/31/:

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

The most poignant statement comes from a 70-year old female who had lived at Kalaupapa for 46 years in the late 1970s/32/:

"I was finally paroled in 1966. My mother was still alive, so I wrote to her and told her I was finally cured. I could come home. After a long while, her letter came. She said, "Don't come home. You stay at Kalaupapa." I wrote her back and said I wanted to just visit, to see the place where I was born. Again, she wrote back. This time she said, "No, you stay there." You see, my mother had many friends and I think she felt shame before them. I was disfigured, even though I was cured. So, she told me, her daughter, "Don't come home." She said, "You stay right where you area. Stay there, and leave your bones at Kalaupapa."

About 80% live independently in cottages; 10% reside in multi-dwelling units providing boarding services; 10% are long-term care patients at the Kalaupapa medical facility or Hale Mohalu Hospital. There is also a high prevalence of chronic disease.

Due to the disease process and the infirmities of age, more than 80% of the patient population are disabled to some degree or blind; there is a strong relationship between disability and age. Of those under 60 years of age, roughly 37% were considered able-bodied almost 15 years ago./33/

The average number of years of schooling was 7.9 years among the 1976 patient population. One of the younger current patient residents has completed courses at the University of Hawaii.

The kindness, cooperation, understanding, candidness, and sincerity of the Kalaupapa patient residents does not fail to impress those few outsiders privileged to have any close contacts. Scientific literature dealing with the

psychological aspects of Hansen's disease often paint a dismal picture of the trauma and emotional scarring associated with the affliction. Some possible reasons for the excellent mental health among the patients has been attributed by the 1976 State report/34/ are:

1. Provision for most needs and interests;
2. Independence and dignity have been preserved;
3. Freedom and monetary resources for travel;
4. Involvement in planning and evaluation efforts and some evidence that the patients, individually or collectively, have effectively participated in the political process;
5. Television, radio, and print media have favorably influenced mental alertness and attitudes; and
6. Relative isolation in the company of other patients usually shields them from public discrimination.

In private, informal discussions, some patients articulated the belief that the greatest degree of dignity and independence at this time can only be maintained at Kalaupapa, despite the recognition that their isolation may strengthen public misconceptions by implying risks associated with exposure to residents of such facilities. This attitude may change if a significant number of current Kalaupapa patients successfully move to the planned Hale Mohalu development in Honolulu.

During the mid-1970's discussions on the future of Kalaupapa, one alternative raised and reported to have been given serious consideration by the patients was a cash allowance for relocation. Although a preferable option for many, this concept was rejected by even its supporters because the payment rate was not deemed adequate to meet anticipated expenses outside of Kalaupapa.

ISSUE.....

Reloc-A: If the net costs of operating the Kalaupapa community are divided by the number of patient residents, it would appear that the per capita payment rate would be sufficiently high and long-term cost savings may be achieved. However, this concept would require a 100% implementation and it must be remembered that some may still feel that "...if they try to force us to leave Kalaupapa, I will commit suicide."/35/

Priority: Long-Term

Options:

- (1) DOH may poll the patient residents to determine the desirability of this relocation allowance concept.
- (2) If the poll of patient residents indicates an interest in the reloca-

tion allowance concept, DOH may develop a concept paper, including an estimate of a per patient relocation allowance and discussion of benefit/cost, and may hold extensive community forums and discussions on these findings over the course of at least five years before implementation.

.....

Inclusion of this issue is based on sentiments expressed at a community meeting on April 26th and in an effort by project staff to be responsive to the views of the patient community. However, a few comments must be made about the economics of this concept.

The maintenance of the Kalaupapa community requires a certain constant level of financial resources, regardless of population. Therefore, this minimum (Kalaupapa maintenance) funding is likely to be deleted from the amount of money which would constitute the base level in relocation allowance calculations if some chose to remain at Kalaupapa. Then a proposed per capita allowance is not likely to be acceptable. If no money is allocated for maintaining Kalaupapa, then the moral and legal obligations to those who chose to remain there will be breached. Decisions to take this relocation allowance course of action must be made by consensus of the patient community.

As indicated previously, there are also 26 patients who are State employees at Kalaupapa. Today as historically, these patient workers play a valuable role in the work accomplished at Kalaupapa. It is anticipated that these patient workers will continue to provide a vital role in the sustenance of the Kalaupapa community. It is assumed many of these patient workers will chose to remain at Kalaupapa; since NPS must give hiring preference and the first right-of-refusal to revenue-producing visitor services, opportunities for employment will be available.

METHODOLOGY

There was little discussion of the resource requirements in the literature on the establishment of the Kalaupapa National Historical Park. In most cases, the discussion centers around the protections for the resident patient community, but there is minimal specificity about the mechanisms through which the guarantee would be actualized.

An alternative administrative strategy proposed in the 1976 study called for a coordinated State, Federal, and county administration (Alternative E.)/36/ It briefly described the staffing requirements for carrying out the following specified State responsibilities:

1. Primary administrative function;
2. Basic research on biotic resources and management of those resources;
3. Construction and maintenance of facilities at Palaau;

4. Enforcement of rules and regulations on visitation and use; and
5. Maintenance of airfield and boat docks.

To carry out these State responsibilities, the following staffing pattern was suggested/37/:

Administrator	1
Administrative Staff	2
Maintenance Supervisor	1
Laborers	5
Enforcement Officers	2
Natural Resource Manager	1
Medical Staff	10
<u>TOTAL</u>	<u>22</u>
	====

Additionally, county functions specified were: provision of community services such as recreation, car licensing, and voting; and road and utility maintenance.

The total State workers required under this plan would be about 12+ employees, because health services, i.e. medical staff, are excluded from this study although the suggested county functions are being currently retained by the State. Although this is the only historical documentation of transition needs at Kalaupapa, it is a far from adequate basis for this strategic plan.

This section will begin with a discussion of common overall issues, those which recur in more than one functional area. Each discrete functional service or infrastructure (excluding those directly related to health services for patients) which are specified in the contracted scope of work will be identified next. Included will be:

1. History, including current status, of the functional service or infrastructure;
2. Responsible agency for the service or infrastructure at this time;
3. Planned improvements or activities for FY 1990-1992 (to include projects to be initiated or completed during 1990 calendar year), including financing; and
4. Major issue(s) and defined needs identified in providing the functional service or infrastructure.

Major issues are: (a) policy considerations; or (b) infrastructure needs that do not have defined cost estimates. Needs are identified, whenever possible, using 1990 cost estimates; generally, it was only possible to identify costs for immediate (up to 2 years) needs.

The major issues and defined needs will be identified in the following general time categories: immediate (requiring resolution in less than 2 years);

near-term (up to 10 years); long-term (more than 10 years). In addition to chronological time horizons, it may also be useful to provide quantitative population benchmarks.

The following population categories are also being used for planning purposes only since there is little research precedence for setting these demarcations: immediate (over 50 patient residents); near-term (50-16 patient residents); and long-term (less than 15 residents).

Given the number of factors that are involved, there probably will be disparities between chronological and population categories; it is recommended that both these thresholds should be viewed in tandem and that these categories should be invoked at the lowest common denominator.

The time and population planning horizons for the various categories are:

	<u>Time</u>	<u>Population</u>
Immediate	Up to 2 years	50+ patients
Near-term	Up to 10 years	16-50 patients
Long-term	Over 10 years	Less than 16.

In 1981, the National Park Service/38/ developed a rough estimate of the Kalaupapa patient population as a planning tool. These gross projections that place the end of the transition at 2001 (or about 10 years away) would substantially shorten a transition planning horizon.

The following analysis terminology and methodology to be used in this section should be noted:

1. Fiscal Year = Federal terminology is used. (For example, FY 90 will mean the October 1, 1989 to September 30, 1990 period).
2. Patient Residents = includes discharged Kalaupapa patient residents; at this time, this expands the target beneficiary group by two people.

In most cases, the total value or replacement cost information is not available at this time. These capital investments were made as long ago as a century; little infrastructure work within the functional scope of interest has been done in the past 30 years. Because historical expenses beyond 10 years are of little contemporary value and since no real property valuation studies have been completed, gross estimates of value and/or replacement cost is generally meaningless. In the majority of cases, there is also non-monetary value of the capital assets which are usually immeasurable. Where financial information of less than 10 years is available, it is included along with the year of expenditure and personnel and operating requirements are being measured in annual full-time equivalents (FTE)/39/ and estimated costs are in \$1,000; units of effort have been based heavily on information provided by those who currently perform those functions.

Due to the difficulty in obtaining accurate information on expenses and costs by functional areas, this subject must be discussed broadly in the next section following summaries of identified immediate, near-term, and long-term

issues and needs.

HEALTH CARE DEFINITION

The current services delivery system can be characterized as unitary, or provided primarily by the State Department of Health. Thus, all services that are not directly related to medical care are now considered "non-medical support services".

The need to differentiate between "community" and "health care" services was recognized early in the course of this study. Therefore, the following distinctions based on service beneficiary have been made.

1. Health care - includes medical services, social services related to the well-being of the patient community, and those other services that directly or primarily benefit the resident patients; and
2. Community services - includes those services necessary to sustain any small community, regardless of the special needs of the Kalaupapa patient residents.

These definitions would allow for a clearer delineation of the value of future assets of services as well as infrastructure. It also helps to distinguish those services which may not be directly medically indicated but are necessary for the wellness of the patient resident. In some cases, these "health" services are related to the capability of caregivers to deliver medical services.

For these reasons, the following non-medical support services have been considered health services:

1. Food services;
2. Kalaupapa store; and
3. Congregate living facilities.

Although the food services at the dining room is the most visible activity, the major reason that it is being considered part of the health services delivery system is because:

1. Its role in the preparation of patient meals for home delivery; and
2. Secondarily, feeding of the medical staff is a function of the medical services delivery system, especially since many worker housing units contain minimal kitchen facilities.

However, a small fraction of food services is provided to non-residents and there should be a means for appropriate per capita cost recovery that accrues back to the expending agency.

The store is being considered as a health function because its primary beneficiaries are the patient residents. This classification could be reconsidered if a full-time commercial facility is established. It must be recognized that such a private enterprise would face the very serious handicaps of isolation and tiny market with concomitantly high costs.

There has been some discussion in the patient community about the current pricing policies at the store. By law (HRS §326-28), goods are sold at cost (free on board at Honolulu) to all buyers./40/ With the new common-sense store policy that allows purchase by non-patients, a reassessment of this uniform pricing appears to be warranted; at the very least, a charge equal to the f.o.b. Kalaupapa cost would appear a more rational basis for store sales to non-patients; this, however, would likely incur tremendous administrative and recordkeeping costs which will probably outweigh the revenue benefits.

As the patient population ages, the need for congregate living facilities and care will increase. In order to maintain the greatest degree of human dignity possible through sustenance of the largest amount of independence, congregate facilities will be a vital health care service. Additionally, this service should encompass the maintenance of patient visitor facilities which are imperative if the continued outside contact with family and friends is desirable.

Finally, it should be remembered that there are religious workers at Kalaupapa who do provide spiritual health care. Although most are not included in specific functional area discussions since they are not state employees per se, careful consideration should be given to their specific needs especially as they relate to the well-being of the patient community.

WORKER COMMUNITY

Non-patient workers, called kokuas (or helpers in Hawaiian), are an important consideration in the life of the Kalaupapa community. From the inception of the Kalaupapa settlement, relatives and friends were allowed to accompany the exiles; the kokuas were expected to live with and care for the afflicted. Because Hawaiians had little fear of the disease and their cultural sense of family, many relatives and friends willingly were exiled with the victims.

In 1886, Father Damien wrote to the Board of Health to urge them to allow those spouses wishing to accompany their partners in exile./41/ In about the same period, it had been suggested that healthy mates who chose not to go to Kalawao be granted a divorce in order to allow settlement patients to remarry and to, thus, establish a more stable Kalaupapa community.

These voluntary kokuas largely provided loving nursing care that could not be provided in any way. In some cases, however, the kokuas were mercenary and had volunteered because they had no other home and hoped to receive rations as well as board. To discourage idleness, the old Hawaiian custom of Po'alima followed throughout Hawaii was instituted; it required every able-bodied male to work one day a week to be allowed to live at Kalaupapa and in exchange for board

there./42/ They, however, were not eligible for food or clothing.

Under the Po'alima rule, these kokuas were gainfully employed at jobs requiring healthy people such as animal slaughtering, food distribution and preparation, providing fuel, and serving as police. But the kokuas also did receive food rations./43/

By the late 1940's, the practice of allowing healthy spouses to accompany victims was discontinued, although there were only rare instances where a kokua had contracted Hansen's disease. By this time, too, medical services had increased to a resident physician, two assistant physicians, 11 nurses, and two laboratory technicians./44/ The use of sulfone drugs had become routine therapy by this time.

Many of these civil service jobs (especially among non-patient, support services workers) were established during this period.

KALAUPAPA NON-PATIENT WORKERS' JOB SECURITY

As indicated earlier, some civil service positions in non-medical, support functions are excluded from these discussions because of their relationship to provision of health services. Those jobs not excluded include:

Auto mechanic	2
Bulldozer operator/laborer	1
Carpenter	4
Electrician	1
General construction	1
General laborer	8
Institution Administration	2
Janitor	2
Painter	2
Plumber	1
Truck driver, light	1
Total Employees	24
	====

Of these 24 State employees, three are patient residents whose average age is 59 years with each having over 17 years of state service.

Among the non-patient workers, the average age is 47.5 years and about 11 years of state service, most (10.3 years) of which was at Kalaupapa. When the three workers who are over 55 years of age are deleted, the average age drops to 34 years old, although the years of state service remains at 10 years. With the exception of one employee/45/, all state service is at Kalaupapa. Most of these workers are Molokai residents. It appears that the majority were recruited from the total Island labor pool into jobs at Kalaupapa; it is probable that at least during the transition, this pattern will continue because of the relatively small number of State jobs available on the Island as well as greater familiarity of the Molokai population with Kalaupapa, the ability to maintain topside residences, and to spend weekends with their families. (In all

deliberations regarding these Kalaupapa workers, it is also prudent to remember that the Island of Molokai historically has one of the highest unemployment rates in the State.)

Public service at Kalaupapa entails considerable personal hardships, including the probability of week long separation from their families or daily hikes to and from the settlement, and living in dormitory-like quarters with certain restrictions on after-work activities. These lifestyle strictures include prohibitions on children and non-worker spouses at Kalaupapa, limited and small living quarters, and restrictions on recreational options; such limitations do contribute to general level of worker morale.

A paradox is the desire of the patients to have greater Federal investment and continued State worker productivity, while sometimes opposing such living condition changes which would encourage increased worker output. Some patients have admitted that there will be "no more" Kalaupapa without the kokuas. If continued or enhanced worker morale is desirable, there must be a greater willingness and a stronger commitment by the patient community to make reasonable modifications.

Among the current State (and Federal) employees, there is a general sense of dedication to the patient resident population. The observed individual interactions with patient residents as well as the deliberate thought and care with which work apparently is being performed reflects highly on the caliber of employee that Kalaupapa has been fortunate to attract. The job-related frustrations such as lack or non-delivery of supplies caused by geographic isolation are severe, but the current work force as a whole seems to have dealt admirably, and often innovatively, in the face of these workplace hardships and working place handicaps.

There is also a very strong, underlying concern about what the future holds for these workers. Many, however, continue to do and keep their jobs because of this perceived commitment to delivery of services to the patients as well as a sincere love for this community.

Those workers close to retirement age are, understandably, most concerned about the future of their continued employment and retirement benefits. In most cases, it appears that these employees should be able to achieve the required retirement years and reach retirement age in the near-term (up to 10 years). Certainly, there should be careful consideration given in phasing out positions held by these State workers, especially those patients who are employees.

The State of Hawaii civil service system/46/ provides some safeguards for permanent employees. Under Hawaii Administrative Rules Title 14, Subtitle 1 (Personnel Rules), the following provisions have been made:

1. Notice of Impending Layoff (§14-14-6) - The appointing authority shall inform the affected employee and the department of personnel services in writing as soon as possible but in any case at least 90 days prior to the impending layoff;
2. Placement within Agency (§14-14-10) - The appointing authority shall

exhaust all possibilities in placing the employee within another position within its department;

3. Conditions of Placement (§14-14-9) - The employee:

- a. Must meet minimum qualification requirements of the class of position in which the employee is placed;
- b. Must be a regular state civil service employee;
- c. Shall have priority for placement in a vacant position to which the employee is referred;
- d. Shall be referred for placement on the basis of geographic location (island and district) where the employee is willing to be placed and the minimum pay range that the employee is willing to accept;
- e. Shall be entitled to only one referral for placement.

4. Displacement when there is no Vacant Position

- a. When no appropriate vacancy is available, the appointing authority may determine, in accordance with specified priorities, which employee the employee to be laid off shall replace (§14-14-10);
- b. If an employee with at least 24 months of regular civil service cannot be placed within the department, the appointing authority shall notify the employee at least 60 days prior to the layoff and may be eligible for statewide layoff provisions (§14-14-7; §14-14-10);
- c. The placement of an employee shall be in accordance with a specified order of displacement (§14-14-11);
- d. When an employee cannot be placed in another position, the worker will be terminated but the employee's name will be placed on a recall list (§14-14-12); and
- e. The appointing authority may terminate the services of the employee if the employee affected by a layoff cannot be placed in another position (§14-14-12 (6)).

Among the State employees, the following have been found to be the general personal and professional priorities:

1. Work at Kalaupapa;
2. State government employment, particularly because of job security, on-the-job and retirement benefits, and higher probability of transfers to topside positions; and lastly,
3. Federal service, because of current trend of reductions in force (although NPS itself has had no reductions in force), the predominance of temporary/-

contractual positions utilized at Kalaupapa, and low probability of transfers to topside positions.

In a January 1990 meeting of workers, one State employee eloquently stated that "Kalaupapa is not only where we work, it is our home". There appears to be a strong desire for some workers to retain their jobs at Kalaupapa, not simply remain on the State payroll.

The view that State employment is preferable to Federal jobs confirms an earlier, informal NPS survey of State workers./47/ The major reason for this preference was benefits, both on-the-job (such as free housing, meals, and travel allowance) as well as retirement benefits. However, at that time, Federal retirees were not part of the Social Security system. (Although State pay levels are generally not as good as Federal rates, the package of State benefits was and is generally greater.)

There are informal indications that given the combination of factors, a significant number would seriously consider services contracts with the Department of Health and the National Park Service, because it would allow them:

1. To continue providing the necessary services to the patient residents and the Kalaupapa community; and
2. To continue working and living at Kalaupapa.

ISSUE.....

Wkrs-A.: Attracting and retaining a skilled and dedicated work force at Kalaupapa is and will continue to be a significant challenge, particularly during the transition period. Working at Kalaupapa is hardship duty; it is strongly advised that very serious consideration be given by NPS to those state workers who already have a proven record of service.

Priority: Immediate

Options:

- (1) The State and NPS may develop a staffing plan for phasing out and phasing in of Kalaupapa positions.
- (2) The State legislature may establish an early retirement program for those workers with some minimum years of service in those jobs that will be phased out.
- (3) The State may provide career counseling for Kalaupapa workers that may be affected by this transition as well as pre-employment counseling for new Kalaupapa employees. Perhaps, the best system of pre-employment counseling would be the use of selected current Kalaupapa workers who could be given some additional training to carry out this task.
- (4) The U.S. Congress may establish a special priority for Kalaupapa State

workers seeking Federal positions.

- (5) The NPS may develop guidelines to enable the State to act as a "private" contractor during the early transition period. This would allow some retention of State positions and thereby ease the transfer of certain functions to NPS.
- (6) The State legislature and the U.S. Congress may establish a special priority for Kalaupapa workers seeking positions at topside on Molokai or other positions established at Kalaupapa.

ISSUE.....

Wkrs-B.: These workers in group and individual interviews indicated that there would be need to be special worker assistance, in business startups and Federal/State bidding processes, if this option were to be selected. State and Federal agencies have current programs to encourage entrepreneurship; with some outside support, these programs can be tailored for these Kalaupapa workers and would allow them to make an informed career choice.

Priority: Immediate

Option:

- (1) The State and NPS may obtain assistance of Federal and State entrepreneurship programs for Kalaupapa workers who may be faced with near-term individual career decisions.

.....

OPERATIONS MANAGEMENT INFORMATION

Originally, project staff had intended that this study include: the estimated value (or replacement cost) of infrastructure in each functional assessment, including operations and maintenance cycles; and estimates of personnel services and ongoing operating expenses to sustain the functional service.

ISSUE.....

Adm-1.: The limitations of operations management information have made inclusion of this data in this study unfeasible. Much of this information must be generated and maintained at the services delivery level; the consensus is that such administrative paperwork is of lower priority than actual delivery of services, particularly to patient residents. Although quite understandable, this operations management information will be important to NPS in determining the level of funding required to ensure a smooth transition.

Priority: Immediate

Options:

- (1) The Department in cooperation with NPS may develop and implement an operations management information system to determine units of effort and unit costs for delivery of each functional service at Kalaupapa.

.....

NPS ADVISORY COMMISSION

The youngest Kalaupapa patient resident is about 50 years old. Based on average Hawaii life expectancy, the full takeover of Kalaupapa settlement could be projected at 2025. To fulfill the spirit of the legal guarantees to the patient community, there must be some long-term commitment demonstrated in order to mitigate some of the psychological pressure created by an uncertain community future. An additional 5-year period is also calculated in this suggested change.

ISSUE.....

Comm-A.: The Kalaupapa Advisory Commission has been very effective in advising on the development and operation of a unique program (as specified in P.L. 96-565, Sec. 108(d)). Maintenance of this Commission mechanism will enhance the opportunities for appropriate stewardship by NPS. The (wait-and-see) status quo is perceived to be adding to the patient community's uncertainty about the transition.

Priority: Near-Term

Option:

- (1) The U.S. Congress may extend the sunset of the Commission by 25 years from 2005 (25 years from P.L. 96-565) to 2030 or until there are no longer patient residents at Kalaupapa, whichever is sooner.

ISSUE.....

Comm-B.: Ten years have elapsed since the authorization of the Kalaupapa National Historical Park. The process for transition planning and implementation has not yet been systematized on the Federal or State level. This long lag period has fueled natural anxieties about impending or potential change in the Kalaupapa community.

Priority: Immediate

Options:

- (1) The U.S. Congress may direct the NPS Kalaupapa Advisory Commission to meet at least annually at Kalaupapa specifically to discuss and address NPS and DOH:
 - (a) Initiatives in transition planning;
 - (b) Agreed upon work plans and schedules for implementation of transferring service delivery responsibilities;
 - (c) Priorities for programs at Kalaupapa in the next fiscal year, including available funding; and

(d) Identify new or emerging transition issues.

.....

FEDERAL CAPITAL EXPENDITURES ON LEASED LAND

Unlike other national parks, a portion of the lands for the Kalaupapa National Park will be leased from the State of Hawaii (Department of Hawaiian Home Lands) which cannot alienate (sell or lose title to) such properties. When major capital improvements are deemed necessary at Kalaupapa by the Federal government, such funding will need to be invested in non-Federal lands.

Although this question has not yet become a major barrier to maintenance or improvements by the Park Service, clarification of this issue would certainly preempt future problems as other Federal agencies become involved, such as Federal Highways Administration. The Federal Highway Administration park roads program has legal prohibitions on projects on non-Federal lands and requires Federal title for road development and reconstruction.

ISSUE.....

Lease-A.: Because the need for improvements at Kalaupapa is substantial and the current NPS and State resources are not adequate to meet these needs, it is very likely that other Federal sources will be necessary.

Priority: Immediate

Options:

- (1) The U.S. Congress may amend the enabling legislation to clarify the issue of Federal funding of capital improvement on leased (HHL) land at Kalaupapa. Although it is possible to amend authorizing legislation of each appropriate Federal program, it would appear to be more efficient to provide blanket clarification language in the Kalaupapa park law.
- (2) The U.S. Congress may amend the enabling legislation of each Federal program applicable to the needs of Kalaupapa. This, of course, will mean that time delays should be figured into implementation schedules to allow for necessary lead time in authorizing eligibility.

.....



HOUSING, PATIENT FACILITIES & GROUNDS MAINTENANCE**BACKGROUND:**

Responsible DOH/
Agency(s): NPS

The 1931-38 period was a major rehabilitation period./48/ During this time, 160 dwellings, dormitories, and industrial buildings were reconditioned. Another period of construction contributing to the current housing stock was 1955-56 (when \$85,000 was appropriated for new patient cottages) through the early 1960's. There has been no major housing construction since that time.

According to Department of Health and NPS records, there are 184 building structures in current use./49/ Most of these structures are housing facilities. In addition, there are congregate facilities including visitor quarters, community meeting halls, a central kitchen, and various operations buildings.

Of nearly 400 Kalaupapa buildings on the national register, 97 are on the List of Classified Structures./50/ Emergency money, as available, currently funds fumigation and (crisis) re-roofing. There is no base funding to stabilize, re-roof, fumigate, and paint all registered buildings, nor to selectively restore structures.

Most of these buildings are about 30-60 years old./51/ The average size of the single housing units is under 1,000 square feet, while accommodating more than one person./52/ The congregate staff and visitor quarters are generally small dormitory-size rooms, relatively cramped adult living space on a continuous basis for over 4 days per week.

The age and wood construction of these structures requires constant and continuous maintenance and rehabilitation in order to preserve and extend its useful life. Within two years after a house at Kalaupapa is abandoned, it is likely to be reduced to a pile of rubble.

This maintenance and rehabilitation is particularly critical to reduce its potential fire hazard. The difficult task of ensuring the well-being of an aging, and often disabled, population could be further compounded by inadequate structural maintenance and rehabilitation activities.

NEED

Hsg-1: Housing rehabilitation.....\$1,000,000

 Priority: Immediate.....\$200,000

NEED

Hsg-2.: Paschoal Hall rehabilitation.....\$500,000

 Priority: Immediate.....\$150,000

There is inadequate resources for the NPS work on its 194 priority structures; therefore without supplemental funding, NPS cannot be expected to tackle the remainder of the structures at Kalaupapa.

ISSUE.....

Hsg-A.: As the number of patients declines and the severity of the physical handicaps of those remaining increases, the disparity between the missions of historic preservation needs vs. the quality of life requirements for patient residents, which includes housing of resident workers, will likely become more visible. Differences of NPS and DOH (basic mission) priorities have generally been resolved, albeit sometimes with considerable effort on the part of both agencies, on a case-by-case basis.

Priority: Near-Term

.....

Basic maintenance of housing and related patient facilities requires the following services:

1. Carpentry;
2. Electrical repair, including pole-building work, major appliance (air conditioning and refrigeration) repairs, and personal appliance repairs;
3. Fumigation;
4. Minor phone repairs;
5. Plumbing;
6. Grounds maintenance, including yard work;
7. Painting; and
8. Re-roofing.

State public grounds coverage currently includes the regular maintenance of public facilities' grounds, private patient residences, and several Settlement cemeteries. Periodic tasks are the filling of holes/divots frequently dug by wild pigs which pose a safety hazard, tree trimming, and patching cement work. Immediate repair of hazards is particularly imperative due to the high proportion of handicapped residents. For example, if feral animal damage is not repaired immediately, the grass will quickly hide the dangerous area because of the regular precipitation at the peninsula. (Please refer to the public safety section for additional details.)

Despite limited personnel, NPS has cleared and maintains over 85% of the 30.5 acres of cemeteries, another 25.5 acres of public grounds, and 9 miles of

roadside./53/ The NPS road clearing was done solely for continued access by patients to the Kalawao churches, Judd Park, the top of Kauhako crater, and other areas traditionally important to the community.

ISSUE.....

Hsg-B.: The Department covers areas that are currently in use. NPS, on the other hand, maintain those priority historical areas which often are not regularly used by the current patient residents. At the present time, the Park Service does not have the resources to maintain the entire peninsula.

Priority: Immediate

.....

Despite these comments, the bottom line is the monumental task in grounds maintenance faced by too small a number of workers. This problem is suspected to have existed even before Kalaupapa became a National Park.

NEED

Hsg-3.: Grounds maintenance for fire control.....\$ 62,000

Priority: Immediate.....\$ 62,000

As a measure of workload, approximately five small pickup truck loads (or 4 large truckloads) of rubbish is collected daily.

The 1976 State alternatives study/54/ recommended a maintenance crew of 6 (1 supervisor, plus 5 laborers); current maintenance staffing is currently at that level. The number of patient yards that will need to be maintained by public workers will increase as they grow older. Additionally, because this maintenance work force has the largest aggregate of laborers, the tendency for reassignment to other major tasks sometimes detracts from the most efficient job completion.

ISSUE.....

Hsg-C.: There is a lack of financial and human resources for adequate coverage of all grounds at Kalaupapa by either NPS, DOH, or possibly both collectively. With current grounds maintenance staffing levels totaling about 6.0 FTE and approximately 10,000 acres at park, it is not surprising that the current worker coverage is insufficient. Especially crucial is the fire prevention, grounds maintenance work during the summer months.

Options:

- (1) The State Legislature and/or the U.S. Congress may appropriate additional seasonal funds for fire prevention (grounds maintenance) work because of its direct bearing on public health and safety.
 - (2) The State may reclassify grounds maintenance work on patient yards as a health service.
-

In the late 1970s after over three decades as a Hansen's disease facility, Hale Mohalu in Pearl City was closed. In this closure process, the patients at this facility requested earmarking of a portion of this site for Hansen's disease residential care. Years of protracted legal battles followed.

Current plans call for a new independent residential care, or the level less than intermediate and skilled care, facility at this Pearl City site; there have been discussions about allocating some units for Kalaupapa patient residents. The attractiveness of this project is obvious: "some of us have got to look at the Hale Mohalu project because of our medical needs, especially as more problems develop as we get older"./55/ Among the younger patients, the faster pace of urban Honolulu life also holds some appeal.

ISSUE.....

Hsg-D.: Although the Hale Mohalu housing project may provide homes for some current Kalaupapa patients, consideration should be given to maintaining the "sense of community" at Kalaupapa. This would be particularly critical if the State commits to a high rate of subsidy in order to ensure the allocation of units at the new Hale Mohalu (Pearl City) facility.

Priority: Immediate

Options:

- (1) The State may consider some means, including allowing "second home" leasing for current patient residents, which would allow those who choose to leave Kalaupapa (on a full-time basis) to maintain a sense of personal identity. This would also foster greater preservation of the existing buildings since any habitation tends to decrease the structure's deterioration. Should this option be adopted, certain parameters are recommended:

(a) Unless there is no waiting list for single family dwellings, units in group facilities be offered first;

(b) Certain domicile requirements, perhaps similar to the U.S. tax provisions on second homes, be employed in lease provisions;

(c) Reasonable financial lease arrangements be offered provided

that the unit be maintained according to standards established by the Department or NPS.

.....

This could well mean that the patient population at Kalaupapa will decrease by up to 25 upon completion of the Hale Mohalu housing project. It also means that those not able to live independently will have to continue to live at Kalaupapa and, thus, the able-bodied population could be dramatically decreased.

Since economics will play a major role in determining the future of Kalaupapa, consideration must be given to those concepts which enhance the economic equation. Future housing policies can enhance the potential for economies of scale.

ISSUE.....

Hsg-E.: Present housing practices based on current need have not planned for the decreased demand (and population) in future years. Habitation of a building is a means to extend its life. Any proposed change, however, must ensure that consideration be given to the patients' desire to maintain their privacy.

Priority: Near-Term

Options:

- (1) The Kalaupapa patient community, DOH, and NPS may consider the feasibility and desirability of allowing immediate relatives of patients to reside there on a full-time basis, as long as the patient remains at Kalaupapa. Serious discussion will be necessary to determine the actual user fees required; it cannot be presumed that non-patient beneficiaries will be accorded the same level of public services as patient residents.
 - (2) The Kalaupapa patient community, DOH, and NPS may consider the feasibility and desirability of establishing special visitor group facilities, utilizing existing buildings, for short-term stays in order to generate high value, non-public revenues to support the continued maintenance of the Kalaupapa community. There should be a firm agreement on this concept among these three primary parties before the Department of Hawaiian Home Lands is consulted.
-

REQUIREMENTS: The estimated operations and maintenance cycles are: Plumbing (internal system), every 8 years; Fumigation, every 5 years. A gross estimate of personnel requirements is 2.60 FTE./56/



ROAD SYSTEM

BACKGROUND:

Responsible
Agency(s): DOH

Currently, the Department of Health is responsible for the road system at Kalaupapa. This is unlike the rest of the State where the Hawaii Department of Transportation or the county maintains this operational responsibility and legal title to these networks. The Department of Health (acting as Kalawao County) now assumes on-going road maintenance responsibilities.

There has not been any major repaving in the past 25 years according to community residents; the last major appropriation for roads was in 1956. The last visible road project was the construction of the paved airport access road in the 1950's.

ISSUE.....

Road-A.: There is no institutional system for cyclic maintenance of roads at Kalaupapa at the current time.

Priority: Immediate

Options:

- (1) The U.S. Congress may amend the enabling legislation to specify responsibilities for road projects in order to broadly define how NPS will carry out the mandate to protect the lifestyle of the patient residents so long as they desire to remain there.
- (2) The U.S. Congress may clarify Federal vs. State responsibilities for community-support services for so long as there are patient residents at Kalaupapa. Because the hearing record clearly states the concern for the continued well-being of the patient residents, specificity of responsibility through amendment of the Kalaupapa National Historical Park law would clarify how NPS or the State can provide community related services to the patient community.

ISSUE.....

Road-B.: As indicated in the previous section on leased lands, the Federal Highway Administration eligibility for park roads program funds requires Federal title, which may never apply to Kalaupapa.

Priority: Near-Term:

Options: Refer to Lease 1. options

.....

The roads at Kalaupapa provide an important network in the continued operation and maintenance of the community. The roads are in poor condition. Repaving of the major roads at Kalaupapa occurred during the 1935-36 period, after a rock crusher, road roller, and other equipment was purchased./57/ Damien, Puahi, Kamehameha, Beretania, and McVeigh Road were included in the 3.2 miles of pavement laid. The asphalt macadam was laid only about three inches thick because of the natural rocky base./58/

Paved roads are severely oxidized (indicates asphalt binding is brittle and cracking, as a result aggregates are not holding and subject to deterioration). This condition along with rain and traffic causes raveling and numerous potholes. Transportation by vehicle and walking is difficult. Patient use is hazardous because of physical disabilities (80% of patients are disabled to some degree or blind) and use auxiliary and adaptive aids for the handicap. Speed bumps in the hospital area and reflector between the Bay View Home and hospital are special adaptive requirements./59/

As indicated previously, NPS has contributed significantly in roadside maintenance of the major byways. Visitors are really only secondary beneficiaries of this effort since most spend less than 5 hours at the settlement.

Major road projects have been and will be carried out through a transfer of authority and/or funds from the Health Department to Transportation. In 1989, the State Legislature appropriated \$2.2 million to pave and resurface the existing roadways and secondary roads at Kalaupapa.

Name (Route No.)	Surface Type	Length (mi.)	Width (ft.)	Estimated Cost
East/West Transpeninsula (010)	Dirt/Gravel	3.32 mi.	12 ft.	\$ 21,036
*Airport Road (011)	Asphalt/Gravel	1.56 mi.	16 ft.	*
Crater Road (200)	Dirt	0.50 mi.	12 ft.	\$ 3,168
Beach House Road (400)	Dirt	0.86 mi.	12 ft.	\$ 5,449
Dump/Trail/Rock Crush (401)	Asphalt/Dirt	0.85 mi.	12-16 ft.	\$ 185,455
Circum-Peninsula (402)	Dirt	3.13 mi.	12 ft.	\$ 19,832
North/South Transpeninsula (403)	Dirt	2.22 mi.	12 ft.	\$ 14,066
Old Slaughter House (404)	Dirt	0.25 mi.	12 ft.	\$ 1,584
Old Reservoir Road (405)	Dirt	0.15 mi.	12 ft.	\$ 950
Pumphouse Road (406)	Dirt/Gravel	0.53 mi.	12 ft.	\$ 3,358
Fire Road (407)	Dirt	1.50 mi.	12 ft.	\$ 9,504
Village Roads (500)	Asphalt/Dirt	6.80 mi.	16 ft.	\$ 1,483,636
SUBTOTALS excl. Airport(011):		Asphalt	7.65 mi.	\$ 1,669,091
		Dirt/Gravel	12.11 mi.	\$ 78,947
TOTAL ROADS excl. Airport:		20.11 mi.	Base Costs.....	\$ 1,748,037
TOTAL ROADS incl. Airport:		21.67 mi.	10% Contingency	\$ 174,804
				SUBTOTAL \$ 1,922,841
*proposed under Airports improvements				Design Engineering (5%) \$ 87,402
				Construction Engineering \$ 192,284
				TOTAL \$ 2,202,527
				=====

State funding currently available is as follows:

State Funding: (\$1,000)	FY1990	1991	1992	1993
	(Appropriated)			
Design	88	----	----	----
Construction	0	2,112	----	----

ISSUE.....'

Road-C.: There is some confusion within State government about the responsibilities for Kalaupapa roads. Some feel that roads are within the purview of the Department of Transportation, i.e. where in the State budget the line items and legal roadway title/responsibilities are placed. This confusion is rooted in the history of Kalaupapa as the separate Kalawao County and the Department of Transportation's general method of financing highway improvements (through a special fund).

Priority: Immediate

Options:

- (1) DOH may transfer legal title and responsibilities to the Department of Transportation which would allow for direct jurisdiction and authority on maintenance responsibilities for as long as patient residents remain. Certain criteria must be met before any transfer to the State highway system can be accomplished; it is likely that the roads at Kalaupapa will not meet such standards.
- (2) DOH may transfer legal title and responsibilities for the Kalaupapa roads to NPS.
- (3) DOH may continue to assume responsibilities for road improvements, but may wish to lease certain roadways to NPS.

.....

REQUIREMENTS: The useful life of roads at Kalaupapa is estimated to be about 15 years due to low heavy vehicle traffic. A gross estimate of personnel requirements for cold patch maintenance only is 2.5 FTE./60/

ELECTRICAL SYSTEM

BACKGROUND:

Responsible: DOH/
Agency(s): Maui
Electric
Company

Until May 15, 1931, Kalaupapa was without a 24-hour supply./61/ At that time, the "four-wire" method, recommended by the Hawaiian Electric Company to supplant the "split phase, transformer" system began operation.

On September 30, 1933, service was accepted from Molokai Electric Company./62/ Two miles of No. 6 copper wire was strung along the coast and No. 4 MHD copper lines ran down the face of the cliff./63/ These lines carried 11,000 volts, stepped down to 2,400 volts at the peninsula. Under this contract, the local Kalaupapa plant was used for standby service, with the main source from the Kaunakakai generating plant via the Kalaupapa substation.

When it became apparent in 1956 that the Kalaupapa distribution line needed to be replaced, a new site was selected for a tower-to-tower drop of 3,060 feet and a seven-strand, high-strength Kaiser all-aluminum alloy conductor with a 4,300-lb. RBS./64/ Assembling the materials and equipment required a 15-month lead; even after the two towers were erected, laying of the first 1/4" steel cable or nylon rope by helicopter encountered strong updrafts that made helicopter maneuvering and landing extremely difficult./65/ Eventually, the sheer human strength and agility of linemen dropped the steel messenger in place.

The sole electrical provider is Maui Electric Company (Molokai Division), whose generating plant is located topside at Palaaui. Power (4.16 KV) is brought down to the Peninsula through overhead transmission lines. The KPF manual switch gear is located near the foot of the cliffside trail.

ISSUE.....

Elect-A.: Recently, Molokai Electric Company became a division of Maui Electric Company (an HEI company). Although the service agreement by the State with Molokai Electric in effect at the time of acquisition is still being honored, it clearly does not appropriately reflect the current circumstances, such as the current routing of the transmission lines.

Priority: Immediate

Option:

- (1) The State may begin negotiations to revise its electrical service agreement with Maui Electric Company in order to appropriately reflect current corporate as well as Kalaupapa circumstances. Included in these discussions could be a maintenance schedule for ready ground access from the settlement roadway to the bottom (Maui Electric)

tower.

.....

The ownership of the electrical system is generally divided between the Department of Health and Maui Electric Company. The system beyond the KPF switch near the slaughterhouse toward the Settlement is the responsibility of the Department and from that point toward topside belong to the Maui Electric Company.

The incumbent cliffside transmission lines down to Kalaupapa are about over eight years old/66/, which were reinstalled following a helicopter accident which severed two major lines./67/

The earliest Kalaupapa electric system was an open wire system, which is believed to be of the 1930's vintage with the original transformer installation about 1928./68/ The major changeover was made in the mid-1950's and the last major transformer replacements made in 1953. The extreme salt air corrosion at Kalaupapa is a major handicap in maintenance of the system.

In the past decade, there has been a concerted effort to completely rewire the Settlement's system to coincide with the telephone system. This included overhead work on pole, transmission/distribution wiring, and transformer replacement.

Plans by Hawaiian Telephone Company to rewire the telephone system have been delayed because the telephone and electrical wiring distance irregularities./69/ Telephone system rewiring has been deferred until the electrical lines using the same poles could be located at the appropriate distance away from the telephone wires. (With the electrical rewiring about 90% complete, Hawaiian Telephone Company is expected to schedule their rewiring work shortly.)

Outages directly related to Maui Electric output have been primarily related to the Kalaupapa service via Kalae/Kualapuu, rather than cliffside breakages./70/ The biggest service problem for Maui Electric is the periodic access at Kalaupapa through the pasture area (off the paved roadway) to its transmission line required for regular inspections./71/

The standby capacity at Kalaupapa is composed of a 25 KW generator at the hospital and a second 75 KW unit for the staff area is due to be installed shortly./72/

The Maui Electric Company Schedule "G" (General Service - Demand) rates apply to Kalaupapa/73/:

1. Customer Charge:	Single Phase	\$ 20.00
	Three Phase	\$ 40.00
2. Distribution Capacity Charge (per KW)		\$ 1.65

3.	Demand Charge:	1st 200 KWH/KW	\$ 0.0964
4.	Energy Charge:	All KWH (per KW)	\$ 0.1742
5.	Minimum Charge:	\$5.00/mo./KW	\$125.00.

The average residential KWH rate at Kalaupapa (for Molokai) is about \$0.191, while the statewide average is \$0.094 and the average Oahu home rate is \$0.086./74/

NPS worker users are charged individually for power. DOH pays for electricity for patients' and State employees' residential consumption. Appropriate NPS housing units have been metered for electrical consumption.

ISSUE.....

Elect-B.: With the likelihood of resident population changes at Kalaupapa as well as the concurrent growth in the NPS presence, projections of the future demand levels will be necessary to ensure that the electrical delivery system remains adequate.

Priority: Near-Term

Options:

- (1) The State, NPS, and Maui Electric Company may jointly undertake a future demand study in order to enhance electrical services delivery planning, including conservation strategies to reduce the individual power bills.

ISSUE.....

Elect-C.: The current policy of billing only NPS power use does not encourage individual energy conservation since no direct cause-effect impacts result to each user. A conservation ethic should make good sense for DOH because of the high cost of providing power at Kalaupapa.

Priority: Immediate

Option:

- (1) DOH may consider setting a reasonable per capita electrical allowance for State workers, above which the individual would be responsible for such expenses incurred. This option is not intended to reduce State worker benefits, simply to encourage conservation. (For those who exercise a strong conservation discipline, this could well mean a small additional cash benefit.)

.....

As indicated earlier in discussion of the Kalaupapa store, the policy issue

of beneficiary vs. outside user is emerging. (Thought should be given to whether any distinction should exist between patient residents and State workers in regard to provision of electrical power.) For Kalaupapa power users, the cost of providing electricity must include the Settlement transmission/distribution costs as well as the Maui Electric Company rates.

Molokai has one of the highest electrical rates of any community in the nation. The State (Kalaupapa) is the second largest Molokai Division (Maui Electric) customer and its monthly account is more than twice that of the third largest user. Therefore, any major change in the rate schedule or demand at Kalaupapa is likely to have substantial impact on the Molokai island economy.

Maui Electric, by letter of April 19, 1990/75/, has offered to provide technical assistance to Kalaupapa to explore changes which may improve energy usage and reduce monthly power bills.

ISSUE.....

Elect-D.: Various studies over the last decade have indicated the potential for wind and solar port generation to meet certain needs at Kalaupapa. To date, no definitive action has been taken to initiate such small-scale alternative energy projects.

Priority: Near-Term

Option:

- (1) The DOH and NPS may explore potential funding sources to implement those small-scale alternative energy projects already determined as feasible methods to conserve energy and reduce power generation costs.

.....

REQUIREMENTS: Wholesale Kalaupapa system replacement is estimated to be required every 20 years, while cyclical maintenance replacement is needed about every 5 years. A gross estimate of personnel time and operating expenses are 0.69 FTE and \$100,000 per year./76/

GASOLINE STORAGE

BACKGROUND:

Responsible
Agency(s): DOH

The existing gasoline storage facility is located on the Kalaupapa gas station site, adjacent to the Kalaupapa Store. It consists of two 20,000- and one 6,000 gallon double-walled, underground fiberglass tanks./77/ Total storage capacity is 46,000 gallons with a tank leak detection system.

Since 1989, gasoline has been transported in five 10,000-gallon bulk tanks from Honolulu by barge./78/ After offloading at Kalaupapa, these tanks are trailered to the storage site, placed on a concrete platform above the storage tanks, and then pumped through a 4-inch hose to the filler pipe connectors.

Prior to completion of this underground storage facility in 1989, gasoline was shipped in 55-gallon drums on both the July and September barges. The total annual shipment was approximately 600-700 drums, which were trucked from the barge landing to an open field about one-half mile away from the gas station until needed./79/ The average monthly use at both the gas station and government motor pool was about 3,200-gallons, or 58 drums.

ISSUE.....

Gas-A.: Although the barrel storage system is no longer necessary, close to 200 empty gasoline drums are still at the old Kalaupapa storage area; many appear to have signs of corrosion. While it is recognized that all of these drums could not have been taken away during the past summer barges, effort should be made to completely remove this potential hazard to public safety.

Priority: Immediate

.....

The old mode of storage and dispensing was neither safe nor economical./80/ Gasoline fumes were a health hazard when the fuel was being poured into the old gas station tank; potential fire hazard was posed by any spillage during that process. Additionally, the stored drums were subjected to heat and corrosion factors in the open field for periods up to 10 months. Direct sunlight on the empty drums with gasoline fumes created an explosive hazard situation. Losses due to leakage was also common.

Replacement of the gasoline drums with similar, new drums to preserve the historic scene might be considered (provided no safety hazard is posed) since it facilitates an understanding of the isolation of this community.

REQUIREMENTS: These new underground storage tanks had an installed cost of \$455,000 (1989)./81/

SANITARY LANDFILL

BACKGROUND:

Responsible
Agency(s): DOH

The current Kalaupapa landfill is located about one-half mile southwest of the Settlement. It operates from 7:00-11:00 a.m. on Mondays, Wednesdays, and Fridays. This landfill is now covered under State of Hawaii solid waste management permit (No. SW-000227, issued on December 5, 1986 and expires on December 1, 1991). The Kalaupapa landfill has been granted permits since 1981. Special conditions of this permit/82/ include:

1. Solid wastes shall be compacted and covered with 6 inches of soil before the end of each working day;
2. There must be controlled access to the facility; and
3. A closure plan must be submitted at least one year prior to the planned closure date.

ISSUE.....

Lfill-A.: Since the current permit will expire in about 18 months and the landfill responsibilities transfer to NPS is not likely to occur within this interval, the next logical transfer point would be 1996.

Priority: Near-Term

Option:

- (1) The transfer of the landfill responsibilities should be planned to coincide with the issuance of a new permit.

ISSUE.....

Lfill-B.: There is currently no consistent recycling program at Kalaupapa, which would reduce landfill inputs. Some individual efforts are, however, being made to recycle aluminum cans. But there is no public policy supporting this type of effort.

Priority: Near-Term

Option:

- (1) The State may institute or support recycling demonstration projects at Kalaupapa in order to determine benefits/costs of such of such efforts.

PUBLIC SAFETY

BACKGROUND:

Responsible
Agency(s): DOH

Enforcement services include fire protection, law enforcement, emergency rescue operations, and feral animal control.

Fire protection at Kalaupapa is currently the responsibility of the Department of Health. State workers are the designated fire marshall and deputy fire marshall. The fire crew is composed of about 11 volunteers, of which 6 are patient residents. Six of these are 50+ years of age; the average age of the rest of the volunteer crew who are primarily State workers are around 40 years old./83/ With the current practice of non-patient workers leaving the Settlement during non-work hours, there is a reduced volunteer pool on weekends. (By luck, several of the non-patient volunteers are essential workers, who may stay at Kalaupapa on weekends because they remain on an emergency standby basis.)

ISSUE.....

Safe-A.: There will be a continuing and growing problem of a volunteer firefighting labor pool. Although many U.S. communities rely entirely on volunteer fire departments with excellent records, the aging and decreasing pool of patient volunteers, the probable reduction in a pool of State workers, and the special circumstances of predominantly old, wooden structures require consideration. There is also some uncertainty about current fire suppression coverage during weekends.

Priority: Immediate

Option:

- (1) The State and NPS may establish a paid position for fire management and to enhance weekend coverage.

.....

Two National Park Service workers are also members of the fire force. Monthly fire drills are held, but it is noted that the NPS fire personnel have had some difficulty in participating due to the limited NPS work force.

The establishment of a Park Ranger position with professional fire management and enforcement leadership responsibilities would enhance local capabilities.



NEED

Safe-1.: NPS Ranger for fire management.....\$ 64,000Priority: Immediate.....\$ 64,000

In the past 20 years, there have been 3 cases of house fires. In all cases, these homes reportedly burned down./84/ A major problem reported in fire protection is the aged firefighting equipment. The two fire trucks at Kalaupapa are antiques: 1971 (green) and 1953 (red pump truck)./85/ It is unlikely that both trucks are currently operating at factory specifications due to the compounded problems of equipment age, lack of the (almost daily) required maintenance for emergency vehicles, and salt air corrosiveness. Should there be delays in operating the fire trucks, the conventional wisdom is to protect the surrounding property and to prevent the fire from spreading./86/

A replacement pump truck, with adequate capacity to suppress structural and wildlands fires, is estimated at \$250,000. A truck with a 1,000-gallon capacity, off-road capability, portable ladders, and 1.5-2.0 inch, lightweight fire hoses has been recommended./87/ The 1,000-gallon capacity and lightweight hoses take into account the special age and disabilities considerations of some of the volunteer firefighters.

The elderly fire trucks which are likely not functioning at factory firefighting specifications are a major handicap to the protection of human lives at Kalaupapa. An adequate fire protection program demands adequate equipment.

NEED

Safe-2.: Pump truck replacement.....\$250,000

Priority: Immediate.....\$250,000

ISSUE.....

Safe-B.: The age of the second fire truck presents an obvious need to begin replacement planning. A system to continually replace critical equipment and to establish some level of equipment redundancy are essential to human health and public safety.

Priority: Near-Term

Options:

- (1) The State may develop at least a 10-year plan for replacement and maintenance of critical public safety equipment. This plan should include a mix of new and surplus fire equipment acquisition in order to assure constant availability and an increased redundancy level.

- (2) The State Legislature or the U.S. Congress may consider providing additional funds, on an emergency basis if necessary, to replace the 1953 pump truck.
 - (3) The State or NPS may obtain second-hand (surplus) firefighting equipment.
 - (4) The State and/or NPS may consider obtaining additional gear and training equipment for the fire volunteers.
-

On July 18, 1990, the Old Hospital burned down. This Old Hospital building, almost 60 years old, was a major historical/cultural asset of the Kalaupapa National Historical Park. Immediately after smoke was sighted around 5:30 a.m., the entire community began to respond. Although the fire volunteers and others mobilized rapidly, the two fire trucks would not mobilize upon ignition; the building was totally engulfed by the time this equipment arrived and burned to the ground despite efforts by volunteers and the community to suppress the blaze with garden hoses and buckets. With strong winds blowing, it was the response of the entire community, including the outstanding job done by the volunteer firefighters, saved other buildings from destruction. The Maui County Fire Department, via helicopter, also quickly responded and provided the backup support.

This sad incident emphasizes the potential fire safety problem at Kalaupapa as well as the need for immediate action and a directed package of assistance required to address most transition issues. While it is important to obtain new fire trucks, it is equally critical to have professional (NPS) fire management capabilities with dedicated time for such chores as continuing equipment readiness as well as the assistance of Maui County fire resources.

The increasingly abundant alien vegetation at Kalaupapa especially in the uninhabited areas is dense. During the dry season, the grass become very dry and the fire hazard is high, compounded by a constant trade wind. The State has improved the fire lanes around the immediate settlement to mitigate the human safety dangers, but additional breaks outside of this populated area would reduce the fire safety hazard at the Peninsula.

NEED

(Please refer to Hsg-3. for funding requirements.)

Especially in view of the aging population, old wooden structures, and dense vegetation, fire prevention has been recommended as the top fire safety priority./88/

If additional funding is obtained, fire gear for firefighters, training equipment including a VCR for self-contained programs, and self-contained

breathing apparatus are desirable assets for the Kalaupapa fire program.

The Sheriff who is appointed by the Department from among nominees of the Kalaupapa Patient Advisory Council is the chief law enforcement officer at Kalaupapa. The Sheriff has the legal authority to appoint and deputize as many police officers as may be authorized by the Department./89/ At the present time, the youngest deputized officer is about 60 years old and the oldest is around 70./90/

Historically, unlawful offenses are generally committed by non-patients, either visitors or worker residents. Patient residents have difficulty in providing information on the last serious criminal activity committed by patient residents. There is, however, documented taking of rare and endangered species (green sea turtle), excessive harvesting of inshore fisheries, and minor drug cultivation./91/

The number of visitors and outsiders is likely to increase at Kalaupapa over time, because of greater awareness of the National Park, the potential canonization of Father Damien, and better understanding of Hansen's disease in general. This outsider traffic growth will require a more visible presence of law enforcement at Kalaupapa.

ISSUE.....

Safe-C.: A means of law enforcement visibility is the use of uniformed officers, marked cars, or other indicators of official vehicles and personnel.

Priority: Near-Term

Options:

- (1) The DOH may consider establishing and instituting a uniform and official identification system for the Sheriff and deputized local officers. Technical advice and implementation assistance could be sought from the Maui County Police Department.
- (2) Marked law enforcement vehicles may become an eventual necessity; however, as an intermediate but practical move in that direction, DOH may consider the feasibility of the use of dome lights and/or removable signage to indicate for outsiders official law enforcement presence.

.....

When the Department determines that Kalaupapa fire and law enforcement personnel cannot deal with situations, the Maui County fire and police departments are contacted for assistance. There has been consistent Maui County cooperation in such contingencies. There is, however, no formal mutual aid compact to institutionalize this type of assistance.

ISSUE.....

Safe-D.: There is a continuing need for outside fire and law enforcement capabilities, which may be addressed formal mutual aid compacts. As the number of outsiders especially Kalaupapa visitors increases, the probability of need for outside aid will likely grow.

Options:

- (1) The State may negotiate formal mutual aid compacts for outside assistance from Maui County fire and police departments in contingency situations, since deployment time from topside is the most efficient.
- (2) The State may be required to fund the costs of formal mutual aid compacts for outside assistance.

NEED

Safe-3.: Mutual aid compact funding.....\$ 10,000

Priority: Immediate.....\$ 10,000

In the past 10 years, assistance from the Molokai police has been requested about eight times: twice for airplane crashes; twice to investigate motor vehicle accidents; and the remainder for drug enforcement./92/ Generally, one or two police officers responded to the Kalaupapa request; the response time, although heavily dependent on the airline schedules, was within 2-3 hours. If the nature of the assistance request were extremely time-critical, the Maui Fire Department has access to a charter helicopter from Kahului (with a 45-minute flying time to Molokai)./93/

Additionally, the Molokai police have requested, albeit less frequently, assistance from Kalaupapa. The most recent was when the Aloha IslandAir plane disappeared (and had crashed) on the east end of Molokai in October 1989./94/ This request focused on the need for alternative emergency communication from topside to Kalaupapa. In case of land-line (telephone system) failure, emergency radio frequency communication would be vital. It has been recommended that consideration be given to linking Kalaupapa into the topside police system./95/ Enhancement of Kalaupapa radio equipment with MPD frequency access should be considered.

Both fire and law enforcement personnel have received in-service training periodically from Maui County officials. These training arrangements have been made informally on an ad hoc basis and meet no professional standards.

Because of the isolation of Kalaupapa, other services to deal with situations which require immediate response should be available.

There is a limited capability for rescue operations, especially maritime rescues since there is no rescue boat, equipment, or training except for cardio-

pulmonary resuscitation. A motorized zodiac boat would enhance current rescue capabilities.

NEED

Safe-4.: Rescue zodiac.....\$ 10,000

Priority: Immediate.....\$ 10,000

Additionally, no marine radios are available for rescue communications. (A circuitous ham-to-shore-to-ham link would have to be employed.)

At least one marine band radio should be available at Kalaupapa. This communications system would be complementary with the recommendations on the police network linkage.

NEED

Safe-5.: Communications equipment.....\$ 25,000

Priority: Immediate.....\$ 25,000

No certified medical capability except for the DOH resident medical staff is available at Kalaupapa.

The enforcement requirements for feral animal control is an important component. Especially during the rainy and fruit (especially mango and guava) seasons, the problem of feral animal intrusion into the settlement is intensified./96/ The deer, pigs, and wild dogs forage and damage at night. There is a resident deer herd of about 200 head, but the major problem are the pigs who root and dig. At the present time, ad hoc control methods are far surpassed by the rate of pig herd reproduction.

Construction of a six-mile fence at the cliffline topside, suggested by the Natural Resource Defense Council in fall 1989, would create a barrier stopping the ingress of wild pigs, goats, and other feral animals./97/ The estimated cost of this cliffline fencing is \$2 million; fencing around the immediate settlement area would cost approximately \$60,000.

NEED

Safe-6.: Perimeter fencing.....\$2,060,000

Priority: Immediate.....\$ 60,000

A proposal from the U.S. Department of Agriculture's Animal Damage Control

program would entail an initial investment of \$15,000, plus \$7,000 annually for control activities maintenance./98/ This wildlife management effort should be coupled with and would complement fencing activities.

NEED

Safe-7.: Animal control program.....\$ 29,000

Priority: Immediate.....\$ 22,000



BARGE WHARF**BACKGROUND:**

Responsible
Agency(s): DOH

Because of the geographic isolation, access into Kalaupapa for the transport of bulk goods can only be done by sea. The airport allows for only air freight by commuter-class aircraft. There are no roads into Kalaupapa; land entry is only by the cliffside trail.

Barge sailings occur twice a year in July and September based on necessary weather conditions and the current needs of the community. Even during calmer periods, barge operators have experienced surging conditions and "bottoming-out". The pier is a critical link in receiving goods and sustaining this community. Alternative transport costs are prohibitive.

The wharf built in 1954 was composed of drums sunk into the water, filled with cement, and topped by substantial wooden pillars./99/ The current wharf was built in 1967 by the U.S. Army Corps of Engineers; in 1970, the Corps removed several boulders that were blocking the harbor and replaced a broken mooring buoy.

The actual title to the barge landing and surrounding land area is somewhat vague. It is believed that the wharf land is under the Department of Hawaiian Home Lands. Since the wharf structure itself was built under Department of Health aegis, its title is presumed to be likewise held by the Department. There is also a question about the oceanside jurisdiction, which may be held by the Department of Land and Natural Resources.

ISSUE.....

Barge-A.: The unclarity of ownership and jurisdiction is likely to make proposed and future improvements more difficult than necessary.

Options:

- (1) The Department of Health may initiate discussions with the other State agencies and NPS to clarify and agree upon defined jurisdiction for the barge wharf.
- (2) Upon determination of jurisdiction, NPS and the Department of Health may execute an agreement to define maintenance responsibilities.

.....

The Kalaupapa pier has a large number of structural cracks in concrete beams and slabs generally caused by age and pier design. Under existing conditions, reduced loads, which restricts incoming cargo and impacts efficient program operations, are now necessary. Existing damage will cause the pier to

continue to erode and deteriorate in weather and sea conditions; this will eventually render the pier unsafe and prohibit the unloading of essential bulk goods at the pier. Reconstruction of a section of the pier and removal of loose rocks in the barge basin near the pier are required.

The State has appropriated funds to repair and make improvements to Kalaupapa Harbor including strengthening of wharf, repair of seawall, dredging (rock removal) of barge basin and other harbor improvements. State funding is as follows:

State Funding: (\$1,000)	FY 1990	1991	1992	1993
	(Appropriated)			
Design	32	---	---	---
Construction	0	394	---	---

These repairs are short-term solutions to an on-going operations and maintenance problem. Because of the declining resident population at Kalaupapa, it will become increasingly difficult (politically) for the State to appropriate the relatively large sums required for Kalaupapa public works projects such as the barge wharf which serves only a limited population. A longer term strategy for public works support and resources is required.

ISSUE.....

Barge-B.: There should be an examination by NPS of the future value of the wharf to the National Park. Although the U.S. Army Corps can take into account recreational benefits and future value in their feasibility studies, future values are discounted at a higher rate than in the past and recreational benefits will be minimized because of the daily limit of 100 visitors. Even though the results of a future Corps feasibility study cannot be pre-determined, the basic economic factor (of a current defacto population of 160 plus 100 maximum visitors) at Kalaupapa are unlikely to yield an adequate level of "Federal interest".

Priority: Near-Term

Option:

- (1) The U.S. Congress may seek to clarify the U.S. Army Corps of Engineers' standard for "Federal interest" as it relates specifically to Kalaupapa.

.....

Several years ago, a boom to launch boats at the wharf was removed due to its deterioration. As indicated in the section on public safety, Kalaupapa is severely limited in marine rescue capabilities. For marine rescue purposes, a boat ramp or launching mechanism would expedite launching of the operation, instead of rescue initiation from beaches elsewhere.

NEED

Barge-1.: Boat launching mechanism.....\$ 50,000Priority: Immediate.....\$ 50,000

Careful planning should be employed in the construction and use of this boat launching mechanism to insure that public liability on its use be minimized and that adequate public information and training is available upon its completion.

The twice-yearly barge service is essentially a charter operation by the State Department of Health, which guarantees approximately \$20,000 of fees for the barge run although shippers/consignees pay the actual shipping fees. These two barge calls bring in more than 95% of all bulk goods required for the daily survival of the community; all ordering of such items is predicated on the barge schedule.

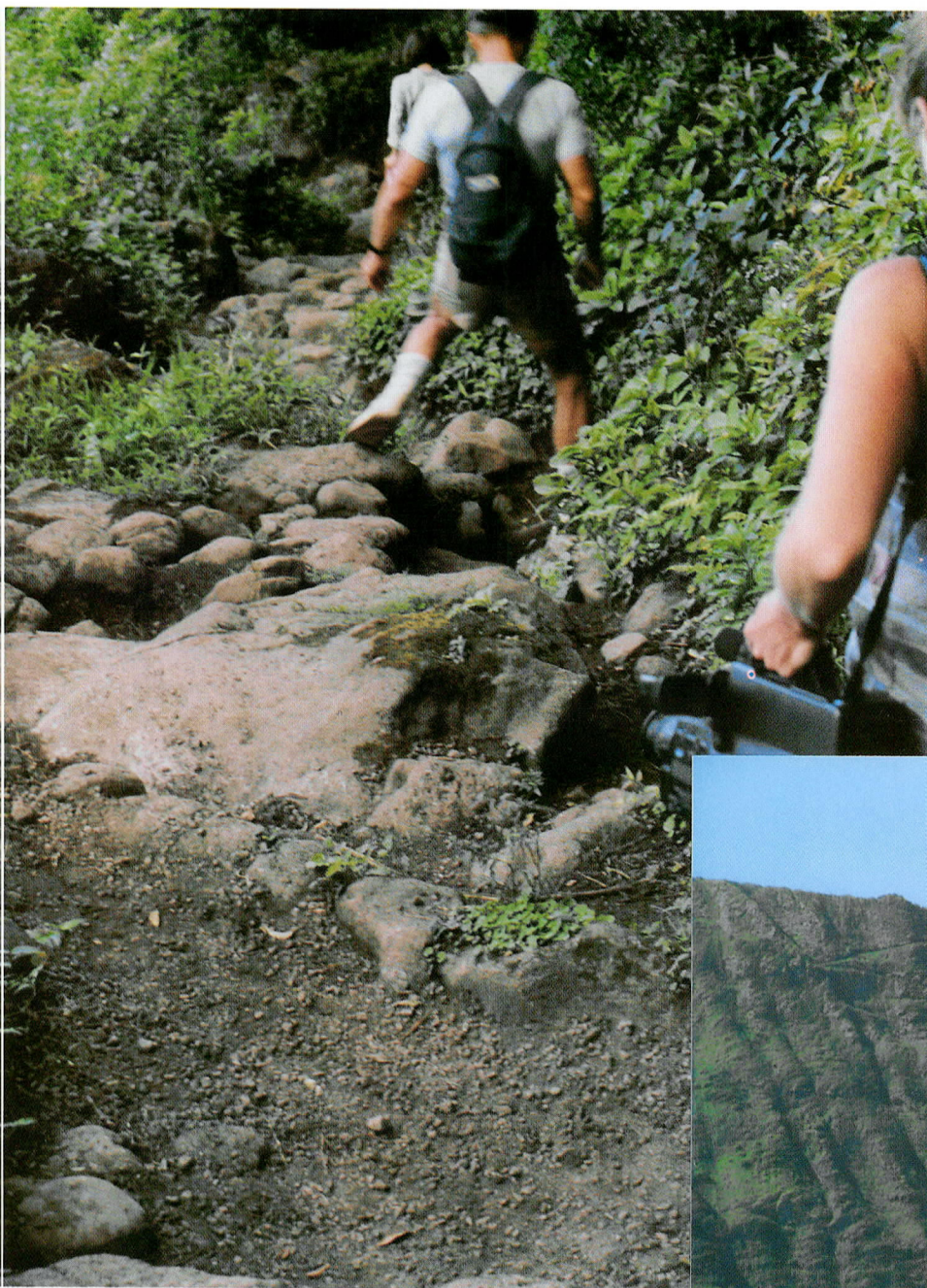
ISSUE.....

Barge-C.: The DOH assumes the (charter) expense of the twice annual barge service to Kalaupapa. As the patient population and concurrently the worker count declines, the Department will be faced with a difficult benefit/cost decision.

Options:

- (1) The State may initiate discussions with NPS on the benefit/cost considerations for its assumption of costs for the charter barge service.
- (2) Other options that may be considered jointly by DOH and NPS include the use of smaller barges and one (vs. 2) barges per year.

.....



PALI TRAIL

BACKGROUND:

Responsible
Agency(s): DOH/DLNR

Molokai is ringed by 14 miles of cliffs of over 1,000 feet in height and of which more than one-fourth have slopes of 20% or more, including the 1,600-foot cliff which separates the main Island (topside) from the Kalaupapa Peninsula./100/ The trail is 2.4-miles long and has 26 switchbacks.

The existing pali trail was widened to a consistent 6-foot width in the 1905-1907 period, almost as it exists today./101/ The regular mail runs from topside had been treacherous and forced the mailman to carry a 2' x 4' piece of lumber after heavy storms in order to ford washed-out spots in the trail. In addition to human use, the trail was also a means of transporting cattle. A 1956 appropriation also included the repair and maintenance funds for the trail.

The Hawaii Department of Land and Natural Resources has an arrangement on use of the pali trail with a private operator. Included in the terms of this agreement is maintenance of the trail, which is being used daily by a maximum of 30 animals and 20 hikers.

A minimum of maintenance has been performed over the years, including: spreading gravel to fill holes; establishing and maintaining drainage; clearing brush; removing loose rocks; periodically replacing the small bridge; building steps; and installing wire fencing in spots. No major improvements have been made since the trail was built. There are only a few remaining sections of the original rock pavement left.

Among normal trail standards are: no obvious tripping hazards, no steps up or down of more than 8 inches, a relatively smooth surface, drainage to preclude destructive erosion, and removal of landslide materials./102/ It has been estimated that a complete rehabilitation of the trail will cost about \$500,000/103/, plus 1-2 full-time maintenance workers./104/ If the rehabilitation is done appropriately, there should be no major rehabilitation work required for a relatively long period of time.

The trail is now used daily by up to 6 Kalaupapa workers. The Department of Health allows two hours per week (\$14-7-11) for a hiking commute. With less experienced hikers, it is likely that the uphill trip will take close to three hours, particularly in the wet Winter months.

ISSUE.....

Trail-A.: On a monthly basis, approximately 200 tourist use the trail, and about half of the Kalaupapa visitors arrive this way. Accidents on the trail appear to be increasing, including a mule falling on its rider, several falls, and broken bones. The trail is in poor condition and the risk of State (and probably NPS) liability from injury are increasing.

Priority: Immediate

Options:

- (1) The State (DOH with DLNR) may develop a maintenance strategy to immediately decrease trail-related injuries and thereby reduce its liability risks.
- (2) The State and NPS may jointly develop a rehabilitation strategy.

NEED

Trail-1.: Trail rehabilitation.....\$500,000

Priority: Immediate.....\$300,000

ISSUE.....

Trail-B.: As the trail's value to Department of Health decreases with its decline as a major user or beneficiary, NPS will be faced with the dilemma of the future value of the trail to the Park program. Given its function and relationship to the Park program, it is reasonable to assume that these responsibilities would be among the first functions accepted after a lease has been executed with the Department of Hawaiian Home Lands.

Priority: Long-Term

.....

At the head of the trail topside, the one-quarter mile connecting roadway is owned by the R.W. Meyer estate. In December 1986, the Meyer board officially closed this dirt road, effective January 1, 1987, due to mounting costs of liability insurance and increasing public complaints about the deteriorating condition of the road./105/ The Meyer estate has considered development of this Palaau parcel and improvement of this trailhead access road. However, it is unlikely that public funds will be available in the near term, especially due to the liability and improvement costs factors.

TELEPHONE SYSTEMS

BACKGROUND:

Responsible
Agency(s):

DOH/
Hawaiian
Telephone
Company

The telephone linkage to Kalaupapa was made in 1932, when a new line was installed from topside to the foot of the trail./106/

The provider of telephone services is Hawaiian Telephone Company. Its transmission lines are strung overhead down the cliff to the Settlement and strung on the same poles as the power lines within Kalaupapa. The existing capacity is 100 pairs of wires; residents report frequent system problems, particularly during inclement weather.

As indicated in the electrical system discussion, Hawaiian Telephone Company has a pending project to rewire the entire system within the Kalaupapa townsite from feeder lines to individual homes. It is anticipated that this phone line system replacement project will be completed in this calendar year.

Although Hawaiian Telephone Company operates the entire telephone system at Kalaupapa, the reality of the situation requires some sharing of responsibilities to ensure continuous service. State workers provide immediate, trouble-shooting response to individual phone maintenance problems under a late 1950's agreement./107/

ISSUE.....

Phone-A.: With rapid changes in technology and simply the passage of over 20 years, a revision of the Hawaiian Telephone agreement appears warranted.

Priority: Immediate

Option:

- (1) The State may begin negotiations to revise its telephone service agreement with Hawaiian Telephone Company in order to reflect contemporary circumstances. Included could be discussion of a regular program to control vegetation along the line system down to Kalaupapa in order to facilitate easier physical monitoring.

.....

The individual billing of Kalaupapa customers does not include the Department of Health expenses for on-the-spot maintenance and repair.

ISSUE.....

Phone-B.: Both Hawaiian Telephone Company and the Department of Health will face the dilemma of efficient delivery of service where operating (especially maintenance) costs are high due to the market being served. Similar to the issue identified in the electrical systems discussion, this problem area will increase in importance unless addressed. Since the majority of the service is billed to individual users, cost recovery on a unit used basis is a reasonable possibility.

Priority: Near-Term

Options:

- (1) The State may develop a telephone service delivery rate to more uniformly reflect unit services costs.
- (2) Hawaiian Telephone Company, if it reimburses the State or other service provider, may establish a separate (and additional) service rate for Kalaupapa. This option will require that Hawaiian Telephone Company provide additional training for the actual personnel that will provide the Kalaupapa service.

.....

Hawaiian Telephone Company has indicated that it has begun studying the feasibility of a microwave system to service Kalaupapa. A microwave system would avoid some current service problems during rainy periods.

ISSUE.....

Phone-C.: There have been tremendous strides made in communications technology. However, new technologies are often expensive; the communities who would benefit the most from these advances are often the least able to afford them and, thus, usually the last to receive these benefits.

Priority: Long-Term

Option:

- (1) The State may evaluate the advancements in technology which are most appropriate to Kalaupapa and could install these technologies there as a demonstration project.

.....

WATER SYSTEM

BACKGROUND:

Responsible
Agency(s): NPS

In the 1940's, the water supply at Kalaupapa came from two catch basins about a mile up Waikolu Valley./108/ Water was brought through 6- and 8-inch cast-iron pipes by gravity flow into storage tanks and then into the distribution system.

The last major improvement to the Waikolu surface water system occurred in the FY 1959-60 period when the pipeline from Waikolu to Kalawao was relayed and reinforced./109/

Over the past decade, there has been a deliberate effort to replace and maintain the feeder distribution lines to and within buildings. The Kalaupapa environment is harsh on metals and the need to use corrosion-resistant materials increases operating costs for the system.

Several years ago, NPS with State funding assistance installed a well to replace the surface water system that currently existed. NPS has staffed the well and pump house to ensure continued delivery of potable water at Kalaupapa.

The existing storage tanks at Kalaupapa were built in 1906./110/ These tanks were constructed without dedicated cleanouts and the roof structures are severely debilitated, making it nearly impossible to clean and keep clean. Current capacity is 172,000 gallons. In the past, this storage capacity was augmented by a 150,000 gallon, wooden tank which is now beyond repair and not in use. This is the sole source of potable water.

Daily consumption averages 110,000 gallons./111/ Reservoir transmission line breaks and mechanical or electrical equipment failures can shut down ground water supply for extended periods of time, although there has been virtually uninterrupted service in the past five years. With the current limited storage capacity, water must be pumped daily.

Since there will be less than two day's supply of stored water, because of the extreme remoteness of an alternative supply, and due to astronomical costs which will be incurred in obtaining outside water, a second well in the same Waikolu aquifer would provide required redundancy against a supply crisis. A second exploratory well adjacent to the current well was drilled in 1983./112/ At 184 feet depth, an extension downward by 350-400 feet could be required. At 1990 costs, drilling of this second well will cost close to \$0.5 million.

ISSUE.....

Water-A.: The remoteness of Kalaupapa to alternative water supply requires redundancy to ensure that essential needs can be met. A crisis management strategy for water at Kalaupapa will involve air freight of the alternative supply, which would quickly exceed any investment on a second well.

Priority: Immediate

Option:

- (1) The DOH and NPS may initiate efforts to develop a second well at the site of the exploratory Waihanau well.

.....

Within the Settlement, water is distributed through 8-, 6-, 4-, 3-, and 2-inch pipe systems. NPS is funding a replacement of the entire delivery system in the townsite with planned installation completed by the end of FY 1992. Base funding for additional NPS staff to maintain the system will increase by about \$40,000.

The water system and replacement tanks are also an integral factor in fire management at Kalaupapa. The current system is unable to provide adequate water pressure for firefighting and storage limitations are insufficient for anything beyond minor fire incidents.

ISSUE.....

Water-B.: Although the funds for water storage improvements have been appropriated, actual construction has not yet begun. Because adequate potable water and water for firefighting are essential components of public health and safety at Kalaupapa, priority attention should be given to implementation and completion of this public works project.

Priority: Immediate

.....

It should be noted that NPS provides free potable water to all patient and State worker residents, while each NPS employee pays a flat monthly rate of less than \$10. The annual cost of NPS water service is about \$35,000./113/

In the 1978 revision of the Hawaii State constitution, there was specific recognition of rights customarily and traditionally exercised for subsistence, cultural, and religious purposes. In recent years, native Hawaiian water rights have become a major issue in the topside Molokai community. Concern about the Waikolu (aquifer) water rights of Kalaupapa patients has been voiced. This Waikolu aquifer is a major source of water for the entire Island of Molokai. Recent topside community discussions and debates over water management plans has only superficially touched on these traditional and customary rights of the Kalaupapa patients to this Waikolu water.

ISSUE.....

Water-C.: The traditional and customary rights of Kalaupapa patient residents related to water have not been clearly defined. The purchase of the

ahupuaa of Waikolu was from native Hawaiians, who would have had legal traditional and customary water rights; therefore, the land transfer also inherently carries with it these same but unspecified rights. There are many beneficiary parties in the water rights scheme of Molokai, including the Kalaupapa patients as well as NPS. Although the rights of any one party are not necessarily exclusive, there may be some inherent conflicts between various interests.

Priority: Near-Term

Option:

- (1) The NPS may initiate a study to define its rights to water within its boundaries and to determine how these rights relate to those of the Kalaupapa patient residents.

.....

As indicated earlier, it is believed that these rights are not exclusive, but could pose an area of potential conflict within the Kalaupapa and Molokai Island communities. A key consideration in policy action that may be taken should be the interrelationship and interdependence of the various parties to each other.

Flooding from runoff just below Waihanau Stream, just past the pump house, has been reported. Because Kalaupapa streams are generally fed from sources originating on or near the steep cliffside, the force of its downstream flows (accelerated by gravity) is often quite strong considering its actual volume. The specific information on the scope and nature of this problem is not available at this time. The U.S. Army Corps of Engineers has Federal flood control responsibilities and can be requested to conduct a reconnaissance flood control study to assess this problem.

ISSUE.....

Water-D.: Once specific data on the Waihanau Stream flooding is compiled, the State or NPS can request the U.S. Army Corps of Engineers to conduct a reconnaissance study of the problem. It must be noted that the issue of U.S. Army Corps "Federal interest" will, however, become a potential barrier in ultimately resolving the problem. (This issue is discussed in more detail in the section on the barge wharf.)

Priority: Immediate

NEED

Water-1.: Waihanau flood control.....\$ 50,000

Priority: Immediate.....\$ 50,000

REQUIREMENTS: The replacement maintenance cycle for pipes are: galvanized, 10+ years; and copper, 20 years. A gross estimate of the State personnel requirements for water system delivery is 0.83 FTE and costs about \$7,000 annually/114/.



AIRPORT

BACKGROUND:

Responsible
Agency(s): HDOT

Work on the Kalaupapa Airport began with the leveling of rock knolls at the tip of the peninsula in 1931./115/ The planned runway would be 2,000-feet by 200- to 500-feet wide. A rest house was also erected in this period.

The airport was officially opened on August 2, 1933 by the U.S. Army, Hawaiian Department./116/ Frequent, but not scheduled service, was provided by Inter-Island Airways (predecessor of Hawaiian Airlines). Landings were occasionally made by military aircraft. Work on surfacing and sodding of the runway and laying of water pipes for grass cover irrigation continued through 1934.

The Kalaupapa Airport is located on the northeast shores of the peninsula. Its runway is 2,760 feet long and 50 feet wide. The runway pavement strength is adequate to support Cessna-400 and DHC-6 aircraft. The asphalt pavement is believe to be layered on sand and gravel without a prepared sub-base; although the pavement crown appears intact, uneven subsidence has caused a "roller coaster" effect.

The Hawaii Aeronautics Commission paved the landing strip in 1953./117/ The runway was reported to have been paved only in the touch-down area with the rest left grassed./118/ The last major runway improvements was completed in the late 1960's when the last 500-feet was paved. Prior to that, there was a 1951 slurry job./119/

There are no navigational facilities, except for wind cones, or lighting at Kalaupapa Airport. Operations are under Visual Flying Rules (VFR), which generally means a obscuration (cloud) ceiling of at least 1,000 feet and a 3-mile visibility. Aircraft maneuvering space is restricted by the 1,600+ feet cliffline about 2 miles south of the airport. Closure due to weather conditions has been estimated at less than 5% of total operating hours.

The runway has a significant cross-wind. Another major runway problem area is the proximity of the north-end (23) to the surfline, which may be considered more serious than the VFR weather limitations. High surf has resulted in 2 closures while the runway was cleaned in the past decade./120/ There have also been reports from pilots of high surf washing on aircraft in the takeoff pattern. A proposed option to rotate the runway by 5% will reduce this surf problem as well as to increase crosswind coverage at the 5-end from 92.3% to 96.9%; below the 95.9% level is considered an operational handicap./121/

The runway specifications do not meet current FAA requirements, but can remain operational because it was constructed prior to the effective date of those minimum length provisions. However, any changes made will require adherence to current FAA standards.

ISSUE.....

Airpt-A.: FAA requirements are essentially established to provide a uniform national minimum standard, in this case specifically for safe flight operations. There is little argument that these national requirements achieve the desired objectives. However, Kalaupapa is geographically, historically, socially, and functionally unique. It is a community totally within a National Park with vast historical assets; Kalaupapa is severely isolated and limited by geography; and, finally, it is the home of former Hansen's disease patients with special health and community needs.

Priority: Immediate

Option:

- (1) In discussions regarding airport plans with FAA officials, the State Directors of Health and Transportation may wish to strongly articulate the unique circumstances of Kalaupapa and may want to request special consideration of these factors in airport policy deliberations.

.....

There is also a proposal to construct airfield lighting which would permit nighttime medical evacuations. At the present time, non-daylight medical evacuations are executed through a multi-step process: first, via County helicopter to topside; then by fixed wing air ambulance to Honolulu. The contracted air ambulance can usually respond within one hour, but delays of up to eight hours have been encountered while a County helicopter under informal aid arrangements can be deployed.

Because of the critical relationship of the air network to the quality of medical care available to Kalaupapa's patient residents, the availability of facilities (or equipment) at the airport is an integral part of the health care delivery system. As indicated previously, over 80% of the patient residents are considered handicapped and only one-third were considered able-bodied. Since it is likely that Kalaupapa air service will continue to be provided only by commuter-class aircraft, actual airplane cabin access would be enhanced by the availability of a forklift. Currently, ambulatory medical referrals are helped or physically carried on board scheduled carriers.

NEED

Airpt-1.: Forklift for cabin access.....\$ 25,000

Priority: Immediate.....\$ 25,000

Although most transit traffic moves along the south shore of Molokai (opposite of Kalaupapa), commuter/sightseeing aircraft, helicopters, and some training aircraft regularly utilize the northern Molokai route; for them,

Kalaupapa would serve as an alternate/emergency landing site.

The apron is covered with "grass-block" (concrete blocks in the ground with soil between blocks planted in grass). Operators have complained that this results in additional maintenance for aircraft tires, landing gear, and propellers.

The State has plans to rotate, regrade, and resurface the existing airport runway, paving the airport vehicle parking area, and repaving the existing airport access road. State and Federal funding is anticipated as follows:

State Funding: (\$1,000)	<u>FY 1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
	(Appropriated)			

Design	150	750	--	--
Construction	850	--	--	--

Fed. Funding: (\$1,000)	<u>FY 1989</u>	<u>1990</u>	<u>1991</u>	<u>1992</u>
	(Anticipated)			

Construction	--	5,000	--	--
--------------	----	-------	----	----

At Hawaii airports aside from Honolulu International Airport, there is generally a disparity between the revenues generated vs. operating costs. At Kalaupapa Airport, revenues in FY 1987-88 were about \$3,700 while expenses were close to \$30,000./122/

The historical air traffic at Kalaupapa has fluctuated from a low of 3,593 total enplanements and deplanements in 1970, up to 10,002 in 1978, dropping again to 3,481 in 1981, and rising to 13,678 in 1988./123/ (Air service issues will be discussed separately.)

ISSUE.....

Airpt-B.: Since the airports system is a revenue-financed program, there is a question about the State's public interest in future operation of Kalaupapa airport solely for National Park visitors, who may be primarily non-residents.

Priority: Long-Term

Options:

- (1) The State Department of Transportation may continue to to operate the Kalaupapa Airport indefinitely or until there are no patient residents.
- (2) The State may offer NPS, with the approval of the U.S. Federal Aviation Administration, the operation and management of Kalaupapa Airport when there are no longer any patient residents.

.....

AIR SERVICE SYSTEM

BACKGROUND:

Responsible

Agency(s):

Aloha

IslandAir

The Kalaupapa community is a unique air service market, similar to almost no other in this country or world. As a former Hansen's disease settlement, its residents have special need for medical and other outside resources frequently provided through the air linkage. Its geographic isolation fosters unique circumstances and problems.

In particular, any carrier serving that market must recognize and accept that:

1. All visitors must be sponsored and, except by special permission, overnight stays are not allowed; thus, a class of "must fly" passengers applies to Kalaupapa;
2. There are no commercial lodgings or food service and there are special administrative problems with accommodating non-DOH guests; and
3. Particularly during the winter months, there are no realistic alternatives to the last flight out of Kalaupapa.

The historic air service trends reflects the declining population in an already tiny market, geographic limitations, and problems inherent in small community service under deregulation./124/ A 1984 U.S. Civil Aeronautics report on the effects of deregulation showed that frequencies at Kalaupapa dropped by 60% and there was almost a three-fourths reduction in available seats during the 1978-84 period./125/

In late November 1988, the Hawaii Departments of Health and Transportation (as the Kalaupapa Parties) requested the U.S. Department of Transportation to determine a minimum level of air service at Kalaupapa, under Sec. 419. of the Federal Aviation Act as amended.

In its request, the Kalaupapa Parties acknowledged that "market economics of the route will play a significant role in the maintenance of service to the Peninsula"./126/ The following concessions were made to accommodate the economic needs of the air carriers:

1. The choice of the nearest (and cheapest) airport as a hub despite the fact that this air linkage (Molokai) does, in fact, require the additional protections under the EAS program;
2. The decision to request a frequency level which is less than the estimated demand but which was closer to the existing (October 1988) schedules;
3. The acceptance of small commuter-class aircraft with one pilot, despite

consumer preference for larger planes with two pilots;

4. Choosing a higher load factor so that the market will make economic sense for the airlines, especially a sole carrier;
5. Opting not to specify seasonal adjustment levels to allow carriers some economic considerations and scheduling flexibility; and
6. Requesting service innovations such as interline arrangements instead of higher frequencies and greater available seats.

ISSUE.....

Airsv-A.: There should be a determination of a reasonable minimum level of Kalaupapa air service by an independent (public) party. This determination should include consideration of:

- a. Time of day scheduling to accommodate patient resident and worker needs;
- b. Availability of additional services, as needed; and
- c. Transport of small animals (pets who are often treated as children of the patient residents), especially to topside.

Priority: Immediate

.....

To date, no final action has been taken. This delay is primarily the result of national funding reductions of the Essential Air Service program. In a letter of February 14, 1990, the Kalaupapa Parties were told that: "...the Department's stated policy in the rule regarding the EAS subsidy appropriations shortfall was that no new points would be added to the program until the necessary funding was available to support them."/127/

The Kalaupapa Parties, individually and collectively, have attempted repeatedly to underscore the necessity to examine their EAS petition apart from the rest of the country.

ISSUE.....

Airsv-B.: The U.S. Department of Transportation is unable to institutionally understand the unique circumstances of Kalaupapa in review of the Kalaupapa EAS petition.

Priority: Immediate

Option:

- (1) The NPS may petition to intervene in the Kalaupapa EAS case to assert

its interests and the special considerations it may believe necessary in carrying out its legal mandate to ensure the well-being of the patient residents and to advance its agency interest in assured maintenance of the air service linkage at Kalaupapa.

.....

Another strategy which was considered and rejected would be unilateral State action. The major difficulty that would be faced by the State is a lack of a standard by which to judge the minimum level of service, lack of experience in setting subsidy levels, and limited access to the Federal aviation regulatory mechanisms such as the licensing and inspection processes and the consumer complaints system that are believed to be part of the effectiveness of the EAS program.

In addition, efforts have been made to negotiate with the current sole carrier to develop mutually acceptable strategies to accommodate Kalaupapa market needs.

The various State agencies could utilize their collective economic clout. Economic tools that are currently available include the funding of State worker and consultant travel. State Department of Health non-patient workers are provided three round-trip air fare expenses per month. In total, this is estimated to amount to \$30,000 per year./128/

ISSUE.....

Airsv-C.: Funding for maintenance of a minimum level of service, including scheduling to assure delivery of services to patients, i.e. by workers who need to "go home" on weekends, etc.

Priority: Immediate

Options:

- (1) The State may continue to pursue an EAS determination from the U.S. Department of Transportation.
- (2) In view of the Federal budgetary limitations, the State may choose to assume almost total burden of potential EAS subsidy, through a combination of sources including purchase of services mechanisms for its Kalaupapa State worker travel.
- (3) The State may establish its own mechanism for maintaining the air service linkage at Kalaupapa.

NEED

Airsv-1.: EAS contingent liability/128/.....\$ 25,000

Priority: Immediate.....\$ 25,000

ISSUE.....

Airsv-D.: The extremely crucial role that air service provides in the daily lives of Kalaupapa residents places unique burdens on the carriers, especially in a sole operator situation. The treatment accorded stranded departing Kalaupapa (non-resident) passengers merits special arrangements for this unique market. (The following options would not be generally offered since such policy decisions are considered by project staff to be strictly within the purview of the private sector; in this case, the exception is being made because of the drastic nature of impacts which could otherwise result.)

Priority: Immediate

Options:

- (1) A sole carrier may increase the turn-around time of the last flight departing Kalaupapa each day and might even consider adding a reasonable, flat surcharge for the additional ground time.
- (2) A sole carrier may negotiate special arrangements with DOH and make Kalaupapa-only provisions for stranded passengers, including:
 - (a) Maintaining a supply of travel kits at Kalaupapa, since the store is not open after the last flight;
 - (b) Providing a reimbursable allowance for notification by the stranded passenger of delayed departure since all telephones, except the airport pay phone, are private or government owned; and
 - (c) Making advance arrangements for lodging and food service for the unexpected overnight stay.
- (3) A sole carrier may provide special notifications to Kalaupapa-bound passengers of schedule changes, especially when such change mean an earlier departure time.
- (4) When calling for Kalaupapa reservations in Honolulu, flights were said to be "sold out". The frequent Kalaupapa traveler has learned from experience that this only means that the seats on the Honolulu/Molokai segment are full. In fact, the Molokai/Kalaupapa leg is rarely totally booked. When a sole carrier provides this kind of information to a visitor or consultant, this effectively cancels trip plans for the specified day or a trip to Kalaupapa, while, in actuality, a Kalaupapa trip may still be possible albeit with a layover on Molokai and a "through" fare system is also available. (Many such travelers are willing to take the additional travel time so that a Kalaupapa trip can be scheduled.) Because the air linkage is vital to the quality and quantity of services provided at Kalaupapa, a sole carrier may want to be particularly careful in making or accepting Kalaupapa reservations when the flight which serves Kalaupapa is booked on the Molokai/Honolulu segment. Offering the

"through fare" option especially by a sole carrier to a potential passenger (especially one who might not travel) would seem to make good marketing sense.

.....

III. SUMMARY OF NEEDS, ISSUES AND OPTIONS

The immediate needs identified by this study are primarily those which are directly related to public health and safety of the Kalaupapa community. These needs are listed in order of priority.

The most critical need is for funding of fire protection and suppression activities. Commitment of financial resources is required to protect human lives and property, as well as to ensure the current and future assets of the Kalaupapa National Historical Park.

IMMEDIATE NEEDS (Up to 2 years)		Total Immediate (in \$1,000)	
<u>Safe-2.</u>	Pump truck replacement.....	\$250	\$250
<u>Safe-1.</u>	NPS Ranger.....	\$ 64	\$ 64
<u>Hsg-3.</u>	Fire control.....	\$ 62	\$ 62
<u>Safe-3.</u>	Mutual aid compact funding.....	\$ 10	\$ 10
<u>Airsv-1.</u>	EAS contingent liability/129/.....	\$ 25	\$ 25
<u>Airpt-1.</u>	Forklift for cabin access.....	\$ 25	\$ 25
<u>Safe-6.</u>	Perimeter fencing.....	\$2,060	\$ 60
<u>Safe-7.</u>	Animal control program.....	\$ 29	\$ 22
<u>Hsg-1.</u>	Housing rehabilitation.....	\$1,000	\$200
<u>Hsg-2.</u>	Paschoal Hall rehabilitation.....	\$500	\$150
<u>Barge-1.</u>	Boat launching mechanism.....	\$ 50	\$ 50
<u>Safe-4.</u>	Rescue zodiac.....	\$ 10	\$ 10
<u>Safe-5.</u>	Communications equipment.....	\$ 25	\$ 25
<u>Trail-1.</u>	Trail rehabilitation.....	\$500	\$300
<u>Water-1.</u>	Waihanau flood control.....	\$ 50	\$ 50

IMMEDIATE ISSUES:

Time: Up to 2 Years
Population: 50+

This immediate issues have been divided into three general categories: (a) public health and safety, (b) administrative/institutional problems, and (c) general welfare. Generally, these categories reflect their order of priority; however, all of these issues are crucial to the continued well-being of the Kalaupapa community and need to be addressed within the stated time period.

The most critical public safety threat is fire and these issues are given the highest priority. Additionally, the ensurance of a continuous supply of water for human consumption as well as for firefighting needs is considered vital.

PUBLIC HEALTH AND SAFETY

Water-B.: Although the funds for water storage improvements have been appropriated, actual construction has not yet begun. Because adequate potable water and water for firefighting are essential components of public health and safety at Kalaupapa, priority attention should be given to implementation and completion of this public works project. (p.II-52)

Gas-A.: Although the barrel storage system is no longer necessary, close to 200 empty gasoline drums are still at the old Kalaupapa storage area; many appear to have signs of corrosion. While it is recognized that all of these drums could not have been taken away during the past summer barges, effort should be made to completely remove this potential hazard to public safety. (p.II-33)

Safe-A.: There will be a continuing and growing problem of a volunteer firefighting labor pool. Although many U.S. communities rely entirely on volunteer fire departments with excellent records, the aging and decreasing pool of patient volunteers, the probable reduction in a pool of State workers, and the special circumstances of predominantly old, wooden structures require consideration. There is also some uncertainty about current fire suppression coverage during weekends. (p.II-36)

Option:

- (1) The State and NPS may establish a paid position for fire management and to enhance weekend coverage.

Hsq-C.: There is a lack of financial and human resources for adequate coverage of all grounds at Kalaupapa by either NPS, DOH, or possibly both collectively. With current grounds maintenance staffing levels totaling about 6.0 FTE and approximately 10,000 acres at the park, it is not surprising that the current worker coverage is insufficient. Especially crucial is the fire prevention, grounds maintenance work during the summer months. (p.II-22)

Options:

- (1) The State Legislature and/or the U.S. Congress may appropriate additional seasonal funds for fire prevention (grounds maintenance) work because of its direct bearing on public health and safety.
- (2) The State may reclassify grounds maintenance work on patient yards as a health service.

Water-A.: The remoteness of Kalaupapa to alternative water supply requires redundancy to ensure that essential needs can be met. A crisis management strategy for water at Kalaupapa will involve air freight of the alternative supply, which would quickly exceed any investment on a second well. (p.II-52)

Option:

- (1) The DOH and NPS may initiate efforts to develop a second well at the site of the exploratory Waihanau well.

Safe-D.: There is a continuing need for outside fire and law enforcement capabilities, which may be addressed formal mutual aid compacts. As the number of outsiders especially Kalaupapa visitors increases, the probability of need for outside aid will likely grow. (p.II-40)

Options:

- (1) The State may negotiate formal mutual aid compacts for outside assistance from Maui County fire and police departments in contingency situations, since deployment time from topside is the most efficient.
- (2) The State may be required to fund the costs of formal mutual aid compacts for outside assistance.

Airsv-A.: There should be a determination of a reasonable minimum level of Kalaupapa air service by an independent (public) party. This determination should include consideration of:

- a. Time of day scheduling to accommodate patient resident and worker needs;
- b. Availability of additional services, as needed; and
- c. Transport of small animals (pets who are often treated as children of the patient residents), especially to topside. (p. II-61)

Airsv-B.: The U.S. Department of Transportation is unable to institutionally understand the unique circumstances of Kalaupapa in review of the Kalaupapa EAS petition. (p.II-61)

Option:

- (a) The NPS may petition to intervene in the Kalaupapa EAS case to assert its interests and the special considerations it may believe necessary in carrying out its legal mandate to ensure the well-being of the patient residents and to advance its agency interest in assured maintenance of the air service linkage at Kalaupapa.

Airsv-C.: Funding for maintenance of a minimum level of service, including scheduling to assure delivery of services to patients, i.e. by workers who need to "go home" on weekends, etc. (p.II-62)

Options:

- (1) The State may continue to pursue an EAS determination from the U.S. Department of Transportation.
- (2) In view of the Federal budgetary limitations, the State may choose to assume almost total burden of potential EAS subsidy, through a combination of sources including purchase of services mechanisms for its Kalaupapa State worker travel.
- (3) The State may establish its own mechanism for maintaining the air service linkage at Kalaupapa.

Hsg-B.: The Department covers areas that are currently in use. NPS, on the other hand, maintains those priority historical areas which often are not regularly used by the current patient residents. At the present time, the Park Service does not have the resources to maintain the entire peninsula. (p.II-22)

Trail-A.: On a monthly basis, approximately 200 tourist use the trail, and about half of the Kalaupapa visitors arrive this way. Accidents on the trail appear to be increasing, including a mule falling on its rider, several falls, and broken bones. The trail is in poor condition and the risk of State (and probably NPS) liability from injury are increasing. (p.II-48)

Options:

- (1) The State (DOH with DLNR) may develop a maintenance strategy to immediately decrease trail-related injuries and thereby reduce its liability risks.
- (2) The State and NPS may jointly develop a rehabilitation strategy.

Water-D.: Once specific data on the Waihanau Stream flooding is compiled, the State or NPS can request the U.S. Army Corps of Engineers to conduct a reconnaissance study of the problem. It must be noted that the issue of U.S. Army Corps "Federal interest" will, however, become a potential barrier in ultimately resolving the problem. (This issue is discussed in more detail in the section on the barge wharf.) (p.II-54)

INSTITUTIONAL/ADMINISTRATIVE PROBLEMS

Adm-1.: The limitations of operations management information have made inclusion of this data in this study unfeasible. Much of this information must be generated and maintained at the services delivery level; the consensus is that such administrative paperwork is of lower priority than actual delivery of services, particularly to patient residents. Although quite understandable, this operations management information will be important to NPS in determining the level of funding required to ensure a smooth transition. (p. II-15)

Option:

- (1) The Department in cooperation with NPS may develop and implement an operations management information system to determine units of effort and unit costs for delivery of each functional service at Kalaupapa.

Airpt-A.: FAA requirements are essentially established to provide a uniform national minimum standard, in this case specifically for safe flight operations. There is little argument that these national requirements achieve the desired objectives. However, Kalaupapa is geographically, historically, socially, and functionally unique. It is a community totally within a National Park with vast historical assets; Kalaupapa is severely isolated and limited by geography; and, finally, it is the home of former Hansen's disease patients with special health and community needs. (p.II-58)

Option:

- (1) In discussions regarding airport plans with FAA officials, the State Directors of Health and Transportation may wish to strongly articulate the unique circumstances of Kalaupapa and may want to request special consideration of these factors in airport policy deliberations.

Barge-A.: The unclarity of ownership and jurisdiction is likely to make proposed and future improvements more difficult than necessary. (p.II-44)

Options:

- (1) The Department of Health may initiate discussions with the other State agencies and NPS to clarify and agree upon defined jurisdiction for the barge wharf.
- (2) Upon determination of jurisdiction, NPS and the Department of Health may execute an agreement to define maintenance responsibilities.

Elect-A.: Recently, Molokai Electric Company became a division of Maui Electric Company (an HEI company). Although the service agreement by the State with Molokai Electric in effect at the time of acquisition is still being honored, it clearly does not appropriately reflect the current circumstances, such as the current routing of the transmission lines. (p.II-29)

Option:

- (1) The State may begin negotiations to revise its electrical service agreement with Maui Electric Company in order to appropriately reflect current corporate as well as Kalaupapa circumstances. Included in these discussions could be a maintenance schedule for ready ground access from the settlement roadway to the bottom Maui Electric tower.

Lease-A.: Because the need for improvements at Kalaupapa is substantial and the current NPS and State resources are not adequate to meet these needs, it is very likely that other Federal sources will be necessary. (p. II-18)

Options:

- (1) The U.S. Congress may amend the enabling legislation to clarify the issue of Federal funding of capital improvement on leased (HHL) land at Kalaupapa. Although it is possible to amend authorizing legislation of each appropriate Federal program, it would appear to be more efficient to provide blanket clarification language in the Kalaupapa park law.
- (2) The U.S. Congress may amend the enabling legislation of each Federal program applicable to the needs of Kalaupapa. This, of course, will mean that time delays should be figured into implementation schedules to allow for necessary lead time in authorizing eligibility.

Phone-A.: With rapid changes in technology and simply the passage of over 20 years, a revision of the Hawaiian Telephone agreement appears warranted. (p.II-50)

Option:

- (1) The State may begin negotiations to revise its telephone service agreement with Hawaiian Telephone Company in order to reflect contemporary circumstances. Included could be discussion of a regular program to control vegetation along the line system down to Kalaupapa in order to facilitate easier physical monitoring.

Road-A.: There is no institutional system for cyclic maintenance of roads at Kalaupapa at the current time. (p.II-26)

Options:

- (1) The U.S. Congress may amend the enabling legislation to specify responsibilities for road projects in order to broadly define how NPS will carry out the mandate to protect the lifestyle of the patient residents so long as they desire to remain there.
- (2) The U.S. Congress may clarify Federal vs. State responsibilities for community-support services for so long as there are patient residents at Kalaupapa. Because the hearing record clearly states the concern for the continued well-being of the patient residents, specificity of responsibility through amendment of the Kalaupapa National Historical Park law would clarify how NPS or the State can provide community related services to the patient community.

Road-C.: There is some confusion within State government about the responsibilities for Kalaupapa roads. Some feel that roads are within the purview of the Department of Transportation, i.e. wherein the State budget the line items and legal roadway title/responsibilities are placed. This confusion is rooted in the history of Kalaupapa as the separate Kalawao County and the Department of Transportation's general method of financing highway improvements (through a special fund). (p.II-28)

Options:

- (1) DOH may transfer legal title and responsibilities to the Department of Transportation which would allow for direct jurisdiction and authority on maintenance responsibilities for as long as patient residents remain. Certain criteria must be met before any transfer to the State highway system can be accomplished; it is likely that the roads at Kalaupapa will not meet such standards.
- (2) DOH may transfer legal title and responsibilities for the Kalaupapa roads to NPS.
- (3) DOH may continue to assume responsibilities for road improvements, but may wish to lease certain roadways to NPS.

Comm-B.: Ten years have elapsed since the authorization of the Kalaupapa National Historical Park. The process for transition planning and implementation has not yet been systematized on the Federal or State level. This long lag period has fueled natural anxieties about impending or potential change in the Kalaupapa community. (p.II-16)

Options:

- (1) The U.S. Congress may require the NPS Kalaupapa Advisory Commission to meet at least annually at Kalaupapa specifically to discuss and address NPS and DOH:
 - (a) Initiatives in transition planning;
 - (b) Agreed upon work plans and schedules for implementation of transferring service delivery responsibilities;
 - (c) Priorities for programs at Kalaupapa in the next fiscal year, including available funding; and
 - (d) Identify new or emerging transition issues.

GENERAL WELFARE

Hsg-D.: Although the Hale Mohalu housing project may provide homes for some current Kalaupapa patients, consideration should be given to maintaining the "sense of community" at Kalaupapa. This would be particularly critical if the State commits to a high rate of subsidy in order to ensure the allocation of units at the new Hale Mohalu (Pearl City) facility. (p.II-23)

Options:

- (1) The State may consider some means, including allowing "second home" leasing for current patient residents, which would allow those who choose to leave Kalaupapa (on a full-time basis) to maintain a sense of personal identity. This would also foster greater preservation of the existing buildings since any habitation tends to decrease the structure's deterioration. Should this option be adopted, certain parameters are recommended:

(a) Unless there is no waiting list for single family dwellings, units in group facilities be offered first;

(b) Certain domicile requirements, perhaps similar to the U.S. tax provisions on second homes, be employed in lease provisions;

(c) Reasonable financial lease arrangements be offered provided that the unit be maintained according to standards established by the Department or NPS.

Wkrs-A.: Attracting and retaining a skilled and dedicated work force at Kalaupapa is and will continue to be a significant challenge, particularly during the transition period. Working at Kalaupapa is hardship duty; it is strongly advised that very serious consideration be given to those state workers who already have a proven record of service. (p.II-13)

Options:

- (1) The State and NPS may develop a staffing plan for phasing out and phasing in of Kalaupapa positions.
- (2) The State legislature may establish an early retirement program for those workers with some minimum years of service in those jobs that will be phased out.
- (3) The State may provide career counseling for Kalaupapa workers that may be affected by this transition as well as pre-employment counseling for new Kalaupapa employees. Perhaps, the best system of pre-employment counseling would be the use of selected current Kalaupapa workers who could be given some additional training to carry out this task.
- (4) The U.S. Congress may establish a special priority for Kalaupapa State workers seeking Federal positions.
- (5) The State legislature and the U.S. Congress may establish a special priority for Kalaupapa workers seeking positions at topside on Molokai or other positions established at Kalaupapa.

Wkrs-B.: These workers in group and individual interviews indicated that there would be need to be special worker assistance, in business startups and Federal/State bidding processes, if this option were to be selected. State and Federal agencies have current programs to encourage entrepreneurship; with some outside support, these programs can be tailored for these Kalaupapa workers and would allow them to

make an informed career choice. (p.II-14)

Option:

- (1) The State and NPS may obtain assistance of Federal and State entrepreneurship programs for Kalaupapa workers who may be faced with near-term individual career decisions.

Elect-C.: The current policy of billing only NPS power use does not encourage individual energy conservation since no direct cause-effect impacts result to each user. A conservation ethic should make good sense for DOH because of the high cost of providing power at Kalaupapa. (p.II-31)

Option:

- (1) DOH may consider setting a reasonable per capita electrical allowance for State workers, above which the individual would be responsible for such expenses incurred. This option is not intended to reduce State worker benefits, simply to encourage conservation. (For those who exercise a strong conservation discipline, this could well mean a small additional cash benefit.)

Airsv-D.: The extremely crucial role that air service provides in the daily lives of Kalaupapa residents places unique burdens on the carriers, especially in a sole operator situation. The treatment accorded stranded departing Kalaupapa (non-resident) passengers merits special arrangements for this unique market. (The following options would not be generally offered since such policy decisions are considered by project staff to be strictly within the purview of the private sector; in this case, the exception is being made because of the drastic nature of impacts which could otherwise result.) (p.II-63)

Options:

- (1) A sole carrier may increase the turn-around time of the last flight departing Kalaupapa each day and might even consider adding a reasonable, flat surcharge for the additional ground time.
- (2) A sole carrier may negotiate special arrangements with DOH and make Kalaupapa-only provisions for stranded passengers, including:
 - (a) Maintaining a supply of travel kits at Kalaupapa, since the store is not open after the last flight;
 - (b) Providing a reimbursable allowance for notification by the stranded passenger of delayed departure since all telephones, except the airport pay phone, are private or government owned; and
 - (c) Making advance arrangements for lodging and food service for the unexpected overnight stay.
- (3) A sole carrier may provide special notifications to Kalaupapa-bound passengers of schedule changes, especially when such change mean an earlier departure time.
- (4) When calling for Kalaupapa reservations in Honolulu, flights were said to be "sold out". The frequent Kalaupapa traveler has learned from experience that this only means that the seats on the Honolulu/Molokai segment are full. In fact, the Molokai/Kalaupapa leg is rarely totally booked. When a sole carrier provides this kind of information to a visitor or consultant, this effectively cancels trip plans for the specified day or a trip to Kalaupapa, while, in actuality, a Kalaupapa trip may still be possible albeit with a layover on Molokai and a "through" fare

system is also available. (Many such travelers are willing to take the additional travel time so that a Kalaupapa trip can be scheduled.) Because the air linkage is vital to the quality and quantity of services provided at Kalaupapa, a sole carrier may want to be particularly careful in making or accepting Kalaupapa reservations when the flight which serves Kalaupapa is booked on the Molokai/Honolulu segment. Offering the "through" fare option especially by a sole carrier to a potential passenger (especially one who might not travel) would seem to make good marketing sense.

NEAR-TERM ISSUES:

Time: Up to 10 Years
Population: 16-50

PUBLIC HEALTH AND SAFETY

Safe-B.: The age of the second fire truck presents an obvious need to begin replacement planning. A system to continually replace critical equipment and to establish some level of equipment redundancy are essential to human health and public safety. (p.II-37)

Options:

- (1) The State may develop at least a 10-year plan for replacement and maintenance of critical public safety equipment. This plan should include a mix of new and surplus fire equipment acquisition in order to assure constant availability and an increased redundancy level.
- (2) The State Legislature or the U.S. Congress may consider providing additional funds, on an emergency basis if necessary, to replace the 1953 pump truck.
- (3) The State or NPS may obtain second-hand (surplus) firefighting equipment.
- (4) The State and/or NPS may consider obtaining additional gear and training equipment for the fire volunteers.

Hsg-A.: As the number of patients declines and the severity of the physical handicaps of those remaining increases, the disparity between the missions of historic preservation needs vs. the quality of life requirements for patient residents, which includes housing of resident workers, will likely become more visible. Differences of NPS and DOH (basic mission) priorities have generally been resolved, albeit sometimes with considerable effort on the part of both agencies, on a case-by-case basis. (p.II-21)

Barge-B.: There should be an examination by NPS of the future value of the wharf to the National Park. Although the U.S. Army Corps can take into account recreational benefits and future value in their feasibility studies, future values are discounted at a higher rate than in the past and recreational benefits will be minimized because of the daily limits of 100 visitors. Even though the results of a future Corps feasibility study cannot be pre-determined, the basic economic factor (of a current defacto population of 160 plus 100 maximum visitors) at Kalaupapa are unlikely to yield an adequate level of "Federal interest". (p.II-45)

Option:

- (1) The U.S. Congress may seek to clarify the U.S. Army Corps of Engineers' standard for "Federal interest" as it relates specifically to Kalaupapa.

Safe-C.: A means of law enforcement visibility is the use of uniformed officers, marked cars, or other indicators of official vehicles and personnel. (p.II-39)

Options:

- (1) The DOH may consider establishing and instituting a uniform and official identification system for the Sheriff and deputized local officers. Technical advice and implementation assistance could be sought from the Maui County Police Department.

- (2) Marked law enforcement vehicles may become an eventual necessity; however, as an intermediate but practical move in that direction, DOH may consider the feasibility of the use of dome lights and/or removable signage to indicate for outsiders official law enforcement presence.

Elect-B.: With the likelihood of resident population changes at Kalaupapa as well as the concurrent growth in the NPS presence, projections of the future demand levels will be necessary to ensure that the electrical delivery system remains adequate. (p.II-31)

Option:

- (1) The State, NPS, and Molokai Electric Company may jointly undertake a future demand study in order to enhance electrical services delivery planning.

Phone-B.: Both Hawaiian Telephone Company and the Department of Health will face the dilemma of efficient delivery of service where operating (especially maintenance) costs are high due to the market being served. Similar to the issue identified in the electrical systems discussion, this problem area will increase in importance unless addressed. Since the majority of the service is billed to individual users, cost recovery on a unit used basis is a reasonable possibility. (p.II-51)

Options:

- (1) The State may develop a telephone service delivery rate to more uniformly reflect unit services costs.
- (2) Hawaiian Telephone Company, if it reimburses the State or other service provider, may establish a separate (and additional) service rate for Kalaupapa. This option will require that Hawaiian Telephone Company provide additional training for the actual personnel that will provide the Kalaupapa service.

Road-B.: As indicated in the previous section on leased lands, the Federal Highway Administration eligibility for park roads program funds requires Federal title, which may never apply to Kalaupapa. (p.II-26)

Options: Refer to Lease 1. options

ADMINISTRATIVE/INSTITUTIONAL PROBLEMS

Lfill-A.: Since the current permit will expire in about 18 months and the landfill responsibilities transfer to NPS is not likely to occur within this interval, the next logical transfer point would be 1996. (p.II-34)

Option:

- (1) The transfer of the landfill responsibilities should be planned to coincide with the issuance of a new permit.

Comm-A.: The Kalaupapa Advisory Commission has been very effective in advising on the development and operation of a unique program (as specified in P.L. 96-565, Sec. 108(d)). Maintenance of this Commission mechanism will enhance the opportunities for appropriate stewardship by NPS. The (wait-and-see) status quo is perceived to be adding to the patient community's uncertainty about the transition. (p.II-16)

Option:

- (1) The U.S. Congress may extend the sunset of the Commission by 25 years from 2005 (25 years from P.L. 96-565) to 2030 or until there are no longer patient residents at Kalaupapa, whichever is sooner.

Water-C.: The traditional and customary rights of Kalaupapa patient residents related to water have not been clearly defined. The purchase of the ahupuaa of Waikolu was from native Hawaiians, who would have had legal traditional and customary water rights; therefore, the land transfer also inherently carries with it these same but unspecified rights. There are many beneficiary parties in the water rights scheme of Molokai, including the Kalaupapa patients as well as NPS. Although the rights of any one party are not necessarily exclusive, there may be some inherent conflicts between various interests. (p.II-53)

Option:

- (1) The NPS may initiate a study to define its rights to water within its boundaries and to determine how these rights relate to those of the Kalaupapa patient residents.

Lfill-B.: There is currently no consistent recycling program at Kalaupapa, which would reduce landfill inputs. Some individual efforts are, however, being made to recycle aluminum cans. But there is no public policy supporting this type of effort. (p.II-34)

Option:

- (1) The State may institute or support recycling demonstration projects at Kalaupapa in order to determine benefits/costs of such of such efforts.

Elect-D.: Various studies over the last decade have indicated the potential for wind and solar port generation to meet certain needs at Kalaupapa. To date, no definitive action has been taken to initiate such small-scale alternative energy projects. (p.II-32)

Option:

- (1) The DOH and NPS may explore potential funding sources to implement those small-scale alternative energy projects already determined as feasible methods to conserve energy and reduce power generation costs.

GENERAL WELFARE

Hsg-E.: Present housing policies based on current need have not considered the decreased demand (and population) in future years. Habitation of a building is a means to extend its life. Any proposed change, however, must ensure that consideration be given to the patients' desire to maintain their privacy. (p.II-24)

Options:

- (1) The Kalaupapa patient community, DOH, and NPS may consider the feasibility and desirability of allowing immediate relatives of patients to reside there on a full-time basis, as long as the patient remains at Kalaupapa. Serious discussion will be necessary to determine the actual user fees required; it cannot be presumed that non-patient beneficiaries will be accorded the same level of public services as patient residents.

- (2) The Kalaupapa patient community, DOH, and NPS may consider the feasibility and desirability of establishing special visitor group facilities, utilizing existing buildings, for short-term stays in order to generate high value, non-public revenues to support the continued maintenance of the Kalaupapa community. There should be a firm agreement among these three primary parties before the Department of Hawaiian Home Lands is consulted.

LONG-TERM ISSUES:

Time: Over 10 Years
Population: Less than 16

Reloc-A: If the net costs of operating the Kalaupapa community are divided by the number of patient residents, it would appear that the per capita payment rate would be sufficiently high and long-term cost savings may be achieved. However, this concept would require a 100% implementation and it must be remembered that some still feel that "...if they try to force us to leave Kalaupapa, I will commit suicide."/35/ (p.II-4)

Options:

- (1) DOH may poll the patient residents to determine the desirability of this relocation allowance concept.
- (2) If the poll of patient residents indicates an interest in the relocation allowance concept, DOH may develop a concept paper, including an estimate of a per patient relocation allowance and discussion of benefit/cost, and may hold extensive community forums and discussions on these findings over the course of at least five years before implementation.

Airpt-B: Since the airports system is a revenue-financed program, there is a question about the State's public interest in future operation of Kalaupapa airport solely for National Park visitors, who may be primarily non-residents. (p.II-59)

Options:

- (1) The State Department of Transportation may continue to to operate the Kalaupapa Airport indefinitely or until there are no patient residents.
- (2) The State may offer NPS, with the approval of the U.S. Federal Aviation Administration, the operation and management of Kalaupapa Airport when there are no longer any patient residents.

Barge-C: The DOH assumes the (charter) expense of the twice annual barge service to Kalaupapa. As the patient population and concurrently the worker count declines, the Department will be faced with a difficult benefit/cost decision. (p.II-46)

Options:

- (1) The State may initiate discussions with NPS on the benefit/cost considerations for its assumption of costs for the charter barge service.
- (2) Other options that may be considered jointly by DOH and NPS include the use of smaller barges and one (vs. 2) barges per year.

Phone-C: There have been tremendous strides made in communications technology. However, new technologies are often expensive; the communities who would benefit the most from these advances are often the least able to afford them and, thus, usually the last to receive these benefits. (p.II-51)

Option:

- (1) The State may evaluate the advancements in technology which are most appropriate to Kalaupapa and could install these technologies there as a demonstration project.

Trail-B.: As the trail's value to Department of Health decreases with its decline as a major user or beneficiary, NPS will be faced with the dilemma of the future value of the trail to the Park program. Given its function and relationship to the Park program, it is reasonable to assume that these responsibilities would be among the first functions accepted after a lease has been executed with the Department of Hawaiian Home Lands. (p.II-49)

CONCLUDING REMARKS

The worst fear harbored by the project staff is that Kalaupapa as a community might well disappear within the next several decades, before there are no longer patient residents; the community has already survived tremendous hardships. The already huge odds caused by geo-economic factors will increase with patient population decreases. Steps must be taken immediately to preserve and maintain basic infrastructure systems, since even a two year deferral of action could well destroy potential future benefits of the fragile assets at Kalaupapa.

Any efforts to plan and implement a smooth, humane transition could well be overtaken by events, unless immediate initiatives are launched. The State and Federal guarantees made to the patient residents would truly ring hollow if the passage of time overtakes this process. It would be a sad indictment, indeed, of good intentions, poor strategic planning, and too late action.

Project staff wish to offer some observations over the course of this project which may be useful in future Kalaupapa efforts.

Priorities. The priorities at Kalaupapa are well-known and articulated clearly by patients and workers. These concerns, problems, needs, and desires are as broad as can be seen more visibly in any large community. However, these sentiments have generally not reached the ears of those in high policy and decisionmaking positions.

Little is known about the contemporary Kalaupapa outside the Makenalua Peninsula. There is a legitimate and persuasive story to be told about Kalaupapa. It has a right to be told and must be shared if some perennial problems are ever to be resolved. Only those who live at Kalaupapa can truly convey these sentiments; outsiders can only be second-hand informants. The adage "out of sight and out of mind" applies geometrically with distance from Kalaupapa.

As the transition progresses, the distance will be expected to increase between Kalaupapa and the decisionmakers, proportionate to population decreases. The normal difficulties encountered in effecting an understanding of a community or park that does not fit into conventional categories will be multiplied. No individual in our American society can assume that our public policymakers know and understand the broad range of problems and needs today. Silence can well mean that that decisions with serious negative impacts on Kalaupapa (without any malicious intent, or out of ignorance) may well be made.

Need and Performance. There is very little aggregated documentation of the problems and special needs of Kalaupapa as a total community or county. Kalaupapa as a community has a rich historical heritage, is faced with some massive and complex issues, and is blessed with a wealth of human knowledge and strength.

Additionally, the capacity to determine the level of effort expended and actual accomplishments is limited, due to the lack of justification materials.

It is apparent that personal and professional decisions are being made daily to take necessary action, rather than to complete the requisite paperwork as detailed earlier.

But, few can and will appreciate this contemporary situation without repeated visits and tremendous research effort. It is hoped that this document will fill part of this void; reports like this, however, can only take snapshots fixed in time, while the needs and problems are likely to change with time. A paper trail is a means to translate Kalaupapa's concerns to those who have not been to the peninsula and have little time to spare to undertake extensive research.

Uncertainty. Uncertainty of future plans for Kalaupapa has bred considerable concern and, in some cases, significant personal fears. Although not a deliberate act, these errors of omission have resulted in unnecessary individual anguish and, we believe, an inadvertent abrogation of the spirit of the guarantees to this special community. A healthy community cannot bear the burden of such pressure for very long.

Decisions affecting Kalaupapa will be made, either by direct action or omission. In some cases, hesitation to deal now with these transition issues can mean that later efforts could be overtaken by events.

Complexity. The problems and issues at Kalaupapa are complex. There are really no easy problems at Kalaupapa; there will be no easy answers. This report identified a great number of needs which could be mitigated by increased funding. More money, of course, generally helps.

But many other issues also were defined. These problems will require dedicated attention by Federal and State policymakers as well as the Kalaupapa patient and worker community. A commitment to deal with the issues, a dedication to resolving problems and differences, a willingness to listen and to compromise, and a persistence in implementation of agreed upon actions are the transition challenges. An intrinsic part of the Kalaupapa legacy is the inner strength of humankind. Any other community would not withstand the pressure of such transition challenges very well. But, the Kalaupapa community, I firmly believe, will be more than equal to these future tests.

CAROLYN K. IMAMURA
Honolulu, Hawaii

IV. ENDNOTES AND REFERENCES

ENDNOTES

I. INTRODUCTION

- /1/ Linda W. Greene, Historic Resource Study, Exile in Paradise: The Isolation of Hawai'i's Leprosy Victims and Development of Kalaupapa Settlement, 1865 to Present, Denver: U.S. Department of the Interior, National Park Service, September 1985, p.xxxvi.
- /2/ State of Hawaii, Department of Business and Economic Development, Data Book, various years (1986, Table 159, p.166).
- /3/ Mary Laurence Hanley, O.S.F. and O.A. Bushnell, A Song of Pilgrimage and Exile, 1980, p.118.
- /4/ State of Hawaii, et. al., Alternative Study for the Future of the Kalaupapa Leprosy Settlement, Molokai, Hawaii (Preliminary Review Draft), November 1976, p.18.
- /5/ State of Hawaii, et. al., op.cit., p.18.
- /6/ C.K. Imamura, "Damien Day at Kalaupapa Airport", unpublished manuscript, 1989.
- /7/ Peter Thompson, "Kalaupapa National Historical Park Soon to Mark 10th Anniversary", Moloka'i News, March 15, 1990.
- /8/ Linda W. Greene, September 1985, op.cit., p.1-35.
- /9/ Peter Thompson, "Issue Briefing", U.S. Department of the Interior, National Park Service, Kalaupapa National Historical Park, September 21, 1989, n.p.
- /10/ Peter Thompson, "Kalaupapa National Historical Park Soon to Mark 10th Anniversary", Moloka'i News, March 15, 1990.
- /11/ U.S. Department of the Interior, National Park Service, Statement for Management, Kalaupapa National Historical Park, Molokai, Hawaii, Washington, D.C.: U.S. Department of the Interior, 1987, p.2-4.
- /12/ Peter Thompson, Moloka'i News, March 15, 1990, op.cit.
- /13/ Unless otherwise noted, quotations in this subsection are from: U.S. Department of the Interior, National Park Service, Proposal for the Establishment of the Kalaupapa National Historical Preserve, 1987.
- /14/ Some believe that failure of the U.S. investigation facility was only partially attributable to Hawaiian culture; there was also substantial fear of the disease by the hospital staff and the major difficulty of conducting research at such an isolated site. It should also be noted that only 9 people ever volunteered for this research program that only had a total capacity of 12.
- /15/ Ted Gugelyck and Milton Bloombaum, Ma'i Ho'oka'awale, The Separating Sickness, Honolulu: University of Hawaii Press, 1979, p.106.
- /16/ Bernard Punikala, personal communication, May 1990.

- /17/ State of Hawaii, et. al., November 1976, op.cit., p.50.
- /18/ State of Hawaii, et. al., November 1976, ibid.
- /19/ State of Hawaii, et. al., November 1976, ibid., p.92-93.
- /20/ State of Hawaii, et. al., November 1976, ibid., p.93.
- /21/ Public Law 100-202, Title I (101 Stat 1329-220, 16 USC 410jj-3), Fiscal Year 1988 Appropriations Act.
- /22/ Peter Thompson, September 21, 1989, op.cit.
- /23/ Anonymous, personal communication, April 1990.
- /24/ Anonymous, personal communication, April 1990.

II. ASSESSMENT BY FUNCTIONAL AREAS

- /25/ Ted Gugelyk and Milton Bloombaum, 1979, op.cit., p.117.
- /26/ Linda W. Greene, September 1985, op.cit., p.549.
- /27/ Linda W. Greene, September 1985, ibid., p.564.
- /28/ State of Hawaii et. al., November 1976, op.cit., p.51-52.
- /29/ State of Hawaii et. al., November 1976, ibid., p.51.
- /30/ State of Hawaii, November 1976, ibid., p.52.
- /31/ State of Hawaii, November 1976, ibid., p.60-62.
- /32/ Ted Gugelyk and Milton Bloombaum, 1979, op.cit., p.32.
- /33/ State of Hawaii et. al., November 1976, op.cit., p.53. Note: the age information was increased to reflect the 10 years since the collection of this information (i.e., 60 vs. 50 years).
- /34/ State of Hawaii et. al., November 1976, ibid., p.53. Note: the age distinction was increased by 10 years (60 vs. 50 years).
- /35/ Ted Gugelyk and Milton Bloombaum, 1979, op.cit., p.32.
- /36/ State of Hawaii et. al., November 1976, op.cit., p.160-163.
- /37/ State of Hawaii et. al., November 1976, ibid., p.160-163.
- /38/ Bryan Harry from data provided by Dr. Oliver Hasselblad, unpublished table, 1981.
- /39/ The total number of hours per full-time equivalent used is 1,584 per year, based on 1,920 (gross) work-hours minus 168 hours of paid vacation leave and 168 hours of paid holiday time:

40 hrs./wk.	x	4 wks./mo.	x	12 mos./yr.	= 1,920
21 days/yr.	x	8 hrs./day of paid vacation leave			= - 168
<u>12 days/yr.</u>	<u>x</u>	<u>8 hrs./day of paid holidays</u>			<u>= - 96</u>
Total hours/year					= 1,656

- /40/ HRS §326-28: "It shall be unlawful for the department of health or its agents to sell or offer for sale any merchandise at the Kalaupapa store at prices exceeding the actual cost thereof, free on board or any other means of transportation at Honolulu."
- /41/ Linda W. Greene, September 1985, op.cit., p. 51-52.
- /42/ Linda W. Greene, September 1985, ibid., p. xxxvi.
- /43/ Linda W. Greene, September 1985, ibid., p. 65.
- /44/ Linda W. Greene, September 1985, ibid., p. 527.
- /45/ The one worker had three years elsewhere out of a total of 20 years of state service.
- /46/ HRS §76-43 requires that rules and regulations relating to classified personnel demotions and reclassifications be promulgated.
- /47/ Albert G. Baldwin, personal communication, February 1990
- /48/ Linda W. Greene, September 1985, op.cit., p. 477.
- /49/ Kalaupapa Parties (Hawaii Departments of Health and Transportation), Petition for Determination of Essential Air Service for Kalaupapa, Molokai, Hawaii (Docket EAS-828), November 28, 1988, p. 6 (compressed copy)
- /50/ Peter Thompson, September 21, 1989, op.cit.
- /51/ Please refer to Attachment for detailed information.
- /52/ Please refer to Attachment for detailed information.
- /53/ Neal Borgmeyer, personal communications, April 1990.
- /54/ State of Hawaii et. al., November 1976, op.cit., p.160-163.
- /55/ Anonymous, personal communication, January 1990.
- /56/ Requirements are based on the following FTE estimates:
- | | | |
|------------|-------|--|
| Carpentry | 1.800 | Based on three carpenters and 60% time for residential work, 30% for administration/public facilities, and 10% for the hospital and boarding home. |
| Electrical | 0.188 | For appliances, incl. home (0.188 FTE); Pole Building (see elect.) |
| Fumigation | -0- | Assumes special contracting |
| Phone | 0.125 | |

Plumbing	0.174	Repair/maintenance (0.174 FTE or 288 hrs.)	
		Basis: 2 hrs./home x 12 homes/mo. x 12 mo./yr.	= <u>288</u>
		materials	= \$4K/yr.
Grounds	0.097	Grounds Maintenance (0.097 FTE or 160 hrs.)	
		Basis: (24 homes, McVeigh, Bishop) = 8 hrs./time	
		12 (winter) + 8 (summer) = x 20 times	= <u>160</u>
Cemeteries	0.232	Cemeteries (0.20 FTE or 384 hrs.)	
		Basis: 2 days/mo. x 12 mos./yr. x 2 men	= <u>384</u>

/57/ Linda W. Greene, September 1985, op.cit., p. 467, 513.

/58/ Linda W. Greene, September 1985, ibid., p. 513.

/59/ Marybeth Y. Maul, personal communication, February 1990.

/60/ Cold patch (2.899 FTE or 4800 hrs.) Basis: 10 days/mo. x 5.0 men x 12 mos. = 4800 hrs.

/61/ Linda W. Greene, September 1985, op.cit., p. 385.

/62/ Linda W. Greene, September 1985, ibid., p. 385.

/63/ Henry N. Yamashita, "Kalaupapa Feeder Line", n.d. (c. 1962).

/64/ Henry N. Yamashita, n.d. (c. 1962), ibid.

/65/ Henry N. Yamashita, n.d. (c. 1962), ibid.

/66/ David Decosta, personal communications, February 1990.

/67/ Maui Electric Company (Molokai Division) staff, personal communications, March 1990; the helicopter accident occurred in April 1981.

/68/ David Decosta, personal communications, February 1990.

/69/ David Decosta, personal communication, February 1990.

/70/ Molokai Electric Company, personal communications, March 1990.

/71/ Molokai Electric Company, personal communications, March 1990.

/72/ Marybeth Y. Maul, personal communication, September 1989.

/73/ Maui Electric Company, rate schedules in effect March 1990.

/74/ State of Hawaii, Department of Business and Economic Development, Data Book, Honolulu: State of Hawaii, 1988, p. 448, Table 498.

/75/ Letter from Calvin A. Kuwanoe (Manager, Engineering) to project.

- /76/ Electrician: for Overhead work (0.375 FTE); Pole-Building work (0.313)
Basis: Overhead/pole-bldg.....\$100K/yr.
- /77/ Malcolm T. Tomooka, personal communications, March 1990.
- /78/ Malcolm T. Tomooka, personal communications, March 1990.
- /79/ Malcolm T. Tomooka, personal communications, March 1990.
- /80/ Malcolm T. Tomooka, personal communications, March 1990.
- /81/ Design \$15,000, Construction \$439,785
- /82/ Letter of December 5, 1986 from Shinji Soneda to Dr. Arthur Liang, Part II. Special Conditions (Landfill).
- /83/ Joseph E. Nahoopii, personal communication, February 1990.
- /84/ The 1971 International fire truck was obtained from the U.S. Forest Service for Kalaupapa by the National Park Service in 1985.
- /85/ Joseph E. Nahoopii, personal communication, February 1990.
- /86/ Joseph E. Nahoopii, personal communication, February 1990.
- /87/ Captain Henry Lindo, personal communications, March 1990.
- /88/ Captain Henry Lindo, personal communications, March 1990.
- /89/ Hawaii Revised Statutes §326-38.
- /90/ James Brede, personal communication, January 1990.
- /91/ Peter Thompson, September 21, 1989, op.cit.
- /92/ Sgt. Timothy C. Meyer, personal communications, March 1990.
- /93/ Sgt. Timothy C. Meyer, personal communications, March 1990; the estimated charter cost is \$500 per hour.
- /94/ Sgt. Timothy C. Meyer, personal communications, March 1990.
- /95/ Sgt. Timothy C. Meyer, personal communications, March 1990.
- /96/ David Nanod, personal communication, February 1990.
- /97/ Peter Thompson, September 21, 1989, op.cit.
- /98/ Marybeth Y. Maul, personal communication, January 1990.
- /99/ Theodore Gaspar, personal communication, February 1990.
- /100/ Kalaupapa Parties, November 28, 1988, op.cit., p. 1 (compressed copy).

- /101/ Linda W. Greene, September 1985, op.cit., p. 364.
- /102/ Peter Thompson, personal communication, March 1990.
- /103/ Peter Thompson, September 21, 1989, op.cit.: indicates that a minimum of \$200,000 is required to restore the trail.
- /104/ Bernard Schwind, personal communication, February 1990.
- /105/ Kalaupapa Parties, November 28, 1988, op.cit., p. 3 (compressed copy).
- /106/ Linda W. Greene, September 1985, op.cit., p. 466.
- /107/ David Decosta, personal communications, February 1990.
- /108/ Linda W. Greene, September 1985, op.cit., p. 534.
- /109/ Linda W. Greene, September 1985, op.cit., p. 562.
- /110/ HTH-111, Biennial Budget, Capital Project
- /111/ HTH-111, Biennial Budget, Capital Project
- /112/ U.S. Department of the Interior, National Park Service, Kalaupapa National Historical Park, Engineering Study Report Update, Reconstruct Water System, Package 107, Honolulu: U.S. Department of the Interior, January 1986, p.6.
- /113/ Neal Borgemeyer, personal communication, April 1990.
- /114/ The State costs of \$5,000 yearly excludes NPS water system, with annual expenses based on approximately \$19,000 in regular maintenance costs over the past 8 years; much of the NPS expenses are related to an aggressive effort to identify and repair in-town transmission system leaks.
- /115/ Linda W. Greene, September 1985, op.cit., p. 462.
- /116/ Linda W. Greene, September 1985, ibid., p. 462.
- /117/ Linda W. Greene, September 1985, ibid., p. 557.
- /118/ Theodore Gaspar, personal communication, February 1990.
- /119/ Theodore Gaspar, personal communication, February 1990.
- /120/ Theodore Gaspar, personal communication, February 1990.
- /121/ Edward K. Noda and Associates, Master Plan Report for the Kalaupapa Airport Master Plan Program (Draft-State Project No. AM5011-02), Honolulu: State of Hawaii, Department of Transportation, Airports Division, October 1989, p. 5-5.
- /122/ Noda, October 1989, ibid., p.2-21; sec. 9.0.
- /123/ State of Hawaii, Department of Transportation records cited in Noda, October 1989, ibid., p.2-8.

/124/ Kalaupapa Parties, November 28, 1988, op.cit., p.4 (compressed copy).

/125/ U.S. Civil Aeronautics Board, "Air Service in Hawaii", Report on Airline Service, Fares, Traffic, Load Factors, and Market Shares, Service Status on March 1, 1984, June 1984, Washington, D.C.: U.S. Civil Aeronautics Board, June 1984, p.28-32.

/126/ Kalaupapa Parties, November 28, 1988, op.cit., p.22 (compressed copy).

/127/ Letter of February 14, 1990 from John V. Coleman, U.S. Department of Transportation to Dr. John C. Lewin, Department of Health, State of Hawaii.

/128/ Malcolm T. Tomooka, personal communication, February 1990.

/129/ This contingent liability is for potential subsidies under the EAS program; the total annual direct operating cost of the Molokai/Kalaupapa route is estimated to be approximately \$12,500.

III. SUMMARY OF ISSUES, NEEDS & OPTIONS

/130/ This contingent liability is for potential subsidies under the EAS program; the total annual direct operating cost of the Molokai/Kalaupapa route is estimated to be approximately \$12,500.

PHOTOGRAPHS

- Cover Aerial of Kalaupapa settlement by Air Survey Hawaii for the U.S. National Park Service, May 28, 1990.
- p.II-1 Abandoned residence near Bay View Home, June 1990 (C.K. Imamura).
- p.II-19 Top: McVeigh Home staff houses and road conditions, March 1990 (C.K. Imamura).
Bottom: Wild pig damage in cemetery off Airport Road, March 1990 (C.K. Imamura).
- p.II-25 Top: Access road at Kalaupapa airport, March 1990 (C.K. Imamura).
Bottom: Goodhue Street road, March 1990 (C.K. Imamura).
- p.II-35 Top: Fire destroyed the Old Hospital, a valuable historical building, on July 18, 1990, August 1990 (C.K. Imamura).
Bottom: Antique Kalaupapa fire trucks (20-30 years old), March 1990 (C.K. Imamura).
- p.II-43 Top: Beam cracks in barge landing, March 1990 (C.K. Imamura).
Bottom: Winter wave action at barge landing, March 1990 (C.K. Imamura).
- p.II-47 Top: Rutting in pali trail, 1989 (Peter Thompson).
Bottom: View of the pali trail from Kalaupapa settlement, March 1990 (C.K. Imamura).
- p.II-56 Top: Surf spray at the 23 (north) end of Kalaupapa airport runway (Peter Thompson).
Bottom: Air taxi service on DH-6 twin otter at Kalaupapa, March 1990 (C.K. Imamura).

REFERENCES

An effort was made to compile as a complete listing of Kalaupapa references which may apply to current and future functional area issues and efforts.

ADVERTISER, Pacific Commercial.

"A Letter from a Leper", October 5, 1878.

"Molokai--Description of the Leper Colony on the Island", November 6, 1885.

"The Leper Asylum of Molokai", April 18, 1874.

ANONYMOUS, personal communications, January 1990.

ATHENS, J. Stephen. "Archaeological Reconnaissance, Airport Improvement Project, Kalaupapa, Molokai". Honolulu: Edward K. Noda and Associates, 1989, 30pp.

BALDWIN, Albert G. Fire Management Plan (Draft). Honolulu: U.S. Department of the Interior, National Park Service (n.p.), February 1983.

BALDWIN, Albert G. Natural Resources Management Plan (Draft). Honolulu: U.S. Department of the Interior, National Park Service (n.p.), January 1986.

BALDWIN, Albert G. (Assistant Director, Pacific Area Office, National Park Service, U.S. Department of the Interior, 300 Ala Moana Boulevard, P.O. Box 50165, Honolulu, HI 96850, ph (808) 541-2693), personal communications, various 1988-1990.

BARBANO, Gary. Land Protection Plan. Honolulu: U.S. Department of the Interior, National Park Service, March 1986.

BARRERA, W. Jr. "Archaeological Excavations at Kalaupapa, Molokai". Chicago: n.d.

BORGEMEYER, Neal. (Kalaupapa National Historical Park, National Park Service, U.S. Department of the Interior, Kalaupapa, HI 96742, ph. (808) 567-6102), personal communications, April 1990.

BREDE, James. (Sheriff, Kalaupapa Settlement, Department of Health, State of Hawaii, Kalaupapa, HI 96742, ph. (808) 567-6708), personal communications, January 1990.

BUSHNELL, O.A. Molokai. Honolulu: University Press of Hawaii, 1963.

BUSHNELL, O.A. "The United States Leprosy Investigation Station at Kalawao", Hawaiian Journal of History, v.2, 1968, p.76-94.

CANFIELD, J. "Description and Map of the Plant Communities of the Northeast Coastal Spray Zone of Kalaupapa National Historical Park". Honolulu: University of Hawaii, Department of Botany.

CANFIELD, J. "Impact of Sand Mining on Coastal Dune Vegetation of Kalaupapa National Historical Park". Honolulu: U.S. Department of the Interior, National Park Service, 1988, 13pp.

CANFIELD, Joan E. "Description and Map of the Plant Communities of the Northeast Coastal Spray Zone of the Kalaupapa National Historical Park". Honolulu: U.S. Department of the Interior, National Park Service, 1987.

- CARLSON, Norman K. "On Kalaupapa, The Land, too, Finds a Cure". Soil Conservation, v. xvi, no. 10, May 1951, p.228-233, 239.
- CARPER, Robert et.al. Historic Structure Report (Father Damien's Church). Honolulu: U.S. Department of the Interior, National Park Service, January 1985.
- CASE, Howard D. (ed.). Joseph Dutton [His Memoirs]: The Story of Forty-four Years of Service Among the Lepers of Molokai, Hawaii. Honolulu: Honolulu Star-Bulletin Press, 1931.
- CLIFFORD, Edward. Father Damien, A Journey from Cashmere to His Home in Hawaii. New York: Macmillan, 1889, 184pp.
- CLIFFORD, Edward. "With Father Damien and the Lepers", Leprosy and the Knife. New York: William Wood & Co., 1917.
- COOKE, George Paul. Moololo O Molokai: A Ranch Story of Molokai. Honolulu: Honolulu Star-Bulletin, 1949.
- COSTELLOE, Rev. Morgan. Leper Priest of Molokai. Dublin: The Catholic Truth Society of Ireland.
- CROUCH, Howard E.; Mary Augustine, Sister S.M.S.M. After Damien: Dutton, Yankee Soldier at Molokai. Bellmore, N.Y.: The Hawaiian Board of Missions, 1948.
- DAMON, Ethel M. Siloama: The Church of the Healing Spring. Honolulu: Honolulu Star-Bulletin Press, 1948.
- DAUGHTERS of St. Paul. Father Damien of Molokai. Boston: Daughters of St. Paul, 1979.
- DAWS, Gavan. Holy Man: Father Damien of Molokai. New York: Harper & Row, 1973.
- DEAN, Love. "The Kalaupapa Lighthouse", Hawaiian Journal of History, v. 23., 1989, p.137-169.
- DeCOSTA, David. (Electrician, Kalaupapa Settlement, Department of Health, State of Hawaii, Kalaupapa, HI 96742), personal communications, February 1990.
- DeVEUSTER, Father Pamphile (ed.). Life and Letters of Father Damien, the Apostle of the Lepers. London: The Catholic Truth Society, 1889.
- DOLINICH, Peggy et.al. Interpretive Theme Study. Honolulu: U.S. Department of the Interior, National Park Service, September 1984.
- DUTTON, Charles J. The Samaritans of Molokai. Freeport, N.Y.: Books for Libraries Press, 1932.
- DUTTON, Joseph (Edited by Howard D. Case). Joseph Dutton (His Memoirs): The Study of Forty-Four Years of Service Among the Lepers of Molokai. Honolulu: Honolulu Star-Bulletin, Ltd., 1931.
- ENGLEBERT, Omer. The Hero of Molokai: Father Damien, Apostle of the Lepers. Boston: Daughters of St. Paul, 1962.
- FARROW, John. Damien the Leper. New York: Sheed & Ward, 1951.
- FARROW, John. Damien the Leper. Garden City, N.Y.: Image Books, 1954.

- FARROW, John. Father Damien, Martyr of Molokai: The Story of the Man. (Heroes of Hawaii series) Honolulu: Hawaii Maikai, 1970.
- FOOTE, Donald et. al. Soil Survey of the Islands of Kauai, Oahu, Maui, Molokai and Lanai, State of Hawaii. Washington, D.C.: U.S. Department of Agriculture and University of Hawaii Agricultural Experiment Station, 1972.
- FORTUNATO de Loach, Lucille. "Land and People of Molokai: An Overview" (Master's Thesis). Honolulu: University of Hawaii, 1975.
- FRAZIER, Frances N. "The True Story of Kaluaiko'olau or Ko'olau the Leper", Hawaiian Journal of History, v.21, 1987.
- FUNK, E. Vegetation Map of Kalaupapa National Historical Park. Honolulu: University of Hawaii at Manoa, Cooperative National Park Resources Studies Unit for U.S. Department of the Interior, National Park Service, 1988.
- GASPAR, Theodore. (Kalaupapa Airport, Maui District, Airports Division, Department of Transportation, State of Hawaii, Kalaupapa, HI 96742, ph. (808) 567-6331), personal communications, various 1988-1990.
- GIAMBELLUCA, Thomas W.; Nullett, Michael A.; Schroeder, Thomas A. Rainfall Atlas of Hawaii (Report R76). Honolulu: Water Resources Research Center in cooperation with University of Hawaii, Department of Meteorology for State of Hawaii, Department of Land and Natural Resources, 1986.
- GIBSON, Emma Warren. Under the Cliffs of Molokai. Fresno, California: Academy Library Guild, 1957, 176pp.
- GREENE, Linda W. Historic Resource Study - Exile in Paradise - The Isolation of Hawaii's Leprosy Victims and Development of Kalaupapa Settlement, 1965 to Present. Denver: U.S. Department of the Interior, National Park Service, September 1985.
- GREENE, Linda. Historic Resource Study. Honolulu: U.S. Department of the Interior, National Park Service, September 1985.
- GUGELYK, Ted; Bloombaum, Milton. Ma'i Ho'oka'awale: The Separating Sickness. Honolulu: University of Hawaii, Social Science Research Institute, 1979.
- GUINEY, Dave. Wayside Exhibit Plan. Honolulu: U.S. Department of the Interior, National Park Service, September 1985.
- HALPERN, Richard (ed.). Brother Dutton, 1843-1931: A Saint for Vermont. Stowe, Vermont: Blessed Sacrament Church, 1981.
- HANKS, Geoffrey. Island of No Return, The Story of Father Damien of Molokai. Religious Education Press, 1978, 30pp.
- HANLEY O.S.F., Mary Laurence; Bushnell, O.A. A Song of Pilgrimage and Exile. Chicago: Fransican Herald Press, 1980.
- HARRY, Bryan. Cultural Resources Management Plan. Honolulu: U.S. Department of the Interior, National Park Service, April 1984.
- HARRY, Bryan. Unpublished population projections table, 1981.

HASSELBLAD, Oliver. "Hansen's Disease: A Present Day Understanding" (section of brochure), n.d.

HAWAII, Kingdom of. Board of Health. Leprosy in Hawaii. Honolulu: Kingdom of Hawaii, 1886.

HAWAII, Kingdom of. Legislature. Report of the Special Committee on the Leper Settlement at Kalawao, Molokai, Report to Legislature of 1888. Honolulu: Gazette Publishing Co., 1888.

HAWAII, Territory of. Board of Health. The Molokai Settlement (illustrated), Territory of Hawaii, Villages Kalaupapa and Kalawao. Honolulu: Hawaiian Gazette Co., 1907.

HAWAII, State of; County of Maui; Department of Hawaiian Home Lands; citizens of Kalaupapa; National Park Service. Alternative Study for the Future of the Kalaupapa Leprosy Settlement, Molokai, Hawaii (Preliminary Review Draft). Honolulu: n.p., November 1976.

HAWAII, State of. Department of Health. Emergency Operations Plan, Kalaupapa Settlement. Honolulu: State of Hawaii, n.d.

HAWAII, State of. Department of Transportation. "Kalaupapa Transportation Facilities, Kalaupapa, Molokai, Hawaii" (Memorandum to The Honorable John Waihee, Governor, State of Hawaii). Honolulu: n.p., October 31, 1988.

See also:

NODA and Associates, Edward K. Master Plan Report for the Kalaupapa Airport Master Plan Program (Draft-State Project No. AM5011-02).

HAWAII, State of. Kalaupapa Parties (Departments of Health and Transportation). Petition for Determination of Essential Air Service for Kalaupapa, Molokai, Hawaii (Docket EAS-828), November 28, 1988.

HAWAII, State of. Hawaii Statuary Hall Commission. The Father Damien Memorial Statue. Honolulu: State of Hawaii, 1966.

HIRATA, Jean; Potts, Loretta. A Preliminary Study Based on Midden Analysis: Cave 1 Kalaupapa Peninsula, Molokai. Honolulu: University of Hawaii (manuscript), 1967.

HUSSEY, John A. Special Study: Hawaii History, 1778-1910 (Theme XXI, Political and Military Affairs, 1865-1910). Washington, D.C.: U.S. Department of the Interior, National Park Service, 1962.

IMAMURA, C.K. "Damien Day at Kalaupapa", unpublished manuscript, 1989.

JACKS, Leo V. Mother Marianne of Molokai. New York: MacMillan Company, 1935.

JOURDAN (SS.CC), Vital. The Heart of Father Damien (1840-1889). Translated from French by Rev. Francis Larkin (SS.CC.) and Charles Davenport. Milwaukee: Bruce Publishing Company, 1955.

JOURDAN, Vital. The Hear of Father Damien, 1840-1889 (Revised). New York: Guild Press, 1960.

JUDD, Gerri P. IV. Hawaii: An Informal History. New York: Collier Books, 1961.

JUDD, Lawrence M. Lawrence M. Judd & Hawaii [An Autobiography]. Rutland, VT: Charles E. Tuttle Co., 1971.

KALAUPAPA Historical Society. Newsletter.

- KENT, Harold W. Dr. Hyde and Mr. Stevenson. Tokyo: Charles E. Tuttle Co., 1973.
- KORNS, Alfons L. (ed.). News from Molokai: Letters Between Peter Kaeo and Queen Emma, 1873-1876. Honolulu: University Press of Hawaii, 1976.
- KUWANOE, Calvin A. (Manager, Engineering, Maui Electric Company, P.O. Box 398, Kahului, HI 96732), letter of April 19, 1990 to project.
- KUYKENDALL, Ralph S. The Hawaiian Kingdom, Vol. 1, 1778-1854. Honolulu: University of Hawaii Press, 1938.
- KUYKENDALL, Ralph S. Foundation and Transformation, Vol. II, 1854-1874. Honolulu: University of Hawaii Press, 1953.
- KUYKENDALL, Ralph S. Twenty Critical Years, Vol. III, 1874-1893. Honolulu: University of Hawaii Press, 1967.
- LADEFOGED, Thegn N. Archaeological Inventory Survey, Airport Improvement Project, Kalaupapa, Moloka'i (Draft). Honolulu: International Archaeological Research Institute for Edward K. Noda & Associates, February 1990.
- LAW, Anwei V. Skinsnes; Wiseniewski, Richard A. Kalaupapa National Historical Park and the Legacy of Father Damien (A Pictorial History). Honolulu: Pacific Printers, 1988, 72pp.
- LINDO, Henry. (Captain, Molokai Station, Fire Department, County of Maui, Kaunakakai, HI 96748, ph. (808) 553-5601), personal communications, March 1990.
- LINNEY, G.; Funk, E. "Botanical Survey of Kauhako Crater". Honolulu: University of Hawaii, Cooperative National Park Resources Studies Unit, 1986.
- MAUI, County of. Molokai Parties (Mayor of Maui County). Amendment to Petition of Molokai Parties (Docket EAS-821), December 24, 1986.
- MAUL, Marybeth Y. (Administrator, Kalaupapa Settlement, Department of Health, State of Hawaii, Kalaupapa, HI 96742, ph. (808) 567-6613), personal communications, various 1988-1990.
- McHENRY, H.L. "Kalaupapa Map" on file at Bishop Museum, Honolulu, Hawaii, n.d.
- McHENRY, H.L. "Kalaupapa Manuscript" on file at Bishop Museum, Honolulu, Hawaii, n.d.
- McHENRY, H.L. "Notes on Kalaupapa" (Accession #5625) on file at Bishop Museum, Honolulu, Hawaii, n.d.
- McNARNEY, Mary Alice. Kalawao: Village of the Lepers. New York: Vantage Press, 1954.
- McNARNEY, Mary Alice. Molokai Damien Tour via Walts Auto Tours. 1960[?]
- MEYER, Timothy C. Sr. (Sergeant, Molokai Station, Police Department, County of Maui, Kaunakakai, HI 96748, ph. (808) 553-5355), personal communications, March 1990.
- MICHAEL, Jerrold M. "The Public Health Service Leprosy Investigation Station on Molokai, Hawaii, 1909-12--an Opportunity Lost", Public Health Reports, v. 95, no. 3, May-June 1980, p.203-209.
- MOURITZ, A. A Brief World History of Leprosy. Honolulu: A. Mouritz, 1943.

- MORRIS, Aldyth. "The Damien Museum and Archives", Aloha, the Magazine of Hawaii, v. 3, no. 4, July/August 1980, p.73-74.
- MOWAT, Olive. "A Visit to Molokai, the "friendly island", Paradise of the Pacific, v. 60, no. 7, July 1948, p.14-17.
- MOURITZ, A. St.M. The Path of the Destroyer: A History of Leprosy in the Hawaiian Islands and Thirty Years Research into the Means by Which It Has Been Spread. Honolulu: Honolulu Star-Bulletin, Ltd., 1916.
- MULLINS, Joseph G. Hawaii: 1776-1976. Honolulu: Mutual Publishing Co., 1976.
- MULLINS, Joseph G. Hawaiian Journey. Honolulu: Mutual Publishing Co., n.d.
- MURAKAMI, Gail M. "Identification of Charcoal from Kalaupapa, Moloka'i" on file at International Archaeological Research Institute, Inc., Honolulu, Hawaii, 1989.
- NAHOOPII, Joseph E. (Kalaupapa Settlement, Department of Health, State of Hawaii, Kalaupapa, HI 96742), personal communication, February 1990.
- NANOD, David. (Plumber, Kalaupapa Settlement, Department of Health, State of Hawaii, Kalaupapa, HI 96742), personal communications, various 1988-1990.
- NICHOLSON, Diane. Scope of Collections Statement. Honolulu: U.S. Department of the Interior, National Park Service, February 1985.
- NODA and Associates, Edward K. Master Plan Report for the Kalaupapa Airport Master Plan Program (Draft-State Project No. AM5011-02). Honolulu: State of Hawaii, Department of Transportation, Airports Division, October 1989.
- O'BRIEN, Eileen. "Happy Years Among the Molokai Lepers", Paradise of the Pacific, v. 58, no.8, August 1946, p.12-14, 29.
- O KAUAI, Kamaka. "Kauai art show aids Kalaupapa Settlement", Paradise of the Pacific, v. 60, no.10, October 1948, p.24, 29.
- PARDUE, Diana et.al. Collection Preservation Guide. Honolulu: U.S. Department of the Interior, National Park Service, February 1983.
- PEARSON, R.; Harata, J.; Potts, L.; Harby, F. "Test Pitting of Cave 1, Kalaupapa Peninsula, Molokai, Hawaii", New Zealand Archaeological Association Newsletter, v. 17, no. 1, 1974, p.44-49.
- PHELPS, Southwick. A Regional Study of Molokai, Hawaii. Honolulu: B.P. Bishop Museum (manuscript), 1937.
- PORTEUS, Stanley D. And Blow Not the Trumpet: A Prelude to Peril. Palo Alto, California: Pacific Books, 1947.
- PUNIKAI, Bernard. personal communication, May 1990.
- REMY, M. Jules. L'île de Molokai avant la Leprosarie (Journal de M. Jule Remy, Naturaliste-voyageur du Museum. Imprimerie Leon Fremont. Arcis-sur-aube, France. 1893) Translation by Mildred M. Knowlton in library, Bishop Museum, Honolulu, Hawaii.

SCHENCK, Norman C. "Kalaupapa--the Unknown", The Friend, v. 108, no. 10, October 1938, p. 190-191.

SCHOOF (SS.CC.), Robert. Pioneers of the Faith. Honolulu: Sturgiss Printing Co., 1978.

SILOAMA Church. "One Hundredth Anniversary brochure of Siloama Church, founded December 23, 1866, Commemorated August 27, 1966", 16pp.

SIMON, C. "How half of Molokai slipped and slid", Science News, v. 124, 1983, p.327.

SKINSNES, Anwei V. "A Self-Imposed Exile: The Life of Brother Joseph Dutton", Brother Joseph Dutton, 1843-1931, A Saint for Vermont (50th Anniversary Commemorative Celebration). Edited by Richard Halpern. Stowe, VT: Blessed Sacrament Church, 1981, p.3-13.

SKINSNES, Olaf K.; Skinsnes, Anwei; Halpern, Richard. "An End to Leprosy: Triumphs and Challenges in Leprosy Research", Brother Joseph Dutton, 1843-1931, A Saint for Vermont (50th Anniversary Commemorative Celebration). Edited by Richard Halpern. Stowe, VT: Blessed Sacrament Church, 1981, p.14-15.

SOMERS, Gary F. Kalaupapa, More Than a Leprosy Settlement, Honolulu: U.S. Department of the Interior, National Park Service, January 1985.

SOMERS, Gary; Ladd, Edmund J. Project Design; Archeological Inventory Resources for Kalaupapa Well and Distribution System, Kalaupapa National Historical Park. Honolulu: U.S. Department of the Interior, National Park Service, Pacific Area Office, 1983.

SOUILLIERE, Laura E.; Law, Henry G. Architectural Evaluation, Kalaupapa - Hawaii. San Francisco: U.S. Department of the Interior, Western Regional Office, 1979.

STARBIRD, Ethel A. "Molokai--Forgotten Hawaii", National Geographic, v. 160, no. 2, August 1981, p.188-218.

STEMMERMAN, R. Lani. "A Survey of Plants at the Proposed Drilling Sites and Access Routes in Kalaupapa National Historical Park". Honolulu: U.S. Department of the Interior, National Park Service, Pacific Area Office, 1982.

STEVENSON, Robert Louis. Travels in Hawaii. Edited by A. Grove Day. Honolulu: University Press of Hawaii, 1973.

STODDARD, Charles Warren. Diary of a Visit to Molokai in 1884 with a letter from Father Damien to his Brother in 1873. San Francisco: Book Club of California, 1933.

SUMMERS, Catherine C. Molokai: A Site Survey (Pacific Anthropological Records No. 14). Honolulu: Bernice P. Bishop Museum, 1971.

TAYLOR, A.P. "Leper Settlement of Molokai", Forty Years on the Pacific: The Lure of the Great Ocean. New York: Oceanic Publishing Co., 1920.

THOMPSON, Peter. "Issues Briefing", U.S. Department of the Interior, National Park Service, Kalaupapa National Historical Park, n.p., September 21, 1989.

THOMPSON, Peter. "Kalaupapa National Historical Park Soon to Mark 10th Anniversary", Moloka'i News, March 15, 1990.

THOMPSON, Peter. (Superintendent, Kalaupapa National Historical Park, National Park Service, U.S. Department of the Interior, Kalaupapa, HI 96742, ph. (808) 567-6102), personal communications, various 1989-1990.

TOMOOKA, Malcolm T. (Administrative Officer, Communicable Disease Division, Department of Health, State of Hawaii 1250 Punchbowl Street, Honolulu, HI 96813, ph. (808) 548-4581), personal communications, various 1988-1990.

URAUCHI, John N. (Director of Administration, Molokai Division, Maui Electric Company, Ltd., P.O. Box 378, Kaunakakai, HI 96748, ph. (808) 553-3234), personal communications, March 1990.

U.S. Civil Aeronautics Board. "Air Service in Hawaii", Report on Airline Service, Fares, Traffic, Load Factors, and Market Shares, Service Status on March 1, 1984. Washington: U.S. Civil Aeronautics Board, June 1984, p.28-32.

U.S. Congress. Public Law 96-565, December 22, 1980.

U.S. Congress, Committee on Interior and Insular Affairs, Subcommittee on National Parks and Recreation. Hearing before the Subcommittee on National Parks and Recreation of the Committee on Interior and Insular Affairs, House of Representatives, Ninety-Fourth Congress, Second Session on H.R. 11180, To Authorize a Study of the Feasibility and Desirability of Establishing a Master Plan of a Unit of the National Park System in Order to Preserve and Interpret the Kalaupapa Settlement Located on the Island of Molokai in the State of Hawaii, and for other purposes, Hearing held in Washington, D.C., April 26, 1976 (serial No. 94-70). Washington: U.S. Government Printing Office, 1976.

U.S. Department of Commerce and Labor, Light-House Board. Annual Report of the Light-House Board to the Secretary of Commerce and Labor. Washington, D.C.: Government Printing Office, 1904 and 1905.

U.S. Department of Defense, Army Corps of Engineers. Detailed Project Report, Navigation Improvement for Kalaupapa Harbor, Molokai, Hawaii (prepared under Authority of Section 107 of the Rivers and Harbors Act of 1960). Honolulu: U.S. Army Corps of Engineers, Pacific Ocean Division, 1965.

U.S. Department of the Interior, Geological Survey. "Territory of Hawaii, Kalaupapa Quadrangle" on file State of Hawaii, Department of Accounting and General Services, Survey Division, Honolulu, Hawaii, 1922.

U.S. Department of the Interior, Geological Survey. "Molokai 1:25,000 metric map" on file University of Hawaii, Hamilton Library, map room, Honolulu, Hawaii, 1983.

U.S. Department of the Interior, National Park Service. "Cooperative Agreement Between the National Park Service and State Department of Health" (No. CA800-82-38), March 30, 1984.

U.S. Department of the Interior, National Park Service. "Cooperative Agreement Between the National Park Service and State Department of Transportation" (No. CA8896-8005), March 9, 1987.

U.S. Department of the Interior, National Park Service. Environmental Assessment, Reconstruct[sic] Domestic Water System, Kalaupapa National Historical Park. Honolulu: U.S. Department of the Interior, National Park Service, Pacific Area Office, 1983.

U.S. Department of the Interior, National Park Service. Engineering Study Report Update, Reconstruct Water System, Package 107. Honolulu: U.S. Department of the Interior, National Park Service, Pacific Area Office, January 1986.

U.S. Department of the Interior, National Park Service. Kalaupapa National Historical Park, Island of Molokai, Hawaii: Land Protection Plan. Honolulu: U.S. Department of the Interior, National Park Service, Pacific Area Office, October 1986, 30pp.

U.S. Department of the Interior, National Park Service. Statement for Management, Kalaupapa National Historical Park, Molokai, Hawaii. Washington, D.C.: U.S. Department of the Interior, 1987.

U.S. Department of the Interior, National Park Service, Kalaupapa Advisory Commission. A General Management Plan (A Proposal for the Establishment of the Kalaupapa National Historical Preserve). Honolulu: n.p., April 1980.

See also:

BALDWIN, Albert G. Fire Management Plan (Draft).

BALDWIN, Albert G. Natural Resources Management Plan (Draft).

BARBANO, Gary. Land Protection Plan.

CANFIELD, J. "Impact of Sand Mining on Coastal Dune Vegetation of Kalaupapa National Historical Park".

CARPER, Robert et. al. Historic Structure Report (Father Damien's Church).

DOLINICH, Peggy et. al. Interpretive Theme Study.

FUNK, E. Vegetation Map of Kalaupapa National Historical Park.

GREENE, Linda. Historic Resource Study.

GUINEY, Dave. Wayside Exhibit Plan.

HARRY, Bryan. Cultural Resources Management Plan.

LINNEY, G.; Funk, E. "Botanical Survey of Kauhako Crater".

NICHOLSON, Diane et. al. Scope of Collections Statement.

PARDUE, Diane et. al. Collection Preservation Guide.

SOMERS, Gary F. Kalaupapa, More Than a Leprosy Settlement.

SOMERS, Gary; Ladd, Edmund J. Project Design; Archeological Inventory Resources for Kalaupapa Well and Distribution System, Kalaupapa National Historical Park.

STEMMERMAN, R. Lani. "A Survey of Plants at the Proposed Drilling Sites and Access Routes in Kalaupapa National Historical Park".

VESY, Carl J. Feasibility Study on Solar and Alternate Water Heating at the Kalaupapa, Molokai Infirmary and the Central Kitchen, State of Hawaii, Department of Health. Honolulu: Energy Engineering, 1980.

WESTFALL, Bruce B. "Father Damien, the Martyr of Molokai", Paradise of the Pacific, v.75, no.5, May 1963, p.5-11, 40.

YAMASHITA, Henry N. "Kalaupapa Feeder Line". Kaunakakai: Molokai Electric Company, n.d. (c. 1962).

YZENDOORN (SS.CC.), Father Reginald. History of the Catholic Mission in the Hawaiian Islands. Honolulu: Honolulu Star-Bulletin, Ltd., 1927.

ZIEGLER, Alan. "Memorandum: Identification of faunal materials from Kalaupapa II, in Feature series 2 through 35, received 6 November 1989" (Report prepared for International Archaeological Institute, Inc., 1989) on file at International Archaeological Institute, Inc., Honolulu, Hawaii.

ZIEGLER, Alan. "Memorandum: Identification of faunal materials from Kalaupapa II, in Feature 10 and 13, Molokai and Barber's Point, HECO Site, Oahu, received 15 August 1989" (Report prepared for International Archaeological Institute, Inc., 1989) on file at International Archaeological Institute, Inc., Honolulu, Hawaii.

-pau-

HOUSING AND OTHER RELATED PATIENT FACILITIES

n/a = Not available

Bldg. No.	Name or address	Year Built	(Type)	Sq.Ft.	Significance
BH- 2	Bishop Home	1933	(Residence)	--abandoned-	Hist/Arch
BH- 3	Bishop Home	1933	(Residence)	750	Hist/Arch
BH- 4	Bishop Home	1933	(Residence)	750	Hist/Arch
BH- 9	Old dorm/infirmary	1911	(Dorm)	--abandoned-	Hist/Arch
BH- 15	Nun's residence	1934	(Convent)	3600	Hist
BH- 16	Chapel	1934	(Convent)	n/a	Hist
BH- 18	Garage	n/a	(Garage)	n/a	none
BH- 19	Bishop Home	n/a	(Storage Shed)	n/a	none
BV- 1	Bay View	1916	(Residence)	3700	Hist/Arch
BV- 2	Bay View	1916	(Residence)	3700	Hist/Arch
BV- 3	Bay View	1916	(Residence)	3700	Hist/Arch
BV- 5	Bay View	1937	(Dining/Kitchen)	1344	Hist
BV- 6	Bay View	1916	(Craft Shop)	n/a	Hist
BV- 7	Bay View	pre-1930	(Storage)	n/a	Hist
BV- 8	Bay View	1928	(Pool Room)	800	Hist
BV- 9	Bay View	1929	(Boiler Room)	n/a	Hist
BV- 10a	Bay View	pre-1931	(Residence)	n/a	Hist
BV- 10	Quonset	1950	(Dorm)	n/a	Hist
BV- 11	Bay View	1936	(Residence)	672	none
BV- 63	Bay View	pre-1931	(Residence)	--abandoned-	Hist
BV- 64	Bay View	1936	(Residence)	624	none
BV- 65	Bay View	post-1938	(Garage)	n/a	none
BV- 511	Bay View	1931	(Garage)	n/a	none
BV- 512	Bay View	1937	(Garage, 6-car)	n/a	none
BV- 513	Bay View	1937	(Garage, 6-car)	n/a	none
BV- 514	Bay View	1931	(Garage)	n/a	none
BV- 517	Bay View	1938	(Garage)	n/a	none
BV- 518	Bay View	n/a	(Garage)	n/a	none
BV- 519	Bay View	n/a	(Transformer Station)	n/a	none
BV- 524	Bay View	n/a	(Garage)	n/a	none
BV- 525	Bay View	n/a	(Garage, 2-car)	n/a	none
BV- 526	Bay View	n/a	(Carport)	n/a	none
BV- 527	Bay View	n/a	(Storage Shed)	n/a	none
BV- 528	Bay View	n/a	(Lanai)	n/a	none
BV- 274	Visitor quarters	1933	(Dorm)	1900	Hist/Arch
BV- 275	Visitor quarters	1933	(Kitchen)	468	Hist/Arch
BV- 277	Visitor quarters	1906	(Dorm)	n/a	Hist/Arch
BV- 278	Visitor quarters	1933	(Long House)	408	Hist/Arch
BV- 523	Visitor quarters	1940	(Pat. Restroom)	n/a	Hist
M - 1	McVeigh	1933	(Residence)	n/a	Hist/Arch
M - 2	McVeigh	1933	(Residence)	n/a	Hist/Arch
M - 3	McVeigh	1933	(Garage, 4-car)	n/a	none
M - 4	McVeigh	post-1938	(Garage, 4-car)	n/a	none
M - 4A	McVeigh	post-1938	(Garage, 6-car)	n/a	none
M - 5	McVeigh	1933	(Residence)	625	Hist/Arch
M - 6	McVeigh	1933	(Residence)	n/a	Hist/Arch
M - 8	McVeigh	1933	(Residence)	550	Hist/Arch
M - 9	McVeigh	1933	(Residence)	500	Hist/Arch
M - 10	McVeigh	1933	(Residence)	550	Hist/Arch
M - 11	McVeigh	n/a	(Residence)	n/a	Hist/Arch
M - 12	McVeigh, 4 apts.	1929	(Residence)	3500	Hist/Arch
M - 13	McVeigh	1933	(Residence)	420	Hist/Arch
M - 14	McVeigh	1932	(Residence)	n/a	Hist/Arch
M - 15	McVeigh	1932	(Residence)	550	Hist/Arch
M - 16	McVeigh	1932	(Residence)	500	Hist/Arch
M - 18	McVeigh	pre-1939	(Storage room)	n/a	Hist/Arch
M - 19	McVeigh	1932	(Residence)	n/a	Hist/Arch
M - 20	McVeigh	1933	(Residence)	520	Hist/Arch
M - 22	McVeigh	1931-32	(Boiler Room)	n/a	none
M - 23	McVeigh	1929	(Social Hall)	4000	Hist/Arch
M - 24	McVeigh	1932	(Pavillion)	n/a	Hist/Arch

KALAUPAPA TRANSITION STUDY

Part IV.

M - 25	McVeigh	1932	(Residence)	n/a	Hist/Arch
M - 27	McVeigh	1932	(Residence)	n/a	Hist/Arch
M - 28	McVeigh	1929	(Dorm)	3500	Hist/Arch
M - 30	McVeigh	1932	(Residence)	420	Hist/Arch
M - 32	McVeigh	1934	(Residence)	750	Hist/Arch
M - 33	McVeigh	1934	(Residence)	750	Hist/Arch
M - 34	McVeigh	1936	(Residence)	1050	Hist/Arch
M - 35	McVeigh	1934	(Garage, 7-car)	n/a	none
M - 500	McVeigh	post-1938	(Garage)	n/a	none
M - 502	McVeigh	post-1938	(Storage Shed)	n/a	none
M - 503	McVeigh	post-1938	(Storehouse)	n/a	none
M - 504	McVeigh	post-1938	(Storage/Laundry)	n/a	none
M - 505	McVeigh	post-1938	(Storage Shed)	n/a	none
M - 506	McVeigh	post-1938	(Storage Shed)	n/a	none
M - 507	McVeigh	post-1938	(Workshop)	n/a	none
M - 508	McVeigh	post-1938	(Workshop)	n/a	none
M - 509	McVeigh	post-1938	(Shed)	n/a	none
M - 510	McVeigh	n/a	(Carport)	n/a	none
SR- 1	Corner residence	1932	(Residence)	4900	none
SR- 1a	Vet's cottage	1951	(Residence)	675	none
SR- 3	Laundry/Supvr. reside	1940	(Residence)	1500	none
SR- 4	Garage	post-1931	(Supt's Resid.)	n/a	none
SR- 5	Central Kitchen	1890		2500	Hist
SR- 6	Freezer Shelter	n/a		n/a	Hist
SR- 7	Staff Row	pre-1931	(Residence)	n/a	Hist
SR- 8	Dentist House	1892	(Residence)	1250	Hist
SR- 9	Tool Shed/Storage	pre-1931		n/a	Hist
SR- 10	Dr. House	1901	(Residence)	2200	Hist
SR- 14	Admin. residence	1905	(Residence)	n/a	Hist
SR- 15	Garage	post-1938		n/a	none
SR- 16	Electr. residence	pre-1931	(Residence)	350	none
SR- 17	Laundry Building	pre-1938	(Residence)	n/a	none
SR- 617	Storage Shed	n/a	(Wash House)	n/a	none
SR- 618	Carport	n/a		n/a	none
SR- 619	Storage/Ironing Area	post-1938		n/a	none
SR- 625	Tool/Storage Shed	n/a		n/a	none
SR- 626	Carport	n/a		n/a	none
SR- 629	Garage	n/a		n/a	none
---	1	1931	(Residence)	n/a	none
---	2	1931	(Residence)	n/a	none
---	3-65r	Kamehameha St. (moved	(Residence)	n/a	none
---	4	c. 1933	(Residence)	500	none
---	7	1931	(Residence)	700	none
---	9	1931	(Residence)	800	none
---	15	1936	(Residence)	900	none
---	20	1937	(Residence)	1100	none
---	21	1936	(Residence)	---	abandoned-
---	25	1937	(Residence)	n/a	Arch
---	29	c. 1908	(Residence)	900	none
---	30	1939	(Residence)	n/a	none
---	53	1932	(Residence)	n/a	none
---	55	1938	(Residence)	n/a	Arch
---	56	1938	(Residence)	900	none
---	61-71r	Kamehameha St.	(Residence)	800	none
---	62	Nr. Adm. Bldg.	(Residence)	1000	none
---	101-62	Behind Adm. Bldg.	(Storage)	n/a	none
---	102	Puahi St.	(Residence)	1100	none
---	103-64	Puahi St.	(Residence)	n/a	none
---	104	Puahi St.	(Residence)	1000	none
---	105-62	Damien Rd.	(Residence)	n/a	Hist
---	106-62	Damien Rd.	(Residence)	1100	none
---	107-56	Damien Rd.	(Residence)	1200	none
---	108-56	Damien Rd.	(Residence)	1200	none
---	109-65r	Damien Rd.	(Residence)	n/a	none
---	110-64	Damien Rd.	(Residence)	1200	none
---	111-56	Damien Rd.	(Residence)	1200	none

--- 112-56	Damien Rd.	1956	(Residence)	1200	none
--- 114	Goodhue St.	1931	(Residence)	840	none
--- 115	Goodhue St.	1931	(Residence)	1000	none
--- 116	Goodhue St.	1931	(Residence)	884	none
--- 117-62	Goodhue St.	1962	(Residence)	1340	none
--- 118	Goodhue St.	1931	(Residence)	n/a	Arch
--- 119-60r	School St.	1937	(Residence)	n/a	Arch
--- 120-62	School St.	1962	(Residence)	836	none
--- 121-64	Bishop St.	1964	(Residence)	836	none
--- 122-62	School St.	1962	(Residence)	836	none
--- 123-62	School St.	1962	(Residence)	1100	none
--- 151	McKinley St.	1937	(Residence)	1000	Hist
--- 152	McKinley St.	1938	(Residence)	n/a	none
--- 153-56	McKinley St.	1956	(Residence)	792	none
--- 154	McKinley St.	1933	(Residence)	n/a	none
--- 155	McKinley St.	1932	(Residence)	850	none
--- 156-56	McKinley St.	1956	(Residence)	792	none
--- 157	McKinley St.	1932	(Residence)	900	none
--- 158	Damien Rd.	1937	(Residence)	n/a	Arch
--- 159-62	Damien Rd.	1962	(Residence)	1100	none
--- 160	Damien Rd.	n/a	(Residence)	n/a	none
--- 161	Damien Rd.	1936	(Residence)	1100	none
--- 172-56	Baldwin St.	1956	(Residence)	792	none
--- 173-56	Baldwin St.	1956	(Residence)	792	none
--- 176	Baldwin St.	1931	(Residence)	n/a	none
--- 178-56	Baldwin St.	1956	(Residence)	n/a	none
--- 179-56	Baldwin St.	1962	(Residence)	1100	none
--- 181	Baldwin St.	1932	(Residence)	181	none
--- 182-62	Baldwin St.	1962	(Residence)	n/a	none
--- 185-71	n/a	n/a	(Residence)	1132	n/a
--- 186-64	Kaiulani St.	1964	(Residence)	1200	none
--- 187-64	Kaiulani St.	1964	(Residence)	1200	none
--- 189	Kaiulani St.	1932	(Residence)	1188	n/a
--- 190-66	Kaiulani St.	1931	(Residence)	450	none
--- 192	Kaiulani St.	1931	(Residence)	880	none
--- 198	Philipino Club	n/a	(old ct.house)	n/a	Hist
--- 199	Kapiolani St.	1932	(Residence)	1000	none
--- 202	Kapiolani St.	1931	(Residence)	--abandoned-	Arch
--- 210	Kaiulani St.	c.1931	(Residence)	n/a	none
--- 256	LDS Church	1935	(Mission House)	600	none
--- 258	State garage	1939		600	none
--- 259	Storage	1939	(Corp. Garage)	600	none
--- 260	Storage	1932	(Grocery)	n/a	Hist
--- 262	Crematory	1938		n/a	Hist
--- 263a	Carpenter warehouse	1939	(Storage Shed)	4600	none
--- 263	Plumber shop	1950	(Quonset Hut)	2120	none
--- 264	Carpenter repair shop	1950	(Laundry)	4600	Hist
--- 265	Maintenance repair	1931	(Shop)	2244	Hist
--- 266	Electrical Shop	1932	(Power Plant)	2244	Hist
--- 267	Butcher Shop/Freezers	1932	(Poi Factory)	3300	Hist
--- 268	Butcher Shop/Freezers	1932	(Prov.Issue Rm)	"	Hist
--- 270	Administration Bldg.	1961		2800	none
--- 271	Food Warehouse	1932		2050	Hist
--- 272	Store	1934		2200	Hist
--- 272a	Warehouse	1934	(Quonset)	4000	none
--- 273	Store service station	1934		352	none
--- 281	Puahi St.	1931	(Residence)	800	Hist
--- 284	Hospital	n/a		6500	n/a
--- 288	Protestant Church	n/a	(Mission House)	1000	n/a
--- 290	Post Office	1934	(& Courthouse)	2150	Hist
--- 294	St. Francis Church	n/a	(Rectory)	1200	n/a
--- 296-65	Library	1965		988	none
--- 298a	Tavern/Store	n/a		n/a	Hist
--- 299	Barber Shop	n/a		n/a	Hist
--- 300	Craft/Storage	1931	(Beauty Shop)	n/a	Hist/Arch
--- 301	Fire Station			2850	Hist/Arch

--- 302	Jail	1932		n/a	Hist
--- 303	Police Station	1932		1768	Hist
--- 304	Paschoal Hall	1915	(Social Hall)	6000	Hist/Arch
--- 308	Social Hall	1910	(Jap.Anc.Ben.Soc.)	n/a	Hist/Arch
--- 309	Storage	n/a		n/a	none
--- 311-64	Damien Rd.	1964	(Residence)	1200	none
--- 522	Telephone substation	n/a		190	n/a
--- 600	McKinley St.	n/a	(Residence)	n/a	none
--- 623	Garage/Storage	n/a		n/a	none
--- 624	Restroom for bar	n/a		n/a	none
--- 630	Slaughterhouse	1953		n/a	Hist
--- 631	Tack Storage	n/a		n/a	none
--- 632	Storage	n/a		n/a	none
--- 633	Animal Shelter	n/a		n/a	none
--- 634	Storage Building	n/a		n/a	none
--- 635	Rock Crusher	1950		n/a	Hist
--- 637	Storage Shed	n/a		n/a	none
--- 638	Pavilion	1940		n/a	Hist
--- 639	Winch Shed	n/a		n/a	Hist
--- 640	Lavoratory for shops	1935		n/a	none
--- 641	Storage Shed	n/a		n/a	none
--- 642	Garage	n/a		n/a	none
--- 643	Garage	n/a		n/a	none
--- 644	Storage Building	n/a		n/a	none
--- 645	Garage	n/a		n/a	none
--- 646	Garage/Storage	n/a		n/a	none
--- 647	Garage	n/a		n/a	none
--- 649	Outhouse	n/a		n/a	none
--- 650	Construction camp	n/a	(Storage Shed)	n/a	none
--- 651	Construction camp	n/a	(Pig Pen)	n/a	Hist
--- 652	Construction camp	n/a	(Residence)	--abandoned-	Hist/Arch
--- 655	Garage/Storage	n/a		n/a	none
--- 656	Wash House	1930		n/a	none
--- 657	Construction camp	1950	(Dorm)	n/a	none
--- 657a	Construction camp	1950	(Residence)	1040	none
--- 658	Garage/Storage	n/a		n/a	none
--- 659	Storage	n/a		n/a	none
--- 660	Garage/Storage	n/a		n/a	none
--- 671	Airport Rd.	n/a	(Residence)	n/a	none
--- 687	Airport Rd.	n/a	(Restrooms)	n/a	none
--- 688	Airport Rd.	n/a	(Pavilion)	n/a	none
--- 691	Airport Rd.	n/a	(Residence)	n/a	none
--- 693	Airport Rd.	n/a	(Residence)	n/a	none
--- 694	Airport Rd.	n/a	(Residence)	n/a	none
--- 695	Airport Rd.	n/a	(Residence)	n/a	none
--- 696	Airport Rd.	n/a	(Residence)	n/a	Hist
--- 698	Airport Rd.	n/a	(Residence)	n/a	none
--- 699	Airport Rd.	n/a	(Residence)	n/a	none
--- 702	Airport Rd.	n/a	(Residence)	n/a	none
--- 703	Airport	n/a	(Terminal)	n/a	Hist
--- 704	Airport	n/a	(Storage/Office)	n/a	none
--- 705	Airport	n/a	(Storage)	n/a	none

PBDC/cki



United States Department of the Interior

NATIONAL PARK SERVICE
PACIFIC AREA OFFICE
300 Ala Moana Blvd., Box 50165
Room 6305
Honolulu, Hawaii 96850

IN REPLY REFER TO:
DI8(PAAR)

July 24, 1990

Mr. Jerry B. Norris
Executive Director
Pacific Basin Development Council
567 South King Street, Suite 325
Honolulu, Hawaii 96813-3070

Dear Jerry,

Over the past several months, we have reviewed and commented on several drafts of "A Strategic Plan for Transition at Kalaupapa Settlement." We believe that the project staff have done an excellent job of identifying the issues, needs, and options which must be addressed by all parties during the transition of non health-care functions from Department of Health to National Park Service. The report is well written, realistic, and factual and is a service to us all by providing a framework and direction for addressing the tough issues during transition.

We have no major concerns with the final draft, however, we would like to emphasize the crucial element which prevents the transfer of additional functional areas to the NPS. The element is, of course, the lack of sufficient base operational funds and staff available to the NPS for Kalaupapa.

Currently the State Department of Health spends about \$3,500,000 per year to operate Kalaupapa Settlement. Forty-three of the 53 state employees at Kalaupapa perform non-medical work. The National Park Service spends \$265,000 per year and has six employees engaged in operating the water system and maintaining buildings and grounds. For example, the electric bill alone at Kalaupapa is about \$18,000 per month. The NPS base operating funds would do little more than pay the light bill, let alone maintaining the electrical distribution system if NPS took over that function.

Although a modern fire truck is definitely needed, it will not be effective without a full time, well-trained fire protection staff and wildfire management program. While major repairs to buildings, roads, and trails are overdue, it will do little good to make substantial one-time investments if annual and cyclic operation and maintenance funds and staff are not provided. Normal building maintenance costs alone are over \$400,000 per year -- every year.

These are just examples -- the list goes on for each functional area. One-time expenditures to correct major problems are needed now. But the annual cost and staff for operation, maintenance, and delivery of services to the good people of Kalaupapa must not be under estimated if we are to plan for an orderly and compassionate transition.

Sincerely,

Bryan Harry
Director, Pacific Area

RECEIVED

JUL 26 1990

PACIFIC BASIN DEVELOPMENT COUNCIL



Hawaii Government Employees Association - AFSCME Local 152, AFL-CIO

Maui Division - 2145 Kaolu Street - Wailuku, Hawaii 96793

Phone (808) 244-5508 • FAX 244-3821

JOHN A. MURAKAMI
Maui Division Chief

RUSSELL K. OKATA
Executive Director

CHESTER C. Y. KUNITAKE
WILLARD P. MIYAKE
Executive Assistants

July 12, 1998

PACIFIC BASIN DEVELOPMENT COUNCIL

Ms. Carolyn K. Imamura
July 12, 1998
Page two.

KALAUPAPA TRANSITION STUDY

Part IV.

Ms. Carolyn K. Imamura
Director of Planning & Programs
Pacific Basin Development Council
567 S. King Street, Suite 325
Honolulu, HI 96813-3878

Dear Carolyn:

Thank you for this opportunity to express our comments on the final review draft (6/1/98) of the Kalaupapa Transition Study.

As discussed, those incumbents in the State of Hawaii positions at Kalaupapa who are included in the collective bargaining units represented by the Hawaii Government Employees Association, will have been retired when/if this transition takes place. The one exception, although he would like to remain there, is aware that if this is not possible, he is protected by our Collective Bargaining Agreement. (Attached for your information, Article 9 - Reduction in Force).

With respect to the options outlined in the Final Review Draft (6/1/98), page II-11, no. 1 and II-12, nos. 4, 5 & 6, reflect the most viable solutions as it requires participation by both the State of Hawaii and the Federal (National Park Service) jurisdictions. However, foremost and of paramount importance is the need to continue to provide the present quality service to the patients and of equal importance to guarantee employment security to the providers of these services as it is impossible to recruit and retain these providers without this employment security.

We would like to take this opportunity to commend all who have been involved in this study for their sincere concern for the patients and employees at Kalaupapa, a truly unique place.

Should you have any questions, please feel free to call me at 244-5588.

Sincerely,

John A. Murakami
Maui Division Chief

JAM:msi

Attachment

cc: Malcolm Tomooka, HI/DOH-CDD w/o attachment
Marybeth Y. Maul, HI/DOH-Lup " "
Albert Baldwin, DOI/NPS-Rnl " "
Peter Thompson, DOI/NPS-Lup " "
Paul Mezurashi, UPW " "

IV-22



V. APPENDICES

AN ACT TO PREVENT THE SPREAD OF LEPROSY, 1865.
Kingdom of Hawaii

WHEREAS, the disease of Leprosy has spread to considerable extent among the people, and the spread thereof has excited well grounded alarms; and Whereas, further, some doubts have been expressed regarding the powers of the Board of Health in the premises, notwithstanding the 302nd Section of the Civil Code; and Whereas, in the opinion of the Assembly, the 302nd Section is properly applicable to the treatment of persons afflicted with leprosy. Yet for greater certainty, and for the sure protection of the people,

BE IT ENACTED, by the King and the Legislative Assembly of the Hawaiian Islands, in the Legislature of the Kingdom assembled:

SECTION 1. The Minister of the Interior, as President of the Board of Health, is hereby expressly authorized, with the approval of the said Board, to reserve and set apart any land or portion of land now owned by the Government, for a site or sites of an establishment or establishments to secure the isolation and seclusion of such leprous persons as in the opinion of the Board of Health or its agents, may, by being at large, cause the spread of leprosy.

SEC.2. The Minister of the Interior, as President of the Board of Health, and acting with the approval of the said Board, may acquire for the purpose stated in the preceding section, by purchase or exchange, any piece or pieces, parcel or parcels of land, which may seem better adapted to the use of lepers, than any land owned by the Government.

SEC.3. The Board of Health or its agents are authorized and empowered to cause to be confined, in some place or places for that purpose provided, all leprous patients who shall be deemed capable of spreading the disease of leprosy, and it shall be the duty of every police or District Justice, when properly applied to for that purpose by the Board of Health, or its authorized agents, to cause to be arrested and delivered to the Board of Health or its agents, any person alleged to be a leper, within the jurisdiction of such police or District Justice, and it shall be the duty of the Marshal of the Hawaiian Islands and his deputies, and of the police officers, to assist in securing the conveyance of any person so arrested to such place, as the Board of Health, or its agents may direct, in order that such person may be subjected to medical inspection, and thereafter to assist in removing such person to a place of treatment, or isolation, if so required by the agents of the Board of Health.

SEC.4. The Board of Health is authorized to make such arrangements for the establishment of a Hospital, where leprous patients in the incipient stages may be treated in order to attempt to cure, and the said Board and its agents shall have full power to discharge all such patients as it shall deem cured, and to sent to a place of isolation contemplated in Sections one and two of this Act, all such patients as shall be considered incurable or capable of spreading the disease of leprosy.

SEC.5. The Board of Health or its agents may require from patients, such reasonable amount of labor as may be approved of by the attending physicians, and may further make and publish such rules and regulations as by the said Board may be considered adapted to ameliorate the condition of lepers, which said rules and regulations shall be published and enforced as in the 284th and 285th Section of the Civil Code provided.

SEC.6. The property of all persons committed to the care of the Board of Health for the reasons above

stated shall be liable for the expenses attending their confinement, and the Attorney-General shall institute suits for the recovery of the same when requested to do so by the President of the Board of Health.

SEC.7. The Board of Health, while keeping an accurate account of all sums of money expended by them out of any appropriations which may be made by the Legislature, shall keep the amounts of sums expended for the leprosy, distinct from the general account. And the said Board shall report to the Legislature at each of its regular sessions, the said expenditures in detail, together with such information regarding the disease of leprosy, as well as the public health generally, as it may deem to be of interest to the public.

Approved this 3rd day of January, 1865.

KAMEHAMEHA, R.

The section referred to is as follows:

§302. When any person shall be infected with the small-pox, or other sickness dangerous to the public health, the Board of Health, or its Agent, may, for the safety of the inhabitants, remove such sick or infected person to a separate house, and provide him with nurses and other necessities which shall be at the charge of the person himself, his parents or master, if able; otherwise at the charge of the Government.

-pau-

H.R. 11180
94th Congress, 1st Session
In the House of Representatives
December 15, 1975

Mrs. Mink introduced the following bill: which was referred to the Committee on Interior and Insular Affairs

A BILL

To authorize a study of the feasibility and desirability of establishing a master plan for the establishment of a unit of the national park system in order to preserve and interpret the Kalaupapa settlement located on the island of Molokai in the State of Hawaii, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (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 the victims until at last succumbing to their disease. This inspiring work made him a figure of such national acclaim that a statue of him resists 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 purpose of this Act 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 at the Kalaupapa settlement, to the extent practical, and that training opportunities be provided such persons in management and interpretation of the settlement's cultural, historic, educational, and scenic resources.

SEC.2. (a) The Secretary of the Interior (hereinafter referred to as the "Secretary") shall study the feasibility and desirability of establishing as 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 part of such study, the Secretary shall consult with other interested Federal agencies, with 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 4, and he shall coordinate the study with other applicable planning activities.

SEC.3. (a) The Secretary shall submit to the President and the Congress within one year after the date of the enactment of this Act 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.

(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 for acquisition of the proposed park area, (2) an assessment of planned restoration of historic sites, (3) an estimate of park

development and long-term operations costs, (4) a plan for the development of programs (including training programs) for native Hawaiians, including patients and former patients at 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.

SEC.4. (a) There is hereby established a Kalaupapa National Historical Park Advisory Commission.

(b) The Commission shall be comprised 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 representing 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 patients' organization; and

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

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

(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.

(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 Act on vouchers signed by the Chairman.

(f) The Commission shall cease to exist at the time of submission of the Secretary's report referred to in section 3(a) to the President and the Congress.

SEC.5. During the period commencing with the date of the enactment of this Act and ending with the 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.

SEC.6. Such sums, not to exceed \$150,000, as may be necessary to carry out the provisions of this Act are authorized to be appropriated.

-pau-

PUBLIC LAW 96-565
(94 Stat. 3321)
December 22, 1980

AN ACT

To establish the Kalaupapa National Historical Park in the State of Hawaii, and for other purposes.

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

SEC.101. In order to provide for the preservation of the unique nationally and internationally significant cultural, historic, and scenic resources of the Kalaupapa settlement on the island of Molokai in the State of Hawaii, there is hereby established the Kalaupapa National Historical Park (hereinafter referred to as "park").

SEC.102. The Congress declares the following to constitute the principal purposes of the park:

- (1) to preserve and interpret the Kalaupapa settlement for the education and inspiration of present and future generations;
- (2) to provide a well-maintained community in which the Kalaupapa leprosy patients are guaranteed that they may remain at Kalaupapa as long as they wish; to protect the current lifestyle of these patients and their individual privacy; to research, preserve, and maintain important historic structures, traditional Hawaiian sites, cultural values, and natural features; and to provide for limited visitation by the general public; and
- (3) to provide that the preservation and interpretation of the settlement be managed and performed by patients and Native Hawaiians 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.

SEC.103. The boundaries of the park shall include the lands, waters, and interests therein within the area generally depicted on the map entitled "Boundary Map, Kalaupapa National Historical Park", numbered P07-80024, and dated May 1980, which shall be on file and available for public inspection in the local and Washington, District of Columbia offices of the National Park Service, Department of the Interior. The Secretary of the Interior (hereinafter referred to as the "Secretary") may make minor revisions in the boundary map or other description to that effect in the Federal Register.

SEC.104. (a) Within the boundary of the park, the Secretary is authorized to acquire those lands owned by the State of Hawaii or any political subdivision thereof only by donation or exchange, and only with the consent of the owner. Any such exchange shall be accomplished in accordance with the provisions of sections 5(b) and (c) of the Act approved July 15, 1968 (82 Stat. 354). Any property conveyed to the State or a political subdivision thereof in exchange for property within the park which is held in trust for the benefit of Native Hawaiians, as defined in the Hawaiian Homes Commission Act of 1920 shall, as a matter of Federal law, be held by the grantee subject to an equitable estate of the same class and degree as encumbers the property within the preserve; and "available lands" defined in section 203 of the Hawaiian Homes Commission Act may be exchanged in accordance with section 204 of said Act. The vesting of title in the United States to property within the park shall operate to extinguish any such equitable estate with respect to property acquired by exchange within the park.

1987 Amendment: That notwithstanding any other provision of law, Public Law 96-565 is amended by adding the following section at the end of section 104(a): "The Secretary may lease from the Department of Hawaiian Home Lands said trust lands until such time as said lands may be acquired by exchange as set forth herein or otherwise acquired. The Secretary may enter into such a lease without regard to fiscal year limitations." (P.L. 100-202, Title I; 101 Stat. 1329-220)

- (b) The Secretary is authorized to acquire privately owned lands within the boundary of the park by

donation, purchase with donated or appropriated funds, or exchange.

(c) The Secretary is authorized to acquire by any of the foregoing methods except condemnation, lands, waters, and interests therein outside the boundary of the park and outside the boundaries of any other unit of the National Park System but within the State of Hawaii, and to convey the same to the Department of Hawaiian Home Lands in exchange for lands, waters, and interests therein within the park owned by that Department. Any such exchange shall be accomplished in accordance with the provisions defined in subsection (a) of this section.

SEC.105. (a) The Secretary shall administer the park in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535), the Act of August 21, 1935 (49 Stat. 666), and the provisions of this Act.

(b)(1) With the approval of the owner thereof, the Secretary may undertake critical or emergency stabilization of utilities and historic structures, develop and occupy temporary office space, and conduct interim interpretive visitor services on non-Federal property within the park.

(2) The Secretary shall seek and may enter into cooperative agreements with the owner or owners of property within the park pursuant to which the Secretary may preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significant. Such agreements shall be of not less than twenty years duration, may be extended and amended by mutual agreement, and shall include, without limitation, provisions that the Secretary shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes, and that no changes or alterations shall be made in the property except by mutual agreement. Each such agreement shall also provide that the owner shall be liable to the United States in an amount equal to the fair market value of any capital improvements made to or placed upon the property in the event the agreement is terminated prior to its natural expiration, or any extension thereof, by the owner, such value to be determined as of the date of such termination, or, at the election of the Secretary, that the Secretary shall be permitted to remove such capital improvements within a reasonable time of such termination. Upon the expiration of such agreement, the improvements thereon shall become the property of the owner, unless the United States desires to remove such capital improvements and restore the property to its natural state within a reasonable time for such expiration.

(3) Except for emergency, temporary, and interim activities as authorized by paragraph (1) of this subsection, no funds appropriated pursuant to this Act shall be expended on non-Federal property unless such expenditure is pursuant to a cooperative agreement with the owner.

(4) The Secretary may stabilize and rehabilitate structures and other properties used for religious or sectarian purposes only if such properties constitute a substantial and integral part of the historical fabric of the Kalaupapa settlement, and only to the extent necessary and appropriate to interpret adequately the nationally significant historical features and events of the settlement for the benefit of the public.

SEC.106. The following provisions are made with respect to the special needs of the leprosy patients residing in the Kalaupapa settlement--

(1) So long as the patients may direct, the Secretary shall not permit visitation to the settlement in excess of one hundred persons in any one day.

(2) Health care for the patients shall continue to be provided by the State of Hawaii, with assistance from Federal programs other than those authorized herein.

(3) Notwithstanding any other provision of law, the Secretary shall provide patients a first right of refusal to provide revenue-producing visitor services, including such services as providing food, accommodations, transportation, tours, and guides.

(4) Patients shall continue to have the right to take and utilize fish and wildlife resources without regard to Federal fish and game laws and regulations.

(5) Patients shall continue to have the right to take and utilize plant and other natural resources for traditional purposes in accordance with applicable State and Federal laws.

SEC.107. The following provisions are made with respect to additional needs of leprosy patients and Native Hawaiians for employment and training. (The term "Native Hawaiian" as used in this title, means a descendent of no less than one-half part of the blood of the races inhabiting the Hawaiian Islands previous to the year

1778.)--

(1) Notwithstanding any other provision of law, the Secretary shall give first preference to qualified patients and Native Hawaiians in making appointments to positions established for the administration of the park, and the appointment of patients and Native Hawaiians shall be without regard to any provision of the Federal civil service laws giving employment preference to any other class of applicant and without regard to any numerical limitation on personnel otherwise applicable.

(2) The Secretary shall provide training opportunities for patients and Native Hawaiians to develop skills necessary to qualify for the provision of visitor services and for appointment to positions referred to in paragraph (1).

SEC.108. (a) There is hereby established the Kalaupapa National Historical Park Advisory Commission (hereinafter referred to as the "Commission"), which shall consist of eleven members each appointed by the Secretary for a term of five years as follows:

(1) seven members who shall be present or former patients, elected by the patient community; and

(2) four members appointed from recommendations submitted by the Governor of Hawaii, at least one of whom shall be a Native Hawaiian.

(b) 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.

(c) 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 Act on vouchers signed by the Chairman.

(d) The Secretary shall consult with and seek the advice of the Commission with respect to the development and operation of the park including training programs. The Commission shall, in addition, advise the Secretary concerning public visitation to the park, and such advice with respect to numbers of visitors shall be binding upon the Secretary if the Commission certifies to him that such advice is based on a referendum, held under the auspices of the Commission, of all patients on the official Kalaupapa Registry.

(e) The Commission shall expire twenty-five years from the date of enactment of this Act.

SEC.109. At the time when there is no longer a resident patient community at Kalaupapa, the Secretary shall reevaluate the policies governing the management, administration, and public use of the park in order to identify any changes deemed to be appropriate.

SEC.110. Effective October 1, 1981, there are hereby authorized to be appropriated such sums as may be necessary to carry out the purposes of this title but not to exceed \$2,500,000 for acquisition of lands and interests in lands and \$1,000,000 for development.

-pau-

SENATE REPORT NO. 96-1027

(To accompany H.R. 7217)

November 21, 1980

The Committee on Energy and Natural Resources, to which was referred the act (H.R. 7217) to enact certain provisions relative to units of the National Park System in the State of Hawaii, and for other purposes, having considered the same, reports favorably thereon with amendments to the text and to the title and recommends that the act as amended do pass.

PURPOSE

The purpose of H.R. 7217, as reported by the Committee on Energy and Natural Resources, is to provide for the establishment of the Kalaupapa National Historical Park and to provide funds for the maintenance and rehabilitation of the historic sailing ship, the Falls of Clyde.

BACKGROUND AND NEED

The Act of October 17, 1976 (90 Stat. 2447), directed the Secretary to conduct a study and to submit to the Congress a report addressing the historic, cultural, educational, scenic, and natural resources of the Kalaupapa Peninsula and to provide recommendations for their interpretation and preservation. The Act also created a 15-member Kalaupapa National Historical Park Advisory Commission. The Secretary was directed to consult with other Federal agencies, interested State and local officials and bodies, patients and former patients, and the Advisory Commission. The final proposals as embodied in the legislation represent the contribution and overall consensus of the State of Hawaii, the County of Maui[sic], the Kalaupapa residents and the National Park Service. The proposed legislation was approved by the Kalaupapa National Historical Park Advisory Commission on March 24, 1980.

In the history of man, few diseases have evoked the stigma of aversion that is associated with leprosy which is now known technically as Hansen's disease. The word "leper" has for centuries meant certain social banishment and an agonizing and lonely death. Perhaps because of its mysterious origins and lengthy incubation period, most societies historically treated victims of Hansen's disease by segregation and isolation; others simply killed the victims.

The Hawaiian Hansen's disease epidemic began about 1860 and lasted through 1924, although the disease was known to exist in the islands as early as 1830. The policy of isolation of Hansen's disease victims was not officially relaxed until 1969. On January 3, 1865, when Hawaii was still an independent monarchy, an Act was approved "To prevent the spread of leprosy". This Act authorized the Minister of the Interior to set aside government owned lands that could serve to isolate any persons with Hansen's disease. The Kalaupapa Peninsula on the island of Molokai was chosen for the settlement since it formed what was considered a natural prison.

The first patients were banished to the rocky peninsula on the north shore of Molokai Island on January 6, 1866. During the next 7 years, over 500 people joined the first pioneers. Early life at Kalaupapa was characterized by inadequate shelter, food, clothing or the essentials of life. No medical services were available. In the subsequent 134 years, Kalaupapa became the world's first leprosy colony of any size.

Various events have occurred that have focused worldwide attention on Hansen's disease and especially on Kalaupapa. Most significant among these events is the inspiring work of Father Damien. In an effort to improve the conditions of the victims of Hansen's disease, although he himself was not infected with the disease, Father Damien accepted exile to Kalaupapa and, 14 years later, died of Hansen's disease. Father Damien's work was of

such national acclaim that a statue of him rests in the Nation's Capitol. The greatest recognition of Father Damien's unselfish devotion to his fellow man will come with his probable canonization by the Roman Catholic Church.

Title I of H.R. 7217, as reported, seeks to recognize, interpret, and preserve the long and tragic history at Kalaupapa; commemorate the work of Father Damien and other religious and secular groups that tried to ease the suffering of the more than 7,000 persons who were exiled to Kalaupapa; and, preserve and protect natural and early Hawaiian cultural values.

-pau-

HANSEN'S DISEASE
Hawaii Revised Statutes, Section 326

§326-1 Establishment of hospitals, etc.; treatment and care of persons affected with Hansen's disease. The department of health, subject to the approval of the governor, shall establish hospitals, facilities, and places as it deems necessary for the care and treatment of persons affected with Hansen's disease.

At every such hospital, facility, and place there shall be exercised every reasonable effort to effect a cure of such persons, and all such persons shall be cared for as well as circumstances permit, and given such liberties as may be deemed compatible with public safety and in the light of advances in medical science and in accordance with accepted practices elsewhere. Every patient shall be encouraged to take complete treatment so that prompt recovery can be attained and shall be discharged as soon as possible. The treatment shall be compulsory only in those cases where, in the opinion of the department, such treatment is necessary to save life, prevent obvious physical suffering, or protect the health of the public, and the department may take such measures as may be necessary to enforce this section.

§326-2 Equal treatment of patients. Every Hansen's disease sufferer at Hale Mohalu and Kalaupapa shall be accorded as nearly equal care and privileges as is practicable under the different operating conditions of the two institutions.

§326-3 Care in other hospitals, homes, etc. Notwithstanding any of the provisions of this chapter or of any other chapter relating to this subject matter, the department of health may make arrangements for the care and treatment of any person within the jurisdiction at any hospital, nursing home, or convalescent home in the State, either public or private, and bear all expenses of the hospitalization and treatment and any other necessary expenses in the same manner as though the person were staying at any hospital, facility, or place for the care and treatment of persons affected with Hansen's disease established under section 326-1. Any moneys at any time appropriated for the care of patients or maintenance of the hospital, facility, or place established under section 326-1 may be used by the department to pay any hospital, nursing home, or convalescent home with which the department has made such arrangements. When such arrangements have been made the other provisions of this chapter relating to the examination, care, treatment, and discharge of patients shall be applicable to the institution and patient involved in the same manner as they apply to the hospital, facility, or place established under section 326-1.

§326-4 Officers and employees; sickness and accident; expense. In case any officer or employee of the department of health becomes ill or is injured at the facility at Kalaupapa and, in the opinion of the physician of the facility, or in the absence of the physician an authorized agent of the department of health, suitable medical, hospital, nursing, or other services of facilities are not available there, the department shall incur and pay the reasonable and necessary expenses of removing and transporting the officer or employee to and from a place within the State where suitable hospital facilities or treatment can be secured.

§326-5 Appropriations, how spent. All moneys at any time appropriated for the upkeep, support, maintenance, and conduct of any hospital, facility, or place for persons affected with Hansen's disease, shall be expended under the supervision and authority and by the order of the department of health, upon vouchers signed by the director of health.

§326-6 Treatment and care of pregnant mothers affected with Hansen's disease; disposition of children. Any woman patient at any place maintained for the treatment or care of persons affected with Hansen's disease who becomes pregnant shall be immediately subjected to necessary examination and care as the department of health may prescribe, and within a reasonable time of the possible delivery of child, the mother shall be placed under hospital care and attention as may be necessary to assure a healthy birth. Any child so born shall be immediately care for as will reduce the possibility of contracting Hansen's disease.

§326-7 to §326-10 Repealed L 1969, c. 152.

§326-11 Voluntary transfer to and from Kalaupapa. Any person undergoing treatment and receiving care for Hansen's disease at Hale Mohalu on June 30, 1969, may be transferred to Kalaupapa for care and treatment if the person desires. Any person who may undergo treatment and care for Hansen's disease at Hale Mohalu after June 30, 1969, may apply to the director of health for transfer to Kalaupapa. Any person undergoing treatment and receiving care for Hansen's disease at Kalaupapa may be transferred to Hale Mohalu for care and treatment if the person desires.

§326-12 Repealed L 1969, c. 152.

§326-13 Expenses; rules. The department of health shall bear all expenses of travel and other necessary expenses incurred under sections 326-1 to 326-14; and may prescribe all rules, regulations, and forms and perform all acts necessary and proper for carrying out their provisions.

§326-14 to §326-15 Repealed L 1969, c. 152.

§326-16 Rehabilitation of patients on temporary release. All patients on temporary release can be rehabilitated shall be given an opportunity at the hospital or facility where they are receiving medical care. Following satisfactory rehabilitation and training, every effort shall be made to assist the patients in securing gainful employment to become readjusted to a normal life in society.

§326-17 to §326-19 Repealed L 1969, c. 152.

§326-20 Permits to treat. The department of health may permit any person to engage in the treatment of persons affected with Hansen's disease or of persons supposed to have Hansen's disease. The permits shall be under such conditions and regulations as the department shall prescribe, and be revocable at the pleasure of the department.

§326-21 Employment of patients. The department of health, with the consent of a patient, and the patient's attending physician, may employ that patient to perform labor or service as may be approved by the attending physician, at any hospital, facility, or place for the care and treatment of persons suffering from Hansen's disease.

When there are vacancies in positions, classified under chapters 76 and 77, which are of such nature that the health of the public or of other nonpatient staff members will not be in danger by their being filled by individuals living with or associating closely with active patients, at any hospital, facility, or place exclusively for the care and treatment of persons suffering from Hansen's disease, employment preference shall be given to temporary release patients and discharged patients from such hospital, facility, or place; provided that the persons so hired shall be otherwise qualified under chapters 76 and 77.

Discharged patients who have been employed prior to December 30, 1960, under chapters 76 and 77 in accordance with the second paragraph of this section shall be eligible to receive the same rights and privileges as those enjoyed by temporary release patients employed under the second paragraph of this section.

§326-22 Compensation of patient employees. The compensation for patients employed under section 326-21 shall be set by the department of health; provided that in no case the compensation shall be less than the minimum wage as established by section 387-2.

Each patient employee of the department shall be entitled to and granted a vacation with pay each calendar year, calculated at the following rate:

For patients working six hours a day, one and one-half days for each month of service;

For patients working five hours a day, one and one-quarter days for each month of service;

For patients working four hours a day, one day for each month of service.

A month of service is defined as eighty or more hours of work which may be accumulated over any period of

time to total eighty hours. No more than twelve months of service may be earned and credited in any calendar year, even if the total number of hours worked should exceed nine hundred sixty hours.

§326-23 Pensions for patient employees at hospitals, etc. All patient employees or patient laborers at every hospital, facility, and place maintained for the treatment and care of persons affected with Hansen's disease shall be entitled, upon retirement after twenty years or more service with the department of health, at the hospital, facility, or place to a pension, payable monthly, in an amount which shall be equal to sixty-six and two-thirds percent of the average wage or salary which the patient was receiving during the last twelve months of employment at the hospital, facility, or place, whichever is higher.

Patient employees may use service with any state department or agency not exceeding five years which has not been credited under the state retirement system in lieu of service with a hospital, facility, and place maintained for the treatment and care of persons affected with Hansen's disease to satisfy the requirements of the preceding paragraph; provided that the service shall be authenticated by official records of the department where service was performed.

When work is available at Kalaupapa which may be fulfilled by patient residents of the facility under section 326-21 and there are no applicants for such positions among the eligible patients, pensioned patients who are in residence at Kalaupapa may be reemployed, not to exceed nineteen hours per week, without relinquishing the pension granted to them under this section. Furthermore, notwithstanding any provision of this chapter or of any other chapter relating to this subject matter, such reemployment shall no result in suspension or termination of payment of the pension granted originally or serve to increase, decrease, or alter said pension in any way.

§326-24. Rules. The director of health may adopt rules pursuant to chapter 91 necessary for the conduct of all matters pertaining to Hansen's disease, the treatment and care thereof, and other services provided to persons affected with Hansen's disease, and the full and complete governance of the county of Kalawao, except as limited by this chapter.

§326-25 Accounts, reports. The department of health shall keep an accurate and detailed account of all sums of money expended by it. The department shall report to the legislature at its regular sessions, such expenditures in detail, together with such information regarding Hansen's disease as it may deem to be of interest to the public.

§326-26 Persons allowed at places for Hansen's disease patients. No person, not having Hansen's disease, shall be allowed to visit or remain upon any land, place, or inclosure set apart by the department of health for domiciles and community facilities of persons affected with Hansen's disease, without the written permission of the director of health, or some officer authorized thereto by the department, under any circumstances whatever, and any person found upon such land, place, or inclosure without a written permission shall be fined not less than \$10 nor more than \$100 for such offense; provided that any patient resident of Kalaupapa desiring to remain at the facility shall be permitted to do so for as long as the person may choose, regardless of whether or not the person has been successfully treated.

§326-27 Revolving fund for Kalaupapa store. To enable the department of health to operate and maintain the Kalaupapa store, situated at Kalaupapa, Molokai, \$10,000 is appropriated as a special fund to be deposited in the state treasury and to be a continual deposit, subject to the control of the department through its director, to be used from time to time in operating and maintaining the Kalaupapa store. All moneys withdrawn from the fund for such purposes shall be reimbursed or collected from the sales made in the Kalaupapa store and shall then be available for further use.

§326-28 Kalaupapa store prices; penalty. It shall be unlawful for the department of health or its agents to sell or offer for sale any merchandise at the Kalaupapa store at prices exceeding the actual cost thereof, free on board steamer or any other means of transportation at Honolulu. Any person violating this section shall be fined \$25 and in addition thereto shall, at the discretion of the department, be subject to removal from

office.

§326-29 Fishing laws exemption; Kalaupapa. Notwithstanding any provision of the law to the contrary, state laws on fishing shall not be applicable to Hansen's disease patients at Kalaupapa, provided the patients engage in fishing along the shorelines and in waters immediately adjacent to the county of Kalawao.

No fish or other marine products obtained by patients may be sold outside the county of Kalawao.

The department of health shall adopt rules pursuant to chapter 91 necessary to control all fishing and acquisition of marine products by Hansen's disease patients.

§326-30 Making or taking of pictures without permission prohibited. Except for professional purposes, no person shall take photographs of any patient confined at any hospital, facility, or place for the care and treatment of persons affected with Hansen's disease, without the written permission of the patient.

§326-32 to §326-33 Repealed L 1969, c. 152.

§326-33 Damien Memorial Chapel. The Father Damien Memorial Chapel at Kalawao, Molokai, and the premises and graveyard thereof are hereby declared to be a public memorial to Father Damien.

§326-34 County of Kalawao governed by department of health. The county of Kalawao shall be under the jurisdiction and control of the department of health and be governed by the laws, rules, regulations relating to the department and the care and treatment of persons affected with Hansen's disease, except as otherwise provided by law.

§326-35 Sheriff, appointment, removal. There shall be no county officer in the county other than a sheriff, who shall be a patient resident of and be appointed in the county by the department of health and who shall hold office at the pleasure of the department or until a successor is appointed by the department. When a qualified patient resident is not available, the department may appoint a staff employee or other qualified person to serve as sheriff on a noncompensated basis.

§326-36 Sheriff, salary. The salary of the sheriff who is a patient resident shall be fixed and paid by the department of health out of the appropriation allowed by the legislature for the care and treatment of persons affected with Hansen's disease.

§326-37 Sheriff, duties. The sheriff of the county of Kalawao shall preserve the public peace and shall arrest and take before the district judge for examination all persons who attempt to commit or who have committed a public offense and prosecute the same to the best of the sheriff's ability.

§326-38 Sheriff, powers. The sheriff may appoint and dismiss and reappoint as many police officers as may be authorized by the department of health for the county. Patient residents, for the services rendered as police officers, shall receive pay as the department determined and which pay shall be taken out of and from the appropriation made by the legislature for the care and treatment of persons affected with Hansen's disease. The sheriff shall have other powers and duties within the county of Kalawao and appropriate thereto as are prescribed by law for the chiefs of police or police officers of the several counties respectively.

§326-39 Penalty. Any person violating this chapter, or any rule or regulation of the department of health thereto, shall be deemed guilty of a misdemeanor. Except as herein otherwise provided, the punishment therefor shall be the same as provided by section 321-18.

§326-40 Kalaupapa; policy on residency. The legislature finds that Hawaii's Hansen's disease victims have in many ways symbolized the plight of those affected with this disease throughout the world. Their sufferings and social deprivations helped eventually to bring the story of the disease and an understanding of its health ravages to people everywhere. Those patients who settled in Kalaupapa remain a living memorial to a long

history of tragic separation, readjustment, and endurance.

It is the policy of the State that the patient residents of Kalaupapa shall be accorded adequate health care and other services for the remainder of their lives. Furthermore, it is the policy of the State that any patient resident of Kalaupapa desiring to remain at the facility shall be permitted to do so for as long as that patient may choose, regardless of whether or not the patient has been successfully treated.

-pau-

CHAPTER 168, HANSEN'S DISEASE
TITLE 11, Department of Health
Hawaii Administrative Rules

§11-168-1 Purpose. The purpose of this chapter is to establish rules governing the care and treatment of persons with Hansen's Disease.

§11-168-2 Definitions. Unless otherwise indicated in the context, the following definitions shall apply:

"Communicable form or stage" means that form or stage of Hansen's Disease during which viable acid-fast organisms (*mycobacterium leprae*) are demonstrable in scrapings of skin or in tissue specimens in transmissible form and number.

"Contact" means an individual who has been exposed to a person afflicted with communicable Hansen's disease, or a child born to a patient under treatment for Hansen's disease in a communicable stage.

"Department" means the department of health of the State of Hawaii.

"Director" means the director of health of the State of Hawaii, and includes any officer, employee or agent of the department authorized by the director to act in his behalf.

"Hansen's disease" means a chronic disease produced by the *mycobacterium leprae*, and characterized primarily by alterations and destructive changes in the skin and nerve structures of the human body, appearing in either a communicable form or stage or a non-communicable form or stage.

"Physician" means a person duly licensed to practice medicine and surgery in the State of Hawaii.

§11-168-3 Notification. (a) Any physician having under his care or supervision a person with a disease believed to be Hansen's disease shall report the disease promptly to the department.

(b) The superintendent or management of any hospital in which a diagnosis of Hansen's disease is made after admission shall promptly inform the attending physician and report the diagnosis to the department. This does not relieve the physician of the primary responsibility for notifying the department.

(c) Any person in charge of a laboratory in which the examination of any specimen yields evidence of the possible presence of Hansen's disease shall report such findings to the department.

§11-168-4 Examination. (a) Any person reported as having Hansen's disease or suspected of having Hansen's disease shall be referred by his physician for examination by a consultant skilled in the examination and diagnosis of Hansen's disease as agreed upon by the patient or his physician and the director.

(b) Any person who does not accept the examination findings and recommendations of the consultant may request an examination by a panel of three physicians, one selected by and representing the person who is requesting the examination, one representing the Hawaii Medical Association and one representing the department. At least two of the three physicians must be known to be skilled in the diagnosis and management of Hansen's disease. The findings and recommendations of the majority of the panel will prevail.

(c) Any person who believes he may have Hansen's disease may request the director for an examination by a consultant representing the director to determine whether he has or does not have Hansen's disease.

(d) Contacts will be referred for examination and re-examination as may be required to insure prompt treatment should any evidence of Hansen's disease appear.

§11-168-5 Treatment. (a) Any person who has Hansen's disease will receive treatment either as an outpatient under the supervision of a physician approved by the director, or, if so recommended, in a hospital or other place established by the department for the care and treatment of persons afflicted with Hansen's disease.

(b) The department shall make arrangements for the care and treatment of Hansen's disease patients in other hospitals, nursing homes or "care" homes as the condition of the patient and the need for special services may indicate.

(c) Prophylactic chemotherapy and other preventive measures may be recommended for contacts who have been

exposed to infection.

§11-168-6 Hospitalization. (a) The hospitalization of persons having Hansen's disease may be recommended for initiation of chemotherapy, for the treatment of complications of Hansen's disease for the correction of deformities due to Hansen's disease, or for certain rehabilitation measures best carried out within a hospital. The need for hospitalization will be established on the basis of medical condition, home environment, need for special services, and other related medico-social factors.

(b) Whenever the director considers that hospitalization is necessary for the protection of the public health, he may direct that the patient be hospitalized.

(c) Any person who has been hospitalized or is under treatment for Hansen's disease and believe that he no longer needs to be hospitalized or treated, may request an examination by a panel of three physicians, one selected by and representing the patient, one representing the Hawaii Medical Association and one representing the department. At least two of the three physicians must be known to be skilled in the diagnosis and management of Hansen's disease. The examination will take place within 15 days after receiving a formal written request for such an examination. The decision of a majority of the panel will determine the future status of the patient. A person so examined may no request a second examination until after an interval of at least three months.

§11-168-7 Transfers. (a) The transfer of a patient from any hospital for the care and treatment of Hansen's disease to any other hospital for the further care and treatment of Hansen's disease or any other medical or surgical condition may be made upon recommendation of the attending physician and with the consent of the patient. If a medical or surgical emergency arises and the patient is incapable of being consulted, such transfer may be made without his consent.

(b) Any patient upon request may have his residence transferred from Hale Mohalu at Leahi Hospital to Kalaupapa Settlement or from Kalaupapa Settlement to Hale Mohalu at Leahi Hospital, except that patients admitted to Hale Mohalu subsequent to 30 June 1969 must apply to the director and would require his approval for transfer to Kalaupapa Settlement.

§11-168-8 Leave. A patient hospitalized with the communicable form or stage of Hansen's disease may be granted leave for a period of up to one week for personal or humanitarian reasons. Leave will be granted on condition that adequate measures are taken to prevent exposure of susceptible persons, especially children under 16 years of age, to infection, and that the person on leave follows the instructions of the health authority having jurisdiction over the area in which he will temporarily reside.

§11-168-9 Visiting. A permit issued by the director is required for any persons visiting or remaining in any place set apart for the treatment of persons having the communicable form of Hansen's disease. Permits will be issued for valid reason to adults upon request. Permits for escorted minors over 16 years of age will be issued to parents or guardians on request for valid reason.

§11-168-10 Employment. There shall be no restriction on the type of employment that may be engaged in by an person with the non-communicable form or stage of Hansen's disease.

§11-168-11 Outpatient follow-up care and discharge from the outpatient service. Patients shall continue on outpatient follow-up care until the likelihood of any further complications of Hansen's disease have passed. Contacts may be discharged from the outpatient service after medical examinations show no evidence of Hansen's disease.

§11-168-12 Penalty. Any person who violated the provisions of this chapter shall be fined no more than five hundred dollars or imprisoned for not more than one year, or both.

§11-168-13 Severability. If any provision of this chapter, or the application of any provision of this chapter to any person or circumstance, is held invalid, the application of such provision to other persons or

circumstances, and the remainder of this chapter, shall not be affected thereby.

-pau-

STATE OF HAWAII - DEPARTMENT OF HEALTH
Cooperative Agreement No. 8000-82-38
Executed March 7, 1984

Section C - Statement of Agreement

WHEREAS, in accordance with Section 326-34, H.R.S., the County of Kalawao of which Kalaupapa Settlement is a part, is under the jurisdiction and control of the Department of Health, State of Hawaii (hereinafter known as the Department) and is governed by the laws, rules, and regulations relating to the care and treatment of persons affected with Hansen's Disease and the Department, except as otherwise provided by law;

WHEREAS, Public Law 96-565 - December 22, 1980 (hereinafter known as the Act) established the Kalaupapa National Historical Park in the State of Hawaii and provides for the transferring of administration and management of Kalaupapa Settlement through cooperative agreements no less than 20 years' duration which the Secretary of Interior shall seek and may enter to preserve, protect, maintain, contract, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance;

WHEREAS, the Act declared a national policy to preserve and interpret Kalaupapa Settlement for the education and inspiration of present and future generations; to provide a guarantee that the Hansen's Disease patients entitled to live in the Settlement may remain in Kalaupapa; to preserve and maintain important historic structures; and to provide that the preservation and interpretation of the Settlement be managed and performed by patients and Native Hawaiians to the extent practical;

WHEREAS, the National Park Service (hereinafter known as the Service) shall promote and regulate the use of the Federal park areas and may preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance in accordance with the Act;

WHEREAS, the Department has for many years managed the Kalaupapa Settlement to care for Hansen's Disease patients, owns many of the Settlement's facilities and utilities, has employees engaged in community operation functions, and desires to have the Kalaupapa Settlement preserved and interpreted for education and benefit of present and future generations, and is in agreement with the National policy that the preservation and interpretation at Kalaupapa be performed by Native Hawaiians and patients of the Kalaupapa Settlement to the extent possible;

WHEREAS, the Act with respect to special needs of the Hansen's Disease patients residing in the Kalaupapa Settlement provides for the Department to continue to be responsible for health care programs;

WHEREAS, under Sections 326-1, 326-3, and 326-40, H.R.S., health care programs cover primary through tertiary level health care which included dietary/nutrition and other ancillary support services that first consideration in the planning and development of Kalaupapa as a National Historical Park should be given to the health care program;

WHEREAS, more than thirty of the structures at Kalaupapa Settlement have been nominated to the National Register as historic structures and are significant cultural features of Kalaupapa National Historical Park;

WHEREAS, the Hansen's Disease program of the Department is the recipient of approximately \$1.9 million annually in Federal reimbursements currently authorized under 42 U.S.C. 247e and the operation and maintenance of Kalaupapa Settlement which includes functions and responsibilities that may eventually come under the Service is part of a patient per diem cost and that to the extent of available Federal appropriation, reimbursements are

based on costs per patient day/patient census data; and that funding from the Service for transferred operations should not replace current program reimbursements under 42 U.S.C. 247e;

WHEREAS, the Act provides that as a condition precedent to the expenditures of any federal funds, a binding written cooperative agreement of at least 20 years' duration be agreed to;

WHEREAS, both parties wish to avoid unnecessary, costly, and wasteful duplication of efforts; and

WHEREAS, the two parties to this Agreement wish to cooperate with one another for their own mutual benefit and for the general benefit of the people of the United States and future generations;

WHEREAS, NOW THEREFORE, in consideration of the above premises and in the interest of the mutual advantage in attainment of common objectives, the parties hereto desire to cooperate and mutually agree as follows:

A. THE DEPARTMENT AGREES:

1. That subject to the approval of the Hawaii Director of Health in accordance with Section 326-34, H.R.S., the Department shall transfer in an orderly manner the duties and functions set forth in Table 1 and Table 2, Scope of Work and Functions and Responsibility.
2. That subject to the approval of the Hawaii Director of Health (in accordance with H.R.S. 326-26), the Service and the public shall have the right of access at reasonable times to public portions of the property for interpretive and other purposes.
3. That the Department shall be liable to the United States in an amount equal to the fair market value of any capital improvements made to or placed upon the property in the event this Agreement is terminated prior to its natural expiration, or any extension thereof, by the Department, such value to be determined as of the date of such termination, or, at the election of the Service, that the Service be permitted to remove such capital improvements within a reasonable time of such termination. Upon the expiration of this Agreement, the improvements thereon shall become the property of the Department, unless the Service desires to remove such capital improvements and restore the property to its natural state within a reasonable time of such expiration.
4. That the Department will continue to perform the functions which are assigned to it by Table I and Table 2, subject to availability of funds which are attached hereto and hereby made a part of this Agreement.

B. THE SERVICE AGREES:

1. That it will meet with the Department for joint planning and coordinating purposes.
2. That it will incorporate patient health care needs in any planning and development of the Kalaupapa National Historical Park.
3. That the Department consider and develop with the transfer of any function on an ongoing operational basis affecting current services of the Kalaupapa Settlement a program change in other areas of the State's Hansen's Disease program in an effort to maintain levels of Federal reimbursements under the current 42 U.S.C. 247e.
4. That it will operate and maintain utilities, roads, non-medical patient functions and maintenance of historic structures within Kalaupapa National Historical Park, subject to the Availability of Funds in future year' appropriations, in accordance with Table 1 and Table 2, which are attached hereto and

hereby made a part of this Agreement.

5. That progress reports regarding the work of the Service at the Kalaupapa Settlement will be provided the Department at least annually.
6. That nothing in this Agreement shall be done in violation of the specific Kalaupapa provisions of State laws.

C. IT IS MUTUALLY UNDERSTOOD AND AGREED:

1. That the Service and the Department shall consider jointly, at such places and at such intervals as may be agreed upon by both parties hereto, a general program of operation, preservation, and protection of Kalaupapa National Historical Park.
2. That planning sessions will be held conjointly at least annually and a multiyear program and financial plan will be developed and aligned with State and Federal budgets, since each agency is dependent on appropriations to determine the extent of their ability to perform the functions outlined in this Agreement.
3. That the Service and the Department agree to form a transition committee whose responsibility will be the orderly transfer and maintenance of program functions.
4. That the Service and the Department will assist each other and provide administrative support in the development and implementation of any necessary guidelines in compliance with Federal and State procedures before the operation of any functions are transferred from the Department to the Service. This will include but not be limited to organization, personnel and payroll, budgeting and accounting, purchasing, property control, building, equipment, motor vehicles, collective bargaining unit contracts, administrative capital improvements, etc.
5. That this Cooperative Agreement shall remain in effect for a period of twenty years from its effective date. This Cooperative Agreement shall be reviewed annually.
6. That no changes be made in the property which is the subject of the Agreement without mutual agreement of the Service and the Department.

TABLE 1. SCOPE OF WORK.

Responsibility of Kalaupapa Functions, as and if National Park Service appropriations become available.
(Note: Edited from tabular form and for formatting purposes.)

HAWAII DEPARTMENT OF HEALTH WILL CONTINUE THESE FUNCTIONS

- Patient health care: All medical nursing functions, social services
- Administer functions related to medical service; i.e., operate infirmary, records
- Patient food preparation, service, kitchen
- Maintain infirmary, hospital
- Patient health benefits: Renovation of and addition to patient housing (interior only) based on medical need.
Renovation and addition based on history -- NPS responsibility
- Visitor permits under H.R.S. paragraph 326-26, non-profit patient store
- Library
- Medical nursing; social services
- Cattle ranching
- Visitor quarters
- Monitor water; quality food services
- Barge scheduling
- Civil defense

NATIONAL PARK SERVICE WILL GRADUALLY ASSUME THESE FUNCTIONS

(in interim until funds are appropriated, function will be by existing responsible party)

- Operate/maintain water distribution system/1/
- Road maintenance
- Maintain electrical distribution system/1/
- Maintain electric transmission lines to topside
- Gasoline storage
- Stabilize and preserve public owned National Register historic structures
- Assist private and church owners to preserve National Register historic structures
- Manage visitor and tour capacities
- Maintain old cemeteries
- Administer concession contracts
- Preserve archaeological sites
- Interpretive structure at Palaaau
- Maintain public grounds
- Sanitary land fill
- Law enforcement of applicable NPS regulations
- Exterior of patient houses
- Fire suppression
/1/ To, but not within, individual structures

OTHER ORGANIZATION OR INDIVIDUAL WILL CONTINUE THESE FUNCTIONS

Operate/maintain airport, grounds, terminal -- State Dept of Transportation
Operate/maintain Molokai Lighthouse -- U.S. Coast Guard
Telephone systems and distribution -- Hawaiian Telephone
Operate/maintain churches and related structures, grounds -- individual parishes
Law enforcement of State statutes and regulations -- Kalawao County Sheriff (may be assisted by deputized Park Rangers)
Minor maintenance of residences and residential grounds -- individual occupants
Kalaupapa Wharf -- State Department of Transportation
Maintain mule trail from Palaaau -- mule concessioner
Patient bar -- owner

-pau-

STATE OF HAWAII - DEPARTMENT OF TRANSPORTATION
Cooperative Agreement No. 8896-7-8005
Executed February 12, 1987

Article I Background and Objectives

WHEREAS, Public Law 96-565 - December 22, 1980 (hereinafter known as the Act) established the Kalaupapa National Historical Park in the State of Hawaii and provides for the transferring of administration and management of the park through cooperative agreements of not less than 20 years' duration which the Secretary of the Interior shall seek and may enter into to preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance;

WHEREAS, the National Park Service (hereinafter known as the Service) shall promote and regulate the use of the Federal park areas and may preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance in accordance with the Act;

WHEREAS, the Department of Transportation, State of Hawaii (hereinafter known as the Department) operates, maintains, and has statutory jurisdiction over the Kalaupapa airport which consists of a 2,760-foot by 50-foot paved runway, terminal, and maintenance buildings and related facilities located on 42.3 acres within the boundary of Kalaupapa National Historical Park;

WHEREAS, the Act declared a national policy to preserve and interpret Kalaupapa for the education and inspiration of present and future generations; to provide a guarantee that the Hansen's Disease patients entitled to live in the Settlement may remain in Kalaupapa; to preserve and maintain important historic structures; and to provide that the preservation and interpretation of the Settlement be managed and performed by patients and Native Hawaiians to the extent practical; and to provide for limited visitation by the general public;

WHEREAS, the Department may make regulations or improvements for the comfort, convenience, and safety of air travelers and may enter into contracts, leases, or other arrangements with any qualified person granting authority to operate the airport or granting the privilege of using, occupying, or improving the airport for commercial purposes, such as supplying goods and services to the general public or for general aviation activities;

WHEREAS, the Kalaupapa airport is within a National Historic Landmark and therefore on the National Register of Historic Places, it is subject to the provisions of Section 106, United States Public Law 89-665, known as the Historic Preservation Act of 1966;

WHEREAS, certain airport buildings are historic structures and other historic and archeological features occur on and adjacent to airport property;

WHEREAS, the Department's future plans for improving the Kalaupapa airport may include acquiring additional lands, modifying the runway and adjacent lands, refurbishing the terminal building and other projects;

WHEREAS, the Act provides that as a condition precedent to the expenditures of any federal funds by the Service, a binding written cooperative agreement of at least 20 years' duration be executed;

WHEREAS, both parties wish to avoid unnecessary, costly, and wasteful duplication of efforts; and,

WHEREAS, the two parties to this Agreement wish to cooperate with one another for their own mutual benefit and

for the general benefit of the people of the United States and future generations;

Article II. Statement of Work

NOW, THEREFORE, in mutual consideration of the above premises and in the interest of the mutual advantage in attainment of common objectives, the parties hereto desire to cooperate and mutually agree as follows:

A. THE DEPARTMENT AGREES:

1. That subject to approvals of the State of Hawaii Director of Health, the Service and the public shall have the right to access at reasonable times to public portions of the property for interpretive and other purposes.
2. That the Department shall reimburse the United States in an amount equal to the fair market value of any capital improvements made to or placed upon its property in the event this Agreement is terminated prior to its natural expiration, or any extension thereof, by the Department, such value to be determined as of the date of such termination, or, at the election of the Service, that the Service be permitted to remove such capital improvements within a reasonable time of such termination. Upon the expiration of this Agreement, the improvements thereon shall become the property of the Department, unless the Service desires to remove such capital improvements and restore the property to its natural state within a reasonable time of such expiration.
3. To secure prior written approval from the Superintendent of Kalaupapa National Historical Park or a Service official acting in that capacity for alteration or repairs to airport buildings, grounds, and facilities, or for the construction or erection of any building or facility on any portion of the grounds included in this Agreement.
4. That the Department will continue to perform the functions which are assigned to it by State law, subject to availability of funds.

B. THE SERVICE AGREES:

1. That it will meet with the Department in joint planning and coordinating purposes.
2. To assist the Department in the preservation, protection, rehabilitation, restoration, interpretation, and use of airport buildings and cultural features on airport grounds as mutually agreed to by the parties, subject to the availability of funds in future years' appropriations.
3. To assist the Department, when necessary, with maintenance and operation of utility and support systems (water, electrical, plumbing, fences, parking lots, and the like) as mutually agreed by the parties subject to the availability of funds in future years' appropriations.
4. That nothing in this Agreement shall be done in violation of specific provisions of State laws.
5. That so long as the Department owns and/or operates Kalaupapa as a public airport and the Service provides a water supply to Kalaupapa Settlement free of charge, the Service will also supply free water to the airport.
6. That so long as the Department owns and/or operated Kalaupapa as a public airport, the Service shall, to the extent reasonable, restrict the use of land adjacent to or in the immediate vicinity of the airport to activities and purposes compatible with normal airport operations, including landing and takeoff of aircraft.

7. That periodic progress reports regarding the work of the Service at the Park will be provided the Department.

C. IT IS MUTUALLY UNDERSTOOD AND AGREED:

1. That the Service and the Department shall consider jointly, at such places and at such intervals as may be agreed upon by both parties hereto, a general program of operation, preservation, and protection of Kalaupapa National Historical Park.
2. That joint planning sessions will be held as necessary and a multiyear program and financial plan will be developed and aligned with State and Federal budgets, since each agency is dependent on appropriations to determine the extent of their ability to perform the functions outlined in this Agreement.
3. That no changes or alterations shall be made in the property of in the use of the property which is the subject of the Agreement without mutual agreement of the Service and the Department.
4. That the existing agreement regarding the Service's wayside exhibit located at the Kalaupapa airport is hereby reaffirmed.

Article III. Term of Agreement

Article IV. Key Officials

Article V. Award (Non-Financial)

Article VI. Prior Approval

Article VII. Reports

Article VIII. Property Utilization and Disposition

Article IX. Termination Prior to Natural Expiration

-pau-

STATE OF HAWAII - BOARD OF LAND & NATURAL RESOURCES
Cooperative Agreement No. 8896-9-8004
Executed August 15, 1989

ARTICLE I. BACKGROUND AND OBJECTIVES

WHEREAS, Public Law 96-565 - December 22, 1980 (hereinafter known as the Act) established the Kalaupapa National Historical Park in the State of Hawaii and provides for the transferring of administration and management of the park through cooperative agreements of not less than 20 years' duration which the Secretary of the Interior shall seek and may enter into to preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance;

WHEREAS, the National Park Service (hereinafter known as the Service) shall promote and regulate the use of the Federal park areas and may preserve, protect, maintain, construct, reconstruct, develop, improve, and interpret sites, facilities, and resources of historic, natural, architectural, and cultural significance in accordance with the Act;

WHEREAS, the boundaries of the Park includes, in addition to all of the Kalawao County which is under the jurisdiction of the State of Hawaii Department of Health, about 50 acres of land at Nihoa, and portions of Palaaau State Park which are under the management of the State of Hawaii Board of Land and Natural Resources (hereinafter known as the Board);

WHEREAS, the 1,330-acre area of Kalawao County has been established by Governor's Executive Order as the Puu Alii Natural Area Reserve and other areas of Kalawao County have been designated as forest reservations under the care and control of the Board;

WHEREAS, the Board has requested the assistance and cooperation of the Service in managing and controlling feral pigs on the Puu Alii Natural Area Reserve;

WHEREAS, the Service has a long and successful record and the expertise to control noxious feral ungulates on its lands;

WHEREAS, almost all of the Park is on the National Register of Historic Places as a National Historic Landmark and over 50 specific buildings, ruins, and sites are on the List of Classified Structures, all of which are subject to regulation under the Board's and the Service's historic preservation programs;

WHEREAS, the Act provides that as a condition precedent to the expenditures of any federal funds, a binding written cooperative agreement of at least 20 years' duration be agreed to;

WHEREAS, both parties wish to avoid unnecessary, costly, and wasteful duplication of efforts; and,

WHEREAS, the two parties to this Agreement wish to cooperate with one another for their own mutual benefit and for the general benefit of the people of the United States and future generations;

ARTICLE II. STATEMENT OF WORK

NOW, THEREFORE, in mutual consideration of the above premises and in the interest of the mutual advantage in attainment of common objectives, the parties hereto desire to cooperate and mutually agree as follows:

A. The Board Agrees:

1. That subject to applicable approves of the State of Hawaii Director of Health, the Service and the public shall have the right of access at reasonable times to public portions of the property for interpretive and other program management purposes.
2. That the Board shall reimburse the United States in an amount equal to the fair market value of any capital improvements made to or placed upon its property in the event this Agreement is terminated prior to its natural expiration, or any extension thereof, by the Board, such value to be determined as of the date of such termination, or, at the election of the Service, that the Service be permitted to remove such capital improvements within a reasonable time of such termination. Upon the expiration of this Agreement, the improvements thereon shall become the property of the Board, unless the Service desires to remove such capital improvements and restore the property to its natural state within a reasonable time of such expiration.

B. The Service Agrees:

1. That it will meet with the Board or its representatives for joint planning and coordinating purposes.
2. That the items listed below are subject to agreements with the owners, permits and approvals from the Board, and the availability of funds in current and future years' appropriations, and it will:
 - a. Operate and maintain all Park facilities, including utilities, roads, trails, cemeteries, historic structures, and public grounds, except those facilities on portions of Palaaau State Park within the boundaries of Kalaupapa National Historical Park which shall continue to be operated and maintained by the Board subject to Section C.5 below;
 - b. Protect and preserve archeological sites, native ecosystems, threatened and endangered species, water and air quality;
 - c. Conduct basic natural and cultural resource research, inventories, and studies and share the raw data and the results with the Board and other interested parties;
 - d. Prepare plans on various aspects of management, operations, preservation, and interpretation and submit drafts to the Board for review and approval prior to implementation;
 - e. Install and maintain interpretive devices and exhibits, animal control fences, informational signs;
 - f. Manage/control visitor use and safety, fire, feral animals, selected vegetation, solid waste, and litter;
 - g. Assist the Board in every way possible in the management and control of feral ungulates on the Puu Alii Natural Area Reserve and other areas of Kalaupapa National Historical Park where such animals are doing damage to native ecosystems.
3. That annual progress reports regarding the work of the Service at the Park will be provided the Board.
4. That nothing in this Agreement shall be done in violation of specific provisions of State laws, administrative rules or regulations of the Board.
5. That subject to applicable approvals of the State of hawaii Director of Health, the Board and the public shall have the right of access at reasonable times to public portions of the property for interpretive and other program management purposes.

C. It Is Mutually Understood and Agreed:

1. That the Service and the Board shall consider jointly, at such places and at such intervals as may be agreed upon by both parties hereto, subjects of mutual interest or concern relating to the operation, preservation, and protection of the Park.
2. That no changes or alterations shall be made in the property or in the use of the property which is subject of the Agreement without mutual agreement of the Service and the Board.
3. That nothing in this agreement shall be interpreted to convey or impair the Board's jurisdiction over fishing or other management of streams, and stream and near-shore resources and waters, including diversions of Waikolu Valley waters. Further that all discussions, actions, or activities related to water and aquatic resources within the park are beyond the purview of this Cooperative Agreement.
4. That so long as the resident patients remain at Kalaupapa, the Service and the Board, in cooperation with the State Department of Health, will assist each other in protecting their current lifestyle, rights, and individual privacy.
5. That the two existing Memorandums of Understanding between the Service and the Board regarding wayside exhibits in Palaa State Park executed in March 1985 and for mutual aid in fire control executed in August 1985 are hereby reaffirmed without change.

ARTICLE III. TERM OF AGREEMENT

ARTICLE IV. KEY OFFICIALS

ARTICLE V. AWARD (NON-FINANCIAL)

ARTICLE VI. PRIOR APPROVAL

ARTICLE VII. REPORTS

ARTICLE VIII. PROPERTY UTILIZATION AND DISPOSITION

ARTICLE IX. TERMINATION PRIOR TO NATURAL EXPIRATION

-pau-

1. That subject to applicable approves of the State of Hawaii Director of Health, the Service and the public shall have the right of access at reasonable times to public portions of the property for interpretive and other program management purposes.
2. That the Board shall reimburse the United States in an amount equal to the fair market value of any capital improvements made to or placed upon its property in the event this Agreement is terminated prior to its natural expiration, or any extension thereof, by the Board, such value to be determined as of the date of such termination, or, at the election of the Service, that the Service be permitted to remove such capital improvements within a reasonable time of such termination. Upon the expiration of this Agreement, the improvements thereon shall become the property of the Board, unless the Service desires to remove such capital improvements and restore the property to its natural state within a reasonable time of such expiration.

B. The Service Agrees:

1. That it will meet with the Board or its representatives for joint planning and coordinating purposes.
2. That the items listed below are subject to agreements with the owners, permits and approvals from the Board, and the availability of funds in current and future years' appropriations, and it will:
 - a. Operate and maintain all Park facilities, including utilities, roads, trails, cemeteries, historic structures, and public grounds, except those facilities on portions of Palaa State Park within the boundaries of Kalaupapa National Historical Park which shall continue to be operated and maintained by the Board subject to Section C.5 below;
 - b. Protect and preserve archeological sites, native ecosystems, threatened and endangered species, water and air quality;
 - c. Conduct basic natural and cultural resource research, inventories, and studies and share the raw data and the results with the Board and other interested parties;
 - d. Prepare plans on various aspects of management, operations, preservation, and interpretation and submit drafts to the Board for review and approval prior to implementation;
 - e. Install and maintain interpretive devices and exhibits, animal control fences, informational signs;
 - f. Manage/control visitor use and safety, fire, feral animals, selected vegetation, solid waste, and litter;
 - g. Assist the Board in every way possible in the management and control of feral ungulates on the Puu Alii Natural Area Reserve and other areas of Kalaupapa National Historical Park where such animals are doing damage to native ecosystems.
3. That annual progress reports regarding the work of the Service at the Park will be provided the Board.
4. That nothing in this Agreement shall be done in violation of specific provisions of State laws, administrative rules or regulations of the Board.
5. That subject to applicable approvals of the State of hawaii Director of Health, the Board and the public shall have the right of access at reasonable times to public portions of the property for interpretive and other program management purposes.

C. It Is Mutually Understood and Agreed:

1. That the Service and the Board shall consider jointly, at such places and at such intervals as may be agreed upon by both parties hereto, subjects of mutual interest or concern relating to the operation, preservation, and protection of the Park.
2. That no changes or alterations shall be made in the property or in the use of the property which is subject of the Agreement without mutual agreement of the Service and the Board.
3. That nothing in this agreement shall be interpreted to convey or impair the Board's jurisdiction over fishing or other management of streams, and stream and near-shore resources and waters, including diversions of Waikolu Valley waters. Further that all discussions, actions, or activities related to water and aquatic resources within the park are beyond the purview of this Cooperative Agreement.
4. That so long as the resident patients remain at Kalaupapa, the Service and the Board, in cooperation with the State Department of Health, will assist each other in protecting their current lifestyle, rights, and individual privacy.
5. That the two existing Memorandums of Understanding between the Service and the Board regarding wayside exhibits in Palaaau State Park executed in March 1985 and for mutual aid in fire control executed in August 1985 are hereby reaffirmed without change.

ARTICLE III. TERM OF AGREEMENT

ARTICLE IV. KEY OFFICIALS

ARTICLE V. AWARD (NON-FINANCIAL)

ARTICLE VI. PRIOR APPROVAL

ARTICLE VII. REPORTS

ARTICLE VIII. PROPERTY UTILIZATION AND DISPOSITION

ARTICLE IX. TERMINATION PRIOR TO NATURAL EXPIRATION

-pau-

S.C.R. 215, S.D. 1
Adopted April 14, 1989
The Senate, Fifteenth Legislature, 1989
State of Hawaii

SENATE CONCURRENT RESOLUTION

REQUESTING THE DEPARTMENT OF HEALTH TO DEVELOP A TRANSITION PLAN WHICH ACCOMMODATES THE NEEDS AND PRIVILEGES OF THE RESIDENT PATIENT POPULATION OF KALAUPAPA, MOLOKAI.

WHEREAS, the individuals and patients residing in Kalaupapa, Molokai remain a living memorial to a long history of tragic separation, readjustment, and endurance; and

WHEREAS, the Centennial Celebration commemorating the death and life of Father Damien DeVuester brings worldwide recognition of his great deeds, of the many people once and now living at the settlement, and a renewed interest in the history and future of the Kalaupapa Peninsula; and

WHEREAS, it is the policy of the State that the patient residents of Kalaupapa shall be accorded adequate health care and other services for the remainder of their lives; and

WHEREAS, the County of Kalawao, the site of Kalaupapa, is under the jurisdiction of the Department of Health, in conjunction with the National Park Service; and

WHEREAS, in order to protect the tranquility, rights, and privileges of the residents of Kalaupapa, as time goes by, there should be a plan established by the Department of Health to ensure an orderly and compassionate transition of the area to the National Park Service; now, therefore,

BE IT RESOLVED by the Senate of the Fifteenth Legislature of the State of Hawaii, Regular Session of 1989, the House of Representatives concurring, that the Department of Health is requested to develop a transition plan which accommodates and protects the needs and privileges of the patient population of Kalaupapa until the last resident no longer needs the services and protection of the State of Hawaii; and

BE IT FURTHER RESOLVED that the Department of Health is requested to submit the plan, with appropriate recommendations, to the Legislature twenty days before the convening of the Regular Session of 1991; and

BE IT FURTHER RESOLVED that a certified copy of this Concurrent Resolution be transmitted to the Director of Health.

-pau-