

State of Hawai'i  
DEPARTMENT OF LAND AND NATURAL RESOURCES  
Division of State Parks  
Honolulu, Hawai'i 96813

May 25, 2018

Board of Land and Natural Resources  
State of Hawai'i  
Honolulu, Hawai'i

Island of Kaua'i

REQUEST BOARD REVIEW OF DRAFT MASTER PLAN FOR HĀ'ENA STATE PARK; RECOMMEND THAT THE GOVERNOR ACCEPT THE FINAL EIS FOR HĀ'ENA STATE PARK MASTER PLAN, TMK'S: 5-9-01:22 (POR.); 5-9-08:01; AUTHORIZE THE CHAIRPERSON TO APPROVE THE FINAL HĀ'ENA STATE PARK MASTER PLAN FOLLOWING ACCEPTANCE OF THE FINAL EIS BY THE GOVERNOR.

**LOCATION:**

Portion of Government lands of Hā'ena, Halele'a, Kaua'i, identified by Tax Map Keys: (4) 5-9-01:22 (POR.); 5-9-08:01. A small 0.68-acre inholding is located within the park that is owned by the County of Kaua'i and contains Ka Ulu a Paoa Heiau and Ke Ahu a Laka. It is identified as TMK 5-9-01:25.

**LAND TITLE STATUS:**

Section 5(b) of the Hawai'i Admission Act.

Department of Hawaiian Home Lands (DHHL) 30% entitlement lands pursuant to the Hawai'i State Constitution: NO

**CURRENT USE STATUS:**

Executive Order #3391, effective September 13, 1988, designated the subject area as Hā'ena State Park.

**SUMMARY:**

This submittal requests (1) the Board's review and comment on the Draft Master Plan for Hā'ena State Park (Exhibit 1, refer to link at the end of this submittal), (2) the Board recommend to the Governor acceptance of the final environmental impact statement (EIS) for the project, and (3) the Board authorize the Chairperson to approve the final master plan following Governor's acceptance of the EIS. The EIS is available electronically as Exhibit 2 – refer to link at the end of this submittal.

The Division of State Parks (State Parks), in collaboration with many members of the community and the public at large, the Hā'ena State Park Master Plan Advisory Committee, and the Hui Maka'ainana o Makana have developed the plan over the last decade. Building on the previous efforts to previous efforts to prepare a draft master plan in 2001, which included

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extensive input from the Hā'ena community, the proposed master plan integrates the wishes of the community today and incorporates updated technical studies. It recommends minimal physical improvements to the park in order to maintain the natural beauty and openness of the area and a reduction in the number of daily visitors to a targeted count of 900 per day.

Only a few new structures are proposed including a Welcome Hale that is envisioned as an open traditional Hawaiian design and located near the improved main parking lot. Interpretive and informational signage will be posted at the hale and two small comfort stations to the side of the main parking lot will provide a second set of facilities to reduce wastewater flows at the existing Kē'ē comfort station. The current overflow parking area will serve as the main parking lot and be resurfaced with permeable paving. Portions of it will be shifted slightly makai to avoid a rockfall hazard zone. According to the rockfall hazard study completed for the park in 2013 by AECOM (Appendix H), several areas along the existing highway are predicted to be within a Class A (high estimated potential) and Class B (medium estimated potential) rockfall hazard zone. After considering costly and undesirable engineering solutions that would deface Ka Pali 'Ōahi o Makana, the MPAC together with Hui leadership, recommended that all visitor facilities be located outside of the estimated rockfall hazard zones to the extent possible. This includes the main parking lot, new entry turnaround and shuttle stop, and a new pedestrian-only path that connects the main parking lot with Kē'ē Beach through the lo'i. The new pedestrian pathway follows along the first berm of the lo'i closest to the highway and is proposed to be slightly elevated so as not to impact the berm or any of the historic resources, but will float just above the berm. The new path will provide visitors with a unique view of Makana, a famous mountain peak and wahi pana, as well as views of the restored wetlands, loko, and lo'i as they continue to Kē'ē.

New restrooms are also proposed near the main parking lot in order to provide additional alternative comfort stations for visitors. The latest proven green wastewater treatment technologies should be installed and these new facilities will also help lessen the use of the existing comfort station at Kē'ē, which has sensitive cultural sites nearby.

The main parking lot is envisioned to be flexible, but with a maximum of 100 striped stalls. The overall size of the main parking lot would be adjusted accordingly to support visitor use of third-party shuttles to the park, or the County's proposed North Shore shuttle should it be established, with the goal of right-sizing the parking lot. The idea is to accommodate local demand, complement shuttle volume, and minimize parking impacts outside of the park. In addition, the main parking lot would be separated into a fee-paying lot and non-fee paying lot by moveable bollards and cordons so the parking can be adaptively managed on an as-needed basis to support the varying numbers in either group parking at the park on any given day and even throughout the day. A smaller special access parking lot will be located at Kē'ē in the existing paved areas. These stalls will be reserved for ADA accessibility, the lifeguards, park staff, the Hula Complex, and other cultural practices. It will also be accessible for emergencies as well as safety and rescue operations.

Other recommendations include reestablishing the area makai of the Kalalau trailhead and encompassing Ka Ulu a Paoa Heiau and the former Allerton property as a Hula Complex, recognizing the extreme significance of this ancient wahi kapu to hula practitioners worldwide. In addition, a Cultural Gathering Place will be created inland of Ka'ilio Point with a traditional

hale and Hālau Wa‘a, where educational and community programs could be staged, including overnight stays.

The plan also supports the continued restoration of the Agricultural Complex and encourages restoration of the varied historic, cultural, and natural resources throughout the park. It prioritizes the restoration of the dune complex as a potential first effort, recognizing the multiple benefits of ecological restoration, beach protection, and caring for the ancestors whose bones lay interred in the sand dunes. The plan also encourages green building design, integrated water use, reuse, and rainwater catchment, and renewable energy throughout the park.

The two key management recommendations include 1) the establishment of a Cultural Advisory Committee and a Community Advisory Committee, both of whom will be consulted on all aspects of park management and proposed improvements; and 2) the implementation of adaptive management principles with regards to all management issues at the park, including the 900 visitors per day limit and parking, which will be adjusted as needed at the park. Together, these two key management recommendations mean that the community and cultural experts will be consulted prior to the implementation of new management actions at the park as well as prior to proposed construction projects at the park.

The existing historic state highway that runs through the park is also recommended to be transferred from the State Department of Transportation to State Parks so that it may be closed to general through traffic and State Parks can shift the bulk of visitor traffic and parking outside of a potential rockfall hazard zone.

A significant proposal in the draft master plan is to limit the number of people who can enter the park to 900 people per day as an initial ceiling which may be adjusted over time based on overall negative or positive impacts to the area with an emphasis on public safety. This initial number includes day hikers on the Kalalau Trail but does not include overnight campers or hunters with valid permits, members of the Hui, cemetery caretakers, kūpuna who have cultural or ancestral ties to the area, or attendees at special educational or cultural events such as volunteer workdays or events at the Hula Complex. This will encourage visitors to plan ahead and an informational system via the internet, text messages, and email could be developed to distribute real-time information on park access, ticket availability, special events, and weather, ocean and any hazardous conditions at the park. The Master Plan acknowledges that park access will be an ever-evolving operational issue and will likely change over time as new policies are implemented. However, the goal is to study the impacts of these proposed policies and to adjust them as appropriate to improve the long-term management of the park and visitor satisfaction.

This draft report also includes sections on interpretive and educational opportunities, park organization and ongoing operation, and an implementation plan with a preliminary phasing plan and associated tasks to be completed in conjunction with capital improvements.

### **Hā‘ena State Park EIS Process**

Preconsultation comments for the project were collected from August 11, 2008 to October 22, 2008 with one follow up letter dated November 10, 2011. Twenty public agency/utility company letters were received and two from community organizations and individuals.

The Hā'ena State Park Master Plan Environmental Impact Statement Preparation Notice (EISPN) was submitted under the authority of Act 172-12 to the State Office of Environmental Quality Control (OEQC) on February 9, 2015. Notice of the availability of the EISPN was published in the February 23, 2015 edition of *The Environmental Notice*. The public comment period for the EISPN began on February 23, 2015 and ended on March 25, 2015. Seventeen letters were received on the EISPN from public agencies and two letters from the community.

Following the EISPN, State Parks submitted the DEIS to OEQC on July 13, 2015 and Notice of the availability of the Draft EIS was published in the July 23, 2015 edition of OEQC's *The Environmental Notice*. Copies of the DEIS were provided to OEQC-approved list of government agencies, public officials, and other organizations and individuals. The official 45-day public comment period on the DEIS began on July 23, 2015 and ended on September 8, 2015. However, State Parks held a public meeting on August 19, 2015 to gather more input on the DEIS and extended the DEIS public comment period until October 8, 2015. Three letters were received after the close of the extended public comment period. The last one was received on November 4, 2015. Twenty-three (23) agency/elected officials/utility letters and 128 email/letters/comment cards were submitted by the community with additional verbal input received at the August 19, 2015 public meeting. Comments received included general support and general opposition, other comments focussed on the proposed new structures, the elevated boardwalk trail, gating the roadway, proposed visitor and parking limits, catering to tourists, the validity of the rockfall study, managing the overcrowding, support for the restoration of cultural and natural resources, and many legal and technical responses from agencies.

Due to the feedback received on the Draft EIS, State Parks worked on revising the master plan with a reorganized Community Advisory Committee to address the concerns voiced by the larger community. Working meetings were conducted between September 2015 and June 2016, and a Community Open House was held on July 23, 2016 at Hā'ena State Park to present the revised plan to the public, where it was received favorably by attendees. As a result, the master plan presented in the Final EIS has been updated based on the feedback received from the public meetings, comments received, and subsequent extensive collaboration with the Community Advisory Committee. The following changes were made to the plan and are reflected in the FEIS:

- The large education center and caretaker's cottage were deleted in favor of a smaller welcome hale located at the entrance which is envisioned as a thatched open traditional Hawaiian hale.
- Restrooms for men and women, formerly within the education center will be located to the right of the welcome hale, but separate.
- The interpretive path is now a pedestrian-only path and its alignment is shifted mauka near Kē'ē to better direct people towards the beach areas overseen by the lifeguards. A loop path through the lo'i back to the entrance was deleted.
- The main parking area is separated into a fee-paying lot and a non-fee paying lot that can be adjusted in size as needed.
- A preferred access, parking and transportation plan was created to address concerns about local park access, regional parking problems, and to explicitly acknowledge support for and integration with a comprehensive North Shore shuttle plan.

## Project History

Located on Kaua'i's North Shore, Hā'ena State Park finds itself at the intersection of cultural and ecological significance and heavy visitor use as one of the state's most frequented visitor attractions. At the end of Hā'ena is Kē'ē beach, one of the most popular and heavily visited beaches on Kaua'i, and the gateway to the Kalalau Trail and Hanakāpī'ai Falls – now subject to thousands of visitors per day, impacting both resources and the adjacent communities with congestion, crowding and a reduction in the quality of life. Hā'ena is a wahi pana and wahi kapu, well-known for the legend of Pele, Hi'iaka and Lohi'au and the ancient hula complex at Kē'ē. There is also an extensive agricultural complex, which spans much of the area of the park and is being restored by Hui Maka'āinana o Makana (Hui) under a curatorship agreement with State Parks. The area is an ancestral home with remnants of both prehistoric and modern homesites including Lohi'au's house platform, actively tended cemeteries and burial sites, a former poi mill, and dozens of archaeological sites. The area is also rich with dynamic geology, scenic beauty, varied natural resources, unique weather patterns and ocean conditions which inspire ancient stories and social media posts alike. At Hā'ena, continuous streams of visitors converge with a socially diverse community and a dedicated 'ohana, some of whom grew up and lived on this land before it became a state park. This mix of human, cultural, recreational and environmental resources gives rise to the need to develop a conscientious and comprehensive master plan in order to balance conservation, restoration, education, recreation, public safety and the preservation of Hā'ena's cultural integrity.

State Parks has attempted to develop a master plan for Hā'ena State Park since the 1970s when it acquired the lands for the park in fee with the assistance of a Federal Land and Water Conservation Fund Grant. The last attempt comprised several years of research, community meetings and interviews by The Keith Companies-Hawai'i, Inc. and Earthplan Planning and Design (The Keith Companies) and their consultants. The team prepared a draft report entitled, *Hā'ena State Park Master Plan and Draft Environmental Impact Statement*, with the last known version being a hand-edited copy completed in 2001. It included extensive background information as well as the development and evaluation of four master plan alternatives (three different development scenarios and one "no change" alternative. The effort culminated in a "community preferred master plan" that is referred to throughout this report as the "2001 Draft Park Plan." While neither the report nor the master plan were completed or adopted, they contain valuable information and are the starting point for this effort.

In this current effort, State Parks contracted with PBR HAWAII to complete the master plan and environmental impact statement (EIS) for Hā'ena State Park. PBR HAWAII was tasked to work with the community through an advisory committee to refine the 2001 Draft Park Plan and accompanying written master plan report with an emphasis on the cultural and historic significance of Hā'ena and to develop alternatives for transportation and parking.

The importance of the Hā'ena State Park Master Plan and EIS has become elevated due to the recent flooding impacts to the North Shore of Kaua'i, including the park, as the implementation of the plan may be facilitated and hastened utilizing disaster mitigation funds.

**RECOMMENDATIONS:**

That the Board:

1. Review and comment on the draft Hā'ena State Park Master Plan; and
2. Recommend that the Hā'ena State Park FEIS be submitted to OEQC for publication in The Environmental Notice and transmitted to the Governor for acceptance of the FEIS; and
3. Delegate authority to the Chairperson of DLNR to approve the final Hā'ena State Park Master Plan following acceptance of the FEIS by the Governor.

Respectfully submitted,



FOR CURT A. COTTRELL  
Administrator  
Division of State Parks

APPROVED FOR SUBMITTAL:



SUZANNE D. CASE  
Chairperson  
Board of Land and Natural Resources

**ATTACHMENTS:**

The following attachments to this submittal are available for download at <http://dlnr.hawaii.gov/dsp/parks/kauai/haena-state-park/>

Exhibit 1: Hā'ena State Park Master Plan Draft Final Report

Exhibit 2: Hā'ena State Park Master Plan Final Environmental Impact Statement

Exhibit 3: Hā'ena State Park Master Plan Draft Appendices

Exhibit 4: Hā'ena State Park Master Plan Background Research and Analysis