

State of Hawaii
DEPARTMENT OF LAND AND NATURAL RESOURCES
Division of State Parks
Honolulu, Hawaii

June 9, 2022

Board of Land and Natural Resources
State of Hawaii
Honolulu, Hawaii

KAUA'I

SUBJECT: REQUEST APPROVAL TO CHANGE THE NAME OF RUSSIAN FORT ELIZABETH STATE HISTORICAL PARK TO PĀ'ULA'ULA STATE HISTORIC SITE, MAKAWELI, WAIMEA, KAUA'I. TMK: (4) 1-5-005:003

LOCATION:

Russian Fort Elizabeth State Historical Park is a 17.2-acre park on the eastern riverbank at the mouth of the Waimea River in the ahupua'a of Makaweli, district of Waimea, Island of Kaua'i.

Tax Map Key: (4) 1-5-005:003

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:

During the Māhele of 1848, the land on the east side of the Waimea River (Makaweli ahupua'a) went to Victoria Kamāmalu (R.P. 4476, LCA 7713, Apana 1). Elizabeth Sinclair purchased the lands of Makaweli, including the fort, and the island of Ni'ihau in 1864. The State of Hawai'i purchased the property in 1972 from the Estate of Alice Robinson. Executive Order (E.O.) 2673 set aside the property to Division of State Parks for the purpose of preserving and interpreting the fort as a significant 19th Century site in Hawai'i's history.

State Land Use District: The portion of the park encompassing the fort structure, riverbank and shoreline are within the Conservation District. The eastern portion of the park that was previously under sugarcane cultivation is zoned agricultural.

ITEM E-2

SUMMARY:

This submittal requests the Board's approval to change the park name from Russian Fort Elizabeth State Historical Park to Pā'ūla'ūla State Historic Site based on historical research and to better reflect the longstanding Hawaiian settlement, development, occupation, and history of the site. Pā'ūla'ūla was the traditional Hawaiian place name for the fort and land area at the eastern mouth of the Waimea River. The name Fort Elizabeth was given by the Russian-American Company when construction of the fort was initiated in 1816-1817. This name recognized Czarina Elizaveta, wife of Russian Czar Alexander I. These two names reflect the multicultural history of this site. Pā'ūla'ūla was the residence of several generations of Kaua'i ali'i nui, including King Kaumuali'i. However, the site has been most often recognized for the short period of Russian involvement on Kaua'i (1816-1817). An 1885 map by George Jackson labeled the site "Old Russian Fort" and the National Historic Landmark nomination referred to the site as Russian Fort which may be the sources of the current park name, Russian Fort Elizabeth State Historical Park (SHP). Current projects, both underway and proposed, seek to share a more balanced and comprehensive story of the Hawaiian history at the site. Towards this goal, a change in the name of the site to Pā'ūla'ūla has been proposed.

Russian Fort Elizabeth (State Site No. 50-30-05-1000) was designated a National Historic Landmark (NHL) in 1962 and listed on the National Register of Historic Places. The site was subsequently listed on the Hawai'i Register of Historic Places in 1981. When the nomination form was prepared in 1978, the significance highlighted the large stone structure as "the most impressive reminder of the attempts by the Russians to gain a position of influence in the Hawaiian Islands during the early 19th century".

Based on the historical and archaeological research conducted since that time, an effort is now underway to expand this significance and timeline to emphasize the paramount role of native Hawaiians before, during, and after the brief time that the Russian-American Company (RAC) was on Kaua'i. King Kaumuali'i was especially influential in this history and is memorialized with the statue placed in the park in March 2021.

Park Background

Russian Fort Elizabeth State Historical Park was established in 1972 to preserve and interpret the fort as a significant 19th Century site in Hawai'i's history. The 1975 Environmental Impact Statement for initial park development stated the purpose of the park as:

To protect the physical remains of an important site in Hawaiian history and restore these remains to help Hawaii's residents and visitors understand and appreciate the historic roots of modern Hawaii. Restoration will strive to recreate the physical setting of 1817, when the Fort was at the peak of its historical importance and the surrounding area was an important settlement. (DLNR 1975)

At the time of the State's acquisition, sugarcane was being cultivated around the north and east sides of the fort structure by Gay and Robinson. After archaeological investigations in 1972 and 1975, State Parks proceeded with improvements in 1976 for public visitation that included vegetation clearing, construction of a parking lot and restroom in the northeastern corner of the park property, placement of interpretive signs and unpaved paths with a brochure for self-guided tours, and installation of landscaping. In 1989, there was a park improvement project that redesigned the parking lot, added an interpretive kiosk, and reconfigured the crushed coral pathway to facilitate a self-guided tour of the site using numbered signposts and a brochure. Interpretation in the 1970s and 1980s depended heavily on historic references that emphasized the role of George Anton Schäffer and the Russian-American Company in the construction of the 3 forts on Kaua'i between 1816 and 1817.

Visitation to the fort site has been occurring since the 1920s. Based on a visitor count conducted in October 2018, daily visitation averages 200 with an estimated annual visitation around 75,000. The visitor counts from the 1990s were also in the range of 75,000, but there was a high number of busses visiting the park which is no longer the case.

Photographs from the early 1900s indicate that kiawe became established at the fort by the early 1900s. Sugarcane cultivation in the Makaweli area started around 1900 and sugar was still being grown around the fort when the State acquired the park property in the early 1970s. During a major vegetation removal project between 2009 and 2010, kiawe trees were removed from within and around the fort. In addition, banyan trees and other vegetation were cut down along the riverbank. This clearing was a first step in the restoration of the cultural landscape of the site and exposed the view corridors to Waimea River and Waimea Town. The 2-year project was conducted by the West Kaua'i Business and Professional Association (WKBPA) with grants from Hawai'i Tourism Authority (HTA).

In 2018, the Friends of King Kaumuali'i received a State Grant-In-Aid to fabricate and install a bronze statue of King Kaumuali'i at the park. The park was believed to be a historically and culturally appropriate site for the statue because Kaumuali'i had his residential compound here, circa 1778-1820. A location in the northwestern corner of the park was selected to maintain the historical integrity of the site and avoid visual impacts to the fort structure but to also symbolize the domain of Kaumuali'i as king of the Kaua'i Kingdom, including Ni'ihau.

Historical Background

During the pre-contact period and into early Western contact, there were two chiefly residences and administrative centers on the island of Kaua'i – one at Wailua on the east side of the island and the other at Waimea on the west side. These were wahi pana and social-political-economic centers overseen by the ali'i nui (paramount chiefs). The royal centers were selected based on their wealth of resources and a population of maka'āinana to support the entourage of ali'i, kāhuna, retainers, and their families. Both Waimea and Wailua offered a large river with abundant fresh water, fertile agricultural soils, a wealth of marine resources, sandy shorelines for canoe landings, and good surf sites. The ali'i nui and his entourage moved about the island spending time at various residences but especially at these two locations.

The establishment of Waimea as a royal center is not as well documented as Wailua but was known as the residence of Kamakahelei, “queen” of Kaua’i with her husband Ka’eokūlani at the time of Western contact. Their son Kaumuali’i was born at Pōhaku Ho’ohānau at Wailua in 1778 and he retained the royal compound named Hi’omole at the eastern river mouth of the Waimea River.

There are references to Kaumuali’i interacting with foreign explorers and traders at Waimea as early as 1792 when he was invited aboard the ship *Discovery* by George Vancouver. Upon his father’s death in 1796, there was a war between Kaumuali’i and his half-brother Keawe. Kaumuali’i was victorious but Kaua’i was soon under the threat of invasion by Kamehameha I. Kamehameha’s invading fleet of canoes was destroyed in 1796 by a storm at sea and when he tried again in 1804, his fleet was decimated by a plague. Kaumuali’i met Russian Naval Captain Yuri Lisiansky on the ship *Neva* in 1804. Kaumuali’i offered his kingdom to Russia if Lisiansky would use the *Neva* to protect Kaua’i but Lisiansky declined the offer.

Kaumuali’i agreed to be a tributary king to Kamehameha I in 1810 where he was able to rule Kaua’i, Ni’ihau, Lehua, and Kaula until his death. With this arrangement, Kamehameha was able to unify the Hawaiian Islands under his rule. But during the War of 1812, Kaumuali’i broke the alliance and allowed American traders to use Kaua’i to store trade goods while Kamehameha supported the British. In 1814, Kaumuali’i raised an American flag at the flagstaff in Waimea. He then evicted 17 chiefs from Kaua’i who had ties to Kamehameha and sent them back to O’ahu on American ships. As the War of 1812 was ending, the American allies sailed off to China and Kaumuali’i lost this foreign support. Kaumuali’i sought to retain the sovereignty of Kaua’i from Kamehameha I. This would influence his interaction with various foreign powers, including the Russian-American Company (RAC).

In January 1815, the Russian-American Company (RAC) trading vessel *Bering* ran aground in front of Kaumuali’i’s compound on the east bank of the Waimea River. Kaumuali’i claimed salvage rights and over 2,000 Hawaiians participated in the salvage operations. It was not until October 1815 that Governor Alexander Baranov of the RAC sent Dr. George Anton Schäffer from Sitka, Alaska to negotiate the return of the cargo and establish favorable trade relationships. After he visited with Kamehameha I in Kailua-Kona and stopped in Honolulu to build a storehouse at the harbor, Schäffer proceeded to Kaua’i and met Kaumuali’i in Waimea in May 1816. Schäffer and Kaumuali’i signed a treaty where Kaumuali’i swore allegiance to Russian Emperor Alexander I in an attempt to keep Kaua’i independent and protected from Kamehameha. Kaumuali’i was promised a fully armed brig and in return, the RAC received a sandalwood monopoly and the right to build factories. Kaumuali’i was given a Russian flag to fly at Waimea. Before the RAC ship left Waimea, 10 cannons and barrels of gunpowder were unloaded and taken onshore at Waimea.

Schäffer and Kaumuali’i signed another treaty in July 1816 to join forces to defeat Kamehameha I. Kaumuali’i agreed to build a fort and Schäffer drew up the plans for a fort next to Kaumuali’i’s compound on the east bank of the river. Schäffer provided the name Fort Elizabeth, but this name may only have been used by the RAC for the short period of 1816-1817.

Kaumuali'i directed at least 300 Hawaiians to build the fort at Waimea while Schäffer and many of the RAC employees went to Hanalei to construct Forts Alexander and Barclay-de-Tolly. Fort Alexander, named after the Russian emperor, was a battery with wooden palisades atop a low earthen berm. Many RAC employees remained in Hanalei while others planted cotton, grapes, and corn in Hanapēpē to provision ships traversing the Pacific Ocean.

But by 1817, the political climate had changed. Schäffer received a letter from Governor Baranov in Alaska, where Baranov rejected the purchase of the ship *Avon* that had been promised to Kaumuali'i by Schäffer. Also, around this time, Lt. Otto Von Kotzebue disavowed any Russian military support for Schäffer or the Russian-Kaua'i alliance. Soon after, there were rumors that the United States and Russia were at war and the American, British, and Kamehameha loyalists demanded the expulsion of Schäffer and the RAC from Kaua'i. Kaumuali'i ordered Schäffer to leave Waimea and Hanalei in May 1817.

Kamehameha died in May 1819 and was succeeded by his son Liholiho (Kamehameha II). In 1821, Liholiho sailed to Kaua'i and took Kaumuali'i to Honolulu where he was deposed of his rule and forced to marry Ka'ahumanu, Kamehameha's widow. Kaumuali'i only returned once to Kaua'i before dying in 1824. In August 1824, Kaumuali'i's son Humehume led an attack on the fort that was occupied by those loyal to the Kamehameha monarchy and was defeated by the loyalists who had cannons and guns.

The first Protestant missionaries arrived on the ship *Thaddeus* in 1820. They sailed into Waimea Bay with Humehume onboard and were welcomed by King Kaumuali'i. Kaumuali'i provided a large, thatched house adjacent to his compound on the east side of the river to the two missionary families – the Whitneys and Ruggles. Mercy Whitney described their residence as being enclosed by a 10-foot-high rock wall where the river meets the sea. The house with glass windows and a brick oven was also used for prayer meetings and schooling. The missionaries stayed a short time at the fort site before they moved about a half mile up the river.

By 1839, the staffing of the fort was not permanent. The cannons were described as being in poor condition and the 100 rifles were rusty. In 1843, the interior of the fort was said to be "filled with houses and tombs". In the Māhele of 1848, soldiers made claims for the lands outside the fort and used the name "Pā'ula'ula" and "Hipō" for the fort (papu).

The fort was in ruins by the 1850s. By 1853 only a few soldiers were at the fort and sweet potatoes were being grown inside the walls. The guns were dismounted, and the powder magazine was being used as a house. The half dozen soldiers were without arms or ammunition. The fort was officially dismantled in 1864.

Fort Structure

Schäffer's fort design had elements of the 17th Century forts of Europe, especially the star-like projections on the makai (seaward) side designed to defend the bay and coastline from naval attack. The wall consisted of an earthen embankment faced with stacked basalt boulders with some use of adobe mortar. Rocks were used to make steps within each of the 7 projections. Cannons were placed at the inner recesses of the 15- to

30-foot-wide wall to protect the walls from siege and create crossfire. At least one cannon was brought to the fort in 1816 from the RAC ship *Otkrytie* and placed at Kaumuali'i's "palace".

By the time the Russians were expelled in 1817, the seaward side of the fort wall, the flagstaff with a rock base, and the powder magazine had been built. The magazine was constructed with adobe walls, a thatched roof, and excavated cellar for the storage of ammunition. The fort structure was completed by Kaumuali'i and the Hawaiian labor force sometime between 1817 and 1820. The roughly circular footprint of the fort measured about 300 feet in diameter. Additional buildings within the fort wall were constructed in the 1820s and 1830s, including a guardhouse, barracks, and armory.

Hawaiian Significance of Pā'ula'ula

Research from the 1990s to the present has shed new light on the multicultural history of the area on the eastern bank of the Waimea River. Researchers such as Dr. Peter Mills of the University of Hawai'i at Hilo and Alexander Molodin, formerly of Novosibirsk University in Siberia, have examined more closely the historical records and the relationship between Kaumuali'i, George Schäffer, and the Russian-American Company to better understand the significant role that Hawaiian sovereignty and cultural traditions played during the one year (1816-1817) of cultural interaction between the Russians and Hawaiians.

To determine the most historically accurate and appropriate name for the park and site at the eastern mouth of the Waimea River, State Parks considered the following:

- Schäffer proposed the construction of a fort and provided a design, but it was King Kaumuali'i who proceeded with the idea and directed the construction of the fort using Hawaiian labor and materials. Kaumuali'i retained control of his residential compound while he directed the Hawaiian labor force and the building of the fort.
- Kaumuali'i built the fort directly adjacent to his own royal residence, where he continued to reside throughout the whole affair.
- Schäffer and the RAC were on Kaua'i for only about one year. Most of their time was spent at Hanalei where they constructed and occupied Forts Alexander and Barclay.
- Neither the Russians or the RAC built or garrisoned the fort at Waimea. Pā'ula'ula should be considered a Hawaiian fort as it was built and garrisoned by Hawaiian soldiers from 1816 to 1864.
- "Pāpū [fort] Pā'ula'ula" was the term Hawaiian soldiers stationed at the fort used. We know this from written documents in the Māhele and family histories. There is no reason to believe that the name was invented during the Māhele and likely pre-dated the fort as a place name. There is no record of Kaumuali'i ever uttering the name "Fort Elizabeth" for his fort. "Fort Elizabeth" was Schäffer's name for the fort.
- One element of a Hawaiian royal center was the presence of ali'i burials, and the practice of burying within the fort suggests the Hawaiian association with a heiau.

Research has provided evidence for as many as 5 individuals being buried within the fort between 1822 and 1848.

Consultation

The Division of State Parks created a working group in 2018 to address the planning for the Park after the forum held on Kaua'i in 2017 to commemorate the 200th anniversary of the fort's construction. Park improvements with the installation of interpretive signs were last done in 1989 and it was recognized that new information gathered about the history of the site over the past 30 years warranted significant updating and revisions to the park interpretive signs. In addition, the forum highlighted that the Hawaiian story associated with the site had been largely overlooked and needed to be more accurately shared with residents and visitors.

The working group began with 16 members representing Native Hawaiian organizations on Kaua'i, the Russian-American community on Kaua'i and the continental United States, the Waimea community, and researchers knowledgeable about the site and its history. From the beginning, the discussion focused on the need to more accurately reflect the multi-cultural history and recognize the importance of this site in Waimea as a royal center and residential compound of Kaua'i ali'i spanning the period before and after Western Contact.

Ongoing research into the written literature located in Hawai'i, the continental United States, and Russia has shed new light on the brief, one-year history of the Russian-American Company (RAC) on Kaua'i and the limited role that George Anton Schäffer and the RAC played at the site in Waimea. Kaua'i King Kaumuali'i was instrumental in the decision to proceed with the construction of the fort using the design provided by Schaffer. Kaumuali'i's role is now recognized as being paramount to this history as he retained his sovereign control of the site as well as the island while interacting with foreign interests. He directed the construction of the fort with Hawaiian labor and garrisoned the fort with Hawaiian soldiers. Once Schäffer and the employees of the RAC were expelled from Kaua'i in 1817, the fort remained in Hawaiian control under the Monarchy until it was dismantled in 1864.

There was consensus in the working group to include Pā'ūla'ūla in the park name as the traditional Hawaiian place name for both the fort and the area at the eastern river mouth. This name was prominent in the land claims around the fort by the Hawaiian soldiers during the Māhele of 1848. The controversy has focused on whether to retain "Russian" in the name. The Russian and Russian-Americans participating in the meetings of the working group were concerned that removing Russian and/or Fort Elizabeth from the park name would erase their history. However, others from the community and host culture pointed out that while the fort may not have been built without the influence of Schäffer and the RAC, the fort was not built or garrisoned by the RAC or sanctioned by the Russian government. Therefore, referring to it as a Russian fort is historically inaccurate and misleading. The interpretive materials being developed for the park seek to accurately share the history and will recognize the role played by Schäffer, the Russian-American Company, and the Russian government of the time.

The change in the park name to Pā'ula'ula was supported by a resolution adopted by the Association of Hawaiian Civic Club at their annual convention held in 2018. This was followed by resolutions introduced during the 2019 Legislative Session (Senate Resolution 163 and House Resolution 139). The matter came up again during the 2022 Legislative Session with Senate, House, and Concurrent resolutions urging the Board of Land and Natural Resources to rename the Russian Fort Elizabeth State Historical Park in Waimea, Kauai as Pā'ula'ula. Testimony received during the hearings on these resolutions was overwhelmingly in support. Senate Resolution 106 was adopted on April 6, 2022, and House Resolution 100 was adopted on April 7, 2022.

RECOMMENDATION:

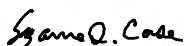
It is recommended that the Board approve the change in the park name from Russian Fort Elizabeth State Historical Park to Pā'ula'ula State Historic Site because Pā'ula'ula more accurately reflects the long Hawaiian history at the site and shares the traditional Hawaiian name for the site. The change from historical park to historic site conforms to the existing nomenclature adopted for the state park system and demonstrates the primary purpose of protecting and preserving a historic place significant to Hawai'i's culture and history, including its recognition as a National Historic Landmark.

Respectfully submitted,



CURT A. COTTRELL
Administrator
Division of State Parks

APPROVED FOR SUBMITTAL:



Suzanne Case
Chairperson
Board of Land and Natural Resources

EXHIBITS:

- Exhibit A – BLNR, Item E-1, 1/24/2003
Revisions to the Nomenclature of the State Park System
- Exhibit B - Pā'ula'ula Name Signage

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

January 24, 2003

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

Approved by the Board of
Land and Natural Resources
at its meeting held on

1/24/03

SUBJECT: Revisions to the Nomenclature for the State Park System

State Parks are comprised of scenic, cultural, natural, and outdoor recreation resources of statewide or national significance that are set aside for public interest, visitation, and education. The diversity of the parks in our state park system is reflected in the variety of titles given to them, including state parks, state recreation areas, state monuments, state historical parks, state waysides, and state recreation piers. On November 5, 1965, the Board approved the "Criteria for Evaluating Areas Proposed for Inclusion in Hawaii's State Park System". The criteria used to classify the park units includes the kinds of park resources, the level of development that is appropriate, levels of public use and resource management, the interpretive opportunities, and the recreational potential.

The state park system has continued to grow and develop since its inception in 1949. Today, the state park system consists of 55 parks and 14 additional areas managed as part of the park system. Together, these parks encompass over 27,000 acres on five islands. The existing nomenclature for the parks and managed areas is as follows:

State Historical Parks (SHP): Areas established to preserve a complex of historical, cultural, or archaeological sites which are either unique or good examples for interpreting themes of statewide or national significance, such as Kealahou Bay SHP, Hawai'i and Russian Fort Elizabeth SHP, Kaua'i.

State Monuments (SM): Natural and cultural features that illustrate Hawaii's unique geological or cultural history, such as Diamond Head SM, O'ahu and 'Iao Valley SM, Maui.

State Parks (SP): Areas with a diversity of resources, including outstanding scenic and natural features, historical and archaeological sites, and geological resources, such as Kōke'e SP, Kaua'i and Kekaha Kai SP, Hawai'i.

State Recreation Areas (SRA): Areas selected and developed to provide outdoor recreation opportunities, such as Hāpuna Beach SRA and Mālaekahana SRA.

State Recreation Piers (SRP): Piers adapted for recreational fishing, such as Ahukini SRP and Waimea SRP, Kaua'i.

State Waysides (SW): Areas along highways selected for their scenic or historic significance, such as Nu'uuanu Pali SW, O'ahu and Kaumahina SW, Maui.

State Park Reserves (SPR): Areas acquired and set aside for park purposes, but not currently developed or improved for public use, such as Kiholo SPR, Hawai'i.

ITEM E-1

EXHIBIT A

In the case of several parks, their official designation has been enacted through legislation (Chapter 6E, HRS), such as 'Iolani Palace, Sand Island, Diamond Head State Monument, and the Kohala Historical Sites State Monument. In most cases, the park nomenclature is assigned by the Division of State Parks based on the 1965 criteria.

With the acquisition of new park areas and a re-evaluation of the existing park titles, several changes to the state parks nomenclature are proposed:

State Historic Site: Individual historic, cultural, or archaeological sites of statewide or national significance. This classification would be used for many of the *heiau* sites in the park system which are now classified as state monuments. This new title would be applied to Pu'u O Mahuka Heiau, Ulupō Heiau, and Kūkaniloko Birthstones, O'ahu; Haleki'i-Pihana Heiau, Maui; and Kukuipahu Heiau, Mo'okini Heiau, and Kamehameha Birthsite, Hawai'i. Based on their legislative designation, 'Iolani Palace and the Kohala Historical Sites will retain the State Monument title.

State Scenic Shoreline: Coastal areas set aside to preserve the scenic corridors and may include wildland and shoreline recreation opportunities, access to viewpoints, and historic/archaeological sites. This designation is proposed for Ka Iwi State Scenic Shoreline.

State Wilderness Park: Areas possessing a natural, primitive character without human habitation and offering passive wildland recreation, such as hiking and primitive camping. Wilderness parks should be of a large size so as to provide solitude in a natural setting and a sense of unconfined space. Wilderness parks tend to be remote with limited access and minimal park facilities for public health and safety, such as self-composting toilets. This new title would be applied to the proposed Honomalino-Mānuka State Wilderness Park in South Kona, Hawai'i and to Na Pali Coast, Kaua'i. A resolution was adopted by the Democratic Party at their convention in August 2002 which supports the creation of wilderness areas in the state park system and Pa'a Pono Miloli'i has encouraged this designation for the Honomalino-Mānuka area.

RECOMMENDATION:

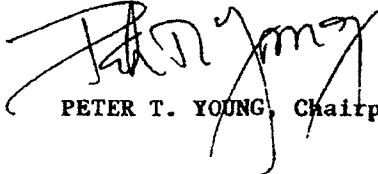
That the members of the Board approve a revised nomenclature for the state park system that would include the addition of State Historic Site, State Wilderness Park, and State Scenic Shoreline. These park designations will clarify the park values and recreational opportunities for park users.

Respectfully submitted,



DANIEL S. QUINN
State Parks Administrator

APPROVED FOR SUBMITTAL:



PETER T. YOUNG, Chairperson

PĀ‘ULA‘ULA STATE HISTORIC SITE



Department of Land and Natural Resources / Division of State Parks

