

# Landscape Overview

## Ko Kākou Kuleana *Our Shared Responsibility/Privilege*

This section expands on the shift from Cultural Resource Management (CRM) to Wahi Kūpuna Stewardship (WKS), and calls upon all of us who call Hawai'i home, as a collective community, to engage in the responsibility of stewarding our beloved wahi kūpuna.

As mentioned previously, CRM as an industry developed in the 1970s as a for-profit business sector in response to federal and state historic preservation laws (see online appendix for list of federal and state regulations), existing mainly to conduct historic preservation compliance work as part of development initiatives. The practice of CRM is often associated with the practice of “commercial archaeology” or “salvage archaeology.” In the past 50 years, the CRM industry has evolved at an exponential rate in Hawai'i, from the Bernice Pauahi Bishop Museum being the main power house of archaeological research and CRM, to an industry that supports 27 independent permitted archaeological firms today.

The Kohala Field System - Photo: Robert Shallenberger



## Federal & Hawai'i CRM Timelines:

### FEDERAL

**1906**

American Antiquities Act recognizes and protects antiquities on public lands

**1966**

National Historic Preservation Act is created, mandating the creation of the State Historic Preservation Officer (SHPO) role

**1970s**

CRM develops as a service-providing industry to help agencies meet federal historic preservation mandates

**1990**

Enactment of the Native American Graves Protection Act

### HAWAI'I

**1966**

SHPO housed within the Division of State Parks

**1970s-1980s**

CRM firms open in Hawai'i based on American style CRM models and industries

**1990s-2000s**

BPBM salvage archaeology projects slow, and eventually stop H3 Interstate Highway

**1900s-1970s**

Bernice Pauahi Bishop Museum (BPBM) is created with the primary kuleana to curate Hawaiian koehana (material culture) and conduct ethnographic and archaeological research throughout Hawai'i and the Pacific

**1970s-2000s**

BPBM conducts salvage archaeology projects and becomes the de facto storage for found or disinterred iwi kūpuna, including those encountered during development projects

**1990**

State Historic Preservation Division (SHPD) is created within the Department of Land and Natural Resources (DLNR)

**2000s-Current**

Growth of the CRM sector to around 30 independent firms permitted to conduct archaeology today

# PARTIES INVOLVED IN WAHI KŪPUNA STEWARDSHIP

## COMMUNITY

Individual community members

Native Hawaiian community members

Community-based organizations

Native Hawaiian Organizations (NHOs)

## GOVERNMENT

County Planning Departments

State of Hawai'i

State Historic Preservation Division (SHPD)

Island Burial Councils

Hawai'i Historic Places Review Board

Federal Level

Department of Interior

Advisory Council on Historic Preservation

## CONTRACTORS

CRM Firms (27 independent firms in 2021)

Cultural Monitoring Firms

## REPOSITORIES

Libraries

Museums

Archives

CRM firms have historically been given the decision-making authority over Hawai'i's wahi kūpuna, determining their integrity and significance. Other stakeholders given authority in the CRM process include landowners/managers, whose projects trigger this work. This also includes any federal or state agencies that propose projects that involve ground disturbance.

Also involved in the process are government agencies who regulate CRM work (i.e., SHPD, the Department of the Interior) in compliance with state and federal historic preservation laws, and the lawmakers who create the rules and regulations that CRM firms and government agencies must follow.

Amongst the regulatory agencies, the SHPD is the primary regulatory agency on historic preservation in Hawai'i. When the National Historic Preservation Act (NHPA) of 1966 first mandated the creation of the role of a State Historic Preservation Officer (SHPO) within every state, the State of Hawai'i initially housed the duties of the SHPO within the Division of State Parks. It was not until 1990 when the SHPD was formed and assumed the duties of the SHPO.

Today, the SHPD comprises 39 positions (although many remain unfilled at the moment, see Current Staffing at SHPD Table on next page) spread across three branches: archaeology, architecture, and history and culture. The SHPD also oversees the Island Burial Councils (IBCs) and the Historic Places Review Board. The SHPD's main role is to review proposed projects and actions and to provide guidance/recommendations towards completion of state and federal historic preservation processes. These recommendations often include reviewing and providing feedback on CRM firms' evaluations of how proposed projects will impact cultural resources and how they should be mitigated. State and federal regulations

also mandate the SHPD to take proactive measures, such as actively seeking historic sites to add to the state and national register of historic places.

In more recent years, the SHPD has had to overcome chronic staffing shortages (see Current Staffing at SHPD Table). Staffing issues, along with the sheer volume of development projects has greatly impaired the agency, and has forced SHPD to take a more reactive role in historic preservation.

Community involvement within CRM is limited. Too often, community consultation is treated merely as a check box in the compliance process, and lacks meaningful partnership. During the process, few resources are dedicated to time spent with descendants, the number of individuals consulted, and engaging the community in consultation early on in the process. Although federal and state law require community consultation, there is no legislation mandating the incorporation of community feedback and input into proposed projects. The lack of genuine community consultation has created animosity and mistrust, where the community is pitted against landowners/managers, CRM firms, and the SHPD staff.

WKS is a process that helps to build trust and meaningful partnerships, as it is far greater than compliance work, and is not exclusive to archaeologists. It is instead a kākou (collective) effort, a kuleana shared amongst many stakeholders.

Within this report, we discuss the many stakeholders connected to WKS especially in the following areas: building community capacity, knowledge cultivation and stewardship, restoration of wahi kūpuna, and the protection of iwi kūpuna. Each and every one of us as members of this community have a stake and role within WKS. It is a shared kuleana that we all carry together.

# PARTIES INVOLVED IN CRM

PERMITTED CRM FIRMS | 27 independent firms

LANDOWNERS - MANAGERS - DEVELOPERS

## GOVERNMENT:

### Federal

Department of Interior Advisory Council on Historic Preservation (ACHP), Lawmakers (both State and Federal)

### State

SHPD, Island Burial Councils, Hawai'i Historic Places Review Board

### County

Planning Departments, Cultural Resource Commissions

# CURRENT STAFFING AT SHPD

The SHPD only has 22 staff across the pae'āina (not including architecture staff)\*

## Archaeology Branch

**12**  
TOTAL STAFF

## History & Cultural Branch

**10**  
TOTAL STAFF

## BREAKDOWN BY ISLAND & POSITIONS

	Hawai'i	Maui, Moloka'i, Lāna'i	O'ahu	Kaua'i, Ni'ihau	Pae 'Āina
Archaeologists	3	2	2	1	4
Burial Sites Specialist	2	1	1	1	2***
Cultural Historians	1**		1**		1****

\*Information is current as of February 2021, source: SHPD website.

\*\*One person is currently serving as the Cultural Historian for Hawai'i and Maui County, as well as O'ahu and Kaua'i County.

\*\*\*Includes 1 History & Culture Branch Chief

\*\*\*\*Ethnographer