

mpa connections

Special Issue Focused on Cultural Heritage Resources

May 2011

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The MPA Federal Advisory Committee's Cultural Heritage Resources Working Group

-By Dr. Valerie J. Grussing, MPA Center

All things share the same breath - the beast, the tree, the man, the air shares its spirit with all the life it supports. --Chief Seattle

Humans are an integral part of the marine ecosystem, and any discussion of preservation and sustainability must begin with human dimensions. To that end, the National Marine Protected Areas Center (MPA Center) has formed a Cultural Heritage Resources Working Group (CHRWG) under the MPA Federal Advisory Committee (FAC) to provide technical expertise and recommendations to the full Committee on marine cultural heritage resources for the development of a National System of Marine Protected Areas (national system). The MPA FAC develops recommendations for the Departments of Commerce and the Interior on the implementation of Executive Order 13158 (MPAs). The working group includes both FAC members and external experts on cultural heritage resources from federal, state and tribal agencies, as well as academia and/or non-governmental organizations (see list on page 3).

The conservation of the nation's cultural heritage is one of the three goals of the national system. Members of the CHRWG use their expertise and experience to assist in developing and fulfilling the goals of the national system by ensuring that scientific and management information, as well as traditional knowledge systems and multiple voices, are incorporated into these processes.

Examples of marine cultural resources include historic shipwrecks, remains of historical structures, sunken aircraft, and submerged prehistoric remains, as well as sites that are paramount to a culture's identity and/or survival, such as traditional cultural properties, tribal usual and accustomed areas, and other sites of cultural significance to tribal or indigenous communities. To enable the national system to incorporate these diverse types of cultural heritage resources, the working group has developed a comprehensive vision for the cultural heritage component of the national system: (continued on next page)

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Cultural Heritage Resources Working Group (continued)



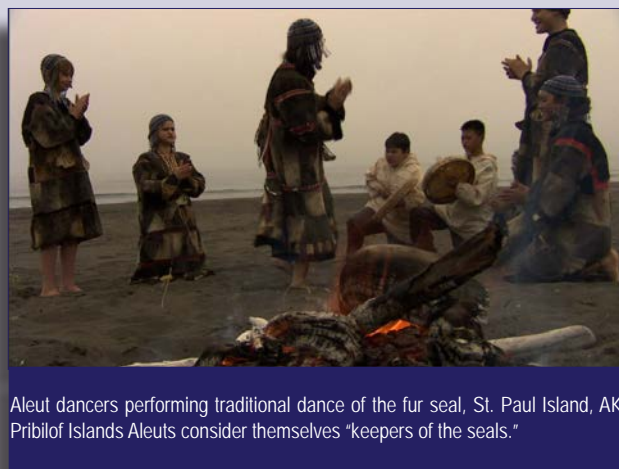
Petroglyphs (ki'i pohaku) carved by Native Hawaiians, possibly centuries ago, into lava rock in Hawaii Volcanoes National Park, Island of Hawaii.

Achieving and maintaining healthy coastal and marine ecosystems requires a fundamental understanding of the relationships between people and the environment. Cultural heritage, which belongs to all people, emphasizes these connections, whether that heritage takes the material form of, for example, maritime resources (such as shipwrecks), natural resources (such as marine species and habitats), or sacred places. Through the national MPA system, cultural relationships among people and historic, natural, and place-based heritage resources are preserved and perpetuated in ways that recognize and share multiple cultural voices and knowledge systems for the benefit of all.

This comprehensive vision statement is the guiding principle behind the working group's products and accomplishments, which include recommendations for changes to the Framework for the National System of Marine Protected Areas of the United States (2008) to accommodate this expanding scope of cultural heritage resources.

For example, the Framework establishes criteria for cultural heritage MPAs to join the national system based on standards for eligibility to the National Register of Historic Places (NRHP). The working group found this reliance on NRHP standards as the sole basis of the cultural heritage criterion too limiting. NRHP standards are well-established and widely acknowledged in the cultural resource management community, but they do not adequately accommodate all types of cultural heritage resources that the national MPA system was designed to conserve and manage, such as sites of cultural significance, and traditional or ceremonial areas. The criteria also do not encompass cultural heritage resources with the potential to provide biophysical information important to understanding past and contemporary ecosystem conditions, including archaeological resources and cultural landscapes that might not qualify for the NRHP. To address this, the working group has expanded the cultural heritage criterion to include:

1) National Register of Historic Places; 2) Tribal and Indigenous Designations; and 3) Other Cultural Landscapes.



Aleut dancers performing traditional dance of the fur seal, St. Paul Island, AK. Pribilof Islands Aleuts consider themselves "keepers of the seals."



A diver inspects the tower of the U-701 wreck in North Carolina. (Photo credit: Steve Sellers)

Our understanding of cultural heritage resources includes a broad array of stories, knowledge, people, places, structures, and objects, together with their associated environment, that help to sustain cultural identity. Defining marine cultural resources solely as isolated historic shipwrecks outside of any larger cultural or geographical context has proven inadequate. Today's more comprehensive definition captures complex patterns of human behavior and material culture, multiple cultural voices, and different knowledge systems in a more analytically rigorous and inclusive manner. Enhancing our understanding of cultural resources within the context of integrated place-based management calls for a Cultural Landscape Approach (see "MPAs: The Cultural Landscape Approach" on page 5).

The working group is writing a white paper elucidating these principles, as well as the importance of integrating cultural and natural resource management within the national system. The concepts of integrated management and a cultural landscape approach are not new in the field of cultural resource management. Learning how to put these concepts into practice, especially in a manner that incorporates multiple voices and stories, is the challenge. The ongoing collaboration between the MPA Center, the Cultural Heritage Resources Working Group, MPA management agencies, and other partners, will ensure that these inclusive principles and best practices guide the development of the national system, for the maximum benefit of the nation's critical marine habitat and resources.

Members of the Cultural Heritage Resources Working Group

- **Valerie Grussing (Co-Chair):** Cultural Resources Coordinator, NOAA MPA Center
- **Victor Mastone (Co-Chair & FAC):** Director and Chief Archaeologist, Massachusetts Board of Underwater Archaeological Resources
- **William Aila (FAC):** Director, Hawai'i Department of Land and Natural Resources
- **Charlie Beeker:** Director, Office of Underwater Science, Indiana University
- **Amy Borgens:** State Underwater Archaeologist, Texas Historical Commission
- **Janine Bowe chop:** Tribal Historic Preservation Officer, Makah Indian Nation
- **Dave Conlin:** Maritime Archaeologist and Chief, Submerged Resources Center, National Park Service
- **Roberta Cordero:** Mediator, Trainer & Consultant, Chumash Nation
- **Troy Ferone:** Eastern Region Heritage Program Leader, U.S. Forest Service
- **John Foster:** State Underwater Archaeologist (retired), California State Parks
- **John Jensen:** Sea Education Association
- **Brian Jordan:** Federal Preservation Officer, Bureau of Ocean Energy Management, Regulation, and Enforcement
- **Larry Murphy:** Maritime Archaeologist and Chief (retired), Submerged Resources Center, National Park Service
- **Bonnie Newsom:** Tribal Historic Preservation Officer, Penobscot Indian Nation
- **Alvin Osterback (FAC):** Port Director, Dutch Harbor, AK
- **Jesús Ruiz (FAC):** President, California Divers
- **Joe Schumacker (FAC):** Marine Resources Scientist, Quinault Indian Nation
- **Della Scott-Iretton (FAC):** Director, Northwest Region, Florida Public Archaeology Network
- **Hans Van Tilburg:** Pacific Islands Regional Maritime Heritage Coordinator, NOAA Office of National Marine Sanctuaries
- **John Wilson:** Regional Historical Preservation Officer, Region 5, U.S. Fish and Wildlife Service
- **Melinda Young:** Tribal Historic Preservation Officer, Lac du Flambeau Band of Lake Superior Chippewa



Members of the CHRWG view the H.L. Hunley while touring the Clemson Conservation Center in Charleston, SC. The Civil War submarine was the first ever to sink an enemy ship in battle. (Photo: Chris Amer).

In Focus: Cultural resources at Isle Royale National Park

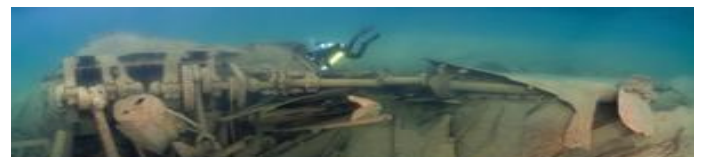
-By Dr. Dave Conlin, National Park Service

Some of the most interesting archeological resources in Isle Royale National Park are hidden by the frigid waters of Lake Superior. The island, about 20 miles east of Minnesota and 50 miles north of Michigan's Upper Peninsula, is close to shipping lanes from Duluth and Thunder Bay, Ontario. Isle Royale's harbors were potential refuge during storms, but primitive navigation technology also made them treacherous. At least 10 wrecks of large ships, dating from the 1870s to the 1950s, lie within the boundaries of the park. These sites comprise one of the most intact collections of shipwrecks in the National Park System. Although the park was created to protect and interpret the terrestrial and natural resources within its boundaries, submerged cultural resources are also protected here, as this MPA covers almost 480 square miles of protected bottomlands. Preserved by the cold, fresh waters of Lake Superior, shipwrecks and submerged terrestrial sites in the park offer amazing insights into Great Lakes shipping, commercial fishing, and the early settlement of Isle Royale.

Investigations of shipwrecks at Isle Royale NP have provided us with a more complete picture of the interconnections of lake and daily life on Lake Superior during the late 19th and early 20th century. The large sunken ships found to date, all steam engine driven, span the transition from wood to metal hulls. The majority were propeller driven; only one was a side-wheel paddle steamer. Documentation and preservation of the boats helps us to better understand the technological and economic influences on shipping in the Upper Great Lakes.

The National Park Service's (NPS) management of Isle Royale's shipwrecks includes identification, documentation, assessment, monitoring, and the preparation of nominations to the National Register of Historic Places. In these activities, the park is aided by the NPS Submerged Resource Center (SRC). This specialized unit assists parks with underwater archeology projects. The staff provides expertise that may not be available at individual parks. The SRC has mapped and monitored shipwrecks around Isle Royale for more than thirty years, beginning in 1980. Isle Royale National Park became a member of the National MPA System in 2009.

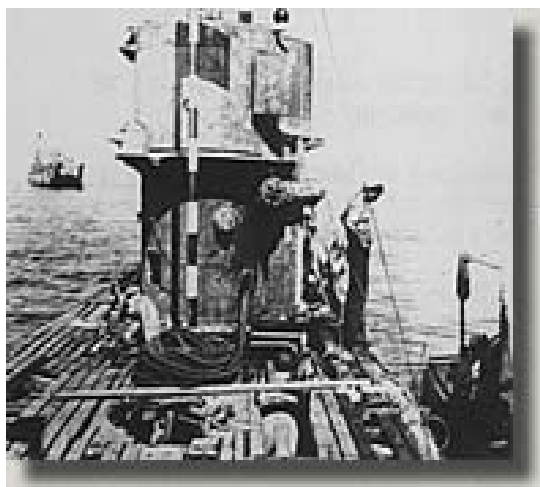
The wrecks are popular destinations for recreational diving, and the park monitors the sites to assess their safety and the impacts of visitors. In an informal partnership, the Great Lakes Shipwreck Preservation Society (GLSPS) assists the park in preserving and monitoring one of the wrecks, America. The society repaired one of the ship's interior walls in 1996 to maintain the integrity of the wreck and assure the safety of recreational divers. Society members have worked since then to stabilize the wreck, reattach dislodged pieces, and mitigate entrapment hazards to visiting divers. As with other national parks, active participation from an interested public is encouraged and has added tremendously to ongoing NPS management efforts.



A diver inspects the engine of the Glenlyon shipwreck, located in Isle Royale National Park (Photo credit: NPS)

In Focus: U-1105 "Black Panther" Historic Shipwreck Preserve and Marine Protected Area

-By Dr. Susan B.M. Langley, Maryland Historical Trust



The U-1105 was designated as Maryland's first historic shipwreck preserve in 1995. (Photo credit: Maryland Historical Trust)

The German submarine, U-1105, is the only known example of the 10 such vessels built at the close of WWII in response to the staggering losses at sea that Germany was experiencing. Clad in black rubber tiles that gave it its nickname, it was an early attempt at stealth technology. The manner by which the tiles were created was known as the Alberich process after the Wagnerian character who could don a magic cloak and become invisible. Deemed too expensive when it was developed in 1939, the subsequent cost in lives lost brought it back by 1944 when it was hoped it would make U-boats undetectable by Allied sonar. By the time the U-1105 was built, launched, tested and outfitted, it was April, 1945 when the U-1105 sailed for its post off the west coast of Ireland.

It saw action only once when it fired on and damaged the British Captain Class frigate HMS *Redmill* with a loss of 32 lives. The submarine evaded detection although it is not clear what role the rubber cladding may have played. The order to surrender came on May 4 with the end of the war in Europe, and the U-1105 was turned over to the British on May 10. Taken to the U.S. for study and testing, the U-1105 was ultimately scuttled in Maryland in the Potomac River during explosives testing in 1949.

Still the property of the US Navy, the U-1105 was designated an historic shipwreck preserve on May 5, 1995 and is cooperatively managed by the US Navy, St. Mary's County Museum Division and State government through the Maryland Historical Trust (MHT). It was entered on the federal National Register of Historical Places on January 11, 2001. The rubber cladding is the antecedent of the anechoic coatings that most nations still use on submarines and represents early stealth technology and subsequent Cold War testing activities.

On Earth Day, April 22, 2009, the preserve was privileged to become not only a charter member of the National System of MPAs, but one of the first States accepted and the first State MPA with cultural heritage as a primary conservation goal. A traveling exhibit was created by MHT to celebrate this event and the site has been featured as an MPA of the Month on www.mpa.gov. The preserve is open for diving visitors from April through October when a mooring buoy is installed on the site to prevent anchor damage. The deployment and retrieval of the buoy is undertaken by volunteers from the nonprofit organization, the Institute of Maritime History. A permanent exhibit is housed at the Piney Point Lighthouse, Museum and Park. The full story of the preserve is available at: <http://mht.maryland.gov/U1105.html>, as are diving safety guidelines.

The creation and management of the preserve as both a site and an MPA is a stellar example of cooperation and partnership at all levels; federal, State, local and public. The Maryland Historical Trust currently is working with NOAA to consider Mallow's Bay in Charles County for inclusion as either a Sanctuary or other type of MPA. This site contains over 100 vessel remains mostly dating to WWI, as well as natural resources, and additional cultural remains on the adjacent land base. For more information about maritime resources in Maryland please contact the author at slangley@mdp.state.md.us / 1-800-756-0119 x7662.



MPA Center Launches Social Media/ Web 2.0 Tools



The MPA Center is excited to announce the launch of two new social media tools: Facebook and AddThis. The new MPA Center Facebook page launched on March 28th, and will help expand the reach of the MPA Center's online messages. The Facebook page allows the MPA Center to reach out to a broader audience, and help communicate news on MPA Center projects and activities, as well as MPAs in general. The AddThis tool enables visitors to the MPA Center website to easily share/recommend website content via their choice of social media networks. The AddThis tool is located at the header of select www.mpa.gov website pages. To become a friend of the MPA Center on Facebook, visit <https://www.facebook.com/usmarineprotectiongov>.

MPAs: The Cultural Landscape Approach

-By Dr. John Jensen, Sea Education Association, Dr. Hans Van Tilburg, NOAA's Office of National Marine Sanctuaries, and Dr. Roderick Mather, University of Rhode Island.

Cultural heritage resources are playing a larger role in the management of our marine protected areas. Earlier definitions of maritime resources focused almost exclusively on isolated historic shipwrecks, but this narrow approach rarely incorporated any larger cultural or geographical contexts. Today, our understanding of cultural heritage resources is much broader, including an array of stories, knowledge, people, places, structures, and objects that, in the context of their associated environment, help to sustain cultural identity. This more comprehensive definition captures complex patterns of human behavior and material culture, multiple cultural voices, and different knowledge systems in a more inclusive manner.

Cultural Landscapes are places where intersections of culture and nature result in distinct cultural and ecological imprints. For instance, Hawai'i's Shipwreck Beach along the north shore of the island of Lāna`i features a wide ranging collection of wrecked sailing and steam ships, many from the plantation era. The confluence of shipping routes and prevailing winds and currents created a 19th-century ship trap where vessels were lost or intentionally abandoned. These historic resources also lie among the remnants of ancient Hawaiian coastal fishing villages and modern local fishing shelters which represent the re-use of historic materials. Today Shipwreck Beach provides locals, fishermen, and visitors a natural and cultural heritage experience unique among the islands.

The Cultural Landscape Approach (CLA) is more than a simple inventory of individual resources; it is an interpretive tool, a way of understanding a specific area in terms that feature our past and present cultural relationships to the environment. Hawai'i's Shipwreck Beach is characterized by a number of historic and modern features and practices which all contribute significantly to the area's cultural landscape (ship trap, ship abandonment, ancient fishing villages, modern fishing practices, tourism). Because culture and environment are so strongly interrelated, the CLA easily crosses the artificial divide between natural and cultural resources, potentially reducing management conflicts. Many marine species are culturally significant themselves, and the way they are used by humans can have a strong cultural component, making them part of the cultural landscape.

The Role of Cultural Landscape Approach in the MPA process

CLA has a distinct role to play in the MPA process, for cultural heritage resources, in their varied forms, cannot be disassociated from place. Because our relationships to the environment reflect

multicultural behavior, there can be multiple cultural landscapes within the same area. CLA, therefore, provides for the inclusion of many different cultural perspectives in the understanding of marine environments. Furthermore, CLA, with its emphasis on cultural relationships to the environment, highlights connections between human behavior and the condition of marine ecosystems over time. For marine resource managers, these issues of constituent voice and resource sustainability are central to the decision-making process.

The Cultural Landscape Approach has particular benefits for the integration of cultural heritage resources into the existing natural resource management paradigm. The approach highlights critical environmental connections with the more familiar maritime heritage resources like historic shipwrecks. Submerged heritage properties have a complex relationship with their immediate environment, beginning from the moment of wrecking or deposition. Wrecks of all sorts may pose ecological threats, but also provide ecological assets as well. The Cultural Landscape Approach raises the consideration of cultural heritage resources to the ecosystem level, compatible with MPA management.

The broad and inclusive nature of cultural heritage resources and CLA should not be confused with the obligation to automatically protect all such resources. Scour marks from draggers, ballast dumps, sunken logging timber, or old navigation markers, may not need preservation at all, but we should understand that collectively they tell us something important about the way humans have been interacting with the marine environment. In that sense CLA provides new levels of information about an MPA and its resources without necessarily burdening managers, stakeholders, and the general public with unqualified costs. Indeed, CLA can help better identify those resources requiring preservation as well as those with little lasting value or that may pose a physical threat to the environment.



Recording the wreck site of the SS Hornet, Shipwreck Beach, Lana'i.
(Photo credit: NOAA ONMS by J Kuwabara) See <http://sanctuaries.noaa.gov/maritime/expeditions/lanai/welcome.html> for project details.

In Focus: Florida's Underwater Archaeological Preserves

- By Dr. Della Scott-Ireton, Florida Public Archaeology Network

Florida has thousands of shipwrecks and other submerged archaeological sites around its long coastline and in its rivers, bays, and lakes. Hundreds of these have been identified and investigated by archaeologists and many more await discovery, but, unfortunately, some have been damaged or destroyed by treasure hunters interested in personal gain or by unthinking divers taking "souvenirs." These fascinating sites are a major reason Florida is the number one diving destination in the



A diver visits the SS Copenhagen Underwater Archaeological Preserve (Photo credit: D.Scott-Ireton)

United States and they contribute economically to the local communities where they are located through diving and heritage tourism revenue. In an effort to encourage divers who visit these sites to appreciate their history as part of Florida's common maritime past and to help preserve them for future divers,

the State of Florida's Bureau of Archaeological Research began in 1987 to interpret some of Florida's shipwrecks as "museums in the sea."

Florida's Underwater Archaeological Preserves (www.museumsinthesea.com) are historic shipwrecks located around the state that are interpreted especially for divers and snorkelers. The Preserve program is a cooperative effort between the Bureau of Archaeological Research and local waterfront communities to research and record the state's maritime heritage. Shipwrecks are nominated to become Preserves by local residents and must meet the following criteria: be located in state waters; have safe diving conditions; have verifiable identities and histories; be accessible to the public; have recognizable features; and have plentiful marine life. State underwater archaeologists work with local people including divers, historical societies, school children, and civic organizations to record the shipwreck and to research its history. The information is used to prepare interpretive materials including a brochure, poster, laminated underwater guide, and a local museum exhibit. The shipwreck is marked with a bronze plaque that designates the site as a State Underwater Archaeological Preserve and a Florida Heritage Site. The Preserve also is nominated to the National Register of Historic Places and, to date, all Preserve sites have been listed on the Register due to their local, state, and national significance.

Florida currently has eleven Preserves around the coast,

Florida's Underwater Archaeological Preserves (continued)

including one in the Keys and one in the Suwannee River. A new Preserve, at the wreck of the Civil War transport USS *Narcissus* off Tampa, is in the works. In many cases, these shipwrecks were dived for many years but no one knew their names or their histories. By working with local communities to interpret their historic shipwrecks, we hope that divers and snorkelers who visit these sites will appreciate them as irreplaceable elements of their maritime heritage.

Florida's Underwater Archaeological Preserve system is constantly growing and Florida divers are encouraged to nominate sites. Nomination forms and requests for brochures and posters can be found here: www.flheritage.com/archaeology/underwater/preserves/

The Preserves serve as a shining example of community-based MPAs, as well as resource protection through stewardship and public education. The Preserves are eligible to join the National System of MPAs, and are listed on the MPA Inventory (<http://www.mpa.gov/dataanalysis/mpainventory/>) and MPA Mapping Tool (<http://www.mpa.gov/mpaviewer/>).

Questions about shipwrecks or Florida archaeology? Ask Dr. Della! dscottireton@uwf.edu

Cultural Heritage Happenings

- U.S. endorses the United Nations Declaration on the Rights of Indigenous Peoples, and renews commitment to strengthen government-to-government relationships and improve the lives of indigenous peoples: <http://www.state.gov/documents/organization/153223.pdf>
- The Captain John Smith Chesapeake National Historic Trail, part of the National Trails System and the first national water trail, has incorporated into its Comprehensive Management Plan the concept of the indigenous cultural landscape as a priority for conservation. <http://www.smithtrail.net/> and <http://www.nps.gov/cajo/index.htm>
- The Journal of Maritime Archaeology has published a special issue featuring the 2001 UNESCO Convention on the Protection of the Underwater Cultural Heritage (vol. 5, no. 2; Dec. 2010). Abstracts available at: <http://www.springerlink.com/content/1557-2285/5/2/>
- Valerie Grussing, the MPA Center's Cultural Resources Coordinator, is hosting a session of The Scientist Is In at the Smithsonian National Museum of Natural History's Sant Ocean Hall, Wed. Sept. 21 from 1-3:00pm. <http://ocean.si.edu/about/about-sant-ocean-hall>



Collaborative management of the Marine Resources of Olympic Coast National Marine Sanctuary



The Olympic Coast National Marine Sanctuary spans 3,310-square miles of Washington coastal waters from Neah Bay to the Copalis River.

The Olympic Coast National Marine Sanctuary (OCNMS), located off the coast of Washington, uses a collaborative management framework that is unique within the sanctuary system and the world. The sanctuary is adjacent to Canada, is encompassed by the usual and accustomed areas (off-reservation areas of treaty-protected fishing rights) of the Hoh, Makah, and Quileute tribes, and the Quinault Indian Nation, and has developed a management framework that is truly multi-national and multi-cultural in nature. In an effort to bring common interests and joint authorities together, an Intergovernmental Policy Council (IPC) was created in 2007. In order to gain a better understanding of these efforts, the National Marine Protected Areas Center interviewed:

- Carol Bernthal, Acting West Coast Regional Director for NOAA's Office of National Marine Sanctuaries (ONMS), and former Sanctuary Superintendent for OCNMS;
- Janine Bowe chop, Executive Director of the Makah Cultural and Research Center;
- Ed Johnstone, IPC Chair, and Policy Spokesperson, Quinault Indian Nation;
- Robert Steelquist, Education and Outreach Coordinator for OCNMS; and
- Jim Woods, Policy Advisor, Makah Tribe.

What led to the formation of the Intergovernmental Policy Council (IPC) in 2007, and in what other ways have tribal interests been represented since designation of the Sanctuary in 1994?

Carol: Tribes play an important role in the sanctuary's management, given the unique relationship between federal, state, and tribal governments. The tribes were very much involved in the process to designate the sanctuary—without their support, it would not have happened. A sanctuary advisory council (SAC) was created in 1995 to provide advice to the sanctuary superintendent on the designation and operation of the Olympic Coast National Marine Sanctuary, and each tribe was given a seat on the SAC. The sanctuary also has a consultation requirement on permitting decisions that affect cultural resources of interest to the tribes, and conducts additional periodic government-to-government meetings on key issues.

Ed: These efforts were not sufficient, appropriately structured, or upholding the federal government's requirement to consult with tribes as sovereign governments. In 2007, the Olympic Coast Intergovernmental Policy Council (IPC) was created, composed of representatives from the Makah Tribe, Hoh Tribe, Quileute Tribe, Quinault Nation, the State of Washington and NOAA's Office of National Marine Sanctuaries. The first of its kind in the nation, the council provides a forum for enhanced communication, and collaboration on resource management.

Jim: We proposed the IPC concept as a new forum that would allow ongoing collaboration consistent with the treaty trust responsibilities of the federal government. The IPC is a tool that facilitates collaboration, but does not substitute for government-to-government consultation, since nothing abrogates this trust responsibility.

Robert: There are three main avenues of collaboration and consultation between OCNMS and the four coastal tribes: the SAC, the IPC, and government-to-government consultation, the last of which supersedes the first two. The IPC has enriched our mutual understanding of marine issues and helped foster creative solutions to those issues. OCNMS and tribal staff also work together to implement projects and programs of mutual interest.

What are some of the benefits of the IPC?

Ed: The IPC has established a productive process for working together, which will be essential as tribes, NOAA, and the State of Washington continue to work through conflicts inherent in shared land and resource use. This unique body can serve as a model of federal interaction and collaboration with tribal governments, for the mutual benefit of the resources and the people.

Carol: The IPC helps foster open communication and ongoing dialogue between the coastal tribes, NOAA, and the State of Washington, in a way that recognizes and respects the unique sovereign status of the tribes, and fulfills an element of our trust responsibility as a federal agency. It helps us see the world through each other's eyes. In the future, I hope that shared information gathering leads to more collaboration, and that the tribes feel their perspective is better understood and reflected in sanctuary priorities for collaborative work. I would love to have the work of the IPC nationally and internationally recognized for how governments and tribes can work together in marine conservation.

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Collaborative Management of the Marine Resources of OCNMS (continued)

Jim: The IPC ensures that tribes are involved in planning and decision-making from the beginning, and can help prevent potential infringements on treaty rights before they get started.

Robert: The IPC has been particularly useful in successfully developing the new Draft Management Plan (DMP) for the sanctuary. The relationships established through the IPC have enabled frank discussions about hard issues, thereby making the DMP much stronger, and saturated with strategies focused on collaboration.



"We are connected by this wonderful place that is our home, and as tribes and sanctuary staff work side by side, we gain a greater appreciation for each other's perspectives. We all are in it for the long haul, and it benefits all of us to figure out solutions together. Ultimately, we have to 'pull together in one canoe'." - Carol Bernthal on her hopes for the IPC

What are some of the major challenges to such collaboration?

Carol: Collaboration like this takes time and patience. One of the challenges can be consistent representation, so that relationships can continue to grow. Building trust is fundamental to an ongoing relationship, and allows one to work through the inevitable differences in opinions. And of course, there is the ever-present issue of high ambitions and limited resources.

Ed: The coastal tribes have been successfully managing the land and resources for thousands of years, and continue to do so. Conflict arises when scientists and newer governments fail to recognize this depth of knowledge.

Jim: The treaty rights and responsibilities of the coastal tribes are the "highest law of the land." Where this resource management ownership and authority intersects that of ONMS can at times create contention.

Robert: The National Marine Sanctuaries Act defines Sanctuary resources and authority, but treaties define tribal resources and authority. The IPC represents efforts to do the right thing and uphold our trust responsibility.

Do you have any advice for other places that may be considering implementing a similar collaboration?

Jim: Respect first peoples' governance in areas they have been a part of since time immemorial. Don't just placate people – listen to them and honor their thoughts and culture.

Carol: Talk early and often, don't wait until you have a crisis to try and form a relationship. Make no assumptions about where your common interests are or aren't, always ask and listen deeply. The work will be hard but rewarding, and benefits may take time to manifest.

Robert: Go in with an open hand and an open mind, and you'll find that simple ideas can be the most brilliant. Also make sure you're informed and conscientious. The bottom line is that the people who live here must feel that their interests are being served and their lives improved by the presence of OCNMS.

Can you briefly describe other joint activities or projects between the Coastal Treaty Tribes and NOAA?

Janine: One that comes to mind immediately is the Makah Summer Interpretive Program, which began in 2000. During the first several years the program provided Makah interpretive guides both in the Makah Museum and at Cape Flattery, the northwestern most point in the Continental US, and a popular spot for bird and wildlife watching. Approximately 40,000 people per year have direct contact with our guides. They learn about the cultural and natural history of Makah territory, about the benefits of the Sanctuary, as well as an assortment of other things. The Cape Flattery trail lookout points allow the visitors a view of Tatoosh Island, an important seasonal fish, seal and whale processing site for Makah people. The guides answer a variety of questions, as many of the visitors have never been to the Makah Reservation.

Carol: The Makah Tribe, Quileute Tribe, and Quinault Nation were instrumental in creating the Olympic Regional Harmful Algal Bloom (ORHAB) partnership to develop collaboration and cooperation among federal, state and local management agencies, coastal Indian tribes, marine resource-based businesses, public interest groups, and academic institutions. The ORHAB partnership investigates the origins of blooms of toxic algae, monitors where and when the blooms occur, and assesses the environmental conditions conducive to blooms and toxification of intertidal shellfish populations. This was an important issue to the tribes as they have significant commercial and subsistence harvest, as well as important cultural practices associated with shellfish populations.

Ed: Working closely with NOAA and the State of Washington on marine resource projects ranging from stock assessments to monitoring buoys to seafloor mapping has not only benefitted the federal and state governments and the resources themselves, but the tribes have also grown closer together through these collaborative efforts.

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Collaborative Management of the Marine Resources of OCNMS (continued)

The Cultural Heritage Resources Working Group (CHRWG) of the MPA Federal Advisory Committee (FAC) is currently working to address the issue of integrating cultural resource and natural resource management. Would such integrated management be valuable to the IPC, and the co-management of the cultural and natural resources of OCNMS?

Jim: Many natural resources have cultural significance to tribes, and are not separable in that way. Co-management is a process that involves constant dialogue and trust on both sides; it keeps everyone honest and helps sustain resources while also highlighting where action is needed.

Ed: Tribal perspectives are critical to sustaining resources. NOAA's and the State of Washington's incorporation of these perspectives into their management practices has been a major step in the right direction, but there is still a long way to go.



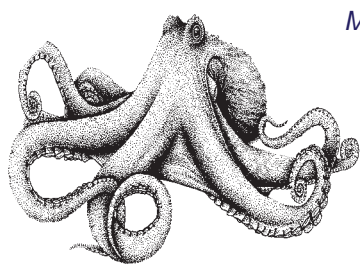
Representatives of Pacific Northwest coastal tribes meet with tribal members of the CHRWG and NOAA staff in the Suquamish House of Awakened Culture, Suquamish, WA. Attendees discussed tribal interests and concerns with MPAs.

Carol: There is a lot of inherent crossover in the work of the MPA FAC and ONMS, and we should actively look to learn from each other. For example, I was lucky to participate in a CHRWG meeting with tribal representatives, which produced principles now being considered by our Maritime Heritage Program. We have benefited from a broader perspective offered by the tribes on cultural and natural resources at OCNMS. In the western world, we sometimes create artificial divisions between natural and cultural resources. Really they are one and the same.

Robert: The issue is really just people and places, which are equal parts of the same system, and inextricably intertwined. Science and traditional knowledge are not mutually exclusive, and are both important avenues of exploration if MPAs such as OCNMS are to succeed. Researchers are increasingly exploring ecological questions with social science methods – an approach that has universal potential for sustaining resources and ultimately ourselves.

MPA Center Science and Stewardship (A continuing series from the MPA Center)

The **mission of the National Marine Protected Areas Center** is to facilitate the effective use of science, technology, training, and information in the planning, management, and evaluation of the nation's system of marine protected areas.



MPA Connections was launched to meet continuing calls by agency and external stakeholders for information about MPA Center activities and to feature other actions that address Executive Order 13158 goals.

The next issue of **MPA Connections** will be published in Fall 2011. Comments, suggestions and news items can be sent to the editor, Kara.Yeager@noaa.gov.

MPA Center Staff Attends Society for Historical Archaeology 2011 Conference: From January 5-8, Valerie Grussing, Cultural Resources Coordinator for the MPA Center, attended the Society for Historical Archaeology 2011 Conference in Austin, TX. The conference theme was "Boundaries and Crossroads in Action: Global Perspectives in Historical Archaeology." Valerie gave a presentation on "Maritime Cultural Heritage in the National MPA System," and represented the MPA Center at the annual Government Maritime Managers' Forum, an opportunity for state and federal managers to give program updates and exchange information.

CHRWG Members Attend Conference on Parks, Protected Areas, and Cultural Sites: From March 14-18, Bonnie Newsom, John Jensen, and Valerie Grussing attended the 2011 George Wright Society Biennial Conference in New Orleans, LA. The conference theme was "Rethinking Protected Areas in a Changing World." Bonnie, John, and Valerie held a panel discussion on the working group's expansion of cultural heritage in the national system, and the integration of cultural and natural resource management. MPA managers and tribal representatives in attendance provided input on implementation strategies and potential barriers.

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