



OLYMPIC COAST NATIONAL MARINE SANCTUARY

Navigating the Future

Management Plan Review



WORKSHOP REPORT: MARITIME HERITAGE

*Submitted to the OCNMS Advisory Council on
January 22, 2010*

INTRODUCTION

During Olympic Coast National Marine Sanctuary's (OCNMS) management plan review process, the topic of Maritime Heritage emerged as a priority for OCNMS to address in its revised management plan, which will be implemented over the next five to ten years. One of the purposes of the National Marine Sanctuaries Act is, "to enhance public awareness, understanding, appreciation, and wise and sustainable use of the marine environment, and the natural, historical, cultural, and archeological resources of the National Marine Sanctuary System." Thus, it is important (and mandated) that OCNMS understand and characterize the cultural, archeological and historical resources in the Sanctuary, and work with tribal and non-tribal communities on the Outer Coast to understand and communicate the cultural heritage of the region.

The OCNMS is unique in the sanctuary system in that it is encompassed by the Usual and Accustomed areas of four Coastal Treaty Tribes: the Makah, Quileute and Hoh Tribes and the Quinault Indian Nation. All four tribes are governmental sovereigns whose treaties with the United States are the supreme law of the land. The Coastal Treaty Tribes use and manage natural resources and protect their cultural heritage in accordance with their treaty rights and other applicable federal laws. The interconnectedness between the American Indians of the Olympic Peninsula and the ocean resources that are now a part of the Sanctuary presents OCNMS with a unique opportunity and responsibility to work with the Coastal Treaty Tribes on maritime heritage projects and communicate to the public the significance of tribal cultures. The non-tribal fishing communities adjacent to the Sanctuary also possess a rich cultural heritage that OCNMS has a role in exploring and communicating.

In addition to the cultural heritage of the region, a multitude of physical cultural resources exist in the Sanctuary. Heavily-used historical and contemporary trade routes run through OCNMS and there are hundreds of shipwrecks supposed to have occurred in the Sanctuary, only a handful of which have been verified, mapped and assessed.

In developing its Management Plan Review Priority Issue Work Plan (Spring 2009), the OCNMS Advisory Council (AC), OCNMS staff and the Olympic Coast Intergovernmental Policy Council (IPC) agreed to group several topics together under the umbrella of maritime heritage, including cultural resource management,

living cultures and local and customary knowledge. Then in July 2009, OCNMS staff, the AC and the IPC agreed that it would be valuable to host a one-day workshop on how to address the topic of maritime heritage in the upcoming revised management plan. Meredith Parker (Neah Bay Chamber of Commerce, AC Chamber of Commerce/Tourism/Recreation Representative) was the AC lead on the workshop; Bob Steelquist (OCNMS Education and Outreach Coordinator) was the OCNMS staff lead.

WORKSHOP SUMMARY

The workshop was held on November 18, 2009 at the Makah Cultural and Research Center (MCRC) in Neah Bay, WA. Workshop invitations were sent to 42 people involved with maritime heritage programs in the region, and 13 people attended the workshop (including OCNMS staff).

Workshop participants included (in alphabetical order):

Liam Antrim (OCNMS)
Greg Arnold (Makah Tribe)
Lauren Bennett (OCNMS)
Carol Bernthal (OCNMS)
David Conca (Olympic National Park)
George Galasso (OCNMS)
Carl Harrington (Coastal Maritime Archaeology Resources)
Jacqueline Laverdure (OCNMS)
Micah McCarty (Makah Tribal Council and IPC)
Chris Morganroth, III (Quileute Tribe)
Meredith Parker (OCNMS Advisory Council and Makah Tribe)
Bob Steelquist (OCNMS)
Eric Wilkins (Northwest Indian Fisheries Commission)
Jacilee Wray (Olympic National Park)

At the start of the workshop, Bob Steelquist provided an overview of OCNMS's involvement in maritime heritage projects over the Sanctuary's 15-year existence. Then, for the rest of the day, workshop participants discussed the three major topics that the AC had grouped under the umbrella of maritime heritage: living cultures, local & customary knowledge, and cultural resource management. Participants were asked to identify the needs related to these sub-topics and characterize the outcomes that they would like to see achieved over the next five to ten years. Thoughts and ideas were captured on flip charts during the discussion, and OCNMS staff later transcribed the flip charts to create a set of raw notes from the workshop. To obtain a copy of these notes, please contact Lauren Bennett at lauren.bennett@noaa.gov.

Workshop participants generated many ideas for how OCNMS could maintain and develop its maritime heritage program over the next five to ten years. OCNMS staff worked to incorporate these ideas into a suite of strategies, activities, and outcomes (presented below) for inclusion in the upcoming revised management plan.

A draft workshop report and draft strategies were circulated to all workshop invitees for review between December 22, 2009 and January 5, 2010. OCNMS staff received comments from six people and worked to incorporate these comments, finalize the workshop report and send it to the AC for review and discussion at its January 22 meeting. The AC may vote to recommend that the OCNMS superintendent incorporate the proposed strategies and activities into the revised management plan.

RECOMMENDED STRATEGIES & ACTIVITIES

STRATEGY MH1: ENHANCE CONSERVATION OF CULTURAL AND HISTORICAL RESOURCES IN COLLABORATION WITH PARTNERS

Develop further the cultural resource components of OCNMS's compliance program as they relate to the National Marine Sanctuaries Act and Section 106 of the National Historic Preservation Act (NHPA), and work in collaboration with the Coastal Treaty Tribes, Olympic National Park, Tribal Historic Preservation Offices (or representatives), the State Historical Preservation Office (SHPO) and others to locate, inventory, assess, interpret and protect cultural resources in the Sanctuary.

WHAT IS THE DESIRED OUTCOME OF THIS STRATEGY?

Improved understanding of the cultural and historic resources located within the Sanctuary boundary; improved protection of cultural and historic resources located in the Sanctuary; improved communication between OCNMS, the SHPO, the Makah THPO, and the Quileute, Hoh and Quinault cultural resource management representatives.

ACTIVITIES NECESSARY TO ACHIEVE STRATEGY:

ACTIVITY A: Promote, develop guidelines for and conduct shoreline, intertidal and underwater archaeology surveys and other activities necessary to support the Maritime Heritage goals and objectives of the Office of National Marine Sanctuaries and meet National Historic Preservation Act requirements.

ACTIVITY B: Assess staffing needs related to the maritime heritage program (as it is currently the only OCNMS program area with no dedicated staff).

ACTIVITY C: Participate in Office of National Marine Sanctuaries "Maritime Heritage Program" initiatives, conferences and meetings.

ACTIVITY D: Consult with the Coastal Treaty Tribes, SHPO, Olympic National Park and others as required by Section 106 of the NHPA and

work to develop a programmatic agreement with these partners and other interested agencies and organizations that describes the way in which routine activities in the Sanctuary will comply with the NHPA.

[Note: similar wording can be found in the Sanctuary Operations strategies.]

ACTIVITY E: Continue and develop relationships with the Makah Cultural and Resource Center and other tribal cultural centers, including exploring opportunities to assist with analysis of existing tribal cultural resource collections and to pursue future archeological, anthropological and interdisciplinary studies (e.g., seeking to understand past climate change events by studying cultural artifacts).

PARTNERS: Makah, Quileute and Hoh Tribes and the Quinault Indian Nation, Olympic Coast Intergovernmental Policy Council, Washington State Historic Preservation Office, Makah Cultural and Research Center, Advisory Council on Historic Preservation, Puget Sound Maritime Historical Society, Washington State Historical Society, Museum of History and Industry.

RESOURCES: Increased staff time, possible new hire, travel to conferences and meetings, funds for surveys.

STRATEGY MH2: UNDERSTAND LOCAL AND CUSTOMARY KNOWLEDGE AND ITS CONTRIBUTION TO ECOSYSTEM MANAGEMENT

Work collaboratively with tribal and non-tribal partners to explore ways to gather, share and apply (when appropriate) traditional ecological knowledge, local and customary knowledge, and information obtained from cultural resource analyses.

WHAT IS THE DESIRED OUTCOME OF THIS STRATEGY?

A greater understanding among the western scientific community of traditional ecological and local and customary knowledge in the region; and identification of opportunities for traditional knowledge and cultural resource information to be applied to ecological management issues in the Sanctuary.

ACTIVITIES NECESSARY TO ACHIEVE STRATEGY:

ACTIVITY A: Pursue research funding and partnerships with academic institutions to support the study and analysis of existing cultural resource collections (at the Makah Cultural and Research Center and other locations) in order to test hypotheses and answer questions about past and future changing ecological conditions on the Olympic Peninsula (i.e., climate change).

ACTIVITY B: In collaboration with the Coastal Treaty Tribes, develop a program to survey and map “traditional cultural properties” in marine areas of interest to each tribe.

- As part of this program, OCNMS will work with individual tribes to develop survey protocols to address: the nature of properties surveys, survey methodology, the sensitivity of survey data, disclosure and non-disclosure limitations, disposition of the data, and products derived from the data.

ACTIVITY C: Work collaboratively with the Coastal Treaty Tribes, non-tribal communities and other partners to host scholarly and educational events that will bring together natural science, social science and tribal knowledge experts to discuss pressing sanctuary management issues and ways in which traditional ecological knowledge could help to resolve those issues.

ACTIVITY D: Collect and analyze historical accounts and oral histories from historic (tribal and non-tribal) user groups of resources in the Sanctuary, including community members, fishermen, divers, and others, in order to improve understanding of the role that maritime heritage played in the Sanctuary’s past and collect information relevant to current/future resource management in the Sanctuary.

PARTNERS: Makah, Quileute and Hoh Tribes and the Quinault Indian Nation, commercial and sport fishermen, divers, local residents, historians and history organizations, Olympic Coast Intergovernmental Policy Council, Olympic National Park, Puget Sound Maritime Historical Society, Washington State Historical Society, Museum of History and Industry.

RESOURCES: Increased staff time, funds to host events (see Activity C)

STRATEGY MH3: IMPROVE PUBLIC’S UNDERSTANDING OF TREATY RIGHTS.

Work collaboratively with the Coastal Treaty Tribes to improve the public’s understanding of treaty rights and how traditional lifeways form a vital connection between the past, the present and the future, with a focus on marine areas.

WHAT IS THE DESIRED OUTCOME OF THIS STRATEGY?

OCNMS staff, visitors and volunteers will develop a more comprehensive and subtle understanding of treaty rights and American Indian cultures on the Olympic Peninsula.

ACTIVITIES NECESSARY TO ACHIEVE STRATEGY:

ACTIVITY A: Work with the Coastal Treaty Tribes to create protocols for developing, reviewing and communicating information about treaty rights and tribal cultures to visitors, volunteers, staff, partners and local communities.

ACTIVITY B: Maintain ongoing communications with Coastal Treaty Tribes about opportunities to collaborate on events such as community festivals (Makah Days, Quileute Days, Chief Taholah Days, etc), special events like Tribal Journeys and other commemorations or significant celebrations within tribal communities.

ACTIVITY C: Work collaboratively with the Coastal Treaty Tribes, Olympic National Park and other partners in the development of an OCNMS Long Range Interpretive Plan that gives strong emphasis to appropriate messages and content relating to treaty rights, traditional and contemporary tribal communities, cultures and cultural values. [*Note: similar wording can be found in the Ocean Literacy strategies.*] This plan would:

- Identify opportunities for projects, facilities and program development with each Coastal Treaty Tribe (e.g., maps with American Indian place names, wayside exhibits on each of the tribes, new visitor centers, publications) that would be located or distributed on tribal reservations and other locations;
- Identify opportunities for interpreting traditional culture and cultural values at the Olympic Coast Discovery Center;
- Continue to incorporate information about the Coastal Treaty Tribes into the standard training for sanctuary volunteers (including Advisory Council members).

PARTNERS: Makah, Quileute and Hoh Tribes and the Quinault Indian Nation, Olympic Coast Intergovernmental Policy Council, Olympic National Park, Olympic Park Institute, OCNMS Advisory Council.

RESOURCES: Increased staff time, funding to support expanded exhibits, new visitor centers etc.