

1 INTRODUCTION

1.1 OFFICE OF NATIONAL MARINE SANCTUARIES

The Office of National Marine Sanctuaries (ONMS) serves as a trustee for a system of 14 marine protected areas (13 national marine sanctuaries and Papahānāumokuākea Marine National Monument, Figure 1), which together encompass more than 290,000 square miles of marine and Great Lakes waters from Washington state to the Florida Keys, and from New England to American Samoa.



Figure 1 National Marine Sanctuary System

The ONMS is an office within the National Ocean Service of the National Oceanic and Atmospheric Administration (NOAA). The ONMS works cooperatively with other governments, agencies, resource users and the public to protect the living, non-living, and cultural marine resources of sanctuaries while allowing recreational and commercial activities that are compatible with the NMSA's primary goal of resource protection. The ONMS also raises public awareness and deepens understanding of sanctuary resources and management issues through research, monitoring, exploration, education and outreach programs.

Throughout its work ONMS is guided by these vision and mission statements (ONMS 2005):

Vision - *The National Marine Sanctuary Program is a world-class system of sanctuaries that protect the nation's natural and cultural marine resources for this and future generations and provides both national and international leadership for marine conservation.*

***Mission** - Identify, protect, conserve, and enhance the natural and cultural resources, values, and qualities of the National Marine Sanctuary System for this and future generations throughout the nation.*

National marine sanctuaries are an essential part of the country's collective environmental riches. Within their protected waters, giant whales feed, breed and nurse their young, coral colonies flourish, and shipwrecks tell stories of our maritime history. Sanctuary habitats include beautiful reefs, lush kelp forests, whale migration corridors and destinations, spectacular deep-sea canyons, and underwater archeological sites. The areas range in size from one-quarter square mile (American Samoa's Fagatele Bay) to the more than 140,000 square miles (Papahānāumokuākea Marine National Monument in the Northwestern Hawaiian Islands). Each sanctuary is a unique place requiring special protections. Serving as natural classrooms, cherished recreation spots, places for valuable commercial activities, and places of profound cultural significance, national marine sanctuaries represent many things to many people.

1.2 SIGNIFICANCE OF THE SANCTUARY

Designated by NOAA in 1994 (Appendix A), Olympic Coast National Marine Sanctuary (OCNMS or the sanctuary) is a place of regional, national and global significance. OCNMS, which is connected to both the Big Eddy Ecosystem and the California Current Large Marine Ecosystem, is home to one of North America's most productive marine regions and spectacular, undeveloped shorelines.

Article III of the OCNMS terms of designation identifies "characteristics of the sanctuary area that give it particular value" (59 FR 24586, May 11, 1994; Appendix A). These characteristics include a highly productive ocean and coastal environment that is important to the continued survival of numerous ecologically and commercially important species of fish, seabirds, and marine mammals; a diversity of habitats supporting a great variety of biological communities; significant historical resources; and exceptional opportunities for scientific research and public education and awareness programs. Additional description of the environment in the area of the sanctuary is provided in section 6 and in the 2008 OCNMS Condition Report (ONMS 2008).

OCNMS spans 2,408 square nautical miles (8,259 square kilometers) of marine waters off Washington state's rugged Olympic Peninsula coast. Extending seaward 40 to 72 kilometers (25 to 45 miles) and to depths of over 1,400 meters (4,500 feet), the sanctuary covers much of the continental shelf and the heads of three major submarine canyons. Approximately 17% of the sanctuary is located within state of Washington waters. OCNMS covers an area is approximately 1.7 times larger than the entire Puget Sound and is almost 2.5 times larger than Olympic National Park.

The sanctuary borders one of the few undeveloped coastlines remaining in North America, enhancing the protection provided by both Olympic National Park, which includes 52 miles (87 kilometers) of wilderness shoreline adjacent to the sanctuary and the Washington Maritime National Wildlife Refuge Complex, which includes more than 600 offshore islands and emergent rocks within the sanctuary. Olympic National Park is designated a World Heritage Site and a UNESCO Biosphere Reserve.

Located in a nutrient-rich upwelling zone, the sanctuary supports high primary productivity and is home to a diversity of organisms and habitats. Twenty-nine species of marine mammals have been sighted in the sanctuary, and the seabird colonies off the Olympic Coast are among the largest in the continental United States. Commercially important fish species in the sanctuary include groundfish, shellfish and five species of salmon. Influenced by geology, ocean currents and other global processes, OCNMS' temperate location and physical environment support critical habitats and unique communities of organisms, including deep sea corals and one of the most diverse seaweed communities in the world.

Beyond its ecological significance, the sanctuary has extraordinary cultural significance. For time immemorial, American Indians have inhabited and cared for the coastal and marine ecosystems that are now part of the sanctuary. The Hoh, Makah and Quileute tribes, and the Quinault Indian Nation, collectively referred to in this document as "the Coastal Treaty Tribes", continue to make their home on the Olympic Peninsula's outer coast maintaining the continuity of cultures that remain intimately connected with the ocean and its resources.

The sanctuary also hosts commercial enterprises, local and international. Some of the busiest shipping lanes in the world run through sanctuary. Commercial fisheries, both tribal and non-tribal, occur in sanctuary waters and are critical components of the regional economy.

1.3 OCNMS' COLLABORATIVE MANAGEMENT FRAMEWORK

In managing OCNMS, ONMS is guided by the following mission statement:

***Mission** - to protect the Olympic Coast's natural and cultural resources through responsible stewardship, to conduct and apply research to preserve the area's ecological integrity and maritime heritage, and to promote understanding through public outreach and education.*

OCNMS is managed using a collaborative management framework unique to the sanctuary system and the world. Given the sanctuary is adjacent to Canada and is encompassed by the usual and accustomed areas of the Hoh, Makah, and Quileute tribes, and the Quinault Indian Nation, OCNMS' management framework is truly multi-national and multi-cultural in nature.

The Coastal Treaty Tribes have treaty-protected fishing rights and share co-management responsibilities for fishing activities within the sanctuary with the state of Washington and federal government. These common interests and joint authorities led the Coastal Treaty Tribes, the state of Washington and ONMS to create the Olympic Coast Intergovernmental Policy Council (IPC) in 2007. The first of its kind in the nation, the IPC provides a regional forum for resource managers to exchange information, coordinate policies, and develop recommendations for resource management within the sanctuary.

The IPC's goals include:

- Protecting the safety and health of coastal residents;
- Enhancing the social and economic vitality of coastal communities; and
- Improving the understanding and management of marine resources.

Since its inception, the IPC has laid the groundwork for successful government-to-government collaboration, focusing on the following activities:

- Participating in the review of OCNMS’ management plan;
- Identifying research priorities, including the development of a five-year Ocean Ecosystem Monitoring and Research Initiative;
- Establishing initial priorities for a transition to ecosystem-based management;
- Seeking stable and long-term funding to support operation of the IPC; and
- Collaborating on planning for a national symposium focused on climate change and indigenous coastal cultures.

Sanctuary management also relies on community and stakeholder involvement. In addition to working with the IPC, ONMS works closely with the OCNMS 21-seat Advisory Council (AC). The AC, established in 1996, consists of representatives from four Coastal Treaty Tribes, nine state and federal agencies, local governments, and a variety of local user and interest groups who provide advice to the Sanctuary Superintendent. All AC meetings are open to the public with agendas providing opportunity for public comment.

The AC provides advice to the OCNMS Superintendent on the management and protection of the sanctuary, and deliberates and provides recommendations on sanctuary operations, education and outreach programs, research and science programs, regulations and enforcement efforts, and marine policy and management plans. The AC also provides advice to ONMS on national and regional issues impacting the OCNMS such as ocean acidification. The AC has played a vital role in decisions affecting Olympic Coast marine resources. To date, the AC has focused on issues such as oil spill preparedness and prevention, vessel traffic measures, fiber optic cables, alternative energy and military activities within the

List of Advisory Council (AC) seats and their voting status (2010)

Makah Tribe	Voting
Quileute Tribe	Voting
Hoh Tribe	Voting
Quinalt Indian Nation	Voting
Citizen-at-large	Voting
Education	Voting
Research	Voting
Conservation/Environmental	Voting
Chamber of Commerce, Tourism, Recreation	Voting
Marine Business/Ports/ Industry	Voting
Commercial Fishing	Voting
Washington Department of Ecology	Voting
Washington Department of Natural Resources	Voting
Washington Department of Fish and Wildlife	Voting
Local Counties (rotating seat)	Voting
Northwest Straits Commission	Non-voting
U.S. Department of Homeland Security/ U.S. Coast Guard	Non-voting
Olympic National Park	Non-voting
Washington Maritime National Wildlife Refuge Complex	Non-voting
NOAA National Marine Fisheries Service	Non-voting
U.S. Navy	Non-voting

sanctuary. The AC has also helped define research and educational programmatic priorities. Both the AC and the IPC have been invaluable in guiding the MPR process.

Not only is OCNMS management based on a collaborative, community-based framework, but OCNMS managers also participate on a larger regional and national stage acting as key players in a variety of statewide, regional and international collaborative ocean management frameworks. The West Coast Governor’s Agreement on Ocean Health, the Washington Ocean Action Plan and the Juan de Fuca International Marine Ecosystem Initiative are all ocean management frameworks within which OCNMS plays an important role. In this way, the FMP complements and emphasizes the importance of these larger collaborative frameworks.

1.4 OCNMS GOALS AND OBJECTIVES

As part of the MPR process, OCNMS worked with the AC and IPC to revise its goals and objectives. The revised goals and objectives presented below were adopted by OCNMS in September 2009 (Table 1).

Table 1 Olympic Coast National Marine Sanctuary Goals and Objectives

A. Build and strengthen OCNMS’ partnerships with the coastal treaty tribes and the Olympic Coast Intergovernmental Policy Council (IPC), and honor the sanctuary’s treaty trust responsibility.	
	Objective 1: Promote a transparent, cooperative and coordinated management structure for Olympic Coast marine resources within tribal, state and federal jurisdictions.
	Objective 2: Work with the four coastal treaty tribes to improve the government-to-government consultation process.
	Objective 3: Work collaboratively with the IPC to identify common goals and reach consensus on management priorities within the boundaries of the OCNMS for the protection, management and sustainable use of natural resources, and the promotion of educational opportunities and scientific research.
	Objective 4: Work with the IPC to improve communication and facilitate the exchange of information to foster more effective decision-making.
B. Promote collaborative and coordinated management and stewardship of resources in the sanctuary.	
	Objective 1: Actively encourage the State, tribes, interested agencies, coastal communities, and organizations to partner in addressing specific sanctuary management concerns, joint work on action plans, and marine stewardship and sustainable use opportunities.
	Objective 2: Improve intra-agency partnerships within the National Oceanic and Atmospheric Administration.
	Objective 3: Create linkages between OCNMS’ action plans and ocean initiatives of other entities.
	Objective 4: Maintain and support the OCNMS Advisory Council.
C. Investigate and enhance the understanding of ecosystem processes, and inform ecosystem-based management efforts, through scientific research, monitoring, and characterization.	
	Objective 1: Understand the effects of changing climate and ocean conditions on sanctuary ecosystems.
	Objective 2: Monitor key resources within the sanctuary to identify significant changes over time.
	Objective 3: Characterize and map the sanctuary’s species and habitats.
	Objective 4: Promote more informed management by improving opportunities and mechanisms for sharing scientific data and research results.

Table 1 (continued) Olympic Coast National Marine Sanctuary Goals and Objectives

C. (continued)	
	Objective 5: Collaborate with the IPC and coastal treaty tribes on research and monitoring activities within the tribes' usual and accustomed areas.
	Objective 6: Promote and coordinate scientific research in the sanctuary in collaboration with others.
D. Enhance Ocean Literacy, promote awareness of the sanctuary and foster a sense of ocean stewardship through outreach, education, and interpretation efforts.	
	Objective 1: Collaborate to enhance K-12 and adult education programs on the Olympic Peninsula related to marine ecology and conservation.
	Objective 2: Promote and support community-based conservation and education efforts.
	Objective 3: Improve the public's understanding of coastal tribal cultures and awareness of the sanctuary and its marine ecosystem.
E. Maintain the sanctuary's natural biological diversity and protect, and where appropriate, restore and enhance sanctuary ecosystems.	
	Objective 1: Work collaboratively with strategic partners to conserve natural habitats, populations, and ecological processes by preventing, minimizing and/or mitigating stressors on resources in the sanctuary.
	Objective 2: Actively participate in regional spill prevention, contingency planning, emergency response, damage assessment, and restoration activities.
	Objective 3: Develop and maintain permitting and enforcement programs and partnerships to maximize protection of resources in the sanctuary.
	Objective 4: Promote marine debris removal in coordination with federal, state, local, and tribal authorities and volunteer organizations.
F. Enhance understanding and appreciation of the Olympic Coast's maritime heritage (living cultures, traditions, and cultural resources).	
	Objective 1: Map and interpret cultural resources in the sanctuary.
	Objective 2: Improve understanding of and education about regional tribal cultures.
	Objective 3: Incorporate local and customary knowledge into sanctuary programs.
G. Facilitate wise and sustainable use in the sanctuary to the extent that such uses are compatible with resource protection.	
	Objective 1: Assess, monitor and manage, as appropriate, levels of human use in the sanctuary.
	Objective 2: Create and support programs and strategies that protect tribal welfare.
	Objective 3: Understand the sanctuary's socioeconomic values.
H. Build, maintain, and enhance an operational capability and infrastructure.	
	Objective 1: Ensure that OCNMS regulations are consistent with other sanctuaries, where appropriate.
	Objective 2: Pursue the infrastructure improvements and staffing increases necessary to achieve the work identified in the management plan.
	Objective 3: Identify strategies to minimize the contribution of sanctuary operations to climate change.
	Objective 4: Support and expand volunteer opportunities at the sanctuary.
	Objective 5: Improve communication and collaboration between sanctuaries to share best practices.