

MARITIME HERITAGE MANAGEMENT



1. MARITIME HERITAGE

Maritime heritage focuses on understanding the sanctuary's past maritime landscape. SBNMS sits astride the gateway to historic ports that surround Massachusetts Bay, ports that have been centers of maritime activity in New England for over 400 years since the colonial period. The shipwrecks and submerged archaeological sites in the sanctuary are tangible connections to New England's history; they are nonrenewable gateways to the past that need protection for current and future generations.

The Maritime Heritage (MH) Action Plan affirms NOAA's dedication to conserving America's maritime heritage by conducting scientific research, monitoring, exploration and educational programs. The action plan formalizes the foundation of a maritime heritage program at the sanctuary; addresses the need to systematically inventory, assess, and characterize historical resources; establishes a management framework for protecting maritime heritage resources while facilitating compatible use; focuses attention on interpreting maritime heritage to the public; and responds to historical resources which might be environmental threats.



MARITIME HERITAGE

ACTION PLAN

ISSUE STATEMENT

The Maritime Heritage (MH) Action Plan (AP) makes recommendations for the inventory and assessment of historical resources, the management and protection of historical resources, and MH interpretation. The AP addresses sanctuary-specific historical resource assessment, management, protection, and MH outreach and education requirements; it fulfills the NOAA NMSP and the NOAA Maritime Heritage Program (MHP) strategic plans; and it complies with the President's Preserve America Executive Order (E.O.13287) tasking NOAA with preserving and protecting historic resources in the agency's care, including shipwrecks.

GOAL

The goal of the MH AP is to inventory, assess, protect, manage, and interpret prehistoric and historic archeological resources in the sanctuary. Appropriate sites shall be nominated to the National Register of Historic Places (NRHP).

OBJECTIVES

The MH AP has five objectives and associated strategies to achieve its goal (Table 56).

- MH.1—Establish a Maritime Heritage Program
- MH.2—Inventory, Assess, and Characterize Historical Resources
- MH.3—Protect and Manage Historical Resources
- MH.4—Develop and Implement a MH Outreach and Education Program
- MH.5—Assess Shipwrecks and other Submerged Objects for Potential Hazards

The estimated costs for implementation of the MH AP are indicated in Table 57. The performance measures are listed in Table 58.

To date, four shipwrecks at three sites in the sanctuary are listed on the National Register of Historic Places.

TABLE 56. OBJECTIVES, ASSOCIATED STRATEGIES, AND PRIORITIES FOR MH ACTION PLAN.

Objective	Strategy	Priority
MH.1 Establish a Maritime Heritage Program	(1.1) Develop the foundation and infrastructure for a MH program and integrate the MH program into existing sanctuary programs.	High
	(1.2) Identify and pursue additional sources of funding beyond the NMSP.	High
	(1.3) Identify and form partnerships, relationships, and MOU with entities that have specialized knowledge and abilities that support the documentation and interpretation of the sanctuary's MH.	Medium
MH.2 Inventory, Assess and Characterize Historical Resources	(2.1) Characterize prehistoric and historic use patterns to assist with the location of historical resources through the identification and collection of historical, archaeological, and anthropological documentation.	High
	(2.2) Conduct systematic field surveys to locate, identify, and inventory historical resources.	High
	(2.3) Assess historical resources for their NRHP eligibility and nominate appropriate sites to the NRHP.	High
	(2.4) Characterize historical resources within SBNMS.	High
MH.3 Protect and Manage Historical Resources	(3.1) Implement a management system that protects historical resources while allowing for uses compatible with resource protection.	High
	(3.2) Implement an assessment protocol to assign sanctuary historical resources to the appropriate category.	High
	(3.3) Identify partnerships and relationships for site monitoring and compliance of historical resources permits and regulations.	Medium
	(3.4) Develop and implement an interpretive enforcement program.	High
	(3.5) Develop and implement a mooring buoy system on historical resources in collaboration with affected parties and regional scuba diving charter operators.	Medium
	(3.6) Implement the NMSP Permitting Guidelines for archaeological research (i.e., survey and inventory permit and archaeological research permit).	High
	(3.7) Develop and implement collection and conservation policies for artifacts previously recovered from SBNMS before and after designation.	Low
MH.4 Develop and Implement a Maritime Heritage Outreach and Education Program	(4.1) Identify and partner with regional museums, through MOU/Agreements, to conduct MH exhibits and other outreach programs.	High
	(4.2) Develop and implement an artifact documentation and curation program through partnerships and relationships with local or regional maritime museums.	Low
MH.5 Assess Shipwrecks and Other Submerged Objects for Potential Hazards	(5.1) Establish an inventory of shipwrecks and submerged objects, inside and outside of SBNMS boundaries that may pose environmental threats to resources.	Medium
	(5.2) Coordinate information exchanges pertaining to shipwrecks and other submerged objects as environmental threats with NOAA's HAZMAT division and the NMSP for the development of the SHIELDS and RUST database systems.	Medium
	(5.3) Identify shipwrecks and other submerged sites to be examined with remote sensing technology and report findings to state and federal trustees.	Medium
	(5.4) Establish a monitoring program for shipwreck and submerged sites that have been located and are considered a threat to SBNMS. Develop protocols for site evaluation and a timeline for future site monitoring.	Medium

MH.1 OBJECTIVE—ESTABLISH A MARITIME HERITAGE PROGRAM

Background. SBNMS holds a rich variety of historical resources. In the past, fishermen in the sanctuary have recovered paleontological remains representing a period when portions of Stellwagen Bank were dry land during the last ice age approximately 14,000 years ago. These findings suggest that there is also the potential for discovering prehistoric cultural remains. However, most of the known historical resources consist of historic shipwrecks.

Spanning the mouth of Massachusetts Bay, SBNMS represents the current and historic gateway to several of America's oldest ports. Vessels entering and leaving Gloucester, Salem, Boston, Plymouth and Provincetown traversed the sanctuary's waters. As such, historical records indicate that several hundred vessels sank in the vicinity of the sanctuary.

The extent of SBNMS's archaeological inventory is just beginning to be known. Archaeological research has utilized remote sensing technology to locate historical resources. Local researchers have also divulged the locations of several sites, including the *Portland*, *Frank A. Palmer*, and *Louise B. Crary*. In total over a dozen shipwrecks have been located, many of which are potentially eligible for or listed on the NRHP.

The NMSP is placing increased emphasis on the development of MH programs to inventory, assess, manage, and protect heritage sites within the sanctuaries. This AP initiates a comprehensive MH program that will systematically fulfill the NMSA mandate, while fostering cooperative relationships with other groups conducting similar or compatible research.

NMSP regulations (§ 922.3 Definitions) define historical resource as, "Any resource possessing historical, cultural, archaeological or paleontological significance, including sites, contextual information, structures, districts, and objects significantly associated with or representative of earlier people, cultures, maritime heritage, and human activities and events. Historical resources include "submerged cultural resources," and also include "historical properties," as defined in the National Historic Preservation Act, as amended, and its implementing regulations, as amended."

Strategies (3) To Establish a Maritime Heritage Program

(1.1) Develop the foundation and infrastructure for a MH program and integrate the MH program into existing sanctuary programs. This effort will provide a framework for the development, operation and future expansion of SBNMS's maritime heritage program pursuant to the NMSA and in coordination with the National Historic Preservation Act (NHPA). This includes at the least a full-time maritime archaeologist on staff and the familiarization of all SBNMS staff with MH.

Priority: High

Status: Ongoing

(1.2) Identify and pursue additional sources of funding beyond the NMSP. Due to limited funding, it is necessary

to pursue external sources of funding to support MH efforts such as: exhibitry; historical, anthropological and archaeological research; archaeological fieldwork; outreach and education; and, curation and conservation.

Priority: High

Status: Ongoing

(1.3) Identify and form partnerships, relationships, and Memoranda of Understanding (MOU) with entities that have specialized knowledge and abilities that support the documentation and interpretation of the sanctuary's MH. Developing relationships will facilitate the documentation and interpretation of the sanctuary MH by bringing together advanced technologies and abilities not otherwise available to the sanctuary.

Priority: Medium

Status: Ongoing

MH.2 OBJECTIVE—INVENTORY, ASSESS AND CHARACTERIZE HISTORICAL RESOURCES

Background. The NHPA requires federal agencies, such as NOAA, to inventory historic and archaeological resources under their jurisdiction and to nominate potentially eligible sites to the NRHP. SBNMS will follow the guidelines of the NHPA and the NMSA to methodically research, survey, document, assess, and characterize the heritage resources within its jurisdiction.

Strategies (4) To Inventory, Assess and Characterize Historical Resources

(2.1) Characterize prehistoric and historic use patterns to assist with the location of historical resources through the identification and collection of historical, archaeological, and anthropological documentation. Prior to conducting expensive fieldwork to locate historical resources, SBNMS will expand its knowledge of human use patterns to refine its search methodology.

Priority: High

Status: Ongoing

Activities:

2.1.1 Establish relationships and partnerships with foreign, federal, tribal, state, local, non-governmental and private organizations and individuals to identify historical resources within SBNMS.

Status: Ongoing

2.1.2 Conduct historical, archaeological, and anthropological research to identify potential historical resource locations, including soliciting oral histories and information from divers, researchers, and fishermen.

Status: Ongoing

2.1.3 Establish a spatial database to inventory, assess and characterize historical resources.

Status: Ongoing

(2.2) Conduct systematic field surveys to locate, identify and inventory historical resources. Utilizing research conducted in Strategy 2.1, potential historical resources will be investigated using appropriate methodologies.

Priority: High
Status: Ongoing
Activities:

2.2.1 Establish partnerships and relationships with federal, tribal, state, local, non-governmental and private organizations and individuals to utilize the most sophisticated and appropriate technologies available to conduct historical resource surveys.

Status: Ongoing

2.2.2 Record archaeological site positions in the historical resources database and NOAA's Archaeological Database (ARCH).

Status: Ongoing

2.2.3 Periodically reassess known archaeological sites to record changes to the site from biological and/or anthropogenic processes.

Status: Ongoing

(2.3) Assess historical resources for their NRHP eligibility and nominate appropriate sites to the NRHP. The NHPA requires federal agencies, such as NOAA, to inventory historic and archaeological resources under their jurisdiction and to nominate potentially eligible sites to the NRHP.

Priority: High

Status: Ongoing

(2.4) Characterize historical resources within SBNMS. Characterization synthesizes the results of the inventory and assessment to understand the overall significance of historical resources in the sanctuary and how they relate to broad patterns of history.

Priority: High

Status: Ongoing

MH.3 OBJECTIVE—PROTECT AND MANAGE HISTORICAL RESOURCES

Background. One of the purposes and policies of the NMSA is “to enhance public awareness and understanding, appreciation, and wise and sustainable use of the marine environment and the natural, historical, cultural, and archaeological resources of the National Marine Sanctuary System.” To carry out this policy, SBNMS will develop and implement a maritime heritage management system to provide archaeological sites an increased level of protection from human impacts. To the extent compatible with the primary goal of resource protection, use of these resources will be facilitated by allowing access to appropriate sites and by mitigating the impacts of human uses through permitting.

Strategies (7) To Protect and Manage Historical Resources

(3.1) Implement a management system that protects historical resources while allowing for uses compatible with resource protection. The management system will consist of two parts based on specific goals and criteria. Sanctuary historical resources will be categorized, on a case-by-case basis, as a ‘historic site’ or a ‘heritage preserve’ as follows:

Priority: High

Status: Planned, 2009

Activities:

3.1.1 Establish historic sites. A site must be a sanctuary historical resource that may be eligible for or listed on the National Register of Historic Places. The site must be structurally stable, durable and capable of hosting increased visitation without adversely impacting the site’s structural or archaeological integrity. Public access will be facilitated to the extent practicable and to the extent compatible with maritime heritage resource protection.

Adequate measures will be developed to protect historic sites from activities that have high potential for harming the sites’ archaeological or structural integrity. At a minimum, voluntary guidelines for site avoidance will be issued for traditional and experimental fishing operations. Amendment of sanctuary regulations will be considered to include resource protection measures for historic sites.

Status: Planned, 2009

3.1.2 Establish heritage preserves. A site must be a sanctuary historical resource and be listed on the NRHP. Human activities must have a high potential for negatively impacting the site’s archaeological and/or structural integrity. Additional protection for exceptional historical resources having a high degree of fragility and archaeological integrity will be provided.

Heritage preserves will delimit an area around exceptional historical resources within which human activities that have a high potential for harming the sites’ archaeological or structural integrity will be restricted or prohibited. Amendment of sanctuary regulations will be considered to include resource protection measures for heritage preserves.

Status: Planned, 2009

(3.2) Implement an assessment protocol to assign sanctuary historical resources to the appropriate category. SBNMS will develop a rigorous site assessment protocol to determine the maritime heritage management category (established in Strategy 3.1) in which a newly discovered sanctuary historical resource should be placed.

Priority: High

Status: Planned, 2009

(3.3) Identify partnerships and relationships for site monitoring and compliance of historical resource permits and regulations. The constant on-the-water presence of state and federal law enforcement agencies, researchers, divers, whale watchers and fishermen extends the sanctuary’s surveillance capabilities.

Priority: Medium

Status: Planned, 2009

(3.4) Develop and implement an interpretive enforcement program. Interpretive law enforcement will inform users about the sanctuary and its regulations through the distribution of educational outreach information. A greater MH focused enforcement effort should lead to consistent enforcement awareness and compliance in the sanctuary.

Priority: High
Status: Ongoing

(3.5) Develop and implement a mooring buoy system on historic sites in collaboration with affected parties and regional scuba diving charter operators. Mooring buoys may be emplaced to protect historic sites from anchor damage and facilitate safe scuba diving.

Priority: Medium
Status: Planned, 2009

(3.6) Implement the NMSP Permitting Guidelines for archaeological research (i.e., survey and inventory permit and archaeological research permit). Permits are a management tool to ensure protection of historical resources.

Priority: High
Status: Planned, 2008

(3.7) Develop and implement collection and conservation policies for artifacts previously recovered from SBNMS before and after designation. Policies need to be developed that clarify the disposition of these artifacts and their conservation.

Priority: Low
Status: Planned, 2009

MH.4 OBJECTIVE—DEVELOP AND IMPLEMENT A MARITIME HERITAGE OUTREACH AND EDUCATION PROGRAM

Background. MH presents a unique avenue to educate the public about broader cultural themes and traditions of the GoM through the use of websites, exhibits, and other outreach tools. (For additional outreach and education strategies, see the Outreach and Education AP.)

Strategies (2) To Develop and Implement a MH Outreach and Education Program

(4.1) Identify and partner with regional museums, through MOU/Agreements, to conduct MH exhibits and other outreach programs. Partnerships will provide a means for information-sharing to the public and user groups on the importance of resource protection and stewardship ethics.

Priority: High
Status: Ongoing

(4.2) Develop and implement an artifact documentation and curation program through partnerships and relationships with local or regional maritime museums. This program will solicit information from the public and document artifacts previously recovered from the SBNMS.

Priority: Low
Status: Planned, 2009

MH.5 OBJECTIVE—ASSESS SHIPWRECKS AND OTHER SUBMERGED OBJECTS FOR POTENTIAL HAZARDS

Background. SBNMS is required to identify, assess and monitor MH sites that may pose an environmental threat to resources inside and outside of the sanctuary. Information pertaining to submerged sites as environmental threats is provided to: (1) NOAA's Hazardous Materials (HAZMAT)

division; (2) the NMSP for the development of the Sanctuaries Hazardous Incident Emergency Logistics Database System (SHIELDS); and (3) the Resources and Under Sea Threats (RUST) database systems.

Strategies (4) To Assess Shipwrecks and Other Submerged Objects for Potential Hazards

(5.1) Establish an inventory of shipwrecks and submerged objects, inside and outside of SBNMS boundaries that may pose environmental threats to resources. This effort will coordinate with affected and associated parties while taking into account that some of these threats might be historical resources.

Priority: Medium
Status: Ongoing
Activities:

5.1.1 Review documentation from established databases.

Status: Ongoing

5.1.2 Identify, develop, and collaborate with partners doing similar research.

Status: Ongoing

5.1.3 Interview researchers, divers, and fishermen.

Status: Ongoing

(5.2) Coordinate information exchanges pertaining to shipwrecks and other submerged objects as environmental threats with NOAA's HAZMAT division and the NMSP for the development of the SHIELDS and RUST database systems. The SHIELDS and RUST database systems are being developed to provide a clearinghouse for all submerged environmental threats.

Priority: Medium
Status: Ongoing

(5.3) Identify shipwrecks and other submerged sites to be examined with remote sensing technology and report findings to state and federal trustees. Once suspected environmental threats are identified SBNMS will investigate these sites with remote sensing technology.

Priority: Medium
Status: Planned

(5.4) Establish a monitoring program for shipwreck and submerged sites that have been located and are considered a threat to SBNMS. Develop protocols for site evaluation and a timeline for future site monitoring. Monitoring of suspected environmental threats will provide the sanctuary with a baseline by which changes to these sites can be assessed and appropriate action taken before environmental damage.

Priority: Medium
Status: Planned

TABLE 57. ESTIMATED COSTS FOR MH ACTION PLAN.

Strategy	Estimated Cost (\$000)*					Total Estimated 5 Year Cost
	YR 1	YR 2	YR 3	YR 4	YR 5	
(1.1) Develop the foundation and infrastructure for a MH program and integrate the MH program into existing sanctuary programs.	100.0	100.0	100.0	50.0	50.0	400.0
(1.2) Identify and pursue additional sources of funding beyond the NMSP.	0.0	0.0	0.0	0.0	0.0	0.0
(1.3) Identify and form partnerships, relationships, and MOU with entities that have specialized knowledge and abilities that support the documentation and interpretation of the sanctuary's MH.	0.0	0.0	0.0	0.0	0.0	0.0
(2.1) Characterize prehistoric and historic use patterns to assist with the location of historical resources through the identification and collection of historical, archaeological, and anthropological documentation.	0.0	0.0	0.0	0.0	0.0	0.0
(2.2) Conduct systematic field surveys to locate, identify, and inventory historical resources.	50.0	50.0	50.0	50.0	50.0	250.0
(2.3) Assess historical resources for their NRHP eligibility and nominate appropriate sites to the NRHP.	0.0	0.0	0.0	0.0	0.0	0.0
(2.4) Characterize historical resources within the SBNMS.	0.0	0.0	0.0	0.0	0.0	0.0
(3.1) Implement a management system that protects historical resources while allowing for uses compatible with resource protection.	0.0	0.0	0.0	0.0	0.0	0.0
(3.2) Implement an assessment protocol to assign sanctuary historical resources to the appropriate category.	0.0	0.0	0.0	0.0	0.0	0.0
(3.3) Identify partnerships and relationships for site monitoring and compliance of historical resource permits and regulations.	0.0	0.0	0.0	0.0	0.0	0.0
(3.4) Develop and implement an interpretive enforcement program	1.0	1.0	1.0	1.0	1.0	50.0
(3.5) Develop and implement a mooring buoy system on historical resources in collaboration with affected parties and regional scuba diving charter operators	1.0	5.0	7.0	7.0	7.0	27.0
(3.6) Implement the NMSP Permitting Guidelines for archaeological research (i.e., survey and inventory permit and archaeological research permit).	0.0	0.0	0.0	0.0	0.0	0.0
(3.7) Develop and implement collection and conservation policies for artifacts previously recovered from SBNMS before and after designation.	0.0	0.0	0.0	0.0	0.0	0.0
(4.1) Identify and partner with regional museums, through MOU/Agreements, to conduct MH exhibits and other outreach programs.	0.0	10.0	15.0	15.0	15.0	55.0
(4.2) Develop and implement an artifact documentation and curation program through partnerships and relationships with local or regional maritime museums.	0.0	0.0	5.0	10.0	15.0	30.0
5.1) Establish an inventory of shipwrecks and submerged objects, inside and outside of SBNMS boundaries that may pose environmental threats to resources.	0.0	0.0	0.0	0.0	0.0	0.0
(5.2) Coordinate information exchanges pertaining to shipwrecks and other submerged objects as environmental threats with NOAA's HAZMAT division and the NMSP for the development of the SHIELDS and RUST database systems.	0.0	0.0	0.0	0.0	0.0	0.0
(5.3) Identify shipwrecks and other submerged sites to be examined with remote sensing technology and report findings to state and federal trustees.	0.0	2.0	2.0	1.0	1.0	6.0
(5.4) Establish a monitoring program for shipwreck and submerged sites that have been located and are considered a threat to SBNMS. Develop protocols for site evaluation and a timeline for future site monitoring.	0.0	15.0	10.0	10.0	10.0	45.0
Total Estimated Annual Cost	152.0	183.0	190.0	144.0	149.0	818.0

*Cost estimates exclude federal labor costs.

TABLE 58. PERFORMANCE MEASURES FOR MH ACTION PLAN.

Desired Outcome(s) For This Action Plan

Prehistoric and historic archaeological resources are managed and protected.

Performance Measures	Means of Evaluation	Baseline	NMSP Measure
By 2010, five of the eligible historical resources will be nominated to the National Register of Historical Places (NRHP).	SBNMS will keep track of the percent of eligible resources that are nominated to the NRHP.	Number of historical resources nominated to the NRHP: 4	Shipwrecks
By 2010, as part of the Maritime Heritage (MH) management program, all located historical resources will be categorized through SBNMS site assessment protocol.	SBNMS will track the number of identified shipwrecks that have been categorized through the MH management program.	Number of classified shipwrecks: 0	Shipwrecks

