

***Gerry E. Studds* Stellwagen Bank National Marine Sanctuary Maritime Heritage Resources Action Plan**

Overview

Uncounted prehistoric and historic archaeological sites lie within the *Gerry E. Studds* Stellwagen Bank National Marine Sanctuary (SBNMS). Human activities created these sites through a long process that began in ancient times. Before the ocean flooded Massachusetts Bay, humans and animals walked land that is now known as Stellwagen Bank. When the ocean inundated the bay, humans continued accessing the area in watercraft and gathering its abundant natural resources. In recent centuries, modern society has brought increasing use of the sanctuary's waters.

This AP is designed to protect these non-renewable resource sites and promote responsible public access for generations to come. The National Marine Sanctuaries Act (NMSA) mandates the inventory, assessment, management, and protection of prehistoric and historical resources. This AP provides the framework for a maritime heritage resources (MHR) program to fulfill this mandate at SBNMS. The SBNMS MHR program will function in collaboration with the National Oceanic and Atmospheric Administration (NOAA) National Maritime Heritage Program (NMHP).

Description of the Issues

SBNMS represents a rich repository of MHR. In the past, fishermen in the sanctuary have recovered paleontological remains representing a period when portions of Stellwagen Bank were dry land. There is also the potential for discovering prehistoric remains. However, most of the known MHR are in the form 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 U.S. Geological Survey (USGS) multibeam bathymetry to pinpoint seafloor anomalies that might be MHR. Local researchers have also divulged the locations of several sites, including the *Portland*, *Frank A. Palmer*, and *Louise B. Crary*. In total, 12 shipwrecks have been located, 11 of which appear potentially eligible for the National Register of Historic Places.

The NMSA requires each sanctuary to inventory and document its MHR. Given the existence of historically important shipwrecks in SBNMS, the likelihood of finding more, and the keen public interest in these resources, it is incumbent on the sanctuary to continue its effort to inventory and document MHR. Currently, no plan exists that details how the inventory will be conducted, what will be done with the information, and how it will be interpreted for the public.

SBNMS initiated its management plan review public scoping process in 1998, and again in 2002. The process revealed several concerns relative to heritage resources at the SBNMS and identified three primary issues relating to SBNMS's MHR. The three issues were:

- The need for inventory and assessment of MHR
- The lack of a plan for management and protection of MHR
- The lack of interpretation of MHR.

These above concerns provided the impetus for the development of a MHR AP which addresses the scoping comments and provides the framework for a management plan to inventory, assess, manage, protect, and interpret MHR in the sanctuary.

Evaluation of Existing Regulations That Pertain To MHR

NOAA has the responsibility to protect and manage MHR located within a National Marine Sanctuary (NMS). The National Marine Sanctuary Program (NMSP) Regulations (15 CFR Part 922) mandates NOAA to abide by laws and regulations of the Federal Archaeological Program. These include developing heritage resource inventory and management programs, overseeing federal activities that may affect historic and cultural resources, and nominating potentially eligible sites to the National Register of Historic Places.

The NMSA (16 USC § 1431, *et seq.*) provides authority to the NMS “for comprehensive and coordinated conservation and management of these marine areas, and activities affecting them, in a manner which complements existing regulatory authorities.” In addition, the NMSA directs the sanctuary to “create models of, and incentives for, ways to conserve and manage these areas, including the application of innovative management techniques” and “to enhance public awareness, understanding, appreciation, and wise and sustainable use of the marine environment, and the natural, historical, cultural, and archaeological resources . . .” This mandate requires that the SBNMS interpret and manage its MHR in a fashion that protects the resources while allowing for compatible and sustainable public use of the resource.

Currently, there are three sanctuary specific regulations that pertain to MHR specifically in the SBNMS (excerpt from 15 CFR 922.142:)

Prohibited or otherwise regulated activities:

(3) Drilling into, dredging or otherwise altering the seabed of the sanctuary; or constructing, placing or abandoning any structure, material or other matter on the seabed of the sanctuary, except as an incidental result of:

- (i) Anchoring vessel;
- (ii) Traditional fishing operations; or
- (iii) Installation of navigational aids.

(4) Moving, removing or injuring, or attempting to move, remove or injure, a sanctuary historical resource. This prohibition does not apply to moving, removing or injury resulting incidentally from traditional fishing operations.

(7) Possessing within the sanctuary (regardless of where taken, moved or removed from), except as necessary for valid law enforcement purposes, any historic resource, or any marine mammal, marine reptile or seabird taken in violation of the Marine Mammal Protection Act (MMPA), Endangered Species Act (ESA) or Migratory Bird Treaty Act (MBTA).

Addressing the Issues – Strategies for This Action Plan

Archaeologists, historians, user groups (divers, commercial and recreational fisherman), conservationists, researchers, marine educators, museum representatives, and concerned citizens provided regional input for the MHR strategies in this AP. While addressing sanctuary specific MHR assessment, management, protection, outreach, and education needs, the MHR program at SBNMS will also fulfill the NOAA NMSP and the NOAA NMHP heritage resource plan.

There are five strategies in the MHR Action Plan (AP):

- MHR.1 – Establish a MHR Program
- MHR.2 – Inventory, Assess, and Characterize MHR
- MHR.3 – Protect and Manage MHR
- MHR.4 – Develop and Implement a MHR Outreach and Education Program
- MHR.5 – Assess Shipwrecks and other Submerged Objects for Potential Hazards

Each strategy is detailed below.

STRATEGY MHR.1 – ESTABLISH A MHR PROGRAM

- *Objective:* To provide a framework for the development, operation, and future expansion of SBNMS' maritime heritage program.
- *Implementation:* SBNMS Maritime Heritage Program

Strategy Summary

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

Activities (5)

(1.1) Pursuant to the mission of and in coordination with the NMHP, the SBNMS MHR Program is responsible for implementing the following strategies:

- Strategy MHR.1 – Establish a MHR Program
- Strategy MHR.2 – Inventory, Assess, and Characterize MHR
- Strategy MHR.3 – Protect and Manage MHR
- Strategy MHR.4 – Develop and Implement MHR Education and Outreach Programs
- Strategy MHR.5 – Assess Shipwrecks and Other Submerged Objects for Potential Hazards

Status: Phase I

Phase I definition for entire draft AP: Activities that have already begun and are still being conducted.

Partners, not limited to: NOAA NMHP, NOAA Maritime Archaeology Center (MAC), and the NOAA Office of Ocean Exploration (OOE)

(1.2) Develop the foundation and infrastructure for a MHR program at SBNMS, including a full time maritime/marine archaeologist on staff and the familiarization of all SBNMS staff with MHR. SBNMS will also integrate the MHR program into existing natural resource protection programs.

Status: Phase I

Partners, not limited to: Massachusetts Environmental Police (MEP), NOAA NMHP, NOAA MAC, and the NOAA OOE

(1.3) Incorporate the MHR Program action plan strategies and activities into the annual operating plans (AOP) of SBNMS for implementation.

Status: Phase I

Partners: N/A

(1.4) Identify and pursue additional sources of funding (beyond the NMSP) to support SBNMS MHR efforts such as:

- Exhibits
- Historical, Anthropological, and Archaeological Research
- Archaeological Field Work
- Outreach and Education
- Curation and Conservation

Status: Phase I

Partners, not limited to: NOAA's OOE, Professional Association of Diving Instructors (PADI) Foundation and Project Aware, National Science Foundation (NSF), and National Park Service (NPS)

(1.5) Identify and form partnerships, relationships, and Memorandum of Agreements with individuals, agencies, and institutions engaged in or that can be supportive of documenting and interpreting the sanctuary's MHR.

Status: Phase I

Partners, not limited to: NOAA OOE, National Undersea Research Center–University of Connecticut (NURC–UConn), Woods Hole Oceanographic Institution (WHOI), and University of New Hampshire (UNH)

STRATEGY MHR.2 – INVENTORY, ASSES, AND CHARACTERIZE MHR

- Objective: To gain knowledge and context of heritage resources within the sanctuary.
- Implementation: SBNMS Maritime Heritage Program

Strategy Summary

The National Historic Preservation Act (NHPA) requires federal agencies, such as NOAA, to inventory historic and archaeological resources under its jurisdiction and nominate potentially eligible sites to the National Register of Historic Places. SBNMS will follow the guidelines of the NHPA and the NMSA to methodically research, survey, document, assess, and characterize its heritage resources.

Activities (4)

(2.1) Develop and implement a systematic plan for the identification and collection of historical, archaeological, and anthropological documentation relating to prehistoric and historic use patterns to establish geographic locations or regions with a high probability of MHR.

- Establish relationships and partnerships with foreign, federal, tribal, state, local, non-governmental, and private organizations and individuals to identify MHR sites within SBNMS
- Conduct historical, archaeological, and anthropological research to identify potential MHR locations, including soliciting oral histories and information from divers, researchers, and fishermen.
- Information gathered during this activity will be entered into the SBNMS MHR Database. Information with a defined geographic location will be entered into the SBNMS geographic information system (GIS) database.

Status: Phase I

Partners, not limited to: NPS, Massachusetts Board of Underwater Archaeological Resources (MA BUAR), Massachusetts Historical Commission (MHC), UNH, Massachusetts Fishermen's Partnership (MFP), Recreational Fishing Alliance (RFA), and Bay State Council of Divers (BSCD)

(2.2) Conduct systematic surveys to locate and identify MHR.

- Utilize research conducted in Activity 2.1 to identify and prioritize potential MHR site locations.
- 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 MHR surveys.
- Conduct systematic surveys of these potential maritime heritage site locations utilizing available and appropriate technology.
- Record archaeological site positions in the SBNMS MHR, NOAA's Archeological Database (ARCH), and SBNMS GIS databases.
- Archaeologically document MHR sites using appropriate methodologies. To the extent possible these methodologies will try to avoid damage to natural resources.
- Establish a Site Reconnaissance Program to periodically visit known archaeological sites to record changes to the site from biological and/or manmade processes

Status: Phase I

Partners, not limited to: NOAA OOE, NOAA Office of Coast Survey (OCS), U.S. Navy, USGS, Regional Association for Research on the Gulf of Maine (RARGOM), NURC-UConn, WHOI, American Underwater Search and Survey, and Klein Sonar Associates.

(2.3) Assess all maritime heritage sites for their National Register of Historic Places eligibility and nominate appropriate sites to the National Register of Historic Places.

Status: Phase I

Partners, not limited to: Massachusetts State Historic Preservation Office, NPS, NOAA NMSP, and NOAA NMHP, NOAA MAC

(2.4) Characterize MHR within SBNMS.

- Conduct research necessary to establish the context of located sites
- Utilize research to develop broad prehistoric, historic, and environmental human use patterns in the sanctuary.
- Include a sensitivity assessment/predictive model to determine where particular varieties of MHR sites might be found

Status: Phase II

Phase II definition for entire AP: Activities that have not begun but are of a high priority.

Partners, not limited to: UNH, NURC-UConn, NOAA NMSP, NOAA HMHP and MAC, MA BUAR, and WHOI

STRATEGY MHR.3 – PROTECT AND MANAGE MHR

- Objective: To protect MHR while allowing responsible access on appropriate sites.
- Implementation: SBNMS Maritime Heritage Program

Strategy Summary

The NMSA directs all sanctuaries “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 hierarchical system of rating MHR sites to give some sites an increased level of protection from human use impacts. Compatible use of these resources will be emphasized and mitigation of negative human uses of particularly sensitive heritage resources will be accomplished through permits.

Activities (9)

(3.1) *Create and implement a hierarchical system of rating MHR sites to protect the resources while allowing for compatible uses. (See Appendix MHR.I for Levels Matrix)*

Discovery Phase: All newly discovered MHR sites enter at this designation. Threats to the site will be assessed and SBNMS will issue avoidance guidelines. SBNMS will coordinate with NOAA Fisheries to distribute a notice of these guidelines to fishermen utilizing mobile and fixed gear, stating the coordinates of the potential “hang” sites and the size of the avoidance area around the sites. MHR sites will remain in the Discovery Phase until the sanctuary develops adequate mechanisms on a case-by-case basis for each site’s protection.

Public Access Sites: The goal of this level is to facilitate public access to the maximum extent practicable. Sites designated as Public Access Sites are structurally stable, durable, and capable of hosting increased visitation without significantly impacting the site’s archaeological integrity. Public Access Sites may or may not be potentially eligible for or listed on the National Register of Historic Places. The sanctuary will assess the feasibility for mooring buoys on these sites on a case-by-case basis. SBNMS will explore partnerships to facilitate the establishment and maintenance of mooring buoys on these sites. Site examples: *Paul Palmer* and *Josephine Marie*

- Public Access Sites are protected by existing NMSA and SBNMS Regulations
- Mandatory notification to the sanctuary must be made to conduct the following activities:
 - Diving
 - Towing remote sensing gear
 - Operating a remotely operated vehicle (ROV), drop camera, and submarine
- Prohibited Activity on a Public Access Site includes:
 - Use of grappling hooks or other anchoring devices on MHR sites that are marked with a mooring buoy.

Restricted Access Sites: The goal of these sites is to provide protection for MHR sites that possess a greater degree of fragility. Restricted Access Sites cannot host regular visitation

because of the risk of impacting the archaeological integrity of the site. These sites must be potentially eligible for listing on the National Register of Historic Places. Site examples: *Portland* and the *Frank A. Palmer/Louise B. Crary*.

- A heritage preserve, not to exceed 1 square nautical mile, may be utilized around select sites and will extend from the water surface into the seabed. The size of the heritage preserve will be determined on a case-by-case basis
- The sanctuary will assess the feasibility of using marker and/or mooring buoys either singularly at the center of the heritage reserve or delineating its perimeter on a case-by-case basis. SBNMS will explore partnerships to facilitate the establishment and maintenance of mooring and/or markers buoys on Public Access Sites and Restricted Access Sites. (For example: using a Gulf of Maine Ocean Observing System (GOMOOS) buoy over or near a site)
- Activities prohibited without possession of a special use or research permit include:
 - Stopping or remaining,
 - Drifting without power, except when actively engaged in drift surface fishing (ex. shark fishing with chum slick) or commercial whale watching
 - Using grappling hooks or other anchoring devices
 - Diving of any type whether by an individual or submarine
 - Towing remote sensing gear, operating a ROV or drop camera
 - Shellfish Dredging
 - Gillnetting in midwater or on the bottom
 - Bottom fishing with Commercial Rod and Reel or Hand line
 - Long Lining on the bottom
 - Pot and Trap Fishing
 - Trawling in midwater or on bottom
 - Using Purse Seines
 - Recreational bottom fishing

Status: Phase II

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, MA BUAR, New England Fisheries Management Council (NEFMC), MFP, RFA, BSCD, MEP, and U.S. Coast Guard (USCG)

(3.2) *Create and implement a MHR site assessment system to establish appropriate site level designations.*

Discovery Phase Assessment Procedures: Discovery Phase sites will be archaeologically documented. This information will then be used to determine the site's historical and cultural importance and the management category it qualifies for. SBNMS and NMSP staff will evaluate the site assessment information and determine which category a site should be placed in. A site will not be moved from the Discovery Phase until adequate site protection and enforcement measures are in place. The movement of a site from the Discovery Phase to being a Public Access Site or Restricted Access Site will be done on a case-by-case basis.

Placement Procedures for Public Access Sites: This designation calls for no procedural requirements beyond those already in place under the NMSA and SBNMS Regulations.

Placement Procedures for Restricted Access Sites: If the SBNMS and NMSP staff determine that a MHR should be a Restricted Access Site then an advisory committee made up of maritime historians, archaeologists, and representatives of SBNMS user groups will review the assessment materials. The advisory committee should be created under the auspices of the Sanctuary Advisory Council. After consultation with the advisory committee, SBNMS will initiate the rule-making process, including consultation with the fishery management council and a public comment period.

Status: Phase II

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, MA BUAR, NEFMC, MFP, RFA, and BSCD, NURC–UConn, MEP, and the USCG

(3.3) *Develop a disclosure policy for MHR sites in the Discovery Phase to alert fishermen to potential “hang sites.”*

- The sanctuary will develop a plan for the dissemination of information to fishermen.
- The sanctuary will foster partnerships with fishermen to gather “hang” information and determine fishing history in the sanctuary.

Status: Phase II

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, NOAA OCS, MA BUAR, NEFMC, MFP, RFA, MEP, and the USCG

(3.4) *Identify partnerships and potential relationships with local, state, and federal law enforcement agencies, researchers, divers, and fishermen for site monitoring and compliance of SBNMS MHR permits and regulations.*

Status: Phase I

Partners, not limited to: MEP, USCG, NEFMC, MA BUAR, MFP, RFA, BSCD, National Undersea Research Center, Massachusetts Port Authority (Massport), Massachusetts Marine Trades Association (MMTA), and whale watch vessels

(3.5) *Develop and implement a MHR interpretive enforcement program.*

Interpretive law enforcement by SBNMS will inform users on matters of sanctuary regulation through the distribution of educational outreach information. A greater MHR focused enforcement effort should lead to consistent enforcement awareness and compliance in the sanctuary.

Status: Phase II

Partners, not limited to: MEP and the USCG

(3.6) *Investigate potential for mooring system on Public Access Sites in collaboration with affected parties and regional scuba diving charter operators.*

Status: Phase II

Partners, not limited to: BSCD, MEP, USCG, and Massport

(3.7) *Create and implement a concessionaire system for conducting diving and remote sensing activities on Restricted Access Sites.*

- SBNMS will solicit bids for a concessionaire, who will have a special use permit to conduct scuba diving charters to Restricted Access Sites.
- SBNMS will solicit bids for a concessionaire, who will have a special use permit to conduct ROV, submarine, or other remote sensing charters to Restricted Access Sites.
- SBNMS will implement a 1-year pilot program to assess the feasibility and effectiveness of concessions for diving and operating remote sensing gear on Restricted Access Sites. After 1 year, the program's effectiveness will be evaluated and revised as deemed necessary.

Status: Phase II

Partners, not limited to: NOAA NMSP, NOAA NMHP, Monitor NMS, NPS, and BSCD

(3.8) *Implement the NMSP Permitting Guidelines for archaeological research (survey and inventory permit and archaeological research permit).*

Status: Phase II

Partners, not limited to: NOAA NMSP, and NOAA NMHP, NOAA MAC

(3.9) *Develop and implement conservation and collection policies for artifacts previously recovered from SBNMS.*

Status: Phase III

Phase III definition for entire AP: Activities that have not started but are of a lesser priority.

Partners, not limited to: NOAA NMSP, and NOAA NMHP, NOAA MAC

STRATEGY MHR.4 – DEVELOP AND IMPLEMENT A MHR OUTREACH AND EDUCATION PROGRAM

- Objective: To raise general awareness of SBNMS's MHR and inspire stewardship of these resources.

- Implementation: SBNMS Maritime Heritage Program and Education and Outreach Program

Strategy Summary

MHR present a unique avenue for SBNMS to educate the public about broader cultural themes and traditions of the Gulf of Maine (GOM). Through the use of websites, exhibits, and other tools SBNMS will provide information to the public and user groups on the importance of resource protection and stewardship.

Activities (11)

(4.1) *Assess existing sanctuary outreach programs and incorporate MHR information into already established programs, such as:*

- *Sanctuary Website (provide links to SBNMS from other websites)*
- *Trade Show Booth*
- *Annual Publications (Banknotes, Soundings, State of the Sanctuary)*
- *Workshops*

Status: Phase I

Partners: N/A

(4.2) *Define the sanctuary's constituent base and develop targeted MHR messages.*

- User Groups
- Interested and Informed Public (definition: an influential portion of the population who takes an active interest in the sanctuary and who may or may not directly impact the sanctuary)
- Public at Large

Status: Phase II

Partners: Marine educators associations, Massachusetts Audubon Society, Massachusetts Coastal Zone Management (MACZM), NPS, BSCD, NEFMC, MFP, RFA, MMTA, and RARGOM

(4.3) *Improve and expand MHR information sharing and dialogue between SBNMS and applicable user groups. Places to target for MHR information sharing might include:*

- *Harbormaster and marina offices*
- *Shipping and fishing trade organizations*
- *Dive shops and clubs*
- *Newsletters*

Status: Phase II

Partners, not limited to: BSCD, NEFMC, MFP, RFA, MMTA, MACZM, and RARGOM

(4.4) Develop interagency relationships with local, state, and federal organizations.

Status: Phase I

Partners, not limited to: Massport, Massachusetts State Historic Preservation Officer, MA BUAR, Tribal Historic Preservation Officer, U.S. Army Corps of Engineers (USACE), and U.S. Environmental Protection Agency (EPA)

(4.5) Prioritize MHR outreach needs based on user group's interaction with and effect on MHR.

Status: Phase I

Partners, not limited to: BSCD, NEFMC, MFP, RFA, MMTA, MACZM, MA BUAR, and RARGOM

(4.6) Develop MHR outreach materials/products/programs that inspire stewardship by supporting and acknowledging behaviors that protect MHR.

- Produce sanctuary sponsored MHR signage, brochures, posters, maritime trails, etc.
- Presence at trade shows, club meetings, annual festivals or events
- Explore non-tradition forms of MHR outreach (e.g., information distributed to the public via MA boater registration)
- Interaction with whale watching naturalist programs
- Dive clubs

Status: Phase I

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, BSCD, MHC, MA BUAR, and whale watch vessels

(4.7) Identify and partner with external programs to distribute MHR outreach material to the interested public and the public at large.

Distribution of materials through organizations with widely dispersed membership may more effectively target the public at large. Groups to target might include:

- Chamber of Commerce
- Local, regional, state, and federal parks/museums/historical societies/aquaria
- Recreational and commercial boating/sailing clubs and/or marinas
- Whale watch fleets
- Trade shows, club/society meetings, annual festivals or events (example: Massachusetts Archaeology Month)

Status: Phase II

Partners, not limited to: Portland Harbor Museum, New England Aquarium, Scituate Historical Society, MEP, MHC, BSCD, MACZM, MHC, MA BUAR, and Gloucester Maritime Heritage Center

(4.8) *Identify and partner with regional museums, through Memorandum of Understanding/Agreements, to conduct MHR exhibits and other outreach programs.*

Status: Phase I

Partners, not limited to: Portland Harbor Museum, Mystic Seaport, Gloucester Maritime Heritage Center, Pilgrim Monument, Peabody Essex Museum, Maine Maritime Museum, New England Aquarium, and the Scituate Historical Society

(4.9) *Identify new MHR outreach and education programs.*

- New programs might include:
 - Create interdisciplinary material that support established curriculum for k-12 education that is linked with educational standards and tied to sanctuary research activities
 - Development of interpretive material and naturalist training for whale watching trips or charter boats in conjunction with specialists in the field.
 - Telepresence

Status: Phase II

Partners, not limited to: NOAA NMSP, NOAA NMHP, Society for Historical Archaeology, American Association for State and Local History, Sea Grant (adopt a boat program), and Society for American Archaeology

(4.10) *Develop and implement a MHR volunteer program.*

- Specific areas of the program might focus on:
 - A diver corps to aid SBNMS staff with the inventory and assessment of MHR sites
 - A lecturer/presentation corps

Status: Phase I

Partners, not limited to: BSCD, Scituate Historical Society, Gloucester Maritime Heritage Center, and Ocean Conservancy

(4.11) *Develop and implement a MHR artifact documentation and curation program through partnerships and relationships with local or regional maritime museums.*

This program will include a plan for soliciting information from the public about collecting artifact information from items previously recovered from the SBNMS.

Status: Phase III

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, MA BUAR, and NPS

STRATEGY MHR.5 – ASSESS SHIPWRECKS AND OTHER SUBMERGED OBJECTS FOR POTENTIAL HAZARDS

- Objective: To build knowledge of and responses to submerged MHR that are environmental threats.
- Implementation: SBNMS Maritime Heritage Program

Strategy Summary

SBNMS is faced with the new challenge of identifying, assessing, and monitoring MHR 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 NOAA's Hazardous Materials (HAZMAT) division and the Office of National Marine Sanctuaries for the development of the Sanctuaries Hazardous Incident Emergency Logistics Database System (SHIELDS) and the Resources Under Sea Threats (RUST) database systems. SBNMS will develop a plan to address this issue and coordinate with all affected and associated parties while taking into account that some of these threats might be to historical resources.

Activities (5)

(5.1) *Establish an inventory of shipwrecks and submerged objects, inside and outside of SBNMS boundaries, that may pose environmental threats to sanctuary resources.*

- Review documentation from established databases
- Identify, develop, and collaborate with partners doing similar research
- Interview researchers, divers, and fishermen

Status: Phase II

Partners, not limited to: NOAA OCS, USGS, NOAA OOE, NOAA NMSP, NOAA NMHP, NOAA MAC, BSCD, NEFMC, MFP, RFA, Massachusetts Emergency Management Agency, NURC–UConn, USCG, and MA BUAR

(5.2) *Coordinate information exchanges pertaining to shipwrecks and other submerged objects as environmental threats with NOAA's HAZMAT division and the Office of National Marine Sanctuaries for the development of the SHIELDS and RUST database systems.*

Status: Will be applied when threats are identified.

Partners, not limited to: NOAA's HAZMAT Division, NOAA NMSP, and USCG

(5.3) Identify shipwrecks and other submerged sites to be examined with remote sensing technology and report findings to state and federal trustees.

Status: Will be applied when threats are identified.

Partners, not limited to: NOAA NMSP, NOAA NMHP, NOAA MAC, and NOAA OOE, NURC–UConn, EPA, USCG, MHC, MA BUAR, and MACZM

(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.

Status: Will be applied when threats are identified.

Partners, not limited to: NOAA National Maritime Sanctuary Program, NOAA NMHP, NOAA MAC, NOAA OOE, MA BUAR, and MACZM

APPENDICES
(MARITIME HERITAGE RESOURCES)

Appendix MHR.I – SBNMS Draft MHR Site Access Matrix

	Public Access Sites <i>Site example: Paul Palmer</i>	Restricted Access Sites <i>Site example: Portland</i>
Heritage Preserve	No	Yes, not to exceed 1 square nautical mile, may be utilized around select sites and will extend from the surface to the seabed. The size of the heritage preserve will be determined on a case-by-case basis.
Marker Buoy	No	Assess Feasibility on a Case by Case Basis
Mooring Buoy	Yes	Assess feasibility on a Case by Case Basis
Disclosure	Yes	Yes
Transiting	Yes	Yes, w/ fishing gear properly stowed
Stopping or remaining	Yes	No, if there is a heritage preserve
Drifting without power	Yes	No, if there is a heritage preserve, except when actively engaged in drift surface fishing (ex. shark fishing with chum slick) or commercial whale watching
Using grappling hooks or other anchoring devices	Yes, unless site is marked with a mooring buoy	No
Diving of any type, whether by an individual or submarine	Yes, with mandatory notification required	No, unless you are a concessionaire, or possess a special use or research permit
Towing remote sensing gear, operating a ROV or drop camera	Yes, with mandatory notification required	No, unless you are a concessionaire, or possess a special use or research permit
Shellfish Dredging	Voluntary Avoidance	No
Gillnetting	Voluntary Avoidance	No Midwater and Bottom
Commercial Rod and Reel or Hand lining	Yes	No Bottom Fishing
Long lining	Voluntary Avoidance	No Bottom Fishing

Pot and Trap Fishing	Voluntary Avoidance	No
Trawling	Voluntary Avoidance	No Midwater and Bottom
Trolling	Yes	Yes
Use of Purse Seines	Yes	No
Recreational Fishing	Yes	No Bottom Fishing

APPENDIX MHR.II – MHR Action Plan Glossary

Bathymetry – The measurement of the depth of bodies of water.

Federal Archaeology Program – A series of laws that mandate how the identification, scientific investigation, and resource recovery is undertaken by federal agencies whose activities may cause the loss or destruction of archaeological resources on federal land or in federally controlled water. The laws included in this program are:

- Antiquities Act of 1906
- Archaeological and Historic Preservation Act of 1974
- Archaeological Resources Protection Act of 1979
- Abandoned Shipwreck Act of 1987
- Native American Graves Protection and Repatriation Act

Geographic Information System (GIS) – A system of hardware and software used for storage, retrieval, mapping, and analysis of geographic data.

Historic – Having importance in or influence on history or belonging to the past.

(NOAA) Maritime Archaeology Center – A coordination point for the protection of cultural resources within the NMSP. It is dedicated to assisting the NMS in their efforts to manage and protect their maritime and cultural artifacts. The center will also provide assistance and consultation to other federal and state agencies on issues concerning submerged maritime and cultural artifacts and seek to develop new methods, tools, and partnerships for achieving program objectives.

Maritime Heritage Resource (MHR) – 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, and human activities and events.

(SBNMS) Maritime Heritage Resource Program – Program within SBNMS that is responsible for the inventory, assessment, characterization, management, protection, and interpretation of MHR within the sanctuary.

Multibeam – Type of marine remote sensing sonar that uses sound waves to map the seafloor.

National Historic Preservation Act – is the United States' central historic preservation law. It establishes the legal and administrative context within which historic preservation commissions relate to, and participate in the national historic preservation program. The Act directs Federal agencies to coordinate their historic preservation activities, to seek ways to carry out their activities in accordance with the purposes of the Act, to identify historic properties under their jurisdiction, to consider such properties when planning actions might affect them, and to document historic properties that cannot be preserved

(NOAA) National Maritime Heritage Program – Part of the NMSP that is dedicated to the documentation, interpretation, and protection of historic shipwrecks and other submerged archaeological sites within sanctuary boundaries. The program works to inform the public about NOAA's advancements and research into maritime resources, and to increase understanding about appropriate treatment and preservation of maritime sites.

National Register of Historic Places – A list of properties, maintained by the NPS, that have been nominated and accepted as having historic, architectural, archaeological, engineering or cultural significance at the national, state, or local level.

Paleontological – The study of the forms of life existing in prehistoric or geologic times, as represented by the fossils of plants, animals, and other organisms.

Phase I – Activities that have already begun and are still being conducted.

Phase II – Activities that have not begun but are of a high priority.

Phase III – Activities that have not started but are of a lesser priority.

Prehistoric – Of, relating to, or belonging to the era before recorded history.

Traditional Fishing – Those commercial or recreational fishing methods, which have been conducted in the past within the sanctuary.