



Proceedings
of the
**Maritime Cultural Landscape
Symposium**

**October 14-15, 2015
University of Wisconsin-Madison**



www.ncptt.nps.gov/

Front cover: View of the Quincy Smelting Works on Portage Lake, Ripley, Michigan. The site is part of the National Historic Landmark Quincy Mining Company Historic District and Keweenaw National Historical Park. Image by Scott See, Executive Director, Keweenaw National Historical Park Advisory Commission, 2015.

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Barbara Wyatt and Deborah Dietrich-Smith, Co-editors

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Barbara Wyatt, ASLA



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Recommended Readings for Participants in the Maritime Cultural Landscape Workshop

Introduction

Barbara Wyatt
National Park Service

This publication reflects the essence of the information and ideas that were shared at the Maritime Cultural Landscape Symposium, held on the campus of the University of Wisconsin-Madison in the fall of 2015. Much of the conversation about these remarkable landscapes took place after the sessions—over drinks, meals, coffee—but the basis of such conversations was the research, field work, and government and tribal initiatives that were the subject of the presentations given during the two-day symposium.

The gathering was the result of nearly two years of planning by three federal agencies and one state agency: the National Park Service, the National Oceanic and Atmospheric Administration, the Bureau of Ocean Energy Management, and the Wisconsin State Historic Preservation Office. It provided a venue and an opportunity for scholars, representatives of government and tribal programs, and consultants to discuss their common interests in maritime cultural landscapes—MCLs. It may have been the first such gathering of Americans who have a scholarly interest in MCLs and their recognition and protection under federal regulations related to the National Historic Preservation Act.

Questions remain about how MCLs are and will be evaluated for eligibility for the National Register of Historic Places. Their eligibility is a critical consideration in the environmental review process, with great repercussions for their protection. To that end, it is essential that we continue to explore the range of properties that may be recognized as MCLs and how they should be evaluated.

Maritime cultural landscapes are found across the nation—on the mainland and islands; in coastal areas, waterways, and inland waterbodies;

and aboveground, subsurface, and underwater—in any imaginable combination. Many speakers gave a nod to Christer Westerdahl, the Norwegian scholar generally attributed with first using the term “maritime cultural landscape.” The presentations given at the symposium revealed the breadth of the definitions of MCLs and the recognition that one shipwreck, one coastal historic district, and one collection of ceremonial stones are best understood in the context of a broader setting. This physical context will embody essential historical significance and constitute the “landscape” part of the MCL concept. The research, concepts, and motivations expressed in these papers provide both inspiration and fodder for moving forward. What does that mean?

To explore that question, the day after the symposium, a group of participants met in a workshop format to discuss what we had learned, essential questions that linger, and how those interested in the recognition and protection of MCLs can promote better inclusion in the National Register. The last chapter of this publication presents a summary of workshop findings. While it does not provide an actual roadmap forward, it indicates the necessity of involving many in the discussions that lead to a fuller understanding of the role of MCLs in the National Register program, including representatives of various state and federal agencies, tribes, scholars, and interest groups.

This document includes a collection of abstracts with links to the video presentation and transcript. Several of the abstracts also include a link to a paper that mirrors the presentation. When the symposium was planned, there was no intent to publish the papers, but as the symposium progressed, it became clear that a written record

of each talk would enhance the publication immeasurably and provide a superior means of sharing research. To that end, speakers were invited to provide a paper or to approve the inclusion of a transcription. The planning committee is thankful for the post-symposium contributions of speakers.

Planning Committee Maritime Cultural Landscape Symposium/Workshop

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***Note on spelling:** The editor acknowledges that both “archeology” and “archaeology” are correct spellings and has respected each contributing author’s preferred spelling.”*

Welcome

Jim Draeger

Wisconsin State Historic Preservation Office

As the State Historic Preservation Officer of the State of Wisconsin, it is my pleasure to welcome you here today for our Maritime Cultural Landscape Symposium. I will begin by telling you a little bit of what our interest was and why we decided to reach out to the people organizing this symposium and lure them here to Madison, far away from many major waterways.

Our interest in it was twofold: we like to support scholarship, discovery, and learning related to historic preservation. That is a huge part of our mission and something we take very seriously, but we also had an interest because the issue of maritime culture landscape ties in with a larger goal of the Wisconsin Historical Society. The Society has picked water as a theme for programming for the next two years, and so we are making a significant commitment to any kind of historical discovery, learning, or sharing that relates to the history of water, and this symposium seemed like a very natural fit to that theme.

Let me give you a brief description of some of the things we are doing. The most important initiative related to the history of water right now is our partnership with the Milwaukee Water Council, an organization that is both public and private, that is focused on trying to find new technology, new applications for science, to be able to protect fresh water sources across the United State. We think it is a very important initiative. It has been recognized by the United Nations as one of the water centers in the world, and we think it is so important and so groundbreaking, that we have stationed an archivist in the Water Council offices, and her job is to help the Water Council record and archive all of the history of the various things that they are doing, so that there is a record left behind.

We have also taken the initiative to revise all of our outreach in the Historical Society, to try to bind things together and to take individual isolated things that we are doing, pull them all together, and promote them jointly so during this next couple years, with water as our theme, we will be publishing books and articles, and we will be doing exhibitions and outreach related to the theme of water and Wisconsin. Think of this as our kickoff event.

Water is also a big part of Wisconsin because Wisconsin is a water state. It is bordered on the east and the north by Lake Michigan and Lake Superior, which is part of one of the largest fresh water systems in the world. It is also bordered on the west by the Saint Croix River and Mississippi River, so we are literally defined by water, and water played a very important role in the development of Wisconsin, as it did in the nation itself. Wisconsin was a place that was known for industry, for brewing, for agriculture because of water, so water is something that is really formative to our own identity here in Wisconsin. You cannot have beer, and you cannot have cheese without water.

The other event that created some interest, on our part, in participating was the recent announcement by President Obama that NOAA will evaluate an 875-square-foot section of Lake Michigan between Port Washington and Two Rivers as a site for a national marine sanctuary. We are very excited about the prospect of that happening as you will learn from other papers here. Wisconsin is very active in underwater archaeology, and we have a really strong program.

[Welcome Video & Transcript](#)



Jacksonport Wharf Archaeological District, Door County, Wisconsin. The district encompasses remnants of piers and the remains of three schooners wrecked in the 1880s and 1890s. The piers were used to load wood products from the great north woods of Wisconsin into schooners headed for Milwaukee and Chicago. By 1920 the Jacksonport lumber trade was greatly diminished, and the three piers were mostly abandoned. In 1938 an ice shove damaged the piers beyond repair. Today, during periods of calm water, the Reynolds Pier pilings can be seen protruding from the water's surface. In the image at the top, an archaeologist is recording observations and in the middle photo an archaeologist is taking measurements of a submerged pier crib and rudder. The bottom right photo shows a hull fragment. Photos by Tamara Thomsen, courtesy of the Wisconsin Historical Society.

Keynote

Sink or Swim: Addressing Maritime Cultural Landscapes in the National Register Program

J. Paul Loether

Chief, National Register/National Historic Landmarks Program
National Park Service

Before I started my job with the National Park Service about seven years ago, I was the Director of Culture for the Connecticut Commission on Culture and Tourism. That was an amalgam that was put together from the old historical commission, the arts commission, and the office of tourism. My portfolio included the State Historic Preservation Office, which is what I had come up through. Prior to that, I worked with both local and regional non-profit preservation organizations.

I am going to spend most of my presentation discussing some maritime cultural landscapes. What I would like to try to do is give a sense of those kinds the National Register Program considers maritime cultural landscapes—provide a little bit of the philosophy behind our perspective as to what maritime landscapes are and are not. I want to be clear upfront that, at least currently, maritime cultural landscapes are not a National Register property type. They are an area of specific significance usually contextual in framework.

I have very much considered the philosophy of what we are trying to do at the Register with maritime landscapes in particular, and cultural landscapes in general. This definition is specific to cultural landscapes:

Cultural properties that represent the combined works of nature and of humans

It actually mostly came from, oddly enough, Wikipedia. I like the philosophy behind this definition (even though I question the syntax of the English) just because it identifies what we are trying to get to as we work with cultural landscapes in particular, and especially maritime cultural landscapes.

So, in essence, what is the difference between a cultural landscape and a maritime landscape? I was putting together a care package for my daughter at the College of Wooster, doing shopping at a Giant supermarket, and came across a box of Swiss Miss Cocoa Mix—the difference between a cultural landscape and a maritime cultural landscape? Just add water. That is a simplistic approach, but essentially that is what we are talking about here.

Summary of Paul Loether's Presentation

In my talk, I review the following maritime cultural landscapes, which are listed below with links to their National Register or National Historic Landmark nomination, if listed or designated and if available.

[Stony Creek/Thimble Islands Historic District, CT](#)

[Edgartown Village Historic District, Martha's Vineyard, MA](#)

[Kennedy Compound, Hyannisport, MA \(National Historic Landmark\)](#)

Menemsha, MA

[Nantucket Historic District \(National Historic Landmark\)](#)

[Dune Shacks of the Peak Hills Historic District, Provincetown, Cape Cod, MA](#)

Smith Island Historic District, MD

Fishtown Historic District, Leland, MI

[Turtle and Shark, American Samoa](#)

Bikini Atoll, Marshall Islands

Cape Wind

One of the most important Maritime Cultural Landscape determinations in the Section 106 process involved Cape Wind in Nantucket Sound in Massachusetts. I want to emphasize this case here, because it became an important precedent in the recognition of maritime cultural landscapes.

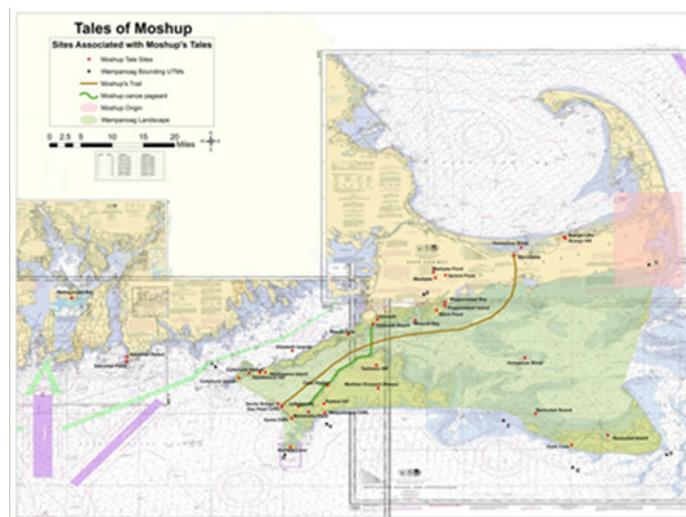


Sunset over Nantucket.

A number of years ago, the National Register Program became involved in a Section 106 compliance case that is known as “Cape Wind.” Cape Wind primarily involved a determination of eligibility request for Nantucket Sound, though we also looked at the project’s impact on the Kennedy compound and the island of Nantucket (both NHLs). One of the things that really came to the fore in Cape Wind was the Wampanoag Tribes’ claim that this area, particularly Nantucket Sound in its entirety, was a traditional cultural property (TCP). We had the good fortune to engage in what was essentially a government-to-government consultation with both tribes involved—the Wampanoags of Gay Head and the Mashpee Wampanoags—which are the surviving branches of two federally recognized area tribes. We had an opportunity to work with them and learn “first hand” about the historic significance they ascribed to this area.

Just to give you a sense what we learned from our consultation: the pink area to the right on this map is where their cultural hero Moshup and his wife Squannit supposedly came from in the very dim past. When Moshup moved, the path is roughly a red

line. Tradition holds that the body of water between the Cape Elizabeth Islands, which is the small string above Martha’s Vineyard, and Martha’s Vineyard itself, is a channel created by Moshup dragging his toe through the water. Nantucket, in their tradition, was also created by Moshup. For those of you who do not know the area, it gets very foggy, gets very misty, and the tradition is that the fog was caused by Moshup smoking his pipe, and then one day his pipe burned out, so he turned it over and then created Nantucket.



Map of area inhabited by Moshup and Squannit.

All of the little sites that are plotted as small red dots on this map relate to the traditional cultural property aspects of this area with the tribes. What we saw when we mapped them—and again, this map does not include any archeological sites per se, and there are many in this area as a whole—these are just some of the sites significant as TCPs that we talked about when we were there. When one looks at this map, it helps one to understand the nature of the resources they are talking about; it becomes very clear that what the tribe recognizes is an indigenous cultural landscape with many resources that relate to their traditions. Many of these resources are “not built.” They are belief-driven. And as we plotted this, the visual representation resulted in an epiphany that that’s what we were looking at—a large cultural landscape.

The image on page 13 provides a view of Gay Head, which is a National Natural Landmark. It is on the southwestern end of Martha’s Vineyard. It is the point central for the Wampanoag tribe of Gay

Sink or Swim: Addressing Maritime Cultural Landscapes in the National Register Program

Head. Gay Head, traditionally, is where Moshup settled when he finally made that movement off of Cape Cod and down into Martha's Vineyard. If you look at the landscape, you'll see streaks of red and streaks of black. The red is where Moshup, after he fished and caught his whales, killed them. The black traditionally is where he cooked them. There's a strong relationship with the tribe in terms of belief, significance, symbolism, and ceremonial intent.

The center of the seal of the Wampanoag Tribe of Gay Head Aquinnah depicts Moshup standing in front of Gay Head with his whale. It gives you a sense that for indigenous landscapes, significance often does not require built things. It is very often mostly belief driven. Significance that is ascribed to places is often important to recognizing a culture landscape. And in the case of Nantucket Sound and Cape Cod and the Islands... it is very much a maritime landscape.



The Seal of the Wampanoag Tribe of Gay Head Aquinnah.

One of the most significant aspects of this is reflected in Nantucket Sound itself, which the Keeper of the National Register determined in 2010 to be significant as a Traditional Cultural Property within the context of the larger Cape Cod and the Islands Historic District. This is because of the Sound's importance ceremonially to the tribe at the junction of the sky, the sun, and the water at dawn.



Channel Marker in Nantucket Sound

Wampanoag, roughly translated, means, "people of the dawn," and that's a responsibility that both tribes take on, not only for their own people, but also as representatives of tribes across the nation. While you may see a channel marker, beyond that, really what you see is entirely natural. It is the belief-based association with the very natural maritime landscape that makes Nantucket significant for the tribes. People may ask, how is it a "landscape? It's really all water?" For the purposes of eligibility for the Register, landscapes often include bodies water, large or small—some call them (informally) "riverscapes, lakescapes," or "seascapes"—and a cultural landscape can include anything that has to do with a broad natural expanse with natural features that may relate historically to a group or groups of people, including water.

Concluding Comments

We in the National Register Program do not think we necessarily have all the answers; therefore, the purpose of the presentations at the MCL symposium was to record the work, suggestions, and challenges of many who work in the field. That said, the Register program has some strong feelings about the importance of cultural landscapes and maritime landscapes in particular, so the following discussions and presentations are of great interest to the future of this work.

[Presentation Video & Transcript](#)

[Full Text of Presentation](#)



Gay Head, Martha's Vineyard, Massachusetts. According to Wampanoag beliefs, the red streaks in the landform represent the whales Moshup killed and the black streaks, where he cooked them. NPS file photo.

1 Perspectives on Maritime Cultural Landscapes

Introduction

Barbara Wyatt

National Register of Historic Places/National Historic Landmarks Program
National Park Service

The Maritime Cultural Landscape Symposium sessions began with comments from representatives of the agencies who organized the symposium. Staff who represented their agency in the nearly two years of discussions leading up to the symposium were invited to comment on why they consider MCLs important, why preservation programs need to address them, and how they are incorporating them into their program planning.

Proceeding alphabetically, James Delgado of the NOAA Office of National Marine Sanctuaries spoke on behalf of the agency that may have the most expansive involvement with the nation's maritime history. NOAA's Maritime Heritage Program has deepened its engagement with coastal communities and Tribes, recognizing that the management and protection of both individual maritime resources, such as a shipwreck, and more extensive maritime cultural landscapes require significant community engagement. Ultimately, achieving a better understanding of MCLs as an agency and sharing that understanding with the public will help win people over to a more holistic vision of maritime history resources and their relationship to the present.

James Moore was the spokesman for the Bureau of Ocean Energy Management (BOEM), the newest federal agency of the group, but one with a profound interest in understanding and recognizing MCLs. BOEM's jurisdiction spans the Outer Continental Shelf—some 1.7 billion acres—of distant and deep waters. Although the relatively small agency's resources are somewhat limited for carrying out extensive studies, they have accomplished important work with Tribal partners and other agencies. BOEM is especially interested in contributing to a better understanding of underwater cultural landscapes.

Daina Penkiunas, Deputy Historic Preservation Officer for Wisconsin, had no trouble demonstrating Upper Midwestern interests in MCLs. Between the Great Lakes and the Mississippi River—and myriad smaller waterways—Wisconsin's maritime history and its interest in MCLs (although perhaps not by that term) is not new. She recounted the various historical manifestations of maritime culture, from steamboat traffic to logging the north woods to industry, agriculture, and tourism. The state has acknowledged this history through National Register nominations and innovative programs like the maritime trails program.

Barbara Wyatt, a historian and landscape specialist with the National Register and the NHL Program, developed her presentation around the words “concept, collaboration, and results.” She explained that the concept of a landscape approach to resource evaluation was introduced with the rural historic landscapes bulletin in 1989. It has not been widely embraced for other landscapes, but the National Register is interested in collaborating with other agencies to explore the potential for broadening the landscape paradigm, including as a means for evaluating maritime cultural landscapes. With other participants in the symposium, she hopes that an increased understanding of MCLs will achieve results, notably the listing of MCLs in the National Register as historic districts and the development of guidance tools for nomination preparers.

The agency representatives for the Perspectives session set the stage for the presentations that followed. Many of the subsequent speakers were from BOEM, NOAA, NPS, or the Wisconsin SHPO, and it was useful to have a fundamental understanding of how these agencies support, encourage, inspire, and use the research described throughout the symposium.

NOAA Perspectives on Maritime Cultural Landscapes

James Delgado

Office of National Marine Sanctuaries, Maritime Heritage Program
National Oceanic and Atmospheric Administration

I would like to start by being the first of a group to talk a bit about perspectives from the various agencies: why we care, what we are doing, why we're doing what we do, and a bit about where we go as the next few days evolve.

NOAA, as the nation's ocean science agency, is more than just the NASA of the seas, more than a weather bureau, and more than even a collection of unique sites out there in the marine sanctuary system. NOAA is an agency with a specific task of dealing with the environment. In that, you get at the heart of why NOAA, as an agency, and why the Office of National Marine Sanctuaries, like the idea of the maritime cultural landscape. At its simplest, and as we have now adopted as policy, we see maritime cultural landscapes as a means by which we can start to deal with this very basic concept of human beings responding to the maritime environment, and increasingly, and particularly for us, how human beings now have shifted as a species to being an organism that not only responds to the maritime environment, but influences and is in fact changing the maritime environment. I think we saw that powerfully with the demonstration of an island disappearing in Paul Loether's presentation.

With apologies to anybody who wants to get into that argument, climate change is real. Sea level rise is going to happen. Indeed, we also see other issues, such as ocean acidification and things that concern us particularly in sanctuaries, which are special places in the sea to preserve not only the unique natural resources, but also those cultural resources, those heritage resources. What I like particularly, and what we have also adapted as our own policy, is that in large measure, particularly for us in the ocean, we are not splitting the two, that is, in terms of natural resources versus cultural resources. In many ways, they do overlap. They interconnect powerfully in indigenous culture where what some might perceive as a natural resource is a cultural resource. Talk to the Makah Nation about whales, for example.

The Maritime Heritage Program, which is now little better than a couple of decades old, was established by our then director, Dan Basta, to look at and to engage the sanctuaries in maritime heritage as well as cultural resources. Initially, I think, as one might see, particularly looking at our own past, that was then very powerfully focused on shipwrecks. I have to say, being a shipwreck type of person, I like that. I like it a lot, but it didn't really fire on all cylinders, in particular as we went out and we began to engage with communities. When you take a certain community and you go to talk to them about their shipwrecks, you find rather quickly that, in some cases, people may respond to them. They may like them. In other cases, they simply do not like them. At Stellwagen Bank National Marine Sanctuary, the traditional fishing community sees the wrecks of the fishing boats out there as something not to be celebrated or even recognized. Those are the losers. It is the ones that are out there that are actively fishing and working that are the winners. They are the culture that needs to be celebrated, not those who went down.

I think, as well, what we also found was that we were not really engaging with our communities if we only focused on shipwrecks out there, and did not somehow relate them back to the communities ashore. Now, we do try to engage in a variety of ways. Out at USS Monitor National Marine Sanctuary, the engagement with the Battle of the Atlantic does link people specifically to shipwrecks because they have families who served on those vessels and who in some cases died on those vessels. In that way, we have seen people suddenly get it, or care about something that hitherto they may not have, even if they are in the heartland of the country, because Uncle Joe or their grandfather was on one of those tankers or one of those freighters and even in one of those U-boats.

With that, I think we began to look at this as part of a critical question for us, which was how do we not only manage and protect, but how do we

engage? How do we share? How do we connect? How do we become more relevant? In that, how do we deal with a variety of audiences, in particular people who don't have a connection or, perhaps, that is what they think? How do we engage with the indigenous communities? I think we needed to do more, and we certainly knew we needed to do more than simply address something as seemingly simple as different indigenous peoples or different ethnic groups who happened to serve on ships in historic times. We needed to look at water and uses of water throughout a wider spread of time and in multiple contexts. We needed to look at the submerged prehistoric landscapes. We also needed to look at ongoing, persisting, indigenous traditional uses.

In that vein, yes, I think Paul Loether is absolutely right. I think the drowned Celilo Falls on the Columbia River, a powerful landmark in the maritime cultural landscape of peoples on that river, even though drowned by dam construction, for the tribes there it remains something that tugs at their hearts and is part of their ongoing landscape as well as their belief system. When that dam finally comes down or that water is lowered and that dam once again roars and the fish move along it and the people can use their traditional dip nets, then I think something will come back out of this landscape and be back in that landscape.

From our perspective in sanctuaries, we have adopted maritime cultural landscapes in their broadest sense as our policy in terms of how we deal with cultural resources. We are increasingly focusing more resources on that, not only by conducting studies, but by actively going out and doing, listening, taking things like a white paper developed by the Marine Protected Areas Center with Val Grussing and so many others here, and using it as part of our management plan, and as part of our consultations. Ultimately, what we would like to see is how we can actually sit down and not just do, say, National Register nominations for ships or collections of ships, but address the landscape itself. Even if we do not end up doing a nomination, using that criteria, adapting, blending it into our own decision making I think is going to be key for us.

One of the most difficult aspects for us is that, indeed, the maritime cultural landscape is not always tangible. It is as simple and as powerful as an ocean current which has been used as a highway, either by prehistoric Polynesian navigators or by people who followed that route, some of whom ended up shipwrecking, but others just consistently and persistently using it. It can be as powerful as a means by which through this area of the water souls passed to the next plane of existence. It can be as powerful as a sacred place, as I saw when I was out at Bikini. In that maritime cultural landscape, when we were diving when I was in the National Park Service back in 1989 to 1990 on the fleet, it became very clear that the maritime cultural landscape, even though irradiated, still was powerful and resonated with the people. When one of the Bikinians came back and, with us, went out and took us to the sacred reef and was again able to gather the grasses that grew on that reef How could you not get it? How could you not connect with these people in this sense?

Indeed, in that vein, as well, I think moving forward for us, a couple of other things are essential as we grapple with some of our responsibilities. For better or for worse, probably for worse, NOAA, thanks to Congress and the courts, has a fair amount of the ball when it comes to dealing with Titanic. For us, in looking at that, and particular answering hard questions at times from different places, why should Americans care about a British ship sitting out there in international waters? Well, we care for more than just the simple fact that it is an iconic shipwreck, that, in the treatment of that shipwreck, perhaps certain messages are sent to the broader public. We care for that reason. We also care because Titanic is a powerful element in the broader American maritime cultural landscape. There are the homes of the lost and the survivors, memorials and graves. It cuts across all sorts of lines.

I am not sure we could ever do something perhaps with a National Register nomination for Titanic's cultural landscape, but just imagine if, as an ocean agency such as us or BOEM or the National Park Service, with its own submerged

lands, we were able to link up and say, “Titanic is more than this site. It is the Wagner Library, built to honor a dead son. It is Molly Brown’s house in Denver. It is the monument put up in Washington, D.C., to the men who stepped aside and let the women into the life boats. It is this chapel. It is this group of graves. Indeed, it is also those graves up there in Halifax, and it is that place that it was built out there. It is part not only of an American maritime cultural landscape, but a Western, European, perhaps, maritime cultural landscape.”

If we are to deal with whaling, it is more than just shipwrecks. It is more than just Charles W. Morgan as a National Landmark floating out there. It is shore whaling stations. It is indigenous and persistent whaling traditions, like those of the Makah. It is the Basque whaler wreck San Juan in Canada. It is whalers’ churches. It is whaling grounds, known and charted on the oceans but, otherwise, for most people, just a big old patch of blue until you understand that these places have ongoing cultural significance because of what happened there. In that, I think moving forward for us in NOAA we see there is not only an ability to better understand and deal with resources, but also to then take something that hitherto has been out of sight and out of mind for most people, not merely under the water, but on the water and part of the water, and get them to care about it.

To get people to care about it, to get them to support what we do as the government, what we do as practicing professionals who care about heritage and culture and tradition, to get them to care about it as people who are actually paying the bills is key. What’s also key is then taking that and using those oceans, using those messages, to encourage the type of things that need to be happening today in society—discussion and dialogue, not merely drawing lines. Talking about how these themes unite us, talking about how these themes speak not just to the past but to the present and to the future. Coming back to the start of where I was with this, for our mission, using it as well to get people to care about the oceans themselves because they are in trouble. That, ultimately, is why my bosses believe in a Maritime Heritage Program in an ocean science agency.

[Presentation Video & Transcript](#)

BOEM Perspectives on Maritime Cultural Landscapes

James Moore

Office of Environmental Programs
Bureau of Ocean Energy Management

I am a Marine Archaeologist in BOEM's Office of Environmental Programs. At just over four years in existence, we are the youngest of the agencies and partners that are being involved with this event. Before, BOEM was known as MMS, the Minerals Management Service.

In 2010, you may have heard of an incident called the Deepwater Horizon oil spill. After that, MMS was designated as BOEMRE, the Bureau of Ocean Energy Management, Regulation and Enforcement. In 2011, that was split again into two separate agencies. BOEM and also BSEE, the Bureau of Safety and Environmental Enforcement. For its size, BOEM is actually on the smaller size compared to the jurisdiction that it has. Our jurisdiction is about 1.7 billion acres, which is the Outer Continental Shelf of the United States and its own territories. Also, given its size, we have eleven archaeologists, which is on the low-side as well. We are here to explain some of the challenges we face within our regulatory framework.

We have our headquarter offices in Sterling, Virginia, which also houses our Office of Offshore Renewable Energy Programs and also our Minerals Management Program. We also have our Gulf of Mexico office in New Orleans, Louisiana. Then we have an office in Camarillo, California, which is our regional base for our Pacific studies. Then we have an office in Anchorage, Alaska, which is the home-base of our Alaska studies.

Overall, BOEM is charged with the responsibility of overseeing the responsible development of our country's offshore energy industry and also with the extraction of sand and gravel, our mineral resources. We also have to balance our natural resource studies with

our cultural heritage and historic preservation responsibilities.

I think for the most part given the younger age of BOEM, we have all sorts of studies going on, which cover an entire array of our responsibilities for historic and archaeology studies. We are doing Paleocultural studies off of Rhode Island, trying to better define what constitutes an underwater landscape where Paleocultural sediments may have been, where they may have been located. Given the challenge of working in such extreme environments so far offshore and in deep water, we are balancing the Native American tradition and perspective with the environmental data we are getting out there with remote sensing surveys and our coring surveys. We are also going to kick-off another study off the Pacific Coast, which our archaeologist Dave Ball explains in his presentation about the Paleocultural study we will be doing off of California.

We are also doing studies in the Gulf of Mexico, trying to define environmental effects from the Deepwater Horizon oil spill on shipwrecks and cultural resources, to better understand how oil-spills and disasters of its kind are affecting the degradation of shipwrecks, and how they are actually impacting the natural environment and organisms that inhabit shipwrecks. Also, by studying biological communities and microbes, we have determined that over time they actually have a strong impact on how fast wood and steel shipwrecks degrade, and how they can override the system of how shipwrecks can corrode over time, and their site formation processes.

We are also doing surveys on nineteenth century, historic shipwrecks to get a better sense of the trade routes that were going on at that time, and

to get a better sense of that type of landscape and the culture. We have also sponsored studies of the Battle of the Atlantic to give a sense of maritime battlefields and those landscapes. We do appreciate the opportunity to come here and help us better find what can be constituted as a landscape.

BOEM itself is unfortunately very restricted with the type of funding that it can give out to studies that it can be participants with. Because we are very mission focused, we do not have grant authority, unfortunately. The studies that we engage with have to be done by either competitive contracts or we have to do it as cooperative agreements with state-owned institutions in affected states. That limits us to coastal states and those state-owned institutions.

Our third avenue for study involvement is interagency agreements with other Federal agencies. We do seek any and all opportunities to reach out with those partners to get the data we need, so that we can build upon our multidisciplinary studies. As I mentioned, one of the challenges we face is further identifying what can constitute an underwater cultural landscape, especially off the Outer Continental Shelf where we are talking about features that can be hundreds of miles, hundreds of square miles in area, and the scientific data that we have are comparatively limited.

We do appreciate all opportunities to reach out to our Tribal and cooperative partners to try to get more data, so that we can help corroborate the oral history of those Tribal entities and get further data from the sea floor, so we can better define these areas, and we can actually pinpoint them better. We will also work with the Park Service with expanding the definition of what constitutes a landscape under the National Register assessment program.

[Presentation Video & Transcript](#)

SHPO Perspectives on Maritime Cultural Landscapes

Daina Penkiunas

Wisconsin State Historic Preservation Office

Monday night it is the Green Bay Packers, right? Cheese, beer, Packers, cows. That is the stereotype of what people think of when they think of Wisconsin. However, our state seal and our state flag reveal a great deal of Wisconsin's history. It includes a miner and a mariner. It also has an anchor and a caulking mallet, further demonstrating a strong maritime influence on our state's history.

Wisconsin has somewhere between 800 and 820 miles of Great Lakes coastline and 200 miles of Mississippi shoreline. Over 1,000 miles of our boundaries are defined by waterways. That puts us in the top 20 for the country for the amount of coastline that we have.

We have many of the traditional maritime resources. Many of our lighthouses are listed in the National Register of Historic Places, and we will be listing others as the Coast Guard transitions lighthouses out of federal ownership. Our historic property inventory has about 50 lighthouses, so it is a pretty substantial body of resources in the state.

We also have shipwrecks, lots and lots of shipwrecks. We know that there are over 750 ships that were lost in Wisconsin waters. Of those, 178 have been identified and we have listed 59 in the National Register.

But there are challenges in dealing with the broader maritime landscape, both in how we interpret that landscape and the issues of National Register evaluation. For example, in the late nineteenth century the city of Ashland, located on Lake Superior in northern Wisconsin, considered itself "the metropolis of the new Wisconsin." The Great Woods had not yet been harvested, and the emerging city was based on maritime commerce. The scale of this commerce was huge, reflected by

extensive ore dock and railroad development. Entire train cars would come to the docks and dump the ore into the waiting vessels.

What has happened to the docks? Today, they are being dismantled, replaced by a lakefront park.

This change in the physical environment is not limited to the Great Lakes; it is also true on our rivers. The city of La Crosse on the Mississippi River, for example, was also a huge rail and shipping location. River boats brought both passenger and trade traffic. Today, there is a scenic walkway along the river that expresses the changing mentality of how people now think of waterways and the focus on tourism.

The transformation of the maritime landscape is not limited to larger communities. There is also change in rural locations. Historically, Jacksonport in Door County was a huge lumber center with a water based transportation system. There were very few roads, and the railroad did not arrive until the 1920s. However, by the early to mid-twentieth century, the docks and lumber yards were disappearing because of the changing commercial aspects of that community. Submerged portions of the piers and shipwrecks are listed in the National Register as a historic district, and today there is a park where there was once a thriving maritime based community. People now come to these areas for vacations, for tourism.

We do still have major shipping ports in Wisconsin, such as Milwaukee, Superior, and Green Bay. But, even in those communities, there is a change in the focus of the waterways and how people think about water these days. In Milwaukee, for example, historic warehouses and industrial buildings have been converted to condos and offices,

SHPO Perspectives on Maritime Cultural Landscapes

and residents want a balcony overlooking the river. This is a very different perspective than what existed there 100 years ago.

In conclusion, I can say that in our office, we are comfortable with the evaluation of resources such as shipwrecks, lighthouses, buildings, and the like, and this has been our focus. We investigate them, evaluate them, and list them on a regular basis. One of our responses to the changing landscape is a maritime trails program, where we tell the story of the historic maritime landscape.

[Presentation Video & Transcript](#)

NPS Perspectives on Maritime Cultural Landscapes

Barbara Wyatt

National Register/National Historic Landmarks Program
National Park Service

Good morning, everyone. In this brief talk, I'll explain my reasons for helping to plan this symposium. I'm going to touch on three aspects of the symposium that I consider of great importance to preservation in general and the National Register program in particular. These aspects are represented by the words concept, collaboration, and results. Let me explain.

First the concept: My interest in MCLs springs from a landscape perspective. I'm not a maritime historian nor an archeologist, but I am a landscape architect doing what I can to promote the incorporation of landscapes into the development of contexts and evaluations of significance for all properties. By these efforts, we can better understand resources within their evolving environmental context and their many-layered cultural context.

Current research on maritime cultural landscapes, as a category of archeological and historic districts, came to my attention within the framework of the National Register Landscape Initiative (NRLI). The concept of using a landscape approach to understanding areas that encompass terrestrial and marine components—and studying them as a landscape continuum within an evolving natural environment and layers of cultural development—struck me as eminently reasonable. Although broadly based on the work of Christer Westerdahl and others—including people in this room—the MCL concept seems to descend from a broader cultural landscape approach put forth by cultural geographers, beginning with Carl Sauer, whose perspectives on landscapes, although not intended for historic preservation purposes, are influencing an analysis of the significance and integrity of what we might consider “historic”

landscapes. Studies involving MCLs are contributing to the development of a methodology that has enormous scholarly implications but also practical implications for cultural resource management in the United States. Could this be a harbinger for more widespread acceptance of a landscape approach in general? This is what I hope is possible, and why I wanted to learn more about the MCL approach from you who are working in the field and how the work you do might apply more broadly to non-maritime landscapes.

The landscape approach to understanding cultural resources is not new, but it is becoming better understood by the preservation community and has been used for a number of years by the National Park Service to inventory, interpret, and manage cultural landscapes in national parks.

The National Register may soft-pedal the concept in its landscape bulletins, but the rural historic landscape bulletin, essentially, presents a landscape approach to evaluation as do the battlefield and designed landscape bulletins and others to a certain extent. Simply put, the landscape approach is a holistic means of considering the unique cultural traditions and distinctive physical resources of a place; it can be key to achieving an understanding of the development and significance of a place and its individual components.

Several federal and state preservation programs are on board with this more holistic approach to the study of cultural resources. The U.S. Army, for example, states this in a guidance document titled *Guidelines for Documenting and Evaluating Historic Military Landscapes: An Integrated Landscape Approach*. I quote:

Recently, the Army has emphasized the need for integrated cultural resources management—this is a “cultural landscape” approach to planning and management, whereby the military installation is viewed as an integrated landscape of natural and cultural resources and processes including military operations. Rather than a strictly compliance-driven approach to cultural resource management, the Army is moving towards a comprehensive integrated planning concept.

Wow. This sounds reasonable. Through the National Register Landscape Initiative webinars, (you can find the 50+ presentations on the National Register website), I learned about the work of NOAA, BOEM, and several tribes and their application of the maritime cultural landscape approach broached by Westerdahl and further explained by others, including Ben Ford and the many contributors to his book *The Archaeology of Maritime Landscapes*. The participating agencies and tribes, though, were not simply interested in leading the National Register into new realms of conversation, but in beginning a dialogue that could lead to the development of guidance that could address tricky questions about the compatibility of the concept with National Register conventions, including boundaries, integrity, and areas of evaluation.

This leads to the next aspect of this symposium that attracted me: collaboration. Through the NRLI webinars, participants achieved an understanding of the remarkable range of landscape research, context development, and registration concepts being developed by various federal and state agencies, tribes, and the academic community. The National Register staff receives summaries of some of this new research through National Register nominations; however, we need more in-depth engagement to

achieve a comprehensive understanding of research methodologies and conclusions, so that the guidance we provide is based on current research and practice. This symposium presented an opportunity for such engagement among federal and state agencies, with each contributing ideas and resources. It would have been difficult for any one of us to pull this off alone.

Times have changed since passage of the National Historic Preservation Act. Everyone was desperate for guidance in the early years, and NPS was in a position to develop and dispense guidance based on its understanding of best practices. All programs have matured, and today we need to tap the contributions of other agencies and other programs within NPS to develop new guidance and update the old. Such collaboration is a means of broadening perspectives, sharing the cost load, and developing a more widely understood and accepted product. As we move forward in updating and possibly expanding our guidance documents—the National Register Bulletins—I envision a collaborative approach that, perhaps, can be based on the model we’ve developed for this symposium.

That leads to the last word, results. Exchanging information and listening to each other’s perspectives is a stimulating experience. But, we need more than a good conversation. The exchange can be more fruitful if we have plans to take those conversations to another level of understanding. And that is exactly our plan for the information exchanged here. On Friday, some of us will meet to assess what we’ve learned, what it means to our programs—particularly the National Register—and how we can move forward to develop these ideas into constructive and acceptable guidance.

From my personal perspective, I am watching this process carefully to see how the process we’re engaged in here, from concept to collaboration to results, may be a new model for getting the work done that has been elusive. In

NPS Perspectives on Maritime Cultural Landscapes

these lean times, NPS needs to “do more with less” and that leaves little room for the task of updating bulletins. It is my hope that the process we’re all engaged in here will foster a better understanding of the place of MCLs in the National Register program and lend a broader understanding to the landscape approach in general. Understanding conceptually and practically how to consider resources within these constructs has the potential to benefit resource evaluation and protection and help define a new definition of “best practice.” This may be something we all want to consider moving into the next 50 years of the National Historic Preservation Act.

Thank you, and please enjoy this gathering.

[Presentation Video & Transcript](#)



Near Deal Island, Somerset County, Chesapeake Bay, Maryland. Native people of the Chesapeake Bay had great reverence for the land and water, which was indistinguishable from life itself. The bay and surrounding lands provided for every aspect of living. Landscapes like this remain throughout the Captain John Smith Chesapeake National Historic Trail. This photo was taken from the Deal Island Causeway by Deanna Beacham. Used with permission.

2

Characterizing Maritime Cultural Landscapes

Introduction

James Delgado

Office of National Marine Sanctuaries, Maritime Heritage Program
National Oceanic and Atmospheric Administration

Maritime Cultural Landscapes (MCLs) are the product of collective human use of marine and coastal environments across time. Areas of geographic space become “places” only when people give them meaning and value for the resources and qualities they possess. They are places where we work and recreate, and many are deeply connected physically and spiritually. MCLs provide a record of human use of these places throughout history, demonstrating how humans have shaped and been shaped by these places. Understanding the character of the MCL provides insights into the evolution of that environment over time, how the humans who lived there found and used important resources there that sustained them physically and spiritually, and what lessons this place-based history can provide to help insure that the value people continue to attribute to these places is not diminished by contemporary human uses.

Following the seminal work of Christer Westerdahl, MCLs can be characterized as the sum of “human utilization of maritime space by boat, settlement, fishing, hunting, shipping and its attendant subcultures” comprising the “whole network of sailing routes, old as well as new, with ports and harbors along the coast, and its related constructions and remains of human activities, underwater as well as terrestrial.” It includes not only this cultural history of the physical environment but also how this place is perceived, at a deeper level, by humans who have lived and worked there over time. MCLs offer a lens through which the totality of this human/environment relationship can be viewed. As the history of a place is a tapestry woven over time, the study and characterization of MCLs provides an opportunity to recognize, understand, and appreciate the threads each culture who called this place “home” contributed to what we observe today. Characterizing MCLs and pursuing a deeper understanding of these important places may be a useful tool to inform contemporary marine and coastal preservation and management. It also provides a way to answer these fundamental questions “what makes this place special?” and “what we can do to keep it that way?”

The presentations in this session offer approaches to characterizing MCLs and examples of how those approaches have been implemented. The active inclusion of indigenous voices is particularly emphasized. This perspective is sometimes not given as significant an emphasis as it deserves in places where long histories of these cultures’ habitation and use have shaped, and in many cases continue to influence, the MCL we observe today.

Characterizing MCLs from First Principles: Cultural Landscape Approaches and MCLs

Valerie Grussing

Office of National Marine Sanctuaries, Maritime Heritage Program
National Oceanic and Atmospheric Administration

Abstract

The concept of cultural landscapes, and maritime in particular, is not new. This paper provides a brief history of the concept, along with some of its key theoretical aspects. Popularized by Christer Westerdahl in his 1992 article, maritime cultural landscapes “cover all possible angles of man’s relationship to the sea and the coasts.” As Ford (2011) states, “landscape exists at the intersection of culture and space.” Therefore, to identify, study, and interpret the most critical element—the cognitive aspect—of this relationship, we must employ multiple disciplines, ways of knowing, and data sources. Landscape analysis requires the methods and knowledge of geology, biology, geography, history, and of course anthropology, including archaeology, ethnography, and linguistics.

By 2011, the “what” and “why” of a cultural landscape approach were fairly well-established. At its most basic, this approach is based on the understanding that humans are an integral part of the landscape, both shaping and being shaped by it. The heart of landscape level analysis is adopting an inclusive definition for cultural heritage and recognizing the value of multiple cultural voices and perspectives. Cultural landscape as a theoretical framework is powerful and also intuitive. Moving from theory to practice—figuring out the “how”—is always the challenge. A flurry of studies around this time, intended to “put the wheels on the bandwagon,” went far toward this goal. Tapping into this brainpower and capacity, a number of federal initiatives, including this one, are grappling with the question of implementation. It is an exciting time to be in historic preservation, with many opportunities to influence the future direction of our collective field. Researchers, practitioners, managers, and officials seem to be in agreement that the time

has come to work more appropriately, which will help us all better accomplish our common goals of preserving what’s important from our past, learning from it, and using it to be better equipped for the future.

Bio

Valerie Grussing is the Cultural Resources Coordinator for the National Marine Protected Areas Center. She works with federal, state, academic and NGO underwater archaeologists, coastal tribes, and other marine resource managers to foster partnerships and create information and tools to help protect and preserve the nation’s coastal and marine cultural resources. Her current projects are coordinating the creation of a Cultural Resources Toolkit for MPA Managers and coordinating the Characterizing Tribal Cultural Landscapes project, funded by the Bureau of Ocean Energy Management. She has a BA in History from North Carolina State University, an MA in Anthropology from the University of Iowa, and a PhD in Coastal Resources Management (in the Maritime Studies track) from East Carolina University.

[Presentation Video & Transcript](#)

[Paper](#)

Characterizing MCLs in the Great Lakes: Western Lake Michigan

John Jensen

University of West Florida

Abstract

This paper describes the application of Maritime Cultural Landscape concepts in the characterization and preservation of historic shipwrecks and other maritime cultural heritage resources in the Mid-Lake Michigan region of Wisconsin. It documents the intellectual foundations for an applied Cultural Landscape Approach (CLA) that emerged from the Wisconsin experience. It describes selected features of Wisconsin's Atlantic maritime cultural landscapes and provides examples of CLA-based conclusions valuable for better understanding the region's maritime history and for managing its cultural resources in the future. The paper argues that we need to embrace cultural landscapes as a way to better understand and manage maritime places and cultural heritage, rather than codifying them as an additional National Register property type.

Bio

Dr. John Jensen began working to understand and preserve Wisconsin's maritime heritage resources in 1990. Before beginning a career in academia, he served as underwater archaeologist, historian, and a cultural resource manager for the Wisconsin Historical Society. More recently, he has collaborated with the NOAA Office of National Marine Sanctuaries to study the potential for a Lake Michigan shipwreck-based Sanctuary. John has participated in projects relating to North American maritime frontiers and westward expansion from the Grand Banks of Newfoundland to the shores of the Bering Sea. For more 10 years, John and colleague Dr. Roderick Mather have collaborated on efforts to develop an applied cultural landscape approach to maritime heritage and its management. He holds an M.A. (Maritime History and Underwater Archaeology) from East Carolina University, as well as M.S. (History and Policy) and Ph.D. (Social History) degrees from Carnegie Mellon University. He is currently assistant professor of History and Historic Preservation at the University of West Florida.

[Presentation Video & Transcript](#)

[Paper](#)

Identifying Indigenous Cultural Landscapes in the Chesapeake Bay

Deanna Beacham
Chesapeake Bay Office
National Park Service

Abstract

The indigenous cultural landscape (ICL) was first outlined following discussions on conservation priorities in the Chesapeake Bay watershed, as an indigenous perspective of holistic large landscapes. The concept's title was deliberately chosen to highlight the lack of demarcation between natural and cultural resources for indigenous peoples. The ICL was defined as a landscape which included all the elements of the environment utilized to support an indigenous community, particularly during the time of European contact. In 2010 the National Park Service (NPS) Chesapeake Bay incorporated the concept into the Comprehensive Management Plan for the Captain John Smith Chesapeake National Historic Trail as a trail-related resource. Since then, NPS has convened indigenous and other scholars and conservationists in order to designate ICL criteria, create a methodology, and find ways to identify and map ICLs within the Chesapeake Bay watershed, particularly along the John Smith Trail. As expected, the earliest definition of the concept has been slightly altered in subsequent studies because the methodology for identifying these landscapes has been flexible enough to allow for additional criteria specific to the area or to the wishes of the indigenous community participating in the study.

A bibliography and a prototype methodology for identifying ICLs were commissioned by the NPS in 2012 from a team of scholars at the University of Maryland. The methodology was tested with a study of the Nanticoke River watershed in Maryland. An ICL identification study was also conducted to inform the implementation plan for the Captain John Smith Chesapeake National Historic Trail in the lower Susquehanna River, where the topology has been substantively altered in modern times. In 2015, procedures for the identification of ICLs by inspection from a boat on the river was tested in both the lower James River and along

the Nansemond River in Virginia, using criteria checklists. Most recently, an identification study of the ICL area on the Nanjemoy Peninsula, located on the Maryland side of the middle Potomac River, has been completed. It incorporated and tested predictive modelling based on data representations of the ICL criteria. This study, currently under review, was conducted by a team of archaeologists led by Dr. Julia King of St. Mary's College of Maryland, with substantial participation by the Piscataway tribes of Maryland. The presenter's narrative will touch on all these projects, as well as tentative plans for future undertakings.

Bio

Deanna Beacham, Weapemeoc, is the American Indian Program Manager for the National Park Service Chesapeake Bay. She previously worked as American Indian Program Specialist for the Commonwealth of Virginia and served on the Advisory Council for the Captain John Smith Chesapeake National Historic Trail. As an Advisory Council member, she participated in the National Park Service response to the 2009 Chesapeake Bay Executive Order and authored an essay on the Indigenous Cultural Landscape as a way to explain an indigenous perspective of the unspoiled large landscapes in the Chesapeake Bay region. The concept is now being utilized and further explored by NPS and other organizations. Deanna received her undergraduate degree from Duke University and a Master's degree from the University of Colorado.

[Presentation Video & Transcript](#)

[Paper Summary](#)

3 The MCL Approach: Pros and Cons

Introduction

Michael Russo

Southeast Archeological Center
National Park Service

Jim Delgado and Daria Merwin present examples of the wide range of maritime types with the potential to contribute partially or wholly to maritime cultural landscapes. While Merwin classifies the differences and difficulties inherent in identifying and describing maritime sites as MCLs, Delgado stresses the need to involve modern communities in the nomination process. He argues that living folks are part of the MCL, not only for the traditional memories they may hold of a site or landscape, but because through their oblique or purposefully memorial practices their actions often become part of the MCL's cultural story.

Mike Russo concurs that maritime archeological sites are ever-changing, due to cultural and natural activities that do not similarly affect the typical static archeological and structural land-based sites. He suggests that, as such, if the National Register criteria require sites and landscapes to remain largely undisturbed and unmodified, it would preclude MCLs from being eligible for listing in the National Register.¹ Brandi Carrier notes that because the guidelines for Traditional Cultural Properties (TCPs) require continuous use of a site to be classified as a TCP, MCLs seem to be a better alternative for nominating maritime landscapes to the National Register. Although Delgado notes that no maritime site or sites have been listed as landscapes in the National Register yet, he, Merwin, and Carrier are generally optimistic that the MCL concept will aid in recognizing the significance of maritime landscapes as eligible for National Register listing. On the other hand, while recognizing the utility of the MCL concept, Russo is more cynical about the National Register guidelines, suggesting that major rewrites and flexibility need be added to accommodate the unique characteristics of MCLs.

1. Editor's note: Varying degrees of integrity are acceptable with certain categories of properties, including landscapes. According to National Register/NHL archeologist Julie Ernstein, National Register nominators and reviewers alike are mindful of the fact that maritime cultural landscapes are dynamic phenomena. Landscape archeologists, in particular, are just as frequently keen to document and interpret diachronic landscapes and landscape use as they are to focus on static, synchronic landscape analyses. Compromised integrity can be more acceptable if certain areas of significance pertain to a property. For example, a traditional cultural property "may retain its traditional cultural significance even though it has been substantially modified" (National Register Bulletin 38 1998:12).

Using the MCL Approach in National Marine Sanctuaries: The North Carolina Coast

James Delgado

Office of National Marine Sanctuaries, Maritime Heritage Program
National Oceanic and Atmospheric Administration

Abstract

Maritime cultural landscapes are more than an academic construct or focus of study for NOAA's Office of National Marine Sanctuaries (ONMS). Building on the work of NOAA's Marine Protected Areas Center and a peer-developed "white paper" on maritime cultural landscapes as a means to manage and interpret resources, ONMS has adopted maritime cultural landscapes as the primary means by which it not only addresses cultural resources in the national marine sanctuary system, but also uses the concept as the means by which ONMS engages the public ashore to connect to sanctuaries. The coastal North Carolina MCL is offered as a case study.

Bio

Dr. James Delgado recently retired as Director of Maritime Heritage in NOAA's Office of National Marine Sanctuaries. His four-decade-long career has included a 13-year tenure with the NPS, including serving as the Service's maritime historian. He currently serves as the Senior Vice President of SEARCH, a leading nationwide and global provider of cultural resources services. His interest in maritime history and archaeology has remained a constant passion and focus, and his favorite maritime sites and subjects remain the next ones he will encounter.

[Presentation Video & Transcript](#)

Challenges of Using the MCL Approach on the Outer Continental Shelf

Brandi Carrier

Office of Renewable Energy Programs
Bureau of Ocean Energy Management

Abstract

The Bureau of Ocean Energy Management (BOEM) regulates environmentally responsible energy development on 1.76 billion acres of submerged Federal lands. While BOEM has responsibility for managing more public land than any other Federal agency, the Outer Continental Shelf remains a remote frontier area in terms of fulfillment of the National Historic Preservation Act (NHPA) Section 110 responsibilities and stewardship of cultural and historic resources outside of project-driven Section 106 obligations. Additionally, the protections of the Archaeological Research Protection Act (ARPA) specifically do not apply on the Outer Continental Shelf. Add to these the challenges of working in deep ocean environments and of identifying discrete prehistoric archaeological sites, and one can appreciate the difficulties of identifying, classifying, and applying the criteria of National Register significance.

Through this symposium, BOEM has the opportunity to begin the philosophical transition from a project-driven paradigm to a resource-stewardship model, the latter of which is essential for long-term management of MCLs. Additionally, we have the opportunity to develop some much needed ability to discriminate MCLs as National Register-eligible properties from Traditional Cultural Properties (TCPs), which require an element of continued usage in the traditional manner. This requirement is impossible for Native American communities separated physically from these lands through sea-level rise since the last ice age, some 19,000 years ago, and separated culturally and socially from these places as a result of the Federal government's assimilation policies of the nineteenth and twentieth centuries. Finally, with respect to now-submerged, but previously-terrestrial landscapes, we have the opportunity to liberate the significance

value of these places from the burden of association with one or more identified prehistoric archaeological sites. The MCL approach—and supporting guidance from the Advisory Council on History Preservation (ACHP) on incorporating it and applying the criteria of significance for National Register eligibility—will answer the challenges of BOEM's stewardship of underwater cultural heritage on the Outer Continental Shelf.

Bio

Brandi Carrier is a Registered Professional Archaeologist with more than fifteen years of experience in cultural resources management, and an MA in Archaeology and Prehistory. She has extensive archaeological field and laboratory experience, having directed historic and prehistoric Phase I, II, and III surveys and mitigations throughout fifteen states, in the United Kingdom (UK), and in Greece. She has been responsible for all aspects of cultural resources management, including project design and implementation, field survey, artifact analysis, and report writing on projects ranging from corridor survey to urban construction monitoring to historic and prehistoric site excavation to large-scale records reviews and predictive modeling. In addition to a thorough knowledge of Sections 110, 106, and 304 of the National Historic Preservation Act, Ms. Carrier has had extensive experience applying the National Register of Historic Places eligibility criteria. She joined the Bureau of Ocean Energy Management in 2011 as an archaeologist and subsequently became the Atlantic Regional Historic Preservation Officer. (In 2017 Ms. Carrier became BOEM's Deputy Federal Preservation Officer.)

[Presentation Video & Transcript](#)

Daria Merwin

New York State Historic Preservation Office

Abstract

New York State—with its deep cultural history and roughly 1,850 miles of shoreline—offers a diverse range of Maritime Cultural Landscapes (MCLs), from Native American fishing sites and sunken ship graveyards to resort communities and waterfront factories. This paper will give an overview of the array of significant archaeological and historic properties in New York that might fit within the MCL framework, and cases where the MCL concept would enhance each site’s context in the National Register nomination. It will also focus on some of the challenges of identifying and evaluating maritime properties. In particular, many of these sites are located in what until recently have been considered “marginal” environments, where activities such as fish processing and industrial manufacturing were conducted on the fringes of landward-based society. However, rising demand for (and thus rising monetary value of) waterfront property now presents a threat to many maritime cultural resources in New York. A case study of a historic fishing community known as “The Shacks” on the Hudson River will be presented, exploring how the MCL concept can contribute to our understanding of the site where traditional means of evaluation (e.g., assessing architectural significance and integrity) fall short in telling the full story.

Bio

Daria Merwin has more than 20 years of experience in cultural resource management, conducting research in both archaeology and architectural history. She received an MA degree in Nautical Archaeology from Texas A&M University, with a thesis on vernacular boatbuilding on Long Island, and a PhD in Anthropology from Stony Brook University. Her dissertation fieldwork entailed scuba diving to recover submerged evidence of prehistoric Native American sites in the Hudson River and New York Harbor. Daria joined the Survey Unit of the New York State Historic Preservation Office in 2014 and serves as the Office’s point person for underwater archaeology and maritime heritage matters.

[Presentation Video & Transcript](#)

[Paper](#)

Challenges in Nominating MCLs to the National Register: Archeological Landscapes

Michael Russo

Southeast Archeological Center
National Park Service

Abstract

Current National Register guidance lacks any descriptions of Maritime Cultural Landscapes (MCLs) as potential entities for nomination. This paper reviews the often perceived limited and internally contradictory National Register guidance that some believe precludes the possibility of non-observable archeological sites being considered for listing, while at the same time allowing the nomination of drowned or submerged archeological sites if viewed as rural historic landscapes. In the end, I suggest that the ambiguities in the National Register and National Historic Landmarks program, in order to nominate submerged MCLs, are muddling practices that might best be resolved by developing new guidance specific to underwater archeological sites.

Bio

Mike Russo received his M.A. and Ph.D. in Anthropology from the University of Florida. Over 30 years he has written extensively on prehistoric cultures of the Southeast U.S. coastal zones. He currently serves as the NHL archeologist for the Southeast Regional Office of the NPS, and served as acting NHL archeologist for the NPS Washington Office in 2015. Mike wrote the NHL Theme Study, Archaic Shell Rings of the Southeast U.S., and nominated the Fig Island shell ring complex as an NHL.

[Presentation Video &
Transcript](#)

[Paper](#)



Drakes Bay Historic and Archaeological District, Point Reyes National Seashore, California. The district was designated a National Historic Landmark in 2012. It is directly associated with the earliest documented cross-cultural encounter between California Indians and Europeans, leaving the most complete material record on the West Coast. The nearly 6,000-acre district is part of the Gulf of the Farallones National Marine Sanctuary. Photo by Robert Campbell, 2011; courtesy of the National Historic Landmarks Program.

4

Case Studies

Introduction

Daina Penkiunas

Wisconsin State Historic Preservation Office

What is a Maritime Cultural Landscape? Where are they found? Do they have common characteristics? The Case Study session explored these questions by examining the breadth of maritime resources found across the country. From an overview of the variety of cultural landscapes found in Lake Superior's Apostle Islands to the concentration of shipwrecks in the Gulf of Mexico's Dry Tortugas National Park, the session's presenters examined both terrestrial and submerged resources, both relatively recent and precontact sites, the relationship of both natural and man-made features, and both coastal and mid-continent examples.

The case studies, with their broad geographical distribution and varied resources, provide a broad understanding of the types of maritime cultural landscapes that exist, their richness, and the challenges faced by each. For example, what can we learn from the distribution of dugout canoes in Florida? And, how were environmental concerns addressed at Michigan's Quincy Smelter site where slag piles are part of the historic landscape?

Together with other papers presented at the symposium, the case studies explained at this session contribute to the growing body of knowledge about maritime cultural landscapes. The increased understanding of the maritime cultural landscape concept will enable agencies, tribes, Alaska Natives, Pacific Islanders, and State Historic Preservation Offices to more effectively preserve and protect their maritime heritage through interpretation, management, and listing in the National Register of Historic Places.

Drakes Bay NHL Historic District

Paul Engel

Point Reyes National Seashore
National Park Service

Abstract

Designated a National Historic Landmark in 2011, the Drakes Bay Historic and Archaeological District provides an example of some of the challenges that emerge and limitations of incorporating cultural landscape concepts within the framework of the National Historic Landmarks Program and the National Register of Historic Places (NRHP).

Situated along Drakes Bay and Drakes Estero within Point Reyes National Seashore, the district consists of seventeen contributing resources that provide archaeological evidence of two of the earliest cross-cultural encounters between European explorers and California Indians. Although these contributing sites contain valuable archaeological information, they are either subsurface or submerged in Drakes Bay, providing little visual clues of the sixteenth century landscape. Instead, the significance of this historical landscape is conveyed through natural features on the landscape that were imbued with cultural meaning by both the European explorers and the Coast Miwok and continue to orient people with this past today.

Although landscape features may carry just as much cultural meaning and significance as human constructed features, the NRHP requires that properties be categorized as buildings, structures, objects, sites, or districts making it difficult to effectively incorporate many types of landscape features.¹ In the case of the documentation for the Drakes Bay Historic and Archaeological District, the authors attempted to overcome this limitation by closely linking these features with the district's integrity of setting and feeling. If done carefully using a cultural landscape approach, this can be an effective way for identifying and documenting maritime cultural landscapes for the NRHP. On the other hand, such an approach may be problematic in terms of resource protection. Resource managers

tend to focus their concern and decision making on the list of contributing resources. This would be problematic for a property like the Drakes Bay Historic and Archaeological District whose history is most accessible through the combination of natural landscape features that set the stage for two sixteenth-century colonial encounters.

Bio

Paul Engel is the Archeologist at Point Reyes National Seashore, and has served in that capacity since 2010. In addition to managing the Archeology Program, Paul is the Park's National Historic Preservation Act Coordinator and is responsible for managing compliance with this and other cultural resources laws, as well as coordinating consultation with Native American Tribes, the State Historic Preservation Officer, and the public. Paul holds a BA in History and an MA in Cultural Resources Management from Sonoma State University.

[Presentation Video & Transcript](#)

[Paper](#)

1. Editors Note: Landscape features can be categorized as "character defining features." They cannot be enumerated as buildings, structures, and objects, but their significance to the site or district should be noted.

Landscape vs. Discontinuous District: Florida Dugout Canoes

Julie B. Duggins

Florida State Historic Preservation Office

Abstract

Florida is home to the largest concentration of dugout canoes in the world. The significance of these resources is uncontested, and there is agreement that the fragile, organic artifacts are worthy of preservation. Why, then, are only a fraction of the hundreds of dugouts from Florida listed in the National Register of Historic Places?

Florida's canoes are not recognized collectively, it seems, because of the limitations of conventional National Register categories.¹ Listed in 2001, the Pithlachocco Canoe Site (Newnans Lake) was nominated as a "site" with National Register boundaries much smaller than the archaeological site boundaries and extent of canoes on the lakebed. The Pithlachocco Canoe Site is the world's densest concentration of canoes in a single lake, but the site does not adequately represent the full distribution of Florida's dugouts, which spans 6,000 years of maritime navigation in lakes, rivers, creeks, and the ocean.

Conceivably, all of Florida's canoes could be nominated either as a discontinuous district or a maritime cultural landscape. As a discontinuous district, Florida's canoes are scattered archaeological properties, related to each other through site type. Florida's canoes are spatially discrete, and this space does not diminish the significance of the district. Recent research suggests, however, that the information potential of Florida's dugout canoes lies not in the discrete objects, but rather, in the association of canoes with navigable water bodies.

New analysis of canoes suggests that the spatial distribution of all of Florida's dugouts lends to the significance of the resources. Specifically, the location of dense canoe sites at the beginnings and ends of navigable waterways indicates important landscapes used as transportation interchanges.

These interchanges create linkages between the riverine routes and the overland routes. Viewing Florida's canoes collectively as a maritime cultural landscape is the first step in recognizing that the log boats hold value beyond the information stored in the carved wood alone, and that the contexts—in addition to the objects—are worthy of preservation.

Bio

Julie B. Duggins is a Senior Archaeologist at the Florida Bureau of Archaeological Research, Division of Historical Resources. She earned an M.A. in Anthropology at Florida State University in 2011 and a B.A. in Anthropology at Wake Forest University in 2005. Julie has worked for cultural resource management firms, the Indiana Historical Bureau, Tallahassee Community College, and the National Park Service. Currently, her research focuses on identifying spatial patterns in Florida's dugout canoes to better understand how prehistoric groups used rivers and navigable chains of lakes for transportation.

[Presentation Video & Transcript](#)

[Paper](#)

1. Editor's note: The property types eligible for nomination according to the National Historic Preservation Act are buildings, structures, objects, sites, and districts. Districts can be far-ranging in size and significance and should not be considered a limitation to nominating collections of related sites.

Delineating Maritime Cultural Landscapes at National Parks: Dry Tortugas National Park and St. Croix Scenic Waterway

Bert Ho

Submerged Resources Center
National Park Service

Abstract

In many parks within the National Park Service, submerged cultural resources are essential to the interpretation of the history that makes parks unique. Sunken ships, historic docking structures, and prehistoric subsistence sites are all examples that connect humans to the waterways and seas, and to their lives on land. In maritime cultural landscapes it is not difficult to connect the activities and spaces in between, but how do resource managers best address this connection towards the protection of the most cultural resources to the highest degree? Two NPS examples with recent archaeological investigations will be discussed as studies into this question and the limitations of defining the extent of a maritime cultural landscape within a park.

At St. Croix National Scenic Riverway on the border between Wisconsin and Minnesota, the timber industry defined many of the early historic occupants of the region. The riverway and the structures built into and along the banks created a landscape that is defined, confined, and easily interpreted, but difficult to discern with many of the dam structures now submerged. Recent archaeological efforts by the NPS to locate and document these structures will help managers to answer the question of how best to protect the resources as a whole.

For Dry Tortugas National Park and its numerous shipwrecks over hundreds of years, the question of defining a landscape should be focused on the activities with which the shipwrecks in the park were associated. Location and destinations are not enough to define these wrecks as part of the same cultural landscape, but relating specific wrecks to the construction of Fort Jefferson and the activities associated with that feat is perhaps a more manageable process. The difficulties of this process and how this author proposes to proceed will also be discussed.

Bio

Bert Ho is an underwater and marine survey archaeologist with the National Park Service's Submerged Resources Center (SRC). Prior to joining the SRC, Mr. Ho worked for NOAA as a field hydrographer supporting the Office of Coast Survey by collecting various marine survey data to update charts, locate navigational hazards, and respond to emergencies in ports on all coasts. Since joining the NPS, Ho has conducted underwater archaeological site documentation, exploratory marine survey, and a variety of submerged resource science throughout the NPS system in all regions, and with international partners in various countries in Africa, South America, Central America, and the Pacific Islands. His interest and focus are to aid parks and resource managers, both domestic and international, in their efforts to locate, document, and interpret submerged cultural resources from prehistory through the historic period, and continue to explore new regions of the world to discover these resources.

[Presentation Video & Transcript](#)

Lake Superior's Apostle Islands: A Maritime Cultural Landscape Case Study

David Cooper
Apostle Island National Lakeshore
National Park Service

Abstract

This archipelago of twenty-two islands graces the south shore of America's great freshwater sea. Thousands of years of human history are reflected in the islands' landscapes, structures, and archeological resources. The islands are the sacred homeland of the Lake Superior Ojibwe people. Later, generations of Euro-American fur traders, fishermen, loggers, farmers, quarrymen, lightkeepers, and mariners added their traces to the landscape.

Added to the National Park System in 1970, the Apostles contain a cross-section of America's maritime cultural resources, from precontact fishing sites to the largest and best-preserved collection of historic lighthouses in the National Park System. The park encompasses over 67,000 acres of land and water, 155 miles of shoreline, and includes over 150 historic structures; 80% of the park is designated wilderness.

To date, ten cultural landscapes have been formally inventoried at Apostle Islands. These landscapes include six historic light stations and four early twentieth century commercial fisheries. A cultural landscape inventory begun in 2015 is inventorying landscape resources on Sand Island, including historic farmsteads, fisheries and early recreational properties.

The Apostles represent a case study of a medium-sized wilderness area with relatively small areas of designated, managed cultural landscapes (around fifteen acres or less each). The management issue is one of scale: it is impractical to manage the entire island group as a cultural landscape though traces of human usage are evident on virtually all the islands. Many landscapes require management that simply avoids additional adverse human impacts, for example, restricting development of

trails and campsites. However, it is the "built" landscapes that demand the most management: maintenance of historic structures; vegetative management such as mowing, tree removal, and maintenance of plantings and fruit trees; wildfire protection; and maintenance of docks, trails and access ways. Apostle's historic light stations alone absorb thousands of hours in routine maintenance. Thus, there is a great gulf between recognizing the human history of a landscape and the active management of that landscape to preserve vestiges of past human activity. It is this effort, moving from identifying cultural resources to actively protecting and managing them, which is a park manager's great challenge.

Bio

David Cooper works as an archeologist and cultural resource specialist for the National Park Service at Apostle Islands National Lakeshore in Bayfield, Wisconsin. He formerly served as state underwater archeologist for the State of Wisconsin and also as underwater archeologist for the US Naval Historical Center. His interest in cultural landscapes stems from his work as an archeologist, wildland firefighter, and park resource manager.

[Presentation Video & Transcript](#)

[Paper](#)

The Quincy Smelter Complex as a Maritime Cultural Landscape

Brenda Williams
Quinn Evans Architects

Abstract

The Quincy Smelter Complex (QSC) is a compelling example of a nationally significant industrial maritime cultural landscape, where preservation of historic resources, environmental concerns, and development pressures must be addressed in concert.

The Quincy Mining Company (QMC) National Historic Landmark District was designated in 1989 as an outstanding example of the growth and development of the United States copper industry from its earliest years through 1920.

The Quincy Smelting Works was constructed on land created from stamp sands deposited into Portage Lake by a previous stamp milling operation in the 1880s. Opened in December 1898, the original smelter featured a furnace building 84 feet by 144 feet with four reverberatory furnaces vented by 75-foot tall smokestacks. Numerous other structures supported the operation and the complex was continuously expanded and upgraded until difficulties began in 1913. Although the smelter closed in 1931, it reopened several times over the ensuing decades before, faced with increasing environmental regulations, it closed permanently in 1971.

In 1986, the Torch Lake Superfund site, including the Quincy Smelting Works, was established when the U.S. Environmental Protection Agency (EPA) had concerns about heavy metal runoff into Portage Lake. Three layers of environmental concerns relate to the site including the land itself, created from dumped stamp sands; slag piles that are waste from the smelting process; and industrial materials related to the operation of the buildings and equipment on the property. Each of these are also significant historic resources. Since typical approaches to mitigation of environmental concerns would create impacts to the historic integrity of the property, the

EPA endeavored to minimize negative effects by capping selected areas and allowing others to remain intact. A nine-inch ground cover was placed over the stamp sand in selected areas, and turf was planted in former locations of slag piles. The new green space on the waterfront drew attention from the local community who initiated pressure to establish a park at the location.

The Keweenaw National Historical Park Advisory Commission purchased the property in 2014 and plans to eventually transfer it to the National Park Service. In the meantime, the commission continues to deal with remediation of contaminants while the NPS considers long-term costs associated with the operation of the site.

Bio

Brenda Williams, ASLA, is a Senior Associate at Quinn Evans Architects, a consulting firm dedicated to preservation and sustainable stewardship with a perspective informed by history and place. Ms. Williams' career has focused on the conservation of cultural landscapes, particularly those in the public arena. She facilitates a collaborative approach to the planning and management of cultural landscapes, a process that educates stakeholders about the significance of historic landscapes and integrates multiple viewpoints. Her design solutions integrate natural and cultural elements of sites to develop environments that are engaging and inspirational.

[Presentation Video & Transcript](#)

[Paper](#)

Mallows Bay as a Maritime Cultural Landscape

Susan Langley

Maryland State Historic Preservation Office

Deborah Marx

Office of National Marine Sanctuaries
Maritime Heritage Program
National Oceanic and Atmospheric
Administration

Abstract

Mallows Bay, on the Maryland side of the Potomac River just thirty miles south of Washington D.C., holds the largest collection of World War I wooden and composite steamships in the world. Its significance was established in 2015 with listing in the National Register of Historic Places as a historic and archaeological district due to its association with shipbreaking and salvage activities focused on these steamships. Mallows Bay is also renowned for its scenic beauty and recreational opportunities. While Mallows Bay and the surrounding waters are best known for the scrapping operations carried out there between 1925 and 1945, the area has a varied maritime history including habitation by Native Americans, and fishing and military action during the Revolutionary War and Civil War. Today, the remains of these activities are present underwater and on land in the form of over one hundred World War I steamships, twenty-three other shipwrecks, debris piles, and structural remnants. Additionally, human activities on the adjacent land altered the physical landscape with wharves, berms, basins, and log walls to facilitate shipbreaking. Due to Mallows Bay's significance, a community-based effort is underway to designate the area a National Marine Sanctuary. Community leaders recognize the area's historical and archaeological importance and hope to promote conservation, research and tourism in the Chesapeake Bay. The Mallows Bay-Potomac River nomination was submitted to NOAA in 2014 and is now under consideration by the agency. By highlighting the bay's maritime cultural landscape, the Office of National Marine Sanctuaries believes the public can better appreciate this nation's maritime connections.

Bios

Dr. Susan Langley has been the Maryland State Underwater Archaeologist for more than twenty years, directing the Maryland Maritime Archaeology Program. She is an adjunct professor at several colleges and universities, where she teaches underwater archaeology and the history of piracy. She also taught maritime archaeology in Thailand for several years for the Southeast Asian Ministers of Education Organization (SEAMEO) which is part of UNESCO. She is an active PADI Master SCUBA Diver Trainer, and lectures globally on a variety of subjects including the aforementioned, as well as textile technology, food ways, and the archaeology of beekeeping and current regional practices. She is also the Governor's beekeeper.

Deborah Marx is a maritime archaeologist with NOAA's Office of National Marine Sanctuaries. She has an MA in maritime archaeology and history from East Carolina University and is a NOAA science diver. Since 2002 she has worked with a number of National Marine Sanctuaries including Stellwagen Bank, Olympic Coast, Channel Islands, Florida Keys, Monitor, and Thunder Bay. Her work also includes interpretation, outreach, and media efforts related to NOAA's Maritime Heritage Program projects, such as live internet broadcasts and exhibit management. Lastly, Deborah has extensive knowledge on preparing National Register of Historic Places nominations, and has co-authored over a dozen shipwreck nominations, including three multiple property submissions and one historic and archaeological district.

[Presentation Video & Transcript](#)

[Paper](#)

Waves of History: Maritime Cultural Landscapes in Hawai'i

Hans Van Tilburg

National Oceanic and Atmospheric Administration

Abstract

The significance of underwater cultural heritage, beyond the limitations of individual site assessments, naturally involves a discussion of cultural landscapes, for associations in time and space come easily to us. This is nothing new, for we have been incorporating selected elements of landscapes into significance assessments for quite a while. For instance, a submerged naval aircraft may be interesting, but a sunken fighter plane shot down in Hawai'i on December 7, 1941, is significant. It is a single element of a much larger historic event that incorporates multiple sites and types of resources. Perhaps what is new is a more intentional and deliberate focus on associations between all different types of cultural resources in a more holistic and inclusive fashion. Seen as a whole, maritime cultural landscapes reveal our influence on the environment and the environment's influence on us. Battlefields (defense) are landscapes; harbors (maritime transportation) are landscapes; whaling (resource extraction) activities are landscapes; plantations (agricultural economies) are landscapes; surf breaks (recreation) are landscapes. There may be multiple maritime cultural landscapes which overlap and influence one another. They are complex and exist at different geographical scales. In some cases, they are continuing to evolve. The ways in which these landscapes are identified and interpreted reflect our basic human need to make sense of the past, hopefully in a manner that will benefit the future. There is subjectivity in this exercise; there is no objective maritime landscape void of social influences and cultural decision making. We should therefore be explicit about our intentions in categorizing locations and cultural resources. What specific purpose does the tool of the maritime cultural landscape allow us to address? This presentation examines the complexity of some of the historic period (post-western contact) maritime cultural landscapes in Hawai'i.

Bio

Hans Van Tilburg has worked as a carpenter, sport diving instructor, commercial diver, and science diver in California, North Carolina, Louisiana, and Wisconsin. He earned a BA in geography from UC Berkeley (1985), an MA in Maritime History and Nautical Archaeology from East Carolina University (1995), and a PhD in history from the University of Hawai'i (2002), where he also ran the graduate program in maritime archaeology and history under the Marine Option Program. Hans has taught numerous university courses in world history and maritime history. He has edited readers and proceedings, authored reports, contributed chapters, and published over 30 articles and book reviews, as well as several books. Hans has served as a consultant for UNESCO's intangible cultural heritage program, as well as co-instructor for Underwater Cultural Heritage Foundation courses in Southeast Asia and the Caribbean. He is currently the maritime heritage coordinator for the Maritime Heritage Program in the Pacific Islands region, and the unit diving supervisor for NOAA's National Ocean Service in Hawai'i.

[Presentation Video & Transcript](#)

Risk, Salvage, and Exploring the Concept of the Maritime Frontier: Utilizing Theory to Frame a Maritime Cultural Landscape Approach in the Florida Keys

Josh Marano

Biscayne National Park
National Park Service

Abstract

One of the primary goals of maritime archaeology is to identify convincing linkages between the physical association represented by shipwrecks and the social institutions that helped create them (Gould 2011, 24). This task, however, is often made difficult by the differing historical and archaeological practices utilized to identify, document, and interpret underwater and terrestrial cultural sites in coastal areas. The development of maritime cultural landscape theory has evolved from the perceived differences in the systematic cultural study of human activity where land and sea meet. While Westerdahl's initial ideas developed the theoretical basis for the identification and study of maritime cultural landscapes, their effective application to resource management have remained elusive. Originally utilized to describe cultural resources located somewhere between the terrestrial and underwater environments, the particulars of maritime cultural landscape theory can be as ambiguous as the areas it seeks to define.

It is argued here that many of the difficulties in identifying and defining maritime cultural landscapes stem from the broad interpretation of their individual components and the focus on geophysical rather than cultural components of the landscape. This study will utilize the National Park Service's Revised Thematic Framework to examine the role of salvage in the development of a unique maritime cultural landscape throughout the Florida Keys. As such, this study will attempt to analyze and explain the development of what could be called a "maritime salvage landscape" through the application of socio-cultural theories to highlight cultural motivators contributing to this landscape. While the development of maritime salvage throughout the Florida Keys represents only one of

a number of factors contributing to the area's overall cultural landscape, studying the establishment and subsequent evolution of wrecking and salvage practices thematically can shed light on patterns significantly contributing to both the area's physical and cultural landscapes. Establishing this connection not only helps resource managers locate, identify, and interpret thematically related cultural sites, but by understanding cultural factors contributing to their perception and use over time, the application of these theoretical paradigms can also help explain contemporary perceptions of similar resources.

Bio

Joshua Marano is a maritime archaeologist who has been working at Biscayne National Park since November 2012. Mr. Marano is a graduate of East Carolina University's Program in Maritime Studies and has earned an MA degree in maritime history and nautical archaeology where his research focused on the application of social theory to maritime archaeology. Mr. Marano has previously been employed as an archaeological technician for the State of North Carolina and has participated in several major maritime archaeological projects, including the digital recording of the Swedish warship *Vasa* (1628) in Stockholm, Sweden, and the excavation of Blackbeard's *Queen Anne's Revenge* (1718) shipwreck site off the coast of North Carolina. In addition to his interest in archaeology, Mr. Marano is an active member of the United States Coast Guard Reserve where he serves as a Second Class Boatswain's Mate at USCG Station Miami Beach, FL.

[Presentation Video & Transcript](#)

[Paper](#)

From Land to Sea, or Sea to Land: Reconciling Key Features of Terrestrial and Maritime Landscapes

Brinnen Carter
Sitka National Historical Park
National Park Service

Abstract

Cultural Landscape description, analysis, characteristics, and reporting have developed from the 1980s to now as a formal, well-described methodology of understanding the totality of defined human landscapes. This development was prompted by National Environmental Policy Act needs to understand the “human environment” and National Historic Preservation Act needs to look beyond the historic value of individual structures and sites to aggregated, related cultural resources of historical value. Analysis of maritime cultural landscapes developed on a parallel track, but focused on directly analyzing ships, shipping, and sites on the coast and rivers. The two “fields” remain relatively unrelated in the public consciousness, with the most notable exceptions being Alaska and Hawai‘i. The study of Alaskan cultural landscapes necessarily includes maritime landscapes due to past and present reliance on the sea. Merging the characteristics proscribed by the NPS for Cultural Landscape Inventories and Reports with additional critical maritime characteristics yields a seaworthy set for maritime landscape analysis. In Alaska, the data analyzed will most likely lead to a better understanding of the state’s maritime past.

Bio

Brinnen Carter is the Chief of Resources at Sitka National Historical Park, the only National Park Service unit to commemorate Tlingit resistance to European colonial expansion, the expansion of Czarist Russia, and the living native culture of Southeast Alaska, as the state’s oldest park. Previously, he was the Cultural Resource Program Manager at Delaware Water Gap National Recreation Area and a Museum Specialist and Archeologist at the Southeast Archeological Center. He has always studied the archeology of submerged sites—when time has allowed—and has advanced degrees in Nautical Archeology and Prehistoric Underwater Archeology.

[Presentation Video & Transcript](#)

Archaeological and Biological Assessment of Submerged Landforms off the California and Oregon Coasts

David Ball

Bureau of Ocean Energy Management

Abstract

In 2013 a desktop study was completed for the Bureau of Ocean Energy Management (BOEM) Pacific Outer Continental Shelf (POCS) Region that updated its model for potential submerged prehistoric sites on the POCS. The 2013 effort developed geospatial data sets, which included eustatic shorelines by millennium, dating back 19,000 years before present to the last glacial maximum, and paleolandscape reconstructions.

In August 2015 BOEM awarded a cooperative agreement through the California Cooperative Ecosystem Studies Unit to San Diego State University (SDSU) to conduct an archaeological and biological assessment of submerged landforms off the POCS. This four-year undertaking is designed to build on the efforts of the 2013 project and to address the BOEM goal of improving identification of submerged cultural landscapes on the POCS.

The first two phases of the project, synthesis of all available geophysical survey data in order to identify high-probability landscape features and development of a geospatial model of potential submerged cultural landforms, have already begun. Field investigations of high probability targets near the northern Channel Islands will be conducted during the first two years of the project to build the model. The model will then be tested and further refined off the central Oregon coast during the second and third years of the project. Final analysis and reporting will take place during the final year of the project.

The high-resolution surveys and sampling conducted as part of this effort will improve regional landscape models of submerged archaeological resources and assist BOEM in decision making related to these resources and offshore activities. Beyond assisting BOEM to evaluate the potential for encountering cultural resources on the POCS during future

energy development, the proposed study results will contribute to Pacific marine spatial planning efforts and a better understanding of the submerged landscape.

Bio

Dave Ball is the Pacific Region Historic Preservation Officer and the Regional Tribal Liaison for the Bureau of Ocean Energy Management (BOEM). Dave joined the BOEM Gulf of Mexico Region office in 1999 and transferred to the Pacific Region office in 2010. He received a Bachelor of Arts degree in anthropology from Sonoma State University in 1992 and a Master of Arts degree in anthropology from Florida State University in 1998. Dave has almost twenty-five years' experience in archaeology and has directed field research on both terrestrial and underwater archaeological sites across the country, including inundated prehistoric sites in Florida and Washington, World War II shipwrecks, and deepwater shipwrecks in the Gulf of Mexico. Dave is a member of the Register of Professional Archaeologists and is currently serving a second four-year term on the Board of Directors for the Advisory Council on Underwater Archaeology, an international advisory organization supporting underwater cultural heritage preservation.

[Presentation Video & Transcript](#)

[Paper](#)



Channel Islands, California. Chumash Tomol crossing to Santa Cruz Island, 2007. Photo courtesy of Robert Schwemmer, NOAA.

5

Non-submerged Prehistoric Maritime Landscapes

Introduction

James D. Moore III

Office of Environmental Programs

Bureau of Ocean Energy Management.

Archaeological research continues to provide insights into the dynamic relationships between humans and the coastal environments they inhabited. Settlement sites along coastlines were not only characterized by sustenance-gathering, but were prominent locations for ceremonial use, natural habitat management, and for engaging with various trade types. Due to the surrounding natural topography following post-glacial sea level rises, several precontact archaeological sites in proximity to coastlines along present-day North America have been preserved; Session 5 of the Maritime Cultural Landscape (MCL) Symposium highlighted several research studies conducted at these types of sites.

Presentations by Matt Sanger, Jeffrey Shanks, and Michael Russo provided contexts for the southeastern Atlantic, while Ken Sassaman and Margo Schwadron discussed sites along the northern and southeastern Gulf of Mexico coast, respectively. While some of these sites are now in danger of being inundated due to continuously rising sea levels, they provide unique opportunities to learn how humans have interacted with coastal landscapes since the earliest precontact periods. Sean Dunham also provided insight from sites located in the Great Lakes region, and Todd Braje discussed research conducted on the Channel Islands in the Pacific Ocean, which were never connected to the mainland during the last glacial period and provide a unique and continuous archaeological record. Information gathered from these various types of sites may help researchers learn about the distribution of precontact settlement sites that are now submerged along the Outer Continental Shelf.

12,000 Years of MCLs on California's Northern Channel Islands: From Paleocoastal Lithic Workshops to Chinese Abalone Fishing Camps

Todd Braje

San Diego State University

Abstract

Southern California's Northern Channel Islands were occupied by Native Americans for roughly 13,000 years and, in historical times, supported sea otter, pinniped, rockfish, abalone, urchin, and other commercial fisheries. Separated from the California mainland throughout the Quaternary, these offshore islands have been largely free of the bioturbation and historical activities that have disturbed and mixed many multicomponent sites on the mainland coast. The unique combination of a long, continuous, and well-preserved archaeological record, a wealth of historical data on the maritime Chumash, Chinese, and Euro-American occupations, and detailed ecological and paleoenvironmental records make the islands an excellent laboratory for investigating the historical ecology of maritime cultural landscapes (MCLs). Historical ecology and the MCL concept can offer important information on the relative abundance of flora and fauna, changes in biogeography, alternations in food webs, land and seascape evolution, and much more. Over the last decade, an interdisciplinary team of scientists has investigated the deep historical patterns of human adaptations and impacts to terrestrial and marine ecosystems on the Northern Channel Islands. These include possible trophic cascades triggered in kelp forest ecosystems by intensive hunting of sea otters beginning as early as 8000 years ago, a measureable decline in the average size of key shellfish prey species through time, changes in the relative abundances of many sea mammal species, the introduction of dogs and foxes to fragile island biota, and the acceleration of dune building and landscape alterations. These Channel Island case studies demonstrate that we can ill afford to divorce Native Americans or others from the environments in which they hunted and foraged; it is clear that they influenced the structure and nature of local ecosystems for millennia. This is particularly true when establishing a "baseline" for modern

management and restoration, as ecological baselines have shifted tremendously over the last 12,000 years and into historical times. These shifts are the outcome of both natural climatic fluctuations and anthropogenic impacts. Ultimately, archaeological perspectives will be key in helping us to better understand the modern world and confront the challenges of an Anthropocene future.

Bio

Todd Braje is an anthropological archaeologist specializing in long-term human-environmental interactions, the archaeology of maritime societies, historical ecological approaches to understanding coastal hunter-gatherer-fishers, and the peopling of the New World. As an Associate Professor of Anthropology at San Diego State University, he conducts much of his fieldwork on California's Northern Channel Islands and currently is involved in several research projects, ranging from the investigation of nineteenth century Chinese abalone processing camps, the discovery of 12,000 year-old lithic workshops and shell middens, the geo-physical mapping and coring of submerged island landscapes, and the radiocarbon dating and sampling of a large, historical Chumash village (Qshiwqshiw) on western Santa Rosa Island. He also serves as the co-editor of *The Journal of Island and Coastal Archaeology* and his book *Shellfish for the Celestial Kingdom: The Rise and Fall of Commercial Abalone Fishing in California* was published in 2016 by the University of Utah Press.

[Presentation Video & Transcript](#)

[Paper](#)

52 | It's Not Just Garbage: Identifying Ceremony and Cosmology in Shell Middens

Jeffrey Shanks
Southeast Archeological Center
National Park Service

Abstract

Recent investigations of Swift Creek and Weeden Island ring-shaped shell middens at Byrd Hammock in Wakulla County, Florida, and on Tyndall Air Force Base in Bay County, Florida, show that these sites are far more than simply the refuse of quotidian activities. By viewing the middens as part of a larger cultural landscape, it becomes apparent that they are part of a midden-burial mound complex in which we can identify differentiated zones for various activities including ceremonial activities. More broadly, we can identify regional patterns indicating there were direct and/or indirect interactions among these coastal Woodland sites. Geophysical surveys of village plazas, comparisons of ceramic stamped patterns, and other data show the presence of an intraregional social network with shared expressions of ideology and settlement patterning that underwent similar changes between the Middle and Late Woodland periods.

Bio

Jeffrey Shanks has been an Archaeologist with the National Park Service for eight years. Prior to that, he worked for the Florida Bureau of Archaeological Research. He is currently the acting program leader for the External Programs and NHL division at the Southeast Archeological Center (SEAC) in Tallahassee. In recent years his primary area of research has been Woodland period sites on the northwest Florida Gulf Coast.

[Presentation Video & Transcript](#)

[Paper](#)

Island Landscapes of the North American South Atlantic: Deep Histories and Endangered Resources

Matthew Sanger

State University of New York at Binghamton

Abstract

Maritime cultural landscapes (MCL) is a term developed to blur lines between aquatic and terrestrial spaces as human actions and practices commonly involve both realms. This paper examines some of the earliest evidence for human interactions with marine worlds in the American Southeast. Sea levels stabilized roughly four to five thousand years ago near modern levels, at which time population levels and densities increased dramatically and people lived in long-lasting and stable communities along the coast. Some communities lived within large, circular villages, defined in part by mounded deposits of shellfish that encircled large open plazas. Known as shell rings, the taphonomic conditions of these sites act to preserve organic remains, which offer remarkable insights into how human societies interacted with their new surroundings.

A wide-range of organic and inorganic materials from two such shell rings, located on St. Catherines Island, suggest a network of relations, movements, and trade networks spanning significant portions of the coast and the mainland. Based on these findings, understanding the earliest human interactions with the coast requires an expansive understanding of social landscapes that do not stop at the water's edge. Deep sea animals, including whales, were hunted and boat traffic linked islands with one another and the mainland. Sourcing also suggests lines of movement up inland rivers and as far as the Great Lakes region. It is unclear how ancient Native American communities conceived of these exotic objects and noteworthy animals, but they suggest an interest in developing a notion of interconnectivity at a variety of scales.

These remarkable datasets and narratives are threatened by modern sea level changes. Recent

geologic and hydrologic research suggests that many, if not all, of the archaeological and heritage resources on St. Catherines Island and similar landmasses will soon be destroyed. Because of this threat, it is of the utmost importance to develop research and preservation strategies that address critical coastal resources.

Bio

Matthew Sanger is the Director of the Public Archaeology program at Binghamton University and conducts research on hunter-gatherer sites across the Eastern Woodlands. His primary research area is in Georgia and South Carolina where he studies Native American adaptations to coastal landscapes that had first formed during the Archaic period. Depending on Native American philosophers and writers, Sanger strives to expand archaeological understandings of adaptation and ecology to include indigenous worldviews that embrace expansive understandings of living landscapes, populated by powerful non-human entities, and open to meaningful communication. Sanger's methodological foci revolve around employing new technologies, such as computed tomography, to better understand the past through material studies.

[Presentation Video & Transcript](#)

Maritime Cultural Landscapes in Motion: Futures Past along the Northern Gulf Coast of Florida

Kenneth Sassaman
University of Florida

Abstract

The concept of Maritime Cultural Landscapes has latent value in connecting the ancient past with futures yet to come but it requires more theorizing on the experience, perception, and intervention of change. Coasts are intrinsically dynamic in their rhythms of tides, currents, and sediment transport, and these are embedded in increasingly greater scales of motion as sea levels rise and fall, seagrass beds expand and contract, and coastal infrastructure is built and then abandoned. Given projections for climate change in this century and its impact on coasts worldwide, the millennia of prior experience with change ought to bear relevance for policy and planning going forward. Mobilizing the concept of Maritime Cultural Landscapes towards this end requires that the ancient past be viewed as a series of alternative futures, or futures past, and not merely an archive of what used to be. This approach is illustrated through the archaeology of the northern Gulf Coast of Florida, one of the most vulnerable coastal settings for changes in sea level. The coast in this region has retreated over 200 km since humans arrived in the late Pleistocene. The extant terrestrial record of coastal dwelling is truncated at about 4,500 years ago, when the rate of sea-level rise slowed and shorelines approached their near-modern condition. Still, over the past 4,500 years sea-level change and its effects on salinity, marsh aggradation, fish habitat, and oyster bioherms challenged the sustainability of coastal living. Communities dealt with change in a variety of ways. Under some circumstances they diversified their land-use and subsistence practices to minimize vulnerabilities to change. In other cases, they relocated settlements and cemeteries landward and maintained more or less “traditional” relationships to the coast. In others, they defended against change through terraforming and other infrastructure, much of it imbued with

the historical value of “place.” And still in others, they networked with communities in the interior Southeast to distribute the risks of coastal dwelling across noncoastal settings. This latter intervention reminds us of the “openness” of human waterfronts “to impulses and impressions from outside” (Westerdahl 1992:6), and to the need to put Maritime Cultural Landscapes into broader regional, even global, contexts. The same could be said for deep time perspectivism—for the need to look back to see forward—to substantiate public investments in historical preservation and research.

Bio

Kenneth E. Sassaman is the Hyatt and Cici Brown Professor of Florida Archaeology, Department of Anthropology, University of Florida. He earned his Ph.D. in anthropology from the University of Massachusetts, Amherst, in 1991. Before joining the faculty at UF in 1998, Sassaman worked for eleven years with the Savannah River Archaeological Research Program of the South Carolina Institute of Archaeology and Anthropology, University of South Carolina. His field research in Florida has centered on the mid-Holocene hunter-gatherers of the middle St. Johns River valley, notably on the circumstances surrounding the construction of some of the oldest shell mounds in North America. In 2009, Sassaman launched the Lower Suwannee Archaeological Survey to develop data on coastal living pertinent to the challenges of sea-level rise today. He is the author or editor of nine books and over ninety articles, chapters, and monographs.

[Presentation Video & Transcript](#)

MCLs on Eastern National Forests: The Example of Late Woodland Landscapes in the Eastern Upper Peninsula of Michigan

Sean Dunham
Chippewa National Forest
United States Forest Service

Abstract

The Eastern Region of the Forest Service (R9) covers a large portion of the northeastern and midwestern United States, from Maine to West Virginia and Missouri to Minnesota. R9 National Forests are situated on the shores of the Great Lakes, along the banks of the Mississippi and Ohio rivers, as well as along countless other lakes and streams. The cultural and historical relationship between this region and its lakes, rivers, and streams is deeply woven into the fabric of Americana. Native Americans and French voyageurs used the waters as highways. Lumbermen drove logs on the rivers and used those same streams to power their mills. Keel boats and barges are part of the past and present of the Ohio and Mississippi and huge freighters continue to traverse the Great Lakes today.

The lakes and rivers have been important for other reasons as well. People have camped along these bodies of water for millennia and they continue to be used as such today. Likewise, these waters have fed people for millennia and they continue to be a source of subsistence, with the inland shore fishery on the Great Lakes and wild rice being prime examples. In this presentation, I will delve into later prehistory and explore the relationship between people and their physical environment, using an example derived from Late Woodland (AD 700 to 1600) settlement and subsistence patterns from the Upper Peninsula of Michigan. The dominant model for this region derives from a relatively small number of coastal Great Lakes archaeological sites and is linked to the development of the inland shore fishery and especially to the advent of deep water fall fishing.

Recent research examines data from both coastal and interior archaeological sites resulting in a more complete picture of Late Woodland settlement

dynamics. The results show that Late Woodland peoples exploited certain site settings and habitats more extensively than others. Some site settings appear to change over time, and others exhibit characteristics of culturally modified landscapes. While it can be assumed that the distribution of Late Woodland sites reflects the location of resources used by Late Woodland peoples, their distribution is not entirely random and suggests that other cultural factors played a role in the selection of site locations.

Bio

Before his career with the Forest Service, Sean Dunham worked as a cultural resources consultant on many projects in the Eastern Region National Forests. His current research interests focus on the relationship between people, their culture, and their environment.

[Presentation Video & Transcript](#)

[Paper](#)

Constructing Shell Landscapes in Southwest Florida

Margo Schwadron
Southeast Archeological Center
National Park Service

Abstract

This case study details a new and important example of prehistoric hunter-fisher-gatherers from the Ten Thousand Islands region of the Everglades, Florida. As the largest subtropical wilderness in the US, the Everglades are an unparalleled landscape that provides important habitats for numerous rare and endangered species. The Everglades are an international treasure, recognized as a World Heritage Site (environmentally), an International Biosphere Reserve, and a Wetland of International Importance. While the natural and environmental significance of the Everglades has long been recognized, the human history of the Everglades is much less understood. This study fills an important gap in understanding the role of humans within this rich ecosystem and stands as an excellent example of a prehistoric maritime cultural landscape.

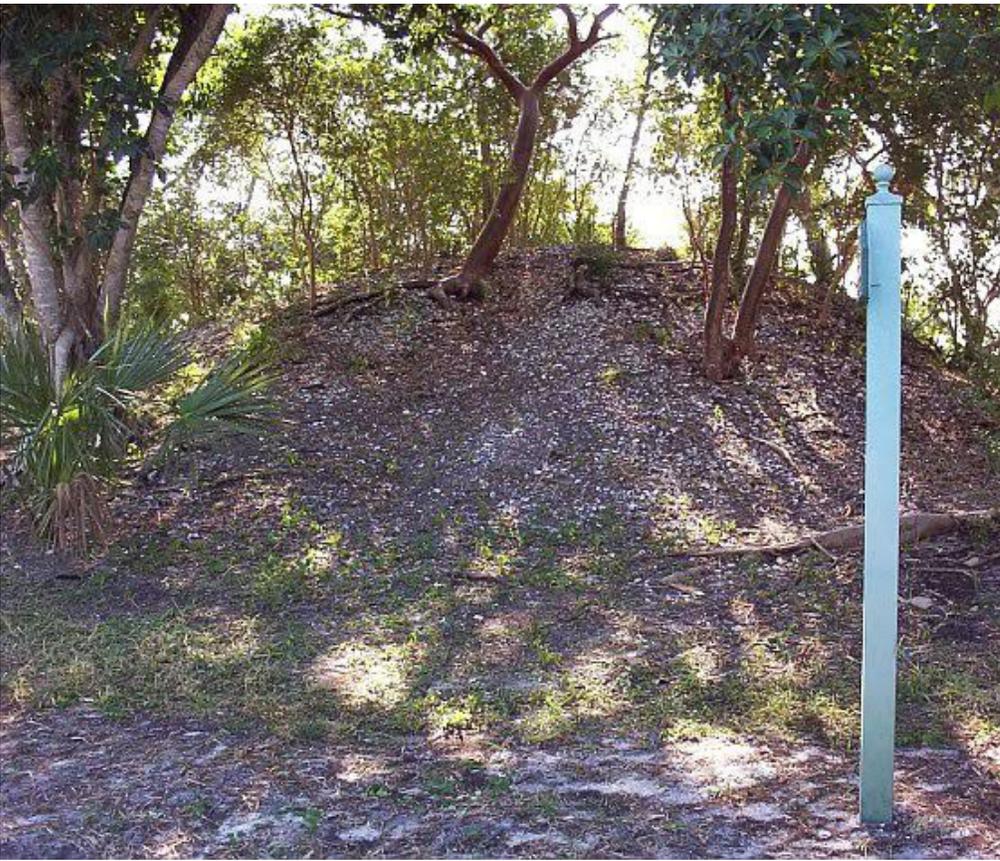
The Ten Thousand Islands (TTI) region of southwest Florida contains extensive prehistoric shell middens and mounds called “shell works.” Though shell work sites comprise some of the largest and most complicated prehistoric shell constructions in the world, prior to this study, none had been thoroughly examined in their spatial, temporal and functional contexts, and shell work sites were not recognized as socially constructed landscapes that reflect a unique maritime hunter-gatherer adaptation and tradition of shell construction. Shell works suggest planned landscapes and terra-forming to define public, domestic, sacred, and ceremonial spaces, which suggest that organized labor, community planning, and the ideological constructs of monumentality and ceremonialism physically shaped these complex maritime cultural landscapes. Nomination of these sites as a maritime cultural landscape and as National Historic Landmarks would fill an important gap in documenting and understanding the important histories of prehistoric maritime peoples of the world.

Bio

Margo Schwadron is an Archeologist with the National Park Service Southeast Archeological Center, and the Regional Native American Graves Protection and Repatriation Act (NAGPRA) Coordinator/Division Chief for NAGPRA and Applied Science. Her research takes a landscape approach to archeology, integrating paleo-environmental and paleo-climate research, and applying science to document and protect vulnerable sites from climate change impacts. Recent work includes National Geographic funded investigations of prehistoric shell works islands and numerous publications on shell middens, mounds and tree islands in Florida. Her doctoral research focused on the shell work landscapes of the Ten Thousand Islands, Florida, for which she hopes to complete a nomination for National Historic Landmark designation.

[Presentation Video & Transcript](#)

[Paper](#)



Horr's Island, Florida. Horr's Island is the oldest known coastal village/ceremonial center in the U.S. The site consists of a circular ceremonial village and shell burial mounds dated between 4,500 and 5,000 years old. The top image shows a shell mound that covers a smaller sand burial mound. The bottom image shows layered shell deposits that form a ring of shell surrounding a ceremonial plaza. Photo by Michael Russo.

Native American, Alaskan, and Hawaiian Landscapes

Introduction

Valerie J. Grussing

Cultural Resources Coordinator and NOS Tribal Liaison
National Marine Protected Areas Center, NOAA

This session illustrates the importance of incorporating multiple voices and perspectives into landscape-level analysis and management. Presentations feature indigenous MCLs in Alaska, Hawai'i, New England, Oregon, and Wisconsin. Unlike so much research and work conducted in past decades by outsiders on indigenous communities and places, the projects presented here are grounded in self-determination, and have been designed and implemented by native peoples, sometimes in collaboration with external partners. As places and resources are able to be better documented and preserved in this way, the benefits are mutual—to the resources, the communities, as well as to land and water management agencies and potential project applicants who frequently want to “do the right thing,” and may need some help figuring out what that is.

Several key themes emerge in this session, which highlight the role of the shoreline as bridge rather than boundary, to borrow Ben Ford's concept. We see the importance of native peoples' involvement in preserving their own heritage, and associated positive outcomes for the landscape and resources, as well as to the people and communities. We also see the interrelationships of cultural and natural resources, rather than the artificial divide that has emerged through non-native management and policy. And through both of these phenomena—self-determined research and cultural/natural integration—we see increased empowerment of native voices and perspectives on the landscape, both in preservation of the past and management for the future.

Sitka Indian Village: Maritime Cultural Landscape vs. Historic District

Jessica Perkins

Former Sitka Tribal Attorney
Sitka National Historical Park
National Park Service

Abstract

When the Sitka Indian Village (Village) is analyzed under existing National Register criteria, it represents an historic district scattered with non-contributing elements. The Village is a single-function district characterized by a particular architectural classification: small single-family dwellings and larger traditional Tlingit clan houses, all located on small lots, ocean facing and of similar design. The Village is associated with a single era of time: 1885 to 1957 when Tlingit craftsman trained at the local Sheldon Jackson Industrial School were forced to rebuild their homes by the American government. The Village represents six areas of significance, including architecture, community planning and development, exploration, ethnic heritage, social history, and archeology. The Village exudes a distinctive feel of an historic district notable for the specialized design of the late nineteenth century houses associated with the post-contact way of life of the Tlingit after Russians and Americans began cohabitating Sitka. Despite the more contemporary construction, the entire Village continues to create a feeling of association.

From a tribal perspective, the concept of a cultural landscape brings forth a potential to recognize the importance of history, but with an eye towards understanding that oppression has stripped Tribes of some of the tools of preservation over time. If you look at the Village as a maritime cultural landscape—without the constraints of a true historic district, its significance becomes much more illuminating. The Village is significant in its own right—as a physical iteration of the Tlingit story of survival through the forced implementation of segregation by the Russians and the assimilation by the Americans from 1830 through modern day. It contains historical elements of Tlingit, Russian and American cultures

which are significant. The Village also contributes to the larger cultural landscape which tells the story of Tlingit survival in Sitka; the Village was the location the Tlingit returned to after their second battle with the Russians. The maritime cultural landscape of Sitka could be viewed very broadly, bringing together elements of Tlingit culture throughout the community and nearby islands.

Bio

Jessica Perkins grew up in rural Rhode Island and obtained her BA in sociology with honors from the University of New Hampshire. Jess received her juris doctorate with a certificate in natural resources and environmental law with a specific focus on American Indian Law from Lewis and Clark Law School. After law school, Jess worked eleven years at the Sitka Tribe of Alaska, serving as realty officer, resources protection director, and tribal attorney. During this time, Jess spent many hours researching and pursuing Tlingit land claims throughout the Sitka area. She also married the son of a Tlingit clan leader and became a member of the Kik.sádi clan. After a short stint away from Sitka, Jess recently returned to work at Sitka National Historical Park—which was created to commemorate two important pieces of Sitka's history—the 1804 Tlingit-Russian battleground and the 1843 Russian Bishop's House.

[Presentation Video & Transcript](#)

[Paper](#)

Hawaiian Maritime Cultural Landscapes: Integrating Knowledge Systems, Protecting Heritage Areas

Trisha Kehaulani Watson
Honua Consulting

Abstract

Hawaiian cultural landscapes support the emerging identification of maritime cultural landscapes and their related historic sites and districts across the United States due to the intrinsically holistic nature of Hawaiian environmental epistemology, which was inclusive of the land, sea, and sky. The Hawaiian case study offers an indigenous perspective on the maritime cultural landscape concept that approaches the investigation, evaluation, and management of terrestrial and submerged cultural resources as part of the large contiguous landscape. While obviously a large-landscape approach is challenging when identifying, evaluating, and nominating sites to the National Register, the purpose of the approach is not necessarily exclusive to evaluating sites for the Register. Rather, understanding indigenous approaches to landscapes and how individual natural, tangible, and intangible heritage resources fit within this paradigm can inform best management practices (BMPs) in engaging native and local communities in Hawai'i and the Pacific. Improving engagement and relationships reduces conflict, improves compliance with applicable statutes and regulations, and enriches end products, the results of which are better preserved heritage sites and resources via community supported processes.

Bio

Trisha Kehaulani Watson, JD, PhD, is a member of the U.S. Marine Protected Area Federal Advisory Commission. She is affiliate faculty at Hawai'i Pacific University's College of Natural and Computational Sciences. She is the owner of Honua Consulting, a firm that specializes in environmental and cultural resource management. Trisha has worked on a wide range of projects and issues across the U.S. and Pacific. In 2014, she was named the 40 Under 40 Young Community Leader of the Year by the *Pacific Business News*. In 2016, the Hawai'i Historic Foundation awarded her two separate preservation commendations: one for her work in historic preservation education with youth and one for her work in the restoration of traditional Hawaiian fishponds across Hawai'i.

[Presentation Video & Transcript](#)

[Paper](#)

Ceremonial Stone Landscapes of New England and Developing Best Practices to Assess Submerged Paleocultural Landscapes

Doug Harris, Narragansett Tribe, & **Doug Jones**, Bureau of Ocean Energy Management

Abstract

Ceremonial Stone Landscapes Mapping

“In putting these places in front of the public and government for judgment, do not rely on Tribal oral history and lore alone, that, they always find a way to ridicule and devalue. Instead, allow the landscape to speak for itself and allow the oral history and lore to stand as its witness.”—Elder Hereditary Medicine Man, Lloyd “Running Wolf” Wilcox

Submerged Paleocultural Landscapes

“More than 15,000 years ago, the ancient villages of the Narragansett were out where the ocean is now. The waters began to rise overnight and those ancestors had to abandon their dwellings.” —Elder Medicine Woman Ella Sekatau

Developing Best Practices to Assess Submerged Paleocultural Landscapes

BOEM is working directly with geologists, archaeologists, and Tribes to collaboratively improve models for identifying sites with archaeological preservation potential on the Outer Continental Shelf (OCS). The project’s goals are to establish protocols for scientists and Tribes to work together and to share information that will assist in identifying and evaluating submerged paleocultural landscapes and any sites they may contain. This presentation introduces the study’s design and briefly discusses preliminary results from the first three years of fieldwork.

Bios

Doug Harris

Doug Harris is a veteran of more than twenty years of training and service to the cultural resource mission of the Narragansett Indian Tribal Historic Preservation Office. He is a Deputy Tribal Historic

Preservation Officer with a Tribal specialization as Preservationist for Ceremonial Landscapes.

In the BOEM-sponsored partnership between the University of Rhode Island Graduate School of Oceanography and the Narragansett Indian Tribal Historic Preservation Office, Harris serves with Principal Investigator, Dr. John King and David Robinson, Co-Principal Investigator, in a five-year research project to establish protocols for determining the presence/absence of ancient Tribal cultural resources in submerged Paleo-cultural landscape environments off the coast of Rhode Island on the Atlantic Continental Shelf.

Doug Jones

Doug Jones is the Senior Marine Archaeologist for BOEM’s Gulf of Mexico Region. Jones has been with BOEM for five years and has worked as a professional marine archaeologist for fourteen years, with a research focus on mid-nineteenth to mid-twentieth century shipwrecks and general Gulf of Mexico maritime history. Mr. Jones received his MA from East Carolina University’s Maritime Studies Program in 2007. His current responsibilities with BOEM include Section 106 reviews of BOEM-permitted oil and gas development and marine mineral extraction activities; oversight of archaeology studies funded through the agency’s Environmental Studies Program; scientific diving projects in association with BOEM studies and interagency partnerships; and regional tribal consultation liaison.

[Presentation Video & Transcript](#)

The Grand Ronde: Linking Tribal Cultural Landscapes and MCLs

Briece Edwards

Confederated Tribes of Grand Ronde

Abstract

Understanding locations and types of significant cultural resources is essential to their preservation and consideration during ocean and coastal planning processes. The goal of this project has been to develop a proactive approach for working with Native American communities to identify areas of tribal significance, while respecting cultural practices and understanding. Information from this effort can facilitate decision-making and insure the consideration of cultural practices, places, and their associated interconnections, giving tribal communities a stronger voice during planning.

Using a holistic cultural landscape approach, integrating science with historical, archaeological, and traditional knowledge, this paper develops a mechanism for identifying and discussing aspects of the Tribe's cultural landscape. This effort is intended to provide transferable, transparent, and cost-effective methods for tribes to document places and resources, past and present, significant to their communities to outside agencies, thus enhancing both parties' capacities for meaningful consultation.

Bio

Briece Edwards is archaeologist for the Confederated Tribes of Grand Ronde Community of Oregon, based in the Tribal Historic Preservation Office. He coordinates cultural resource actions on Tribal Lands as well as develops and maintains the Tribe's Site Inventory. As an archaeologist, he is dedicated to developing partnerships with agencies and organizations for the protection of cultural resources throughout the Tribe's ceded lands. He serves as the Tribe's Cultural Resources compliance review contact for multiple state and federal agencies, as well as coordinating interns and special projects within the THPO/Cultural Resources Protection Program. He has also been responsible for the development of the Program's GIS system to record, track, and monitor cultural resources of importance to the Tribe, as well as the Traditional Cultural Landscape Project. Briece has a BA in Anthropology from the University of Maryland, MA from North Carolina State University, and MPhil from the University of Bradford.

[Presentation Video & Transcript](#)

Bad River Water and Culture Maps Project: Countermapping with Bad River Ojibwe

Jessie Conaway
University of Wisconsin

Abstract

Can ethics be mapped? Our environmental ethics are to a large degree determined by our values, not by facts about the environment and its degradation. Stories about water and watersheds reflect personal and cultural values. The Bad River Water & Culture Maps Project (<http://badrivermaps.nelson.wisc.edu/>) maps stories in multiple media. Three of the maps feature Bad River Ojibwe perspectives; the floor map is an open public platform. The Project holds water features and indigenous voices front and center. We represent water vibrantly. Storymapping honors Ojibwe traditions of the educational and cultural values of storytelling. Participatory mapping assures that many voices are represented.

Mashkii Ziibi, “wetland medicine” river, is the Ojibwemowin (Ojibwe language) name of the Bad River in northern Wisconsin. The Bad River watershed is water and wetland-rich, with incredible biodiversity. The Bad River Ojibwe Indian Reservation is located in the lower part of the watershed. Tribal members and other residents of the watershed use these maps to address concerns about threats to waterways, wetlands, and their communities, fostering a community cultural and environmental ethic.

The Bad River Water & Culture Maps are the copyright of the Bad River Band of Lake Superior Chippewa (Ojibwe) and Jessie Conaway of the UW - Madison Nelson Institute.

Bio

Jessie Conaway holds a master’s degree in experiential education from Minnesota State University and a doctorate in Environment and Resources from the Nelson Institute of UW-Madison. Her PhD minor is in Cartography and GIS. She is an avid paddler and incorporates her role as an American Canoe Association kayak instructor trainer into outreach and research. Jessie works on collaborative youth education and environmental stewardship with the Native Nations of Wisconsin. Current projects include: water conservation; cultural mapping; environmental education and natural resource career pathways for tribal youth; and climate change adaptation. She lives in Madison, Wisconsin.

[Presentation Video & Transcript](#)

7

Management and Protection of MCLs

Introduction

Barbara Wyatt

National Register of Historic Places/National Historic Landmarks Program
National Park Service

The session on the management and protection of maritime cultural landscapes provided an opportunity for two federal agencies—the National Park Service and the National Oceanic and Atmospheric Administration—to explain how these essential activities are undertaken in MCLs within their jurisdictions. In her talk on Coastal Battlefields, Kristen McMasters, an archeologist with the NPS American Battlefield Protection Program, provided an overview of the ABPP, with emphasis on the special issues raised by underwater battlefields and submerged battle resources. Anna Gibson Holloway, maritime historian with the NPS Maritime Heritage Program, demonstrated the educational opportunities available when historic tragedies are interpreted for the public. In her talk, “USS *Huron*: From National Tragedy to National Register,” she discussed the 1877 storm off Nags Head, North Carolina, that resulted in the sinking of the USS *Huron*, en route to Cuba, and the changing landscape around the sunken ship.

Most of the papers in this session revolve around maritime landscapes and military history, but Susan Dolan extends our consideration to the realities of management of these sites—and other cultural landscapes—in the wake of the impacts of climate change.

Brad Barr, a Senior Policy Advisor in NOAA’s National Marine Sanctuaries, Maritime Heritage Program, revealed a story of Civil War intrigue and destruction in his talk about the Confederate Sea Raider the CSS *Shenandoah*. His topic raised several provocative questions, including, what are the associated cultural landscapes, given the *Shenandoah*’s circumnavigation via the western Arctic? To conclude the session, Joe Hoyt, a maritime archeologist with NOAA’s National Marine Sanctuaries, focused on sites associated with World War II and the Battle of the Atlantic. He described research, conservation, and interpretation efforts being taken at the Monitor National Marine Sanctuary, which safeguards one of the few WWII battle sites near American soil.

An Introduction to the American Battlefield Protection Program

Kristen McMasters
American Battlefield Protection Program
National Park Service

Abstract

Since the early 1991 battle over Manassas, Congress has acknowledged the Federal government's leading role in battlefield preservation. The American Battlefield Protection Program (ABPP) was created through the National Park Service to assist local communities in saving their battlefields as cultural landscapes. A primary program emphasis is that of technical assistance to nonprofit organizations like state, municipal and tribal governments, as well as site specific support groups. The ABPP funds battleground research that leads to site preservation, interpretation and registration on the National Register of Historic Places. The program is celebrating twenty-five years of preservation planning with a glimpse back at highly successful partnerships with communities in protecting underwater battlefields.

Projects presented will include new ways of viewing the historical documentation, new field techniques, and innovative ways of using Key Terrain Observation and Fields of Fire, Cover and Concealment, Obstacles, Avenues of Approach (KOCO) military terrain analysis. A brief introduction of the terrain approach will be presented, along with the NPS submerged battlefield survey manual. Regional perspectives of ABPP projects will be offered on underwater battlefield archeology. Work will be highlighted with communities struggling with preserving and protecting their battlefield resources. Varied work examined will include archeology conducted at WWII sites in Saipan, investigations supported at Valcour Bay, New York, and historical research for resources at Newport, Rhode Island, from the French fleet in 1778. Some discussion of grant opportunities will be presented for underwater preservation projects.

Bio

Kristen McMasters is the Grant Manager and Archeologist for the American Battlefield Protection Program of the National Park Service, Washington Office. She has worked for the National Park Service for over twenty years. Her background includes service as Park Archeologist for Gettysburg National Military Park and Project Archeologist for the Eastern Team of the Denver Service Center, National Park Service. She holds a BA from the University of Michigan in Anthropology and an MA, also in Anthropology, from the University of South Carolina.

[Presentation Video & Transcript](#)

USS *Huron*: From National Tragedy to National Register

Anna Gibson Holloway
Maritime Heritage Program
National Park Service

Abstract

The maritime cultural landscape created by the disaster of the iron-hulled gunboat USS *Huron* in November 1877 is one that is both physical and cognitive; one that spans from shore to ship to sea over the course of 138 years. Though the dense built environment of the modern beach resort town of Nags Head, North Carolina, has vastly changed the view held since that time, some elements still remain. The vessel itself, though partially salvaged, tells a multi-faceted story of her service, her wreck, and her new life as a home to sea creatures and a host to visitors on land and underwater. Nominated to the National Register of Historic Places in 1991, that same year the *Huron* became North Carolina's first Historic Shipwreck Preserve.

Though built in 1875, our story begins on November 23, 1877, as the vessel, her sixteen officers and 118 crew left Hampton Roads, Virginia, bound for Cuba on a survey mission. However, shortly after 1 a.m. on 24 November 1877, the *Huron* ran ashore off Nags Head in a gale. Just 200 yards from the shore, she was well within the range of the Lyle guns typically used by the US Life Saving Service, which had a presence both up and down the shore from where the ship lay. But there was no response from the US Life-Saving Service (USLSS)—the station was not scheduled to open until December 1, just six days later. Lack of budget and concerted government support meant that the stations were only open between December and April. Fishermen and their families stood helpless on shore as they watched the tragedy unfold and gave aid to those who did make it to shore.

The ensuing inquiry into this tragedy—and national embarrassment caused by this and the subsequent sinking of the steamer *Metropolis* near Corolla just two months later—ultimately resulted in better

funding and longer operating seasons for USLSS stations. Not considered a hazard to navigation, the *Huron* lays just offshore as the land, the sea, and the world has changed around her.

Bio

Anna Gibson Holloway is the Maritime Historian for the Maritime Heritage Program of the National Park Service in Washington, DC. In that role she acts as an advocate for and provides expertise relating to NPS maritime history in all of its forms. She also serves as the NPS coordinator of Lighthouse conveyance via the National Historic Lighthouse Preservation Act Program, and assists in the administration of the National Maritime Heritage Grant Program. Prior to joining NPS, she served as Vice President of Museum Collections and Programs at The Mariners' Museum in Newport News, Virginia, where she oversaw the Curatorial, Collections Management, Education, Conservation, Photography & Licensing, Exhibition Design, Web and social media presence, and the USS *Monitor* Center functions of the institution. As Curator of the award-winning USS *Monitor* Center, she became known as one of the leading experts on the Union ironclad, and has lectured internationally, published several articles in national magazines and journals, and has a monograph forthcoming from Kent State University Press. This Winston-Salem native graduated from The University of North Carolina at Greensboro with baccalaureate degrees in English Literature and Medieval Civilization. She received her Master's degree in Tudor/Stuart History and her PhD in American History from the College of William and Mary. (Dr. Holloway now works for SEARCH, Inc., as the Museum Service Director.)

[Presentation Video & Transcript](#)

[Paper](#)

NPS Response to Climate Change and Cultural Resource Preservation

Susan Dolan
Park Cultural Landscapes Program
National Park Service

Abstract

The National Park Service formally recognized the need to incorporate the concept of climate change in the management of parks in 2002, with the creation of the Climate Friendly Parks Program in collaboration with the Environmental Protection Agency. The partnership provided tools and training for managers to understand and reduce carbon emissions generated through park operations.

The NPS-wide Climate Change Response Program, established in 2007, has worked to provide a response strategy for the national parks, along with a framework for scenario planning and vulnerability assessments. The four-pillar NPS Climate Change Response Strategy involves science, adaptation, mitigation, and communication. The strategy involves conducting scientific research to support adaptation, mitigation and communication; implementing mitigation by reducing the carbon footprint of the NPS; developing the adaptive capacity to protect natural and cultural resources within a changing climate; and providing effective communication about climate change impacts to the public.

The NPS Director issued a Climate Change and Stewardship of Cultural Resources policy memorandum in 2014, underscoring the need for the NPS to collaborate with external partners with their response efforts to protect cultural resources:

The NPS leads the Nation in the care and management of our country's cultural resources through the national park system and our programs...Our leadership role in cultural resources now requires engaging our framework of NPS partners to set priorities, share techniques for protecting significant resources, and to help guide our collective actions with respect to climate change.

This presentation will provide a brief overview of the policy and guidance framework the NPS is using to respond to climate change and protect cultural resources. It will also illustrate some of the tools we are using to evaluate impacts associated with climate change phenomena on cultural landscapes. Coastal cultural landscapes with vulnerabilities will be highlighted, along with examples of research, adaptation, mitigation, and communication.

Bio

Susan Dolan is a Historical Landscape Architect and Manager of the National Park Service, Park Cultural Landscapes Program. Her responsibilities include developing, implementing, and overseeing a service-wide landscape preservation program that includes research, planning, stewardship, education, and technology development. She previously served as the Historical Landscape Architect for Mount Rainier National Park. She has undergraduate and graduate degrees in Landscape Architecture from the University of Oregon and an undergraduate degree in Horticulture from Reading University in England. Susan has worked with cultural landscapes for the NPS for 18 years.

[Presentation Video & Transcript](#)

Civil War: The CSS *Shenandoah* and Whaling Heritage in the Western Arctic

Brad Barr

Office of National Marine Sanctuaries, Maritime Heritage Program
National Oceanic and Atmospheric Administration

Abstract

During the US Civil War, the Confederacy launched a campaign on the high seas to undermine the economy of the North through seizing and destroying Yankee merchant vessels. A number of “Sea Raiders” were fitted out, fast and capable ships that were sent to sea to accomplish this important mission. The last of these ships, the *Shenandoah*, was purchased surreptitiously by agents of the Confederacy in England, secretly armed, provisioned, and manned with Confederate officers in the Madeiras, and set off on a voyage that would take it around the globe, leaving devastation in its wake. Heading south and east on the first leg of its circumnavigation, the *Shenandoah* seized and destroyed, or bonded and released, many prizes, but is perhaps most notable for its actions in the whaling grounds of the Western Arctic. It was late May of 1865 when the *Shenandoah* reached the Sea of Okhotsk, and while the South had already surrendered at Appomattox, the captain, James Waddell, was unwilling to believe the war was over, having received no official reports in this remote corner of the world. Seizing the opportunity to fulfill his mission, Waddell sailed into the whaling fleet there, and over seven days in June, captured twenty-four whaling ships. The *Shenandoah*, having struck the intended blow, and finally accepting the war was over, hastily completed its circumnavigation around Cape Horn, evading the Union warships, and surrendered in England, where her fateful journey began. It has been argued that the *Shenandoah* exploits contributed significantly to the demise of the American whaling industry, when taken in context with other major losses to the whaling fleet in the Western Arctic in 1871, 1876, and 1898, making it not only a potentially important part of the global whaling heritage landscape, but also an element of the maritime cultural landscape of the Civil War.

The maritime cultural landscapes incorporating the story of the *Shenandoah* might also be considered geographically, from a global landscape encompassing the entire circumnavigation, to the discrete parts of the story located in the cultural landscapes of places like the Western Arctic.

Bio

Brad Barr received a BS from the University of Maine, an MS from the University of Massachusetts, and PhD from the University of Alaska. He is currently a Senior Policy Advisor in the NOAA Office of National Marine Sanctuaries’ Maritime Heritage Program, Affiliate Professor at the School of Marine Sciences and Ocean Engineering at the University of New Hampshire, and a Visiting Professor at the University Center of the Westfjords in Iceland and the World Maritime University in Malmö, Sweden. He is a member of the International Union for Conservation of Nature (IUCN) World Commission on Protected Areas, and the International Committee on Marine Mammal Protected Areas/IUCN Marine Mammal Protected Areas Task Force. He has served on the Boards of Directors of the George Wright Society in the US, the Science and Management of Protected Areas Association (SAMPAA) in Canada, and currently on the Board of Directors of the Coastal Zone Canada Association (CZCA). He also serves on the Editorial Board of the World Maritime University *Journal of Maritime Affairs*. He has published extensively on marine protected areas science and management, the identification and management of ocean wilderness, and whaling heritage.

[Presentation Video & Transcript](#)

[Paper](#)

Joe Hoyt

Office of National Marine Sanctuaries
National Oceanic and Atmospheric Administration

Abstract

The Monitor National Marine Sanctuary, the longest established site in the National Marine Sanctuary System, is currently evaluating the potential for expanding this protected status to other underwater cultural heritage resources in the “Graveyard of the Atlantic,” where thousands of ships were lost over the span of history. One particular event was the “Battle of the Atlantic” during the early years of WWII, a protracted campaign involving German U-boats targeting ships carrying oil to supply the war effort in the North Atlantic and Europe. The Germans identified the waters off North Carolina as a favorable place for their U-boats to operate, given the relatively deep water near the shipping lanes that could serve as a place to hide awaiting passing targets. While the “Battle of the Atlantic” campaign is not well known to the public, it represents a significant landscape in the maritime history of the United States. Based on extensive research of historical documents surrounding the campaign, spatially modeling of the battlefield based on that research, and mapping surveys that were conducted in a multiple-year series of expeditions to the site, this important cultural landscape has been defined and described. The maritime landscape analysis is focused on both the entire area off the Outer Banks in North Carolina where the campaign was conducted and on one particular convoy operation that represents a significant event in the battlefield area. While this research has not only led to the discovery of a number of the targeted ships and the U-boats that caused the loss of these vessels, it has also helped to illuminate the battlefield landscape and its critical elements, which can be used to help inform and guide the alternatives for potential expansion of the existing Sanctuary.

(Summary of talk prepared by Brad Barr, ONMS Maritime Heritage Program).

Bio

Joe Hoyt is a maritime archaeologist with NOAA’s Office of National Marine Sanctuaries. He specializes in archaeological recording of deep water shipwrecks. He has worked on several NOAA projects in the Thunder Bay, Florida Keys, and Monitor National Marine Sanctuaries since 2001. In 2004, he was awarded the North American Rolex Scholarship through the Our World Underwater Scholarship Society. He has worked on underwater archaeology projects in the Great Lakes, Atlantic and Pacific Oceans, and several inland rivers. Joe is also an avid underwater photographer and technical diver and has crewed documentary expeditions on BBC’s Planet Earth and PBS. For the last 6 years, Hoyt has been the PI on a multifaceted wide area investigation of WWII era shipwrecks lost off the coast of North Carolina. Hoyt holds an MA in Maritime History and Nautical Archaeology from East Carolina University.

[Presentation Video & Transcript](#)

[Paper](#)

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Legal Considerations: Maritime Cultural Landscapes

Introduction

Barbara Wyatt

National Register of Historic Places/National Historic Landmarks Program
National Park Service

Collectively, the participants in the panel discussion have a wealth of knowledge in matters of law that affect maritime cultural landscapes. With experience ranging from tribal law to international law to environmental law, the panel was equipped to raise some of the prevailing questions about MCLs and their integration with the National Register. The discussion encompassed the meaning of “maritime cultural landscapes,” integrity considerations, the application of federal laws and regulations, and the adequacy of current NPS guidance. The panel did not attempt to put closure on topics, but raised further questions for consideration as MCLs become better recognized by preservation programs.

Moderator

James Delgado, NOAA

Participants

Caroline Blanco, Assistant General Counsel for the Environment, National Science Foundation

Chip Brown, Senior Compliance Officer – Lead, Wisconsin SHPO

J. Paul Loether, Chief, National Register and National Historic Landmarks Program, NPS

Jessica Perkins, Former Tribal Attorney, Sitka Tribe of Alaska

David Thulman, George Washington University

Ole Varmer, Office of General Counsel, International Section, NOAA

Panel Discussion

David Thulman

George Washington University

The purpose of the legal roundtable was to address some important questions. First, are maritime cultural landscapes (MCLs) legal under existing statutory and regulatory authority? Second, if so, what potential problems or obstacles could arise? The legality question was quickly dispatched; the consensus was a clear thumbs-up for the adequacy of existing authority. “Just do it” was a common refrain, meaning that if an MCL met all the existing legal criteria for a cultural landscape, nothing about it being adjacent to water or underwater prevents an MCL from being considered or accepted for listing in the National Register of Historic Places (NRHP). What followed was a freewheeling discussion that touched on a number of issues but no clear resolutions. The ideas tossed about identified the potential power of MCLs to better frame research and conceptions of the connectedness of cultural resources, but also troublesome management problems and questions about the utility of MCLs.

This paper is divided into sections that describe some of the major issues raised and briefly summarize positions expressed by panel members and the audience. Most of the issues raised cut across at least one of these boundaries, and some are not limited to MCLs. Some questions raised in the session deserving further consideration are listed at the end of this summary.

The Legal Authority for MCLs

The consensus among all participants was that MCLs are simply a subset of cultural landscapes and they can be nominated as National Historic Landmarks or as National Register sites or districts on any level, as long as they meet the criteria. Unlike other statutes that distinguish submerged lands, as far as the NRHP is concerned, land is land, regardless of whether it is wet or dry or both. Thus, owners and land managers should “just do it,” and move forward with MCLs using the criteria

for nominating and evaluating cultural landscapes where appropriate.

MCLs Need Boundaries

The discussion made clear that MCL is not a precisely defined concept anywhere in the many NRHP bulletins, even those focused on landscapes and marine resources; outside the NRHP guidance, MCL may have as many definitions as people defining it. However, within the NRHP, it is rarely specifically addressed. Some saw that as a problem, whereas others saw the generality as facilitating an expansive view that could encompass landscapes not yet imagined. This may suggest that the NRHP guidance, including the relationship of the landscape to water, is poorly defined in terms that might distinguish an MCL. With these kinds of non-formalized boundaries for an MCL, it seemed to the panel that nearly any kind of connection to water could be enough to define a maritime landscape. Thus, unsurprisingly, water as economic lifeblood, as transportation corridor, as boundary to land-based habitats dependent on maritime activities all constitute sufficient nexus between culture and sea, lake or river to constitute a maritime cultural landscape. Interestingly, the panelists seemed unconcerned whether a current water-based landscape had little or no connection to the sea or other water body during its historically significant use. Therefore, a prehistory terrestrially oriented cultural landscape that is now submerged due to sea level rise or reservoir flooding thousands of years after occupation could be an MCL.

By definition, landscapes include lands, some of which may be unaffected by human activity. As such, the panel thought that MCLs must incorporate the non-human environment as well as modifications such as docks, bridges, and the like; it is the spatial organization of land use and activities and human responses to the environment that distinguish

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cultural landscapes from other types of properties. However, an audience member asked whether a geographic area considered an MCL should integrate all cultures that used it, or should each culture be considered a separate MCL? The discussion seemed to arise, in part, from what some perceived as the privileged place that shipwrecks have in submerged situations, when, in contrast, precontact cultural use of the same or nearby ocean-bottom landscapes are more rarely given attention in NRHP nominations. In addition, several participants noted that native and non-native groups might see, and thus conceive of, very different landscapes while looking at the same geographic area. Should their views also be considered in a nomination? Although not discussed at the time, looking back, we might now suggest that drowned prehistory landscapes have historically gotten short shrift in terms of NRHP nominations, in part, because they are much more difficult to investigate than many shipwrecks. And too, as this conference demonstrates, many agencies are attempting to fix that deficiency and are including native and other cultural views into their surveys beneath and near the shore.

As originally conceived by Christer Westerdahl, MCLs can extend vast distances, especially when including water transportation corridors. The panel discussed the issue particular to agencies such as BOEM, NOAA, and the states who owned most of the nearby offshore water bottom and water column rights. When multiple agencies control only part of the maritime cultural landscape, it may prove difficult to get consensus on nominating an entire MCL to the NRHP. Given the potentially enormous geographic areas of MCLs, they may include some arbitrary boundaries by necessity.

Several issues concerning boundaries not raised during the session deserve highlighting and further discussion. Is the water column above an MCL automatically included in the designation? What happens to mobile cultural objects in an MCL that are moved by storms outside the MCL

boundary? Such a circumstance can pertain to moveable objects such as ships, airplanes, and trains listed in the National Register. What is the situation when such moves are not anticipated? Is the property automatically delisted, as suggested by the regulations if permission is not granted in advance of a move? What would happen if the object moves onto a parcel owned or managed by a different entity who objects to the nomination of an MCL?

MCLs as Frameworks for Conceptualizing Cultural Landscapes

Near universal agreement was expressed on the value of MCLs as conceptual frames for understanding and researching cultural landscapes. This seemed especially so when water tied the cultural use or conceptualization of the landscape together. Hawaiian MCLs with linear geographic areas that start with water sources in the mountains and end at the ocean were presented as good representative examples. By following the flow of water from the mountains to the sea and the native Hawaiians' concerted efforts to alter and manage the waterscape for advanced farming and fishing efforts, the entire island can be seen as a vast and intricate cultural landscape linked to both fresh and marine water environments.

Like the different ways to conceptualize the same geographic area mentioned above, some discussants were concerned that conflict could arise between cultural and natural resource managers of the same area due to their different definitions of preservation. Cultural preservation means retaining some measure of integrity of the cultural asset. On land, preservation typically means controlling termites, cutting grass, and repainting the structure to stem natural degradation with a goal of permanence, although several managers accepted the ultimate futility of their efforts. In contrast, submerged cultural objects are often substrate for aquatic organisms, many of which are agents of destruction. Natural resource managers are inclined to preserve these organisms and manage

accordingly. The conflict is obvious, but under most, maybe all, federal and state environmental law, the natural resources take priority to the cultural.

The MCL approach to a landscape that includes culturally and historically significant resources may also help natural resource managers be more integrative under NEPA, especially if humans are considered as part of, rather than outside of, the natural environment. The view of MCLs as part of the natural ecosystem may be similar to the transition of the view of natural resources managers from a strict focus on species management to the more inclusive, integrated ecosystems management that dominate many programs today. Alternatively, it may reflect the change from strictly watercourse management to watershed management, both of which have fundamentally changed how natural resource managers view the interconnectedness of the natural world. Similarly, some panelists suggested that if cultural resources could be integrated into current management strategies already practiced for natural systems, MCLs might stand a better chance for long-term protection.

Whatever the approach to integrating MCLs into successful management practices and programs, the panel concluded that a more comprehensive MCL analysis could facilitate greater concern for consultation and connection with affected and interested parties. As we pull in more connections, more time periods, more groups, more people into the process, the complexity of the temporal and spatial interrelationships of cultural resources and their stewards grow, which improves our understanding of the MCL. Perhaps the greatest benefit of such an approach would be to compel natural resource agencies not to overlook the human element and cultural resource agencies not to diminish the importance of the environment.

Challenges in Managing MCLs

Whereas participants agreed that an MCL approach would improve research and understanding of both

natural and cultural systems, opinion was split on whether an MCL would improve management of individual cultural resources. Identifying a vast amount of land and cultural objects and sites as an integrated MCL, might just add a new layer of complexity to an already complex task for managers. Further, MCLs do not solve or simplify existing challenges in the NRHP regulations and guidance.

Many participants were concerned with what constitutes appropriate management of the cultural elements in an MCL. If a property is important enough to nominate, why should it be allowed to degrade? How actively should managers try to preserve structures or shipwrecks? The process of in situ preservation on land is well understood, but what does that mean for submerged resources? Many considered their responsibility was to prevent humans from accelerating the natural destructive processes in the underwater environment. Managed destruction, damage through neglect, and proactive neglect were terms used to describe this management approach. The notion that cultural resources might be allowed to degrade made some managers anxious, because it is so foreign to their understanding of preservation under prevailing constructs.

The problem of preservation is not just one of conflict with natural resource managers. The ocean is a dynamic system, and many, if not most, MCLs have been damaged by sea level transgression, storms, and biological agents for centuries, if not millennia, before they are nominated. What level of preservation is appropriate in that circumstance? Many wooden shipwrecks are mostly destroyed. Storms may repeatedly cover and uncover wrecks and move their location. We may have no good handle on what the precontact landscape looked like. On land, these conditions are relatively easy to address, but below water?

One audience member suggested the conflict prompt a new approach to integrated management of

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maritime cultural and natural resources. However, it is difficult to see how these views could be reconciled without fundamental changes. Another audience member suggested archaeologists might consider discarding their focus on preserving the past in favor of collecting data before sites are naturally destroyed. Thus, some cultural resources, such as Native American mounds or cemeteries, are allowed to degrade as the environment dictates. Perhaps embracing the inevitability of change and destruction would provide a fruitful paradigm for integration. No resolution was reached on this issue.

Topics for Further Consideration

These topics were culled from the session and include some that were unarticulated but I think implied.

- What is and what is not an MCL? Should the definition be precise or general?
- What limits should be placed on the size of an MCL that is potentially enormous? Should the overlying water column be included? How should mobile cultural items that could be dislocated through natural processes be addressed?
- Is MCL a useful research frame? Should it best be used when water is the connecting or most dominant thread, or is it useful whenever water is present in a cultural landscape? Should it include all cultures that used the landscape?
- Is the MCL approach better for ensuring that the unused and unmodified environment of a landscape is adequately considered in its evaluation? Does this need to consider the environment distinguish MCLs from other cultural landscape approaches?
- Are historic uses overemphasized compared to precontact uses of maritime landscapes? Is there a bias in favor of historic uses? Is this a problem that should be remedied?
- Is managed destruction a viable management approach for structures or artifacts in MCLs? When would active preservation be appropriate?
- How should management of submerged cultural and submerged natural landscapes be integrated? Will environmental regulations limit the ability of cultural resource managers to retard natural destruction of submerged resources and, if so, how should that be incorporated in a management plan?
- Would the nomination and management of MCLs benefit from specific guidance? Do MCLs present unique problems that are not easily handled by existing guidance?

Summary

Whereas little of the discussion in the legal session of the MCL symposium concerned purely legal issues, the topics raised and discussed indicate that further discussions are needed. Most of the topics listed above are a mix of law and policy and will take a while to flesh out. My discussions with audience members after the session found few who were satisfied, mainly because little guidance was provided for practical problems. For example, although clear legal authority exists to nominate MCLs, practical issues abound concerning boundaries and other details for integrating MCLs into current NRHP guidance. My sense is that MCLs, or at least those that contain submerged cultural resources, are distinct enough from terrestrial landscapes to benefit from additional guidance addressing their unique issues.

[Panel Video & Transcript](#)



Salem Maritime National Historic Site, Salem, Massachusetts. Once more than 50 wharves extended into Salem Harbor. Three remain at the NPS historic site, which interprets colonial trade. Derby Wharf, built in 1806, is a half-mile long. The shorter Hatch's Wharf and Central Wharf were built in 1819 and 1791, respectively. The historic site includes some nine acres of land along the waterfront of Salem Harbor, including historic buildings, a replica of a tall ship, and the light station, built in 1871. Photo courtesy of the National Park Service.

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MCL Symposium Conclusion

Introduction

Barbara Wyatt

National Register of Historic Places/National Historic Landmarks Program
National Park Service

Ben Ford graciously agreed to provide concluding remarks at the Maritime Cultural Landscape Symposium. During the two-day gathering of MCL scholars, managers, and cultural landscape specialists, nearly 40 papers were presented, representing an impressive diversity of site types and locations, status of research and field work, and management issues. An individual with his extensive familiarity with MCLs and their intellectual mooring was needed to provide a fundamental understanding of the collective vision suggested by presenters. His concluding remarks did not disappoint.

Dr. Ford is internationally recognized for his MCL scholarship, writing, and field work. His influential book *The Archaeology of Maritime Landscapes* (2011) is considered an essential text and field manual. In it, he draws on his considerable field work and research to integrate marine and terrestrial archeological techniques and thus merge the history, culture, and archeology of shore and water.

In his concluding remarks, Dr. Ford, in his own words, focuses on “how I see all of the excellent research and initiatives presented in the symposium dovetailing with the federal cultural resource protection process. These comments are based on the papers presented in the symposium, as filtered through my decade of attempting to apply an MCL approach on the land and on the water.” His remarks were an excellent conclusion to the symposium. They are presented in their entirety.

Concluding Remarks about the Maritime Cultural Landscape Symposium

Ben Ford

Indiana University of Pennsylvania

Introduction

I have the daunting task of offering concluding remarks after what amounts to a two-day master course in the theory and application of Maritime Cultural Landscapes. I sincerely appreciate the efforts of the organizers to bring the symposium together, it has been a stimulating experience, and I'm thrilled just to be involved. I am always in awe of the depth of thought that John Jensen and Todd Braje bring to these matters, and as a result of this symposium I've added several others to my 'must read' list. It is very exciting to see so many state, tribal, and federal agencies interested in utilizing a Maritime Cultural Landscape (MCL) approach, but I am going to attempt to tamp down my excitement about specific examples and focus my remarks on how I see all of the excellent research and initiatives presented in the symposium dovetailing with the federal cultural resource protection process. These comments are based on the papers presented in the symposium as filtered through my decade of attempting to apply an MCL approach on the land and on the water.

I came to MCL studies early in my academic career after several years in terrestrial and maritime Cultural Resource Management (CRM). MCL appealed to me because it allowed me to use the archaeological survey skills I had developed in CRM to answer anthropological questions in a wide variety of environments. I was late to the MCL game. I first read Westerdahl's 1992 article in 2005, only 13 years after it was first published, and saw that it was clearly a management approach. Since publishing that first English-language article, Westerdahl has moved on to more theoretical questions, which is also exciting as it shows that MCL is an evolving concept with room for growth and innovation. The approach he laid out in his early work—the approach that has been the foundation for

much of the discussion in this symposium—allowed me to do anthropological maritime archaeology, to combine terrestrial and maritime archaeology into a unified field of study, and explore the maritime archaeological record beyond shipwrecks. Since then I have read and thought widely about maritime cultural landscapes and integrated an MCL approach into my Great Lakes research.

What follows will be organized into a discussion of the benefits of an MCL approach, the challenges that such an approach might entail, and a few suggestions for incorporating an MCL approach into the federal management process.

Benefits

MCL supports varying perspectives. Multiple theoretical perspectives can be pursued under the MCL aegis; cultural ecology to phenomenology and Marxism to practice theory can all be explored within an MCL framework. Importantly, MCL also takes in a management perspective, allowing us to organize and manage cultural resources. It is a broad church. What we've been calling MCLs are in fact places that are important to a variety of groups with varying perspectives. The perspectives of the public, managers, and scholars can all be accommodated within an MCL approach and there is a recursive relationship between these groups. Scholarship today is grounded in the beliefs of today, in how we currently see the environment, and what we choose to study influences what becomes important to the public in the future. The relationship between the public and scholars is grounded in today and building towards the future. Furthermore, anthropological theory, as we've heard in previous papers, helps give meaning to what the public cares about. Theory allows us to frame an argument for what is important and worth preserving, it offers the motive for the story we tell about a place, it provides

9. Concluding Remarks

the context that makes our findings relevant. Theory transforms cool old stuff into places that matter for a reason.

The views of many publics as well as multiple groups of professionals can coexist in an MCL because space is what we all share. Cultures come and go, but the places they create remain. Different groups may interpret a space differently, but it is still the same location. The importance and meaning that people invest in a place is tied to that location along with everyone else's. This fact of geography binds disparate groups together and gives them a common understanding. I may see a place one way and someone else may see it differently, but we are seeing the same physical space and that is a commonality we can build on. MCLs also help engage one group that is often ignored in maritime archaeology—the landsmen. I believe that the view from the water is important. The world looks different when viewed from the water towards the shore and what is a refreshing breeze on land can make a small boat unpleasant to be in. However, the MCL approach does allow maritime heritage to stretch onto land and, when we consider sea level change, to push the water back. In this way it encourages the non-diving, non-boating, non-swimming population to participate. The result is larger populations and multiple constituencies interested in preserving a place.

MCLs also allow for linkages across multiple preservation fields—built environment, archaeology, traditional cultural places (TCP), ecology, etc. Ecology—the role of humans as animals in nature—and links to environmental protection pulls in even larger communities interested in similar resources for different reasons. People like old stuff, but they really like clean water and livable communities. Many maritime resources have both environmental and heritage value, further building the constituency that wants to protect them. In a broader sense, water is universal; it links the world through modern commerce, the history of global expansion, and as

the key to life. It is important to all people. We don't have to agree why it is important, just that it is.

The physical and environmental characteristics that make up an MCL—the view, wind, sunset, weather, etc.—give an inkling of the past and links us to our forbearers. Those who came before us experienced the storms, walked the ice, heard the waves, and watched the clouds that we interact with today. This means that scholars working in these places share some of the same experiences with those they study, possibly enriching their understanding of the past. It also means that the interested public can share experiences with their cultural or geographical ancestors. This place-based experience, plus the physicality of being in a place, makes heritage tangible. Physicality is what sets heritage apart from history. I can hand a student a 10,000-year-old artifact and simultaneously deepen their appreciation for the past and spark their imagination. Landscapes allow us to do the same thing on a much larger scale. This connection increases the enjoyment of the user; it supplements and deepens the natural beauty of a place.

Finally, I believe that an MCL approach allows for better research and interpretations. For a long time maritime archaeology treated the seas, lakes, and rivers as blue plains with a few shipwrecks scattered about. Shipwrecks are rich archaeological sites that lead to important discoveries about the human past, but an MCL approach allows us to put them into a larger context and understand that all ships were going from one place to another, often as parts of longer journeys for the cargoes and passengers on board. Exploring these connections, as well as the ways that people wrote their perceptions of water onto the landscape, allows for the synthesis of multiple lines of evidence leading to new discoveries. An MCL approach allows us to make connections across space and time that draw in First Peoples, as well as later waves of immigrants, to explore how they affected the water

and how water affected them. All of these groups are linked by place, and an MCL approach demands that we treat them equally.

Problems

MCL is a broad church, a powerful tool, an opportunity to employ big data, and ask questions that matter. I see a lot of promise in it for heritage management and interpretation but it is not without problems, especially within the National Register of Historic Places (NRHP) framework. The problems largely center on the interconnected issues of scale, boundaries, and integrity.

Hans Van Tilberg brought up the scale question of how far away from the water can be considered maritime. Resources flowed from the hinterlands to the sea and back again, which could argue for an expanded maritime landscape, but if the movement of resources is the only requirement for being maritime, we run the risk of diluting the distinction to meaninglessness. Homer solved this problem neatly when Odysseus was instructed to carry an oar inland until the residents mistook it for a winnowing fan. Homer is exactly correct, what makes a place maritime is linked to the lives of the people who live there and the character of the place. How humans use a landscape allows us to define it as maritime, and the requirements of this use limit the landward scale of the landscape.

How far to expand an MCL seaward is also worth considering. As Matthew Sanger showed in his presentation, there were expansive networks connected by water from long before written history, and by the sixteenth century those connections became global. It would be possible to argue for a worldwide MCL connected through the trade and transportation routes that dominated the post-medieval period. These worldwide connections are certainly worth considering and are a tool for telling a great story of how the modern world came to be. A global MCL, however, risks losing its meaning

to the public. It will tend to lose the physicality that draws people to a place and will leave many people cold. It would also be nearly impossible to manage. Conversely, an MCL that is too small loses the power of a landscape approach to link people together. An overly small MCL does not reflect the breadth of how people lived and experienced the place and essentially returns us to a site-based model. It will take careful consideration to find a happy middle ground between large and small and draw a line somewhere.

Drawing a line—defining boundaries—is particularly difficult with MCLs because they are literally fluid. All landscapes are constantly in flux because they are based in nature and it is the nature of nature to change. For example, sea levels have changed, shifting what is water and what is land, and sediment drift alongshore can drastically alter the shape of the littoral. Water also provides almost frictionless travel allowing individuals to move through maritime landscapes and across jurisdictional boundaries with ease. An MCL approach has the ability to break down cultural, temporal, political, and environmental boundaries by focusing on the entirety of a space. I see this as a generally good thing. It dissolves the prehistoric/historic boundary, which we've heard is insulting, but also isn't always useful. People were there before, people were there after; the landscape was present and changing throughout. Where I work on the Great Lakes, the international boundary was largely ignored because it was easier to visit neighbors across the lake than countrymen back East. Not even the waterline is a hard boundary for maritime peoples. They moved back and forth across the waterline seamlessly, leaving artifacts and creating sites on both sides. However, the National Register of Historic Places requires boundaries in order to define a property. Briec Edwards has made some suggestions for dealing with NRHP boundaries in an MCL context and this issue will require additional consideration.

9. Concluding Remarks

MCLs have the additional complication that some of the attributes that make the landscape significant may be transitory. The energy of moving water and the frictionlessness of travel by water cause water, fish, sediments, people, and birds to continuously move through a maritime setting. In some instances it may be the maritime resources (fish, birds, etc.) that are important to defining the landscape. Their movement might cause the landscape to move or a defining feature of a landscape to be present only at certain times. For an officially recognized and bounded landscape this might mean that important components of the landscape cannot be exclusively managed within the landscape. We may have to consider ways to manage and protect resources that define a landscape while they are outside of the boundaries of the landscape. There are therefore two problems with bounding many MCLs: 1) the characteristics of the MCL are fluid and do not lend themselves to defined boundaries, and 2) aspects of the MCL may exist for periods of time outside of the MCL, placing them at risk and making them difficult to manage. Bounding an MCL can also present jurisdictional headaches. In instances where an MCL cuts across the waterline, private, state, tribal, and federal jurisdictions can come into play complicating the management of the landscape.

Many of the examples during this symposium represent one facet of an MCL, for example a group of shipwrecks, a series of fortifications, or the First Peoples' sites and TCPs in a region. A landscape, however, incorporates all of these things and more. A landscape is a space and all of the human uses of that space through time. Most MCLs will, as a consequence, include multiple types of resources including First Peoples sites on both sides of the waterline, shipwrecks both lost and scuttled, perceptions of the water's surface, surf spots, navigational aids, places where Paul Bunyan dragged his toe, and myriad other resources. This is a strength in that it represents many different uses all linked by place and environment, illustrating

how different cultures interacted with the same environment and how those interactions built on one another. However, this also means that you might have structures, buildings, archaeological sites, districts, and TCP all overlapping in the same landscape. Each of these property types has different thresholds for integrity, which could make it difficult to determine the integrity of the landscape as a whole.

I would argue that the entire landscape should all be held to the archaeological standard of integrity. The landscape is not likely to look as it did during its period of significance. It is not even likely to have a single period of significance. The landscape is not frozen in time, it cannot be. It is not strictly cultural like a building. It is part of nature and nature changes. It is an archaeological landscape in that it has developed through time. It has gone through what archaeologists call site formation processes—the natural and cultural processes that transform a lived location into an archaeological site. Pierce Lewis (1979) has called landscape our unwitting biography. It is a biography that has been written and erased and written again. Much of it will be erased again, but by preserving a few pages, even if the ink is a bit smudged and the pages thin, we have a better chance of knowing our ancestors on their own terms.

Suggestions

Do not get caught up in jargon. MCL is a useful term, but if it is not helpful in a given situation don't feel compelled to use it. If you can call an MCL a "district" or a "TCP," and that makes it easier to designate and manage a place, then do that. It may also be easier to simply focus on the term "landscape." "Cultural" and "Landscape" are redundant terms. All landscapes are the product of human intervention and perception and are therefore cultural. If there are no people involved, no culture involved, that is simply the environment. "Maritime" defines the type of landscape. The marine environment brings specific considerations,

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such as frictionlessness and the scale of maritime transportation, but all landscapes have their peculiarities without requiring a special term. If the term “landscape” allows easy communication across agencies, specialties, and regions, then use that term. Conversely, the term “MCL”, or the more generic “cultural landscape approach” described by Brad Barr (2013), might be useful for those places that are an uncomfortable mix of TCP, archaeology, structures, buildings, and districts; important places that cross-cut our usual way of dealing with properties. I particularly like the cultural landscape approach, because it is an approach, an active way of managing resources, which is how I view MCLs.

It is also worthwhile considering our goals. If the goal is education and interpretation, National Heritage Areas, Marine Sanctuaries, and National Parks are good models that could encompass most of the places discussed during the symposium. If more broad-based management and protection is the goal then we are in NRHP territory. For the NRHP to work for landscapes, manageable boundaries will need to be established and managers will need to have conversations about defining integrity and significance. I am less concerned about significance than integrity. I believe that landscapes lend themselves to strong arguments under Criteria A and D. As Michael Russo suggested, the consideration of landscapes might require a shift away from how the regulations are ordinarily practiced and a reevaluation of what the regulations actually say. Ole Varner mentioned the National Environmental Protection Act (NEPA) during the Legal Considerations Panel, and I agree that it may be helpful to learn from the NEPA process. NEPA takes the stance that the environment is important and defines “environment” broadly. The air you breathe and the places that feed your soul are both part of the environment. NEPA integrates the cultural and natural environments and calls for serious consultation as part of the scoping process. The fact that we are using current paradigms to preserve heritage for the future makes consultation essential.

Consultation is the only way for the process to remain responsive to the needs of people whose heritage it purports to protect. In addition to NEPA, John Jensen, Susan Dolan, and Brinnen Carter have suggested other useful guidance such as the NRHP Rural Landscapes Bulletin.

My final suggestion is to consider Landscape Characterization as practiced by Historic England (Historic England 2016; Turner and Fairclough 2007). Rather than preserve a resource in an ossified moment, Characterization determines what defines the character of a landscape through consultation and study, and then engages the public to protect that character. In the process, it determines what must be preserved, what can be lost, and what can change as long as it maintains its character (i.e. what can be managed). This scheme respects that culture and nature change; it preserves the vibrancy of a place by allowing it to change, breathe and live, rather than making it a museum piece. In some ways it is also easier to institute and manage because it allows for change. For example, if use by traditional fishing people is important to a community and landscape, Characterization would argue that the population should be encouraged to keep fishing and that the fish population should be managed, but that the means of fishing should be allowed to change. The act of fishing is important to the character of the place, but the specific technologies have changed and will continue to change. Since MCLs tend to cover large areas, this approach may make their application more palatable for both residents and managers. For residents, Characterization replaces telling them what they cannot do with asking them to keep doing what they are doing.

Thank you for considering these comments. I am very much looking forward to seeing where federal, tribal, and state agencies take the idea of MCL. Its application and use are only limited by our ingenuity.

9. Concluding Remarks

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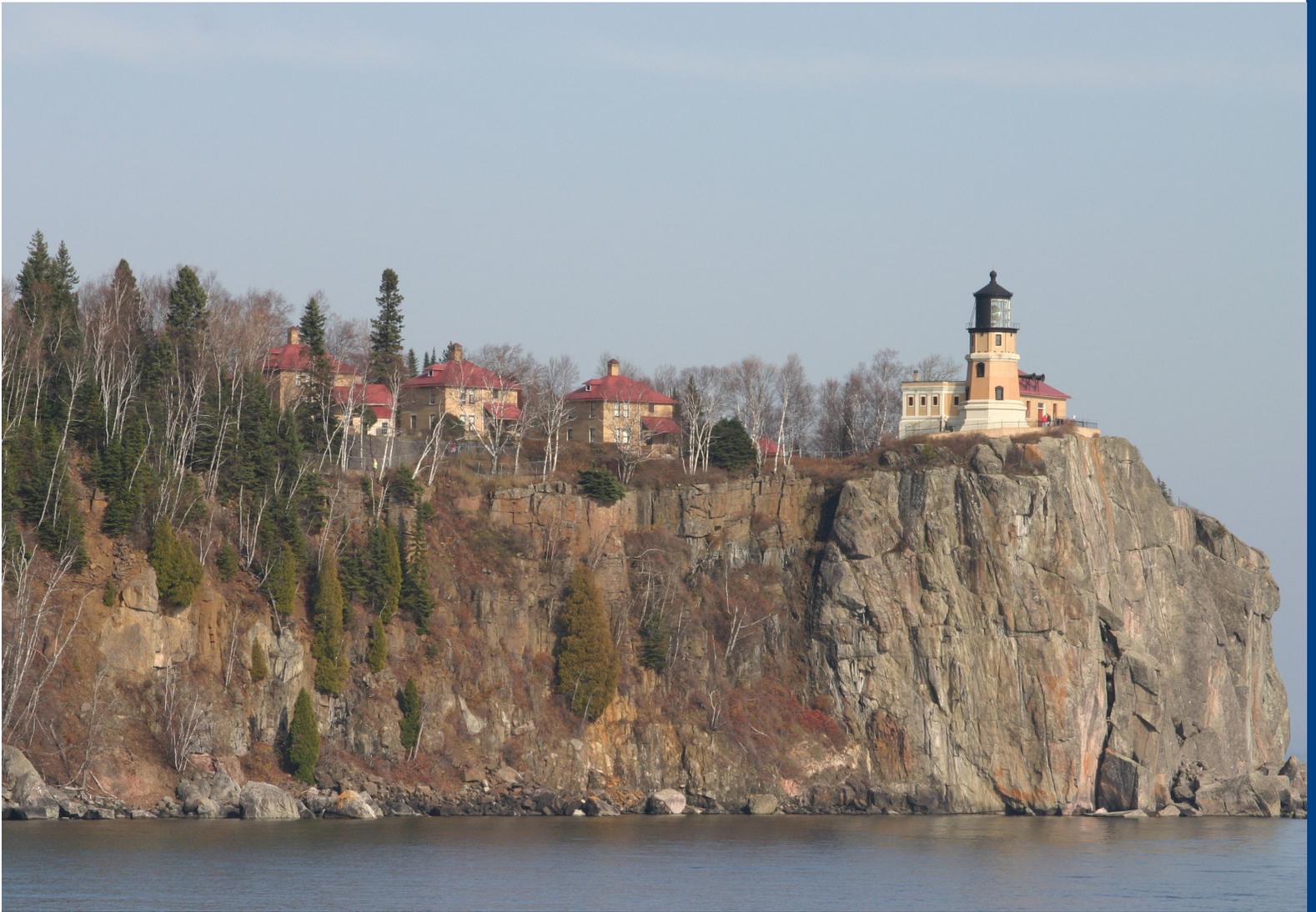
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[Presentation Video & Transcript](#)



Split Rock Light Station, Town of Beaver Bay, Lake County, Minnesota. Built in 1909-1910 as part of a concerted effort to upgrade the Great Lakes navigation system, the Split Rock Light Station served the ports of Two Harbors and Duluth-Superior. From these ports, tons of iron ore were shipped to eastern industrial states and grain was shipped throughout the Great Lakes. The light station and associated buildings were designated a National Historic Landmark in 2011. Photo by John N. Vogel, October 2007; courtesy of the National Historic Landmarks Program.

10

Summary:

Maritime Cultural Landscape Workshop

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Background and Overview

The Maritime Cultural Landscape (MCL) Symposium organizers convened a working session the day following the Symposium presentations. It was facilitated by Alan Levy, whose firm Goaltrac specializes in meeting facilitation. His follow-up report contributed to this summary.

The purpose of this workshop session was to provide guidance on key “next steps” in consideration of MCLs within the overarching context of the potential to offer opportunities to preserve these places through recognition and listing in the National Register. The intent of the symposium organizers was to share information and perspectives about MCLs through presentations and discussion at the Symposium sessions, and task the workshop participants with assimilating the information from these presentations and discussions to help identify a possible path forward for more formal consideration of MCLs within the process of listing “properties” in the National Register. The discussions at the Workshop were focused on five key topics:

- Summarizing MCL Concepts and Definitions applicable to the National Register
- Applying the National Register Criteria to MCL Significance
- Defining MCL Districts, Sites, and Boundaries
- Developing Integrity Requirements for MCLs
- Creating Documentation Standards for MCLs

This working session was conducted over approximately five hours, and engaged speakers and participants in the Symposium who represented a

broad spectrum of Federal, state, and tribal agencies and other institutions with familiarity and expertise with regard to MCLs—and more generally cultural landscapes—and the National Register process, objectives, and its effective implementation. This summary of the discussions is provided to foster continued discussion of the potential recognition of MCLs by the National Register, and in this regard, to assist in identifying issues and concerns that require additional thought and deliberation to achieve some consensus regarding these questions:

- Should the National Register more formally recognize MCLs as a property category?
- If so, what issues and concerns must be addressed and resolved to advance consideration of this recognition of MCLs by the National Register?

This Workshop Summary has been prepared by the Symposium organizers, and represents what is believed to be an accurate assimilation of the discussions conducted at the Workshop within the context of the workshop goals as stated above. Not all comments captured by the Workshop facilitator have been fully and completely recounted in this summary, but have been considered and integrated, where relevant, into the findings reported here. The summarized listing of comments made and captured by the facilitator, as provided to the Symposium organizers, has been included at the end of this summary to provide interested readers with an opportunity to see the original comments made by all participants in the Workshop session.

MCL Concepts/Definitions applicable to the National Register

As one comment succinctly suggests, MCL may be “easy to understand as a concept,” but “very difficult to put into operations.” Clearly, developing a robust and consensus-based definition of MCL, within the National Register context, is a critically important next step, as well as defining what the key elements of that landscape might be (e.g. “Objects ... sites ... navigation corridors ... commercial points of access ... connections ... exchanges ... pathways ... structures.”) It was mentioned that there is precedent for recognizing some forms of cultural landscapes in the National Register, but this is still a work in progress, in large part, through the ongoing discussions of the National Register Landscape Initiative. Particularly with regard to MCLs, the definition of “maritime” seems to be an outstanding challenge, especially related to the potential inclusion of both coastal lands and adjacent waters. Resolving how MCL relates to other “cultural landscapes,” “evocative landscapes,” and “tribal cultural landscapes,” among others, may offer some insights and guidance for the recognition of MCLs. Workshop participants generally seemed to acknowledge the idea that MCL approaches would provide some opportunities to embrace a more “holistic approach” to preservation of coastal lands and waters, that MCLs should be viewed as a way to better account for and address the human/environment connection in our preservation efforts, might offer opportunities for broader interagency collaboration, should be multicultural and encompass the full history of the landscape, and include tangible and intangible values. Workshop participants also recommended that whatever concepts and definitions that might be put forward to address these perspectives should be made available to the broader community of interest and affected agencies for their input and recommendations.

Applying the National Register Criteria to MCL Significance

Workshop participants offering comments on this topic seemed to consistently suggest that, while still lacking a consensus definition of “maritime,” the current National Register significance criteria could be applied to MCLs. The encompassing nature of MCLs should, as one commenter suggested, be “beyond shipwrecks,” and some linkage might be developed, through targeted interpretation, to use current “site” and “district” property types as a way to recognize these, cumulatively, as MCLs within a defined place identified as an MCL. However, specific guidance would be needed to operationalize this recognition within the National Register framework, and the development of an overarching MCL Bulletin was suggested.

Defining MCL Districts, Sites, Boundaries

MCL boundaries seem to be another issue that requires further discussion and analysis, and the boundary delineation seems to be consistently linked to the significance of the landscape across cultures and through time. Landscapes can be identified at multiple geographic scales, and may be influenced by “natural features affecting human activity and human activities changing the natural environment.” Here again, comments reflect the essential need for guidance, recommending the possible development of an MCL Bulletin.

Developing Integrity Requirements for MCLs

Input from the workshop participants was more difficult to interpret for this topic, beyond that more discussion is required to effectively ascertain what “integrity” means with regard to MCLs. The present aspects of integrity in the National Register guidance seem to not “fit” well with the idea of MCLs, beyond perhaps “setting” and “feeling,” which may also be challenging to define and implement for maritime landscapes¹. While a comment suggested that MCL “landscapes are archaeological ... that is the integrity that should apply,” archaeological

10. MCL Workshop Summary

resources and values are but one element—albeit an important one—of MCLs and perhaps this suggests that more robustly defining what constitutes an MCL might help to clarify other aspects of MCLs beyond archaeology. Again, comments allude to the preference for MCLs to be expressed across cultures and the full sweep of time. Clearly, this is another topic that could be discussed and deliberated through the development of guidance and/or a bulletin on MCLs.

Creating Documenting Standards for MCLs

This was another topic of discussion at the Workshop where there was clear preference expressed by numerous commenters that documentation standards be developed as part of the needed guidance, and specifically as part of the drafting of any National Register Bulletin for MCLs. Also present in this discussion is the need to address multicultural and full sweep of time perspectives, particularly effectively integrating local and traditional ecological knowledge and ethnography with regard to identifying and characterizing MCLs. The National Environmental Policy Act (NEPA) was mentioned a number of times in the comments as providing a potentially “good framework” for documentation standards (and possibly process). The participants from the Bureau of Ocean Energy Management offered a very comprehensive list of challenges and recommendations for documentation standards, including the suggestion that others (e.g. Canada, New Zealand, Australia, UNESCO World Heritage, IUCN) have addressed this topic and their work should be looked at for models of guidance. A number of these comments also address tribal and indigenous engagement in the preparation of any MCL guidance and MCL nominations submitted to the National Register for consideration. Tribes should be enlisted to write relevant sections of the documentation, and should be well represented in any MCL process (and those who opt not to participate also are given opportunities to offer their perspectives). These BOEM comments should be

thoroughly and carefully considered if and when guidance, and/or a bulletin, is developed.

Conclusion and General Observations from the Workshop Session

While considerable progress was made in the MCL Symposium and Workshop in raising awareness of MCLs, as well as in identifying the challenges they bring, some common themes were highlighted in the Workshop session that may offer the guidance sought for determining “next steps.”

- A consensus-based definition of MCL needs to be developed. The community of practice that came together for this meeting was clearly uncertain what MCL meant, in tangible and clear terms, or perhaps many came to the Workshop with some definition that others may not have fully embraced.
- Any definition and description of what is meant by MCL should meet National Register criteria for significance and integrity, but more attention needs to be directed at adapting, tailoring, or expanding understanding of the current criteria to make them relevant to MCLs. Clearly articulating “integrity” standards may be the greater challenge than significance.
- MCLs should be multicultural and encompass the full sweep of time. Broad engagement with all cultures should be a part of any characterization of an MCL. All voices should be heard, and all perspectives given consideration. Any process descriptions and documentation standards developed for guidance should embrace this requirement.
- Numerous times during the workshop, in nearly all discussion topics addressed, the idea of developing guidance, and potentially a National Register Bulletin on MCLs was recommended. The engagement essential to the development

of such guidance would offer a framework for addressing and resolving the suite of issues and concerns identified in the Workshop, and the draft products developed would offer some tangible and clearly articulated proposals that could be subjected to broader review and comment by the various communities of practice that would be interested in and affected by such a step forward.

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1. Editor's note: The National Register considers historic integrity to be the authenticity of a property's historic identity, evidenced by the survival of physical characteristics that existed during the property's prehistoric or historic period. Historic integrity is the composite of seven qualities: location, design, setting, materials, workmanship, feeling, and association. (*How to Complete the National Register Registration Form*, page 4).

Workshop Participants

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October 16, 2015

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Asan Bay Overlook, War in the Pacific National Historical Park, Guam; photo courtesy of NPS.