Florida Trustee Implementation Group

Deepwater Horizon Oil Spill Draft Phase V.2 Florida Coastal Access Project: Restoration Plan and Supplemental Environmental Assessment

November 2017

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Executive Summary

ES.1.1 Introduction

In the spring of 2010, BP Exploration and Production Inc. (BP) was using Transocean's mobile offshore drilling unit *Deepwater Horizon* (DWH) to drill a well in the Macondo prospect (Mississippi Canyon 252–MC252). On April 20, 2010, the DWH mobile drilling unit exploded, caught fire, and eventually sank in the Gulf of Mexico, resulting in a massive release of oil from the BP Macondo well, causing loss of life and extensive natural resource injuries. Initial efforts to cap the well following the explosion were unsuccessful, and for 87 days after the explosion, the well continuously and uncontrollably discharged oil and natural gas into the northern Gulf of Mexico. Oil spread from the deep ocean to the surface and nearshore environment from Texas to Florida, coming into contact and injuring a diverse set of natural resources. The oil spill prevented people from fishing, going to the beach, and enjoying typical recreational activities along the Gulf of Mexico. Extensive response actions, including cleanup activities and actions to try to prevent the oil from reaching sensitive resources, were undertaken to reduce harm to people and the environment. However, many of these response actions had collateral impacts on the environment and natural resource services. The oil and other substances released from the well in combination with the extensive response actions together make up the DWH oil spill.

Pursuant to the Oil Pollution Act (OPA), Title 33 United States Code (U.S.C.) § 2701 *et seq*., and the laws of individual affected states, federal and state agencies, Indian tribes, and foreign governments act as trustees on behalf of the public to assess injuries to natural resources and their services[1] that result from an oil spill incident, and to plan for restoration to compensate for those injuries. Under the authority of OPA, the Trustees conducted a natural resource damage assessment (NRDA) to assess the impacts of the DWH oil spill on natural resources and the services those resources provide; and determine the type and amount of restoration needed to compensate the public for these impacts. OPA further instructs the designated trustees to develop and implement a plan for the restoration, rehabilitation, replacement, or acquisition of the equivalent of the injured natural resources under their trusteeship (hereafter collectively referred to as “restoration”).

ES.1.2 Purpose of this Document

This document, the Phase V.2, Florida Coastal Access Project, Restoration Plan and Supplemental Environmental Assessment, was prepared by the Florida Trustee Implementation Group (FL TIG). The FL TIG includes two state trustee agencies and four federal trustee agencies: the Florida Department of Environmental Protection (FDEP); the Florida Fish and Wildlife Conservation Commission (FWC); the

[1] Services (or natural resource services) means the functions performed by a natural resource for the benefit of another natural resource and/or the public (15 C.F.R. § 990.30).

United States Department of Commerce, represented by the National Oceanic and Atmospheric Administration (NOAA); the United States Department of the Interior (DOI), represented by the United States Fish and Wildlife Service (USFWS), National Park Service (NPS), and Bureau of Land Management (BLM); the United States Department of Agriculture (USDA); and the United States Environmental Protection Agency (EPA) (collectively the FL TIG).

This document serves as the Draft Restoration Plan (RP) under OPA and contains the associated Supplemental Environmental Assessment (SEA) for the second phase of the Florida Coastal Access Project under the National Environmental Policy Act (NEPA) (collectively referred to as the "Phase V.2 RP/SEA"). The first phase of the Florida Coastal Access Project was described, evaluated, and ultimately selected in the *DWH* Oil Spill Phase V Early Restoration Plan and Environmental Assessment (Final Phase V ERP/EA).[2] The FL TIG prepared this Phase V.2 RP/SEA to inform the public about the restoration planning efforts for the second phase of the project and to seek public comment on the three alternatives in the reasonable range of alternatives (including the one identified by the FL TIG as the preferred alternative).

Following public notice, the Draft RP/SEA will be available to the public for a 30-day comment period. The deadline for submitting written comments on the Draft RP/SEA is specified in the public notice published in the *Federal Register* and the Florida and NOAA Gulf Spill web portals. During this time, the Trustees plan to host a public meeting in Port St. Joe, Gulf County, on November 16, 2017. At the public meeting, the Trustees will accept verbal comments, which will be recorded by a court reporter, and written comments. In addition, the Trustees will accept public comments through a web-based comment submission site (http://www.gulfspillrestoration.noaa.gov) and mail. Chapter 1 of this document provides further detail on the public comment process.

The public, government agencies, and other entities have identified and continue to identify a large number of potential restoration projects for consideration during the restoration planning process. Projects not identified for evaluation in this draft Phase V.2 RP/SEA may continue to be considered for inclusion in future restoration planning.

ES.1.3 Summary of the Proposed Second Phase of the Florida Coastal Access Project and Preferred Alternative

This Phase V.2 RP/SEA continues the restoration planning process begun prior to the settlement of the DWH oil spill natural resource damage assessment, and includes discussion of the second phase of the Florida Coastal Access Project (the first phase is included in the Final Phase V ERP/EA).

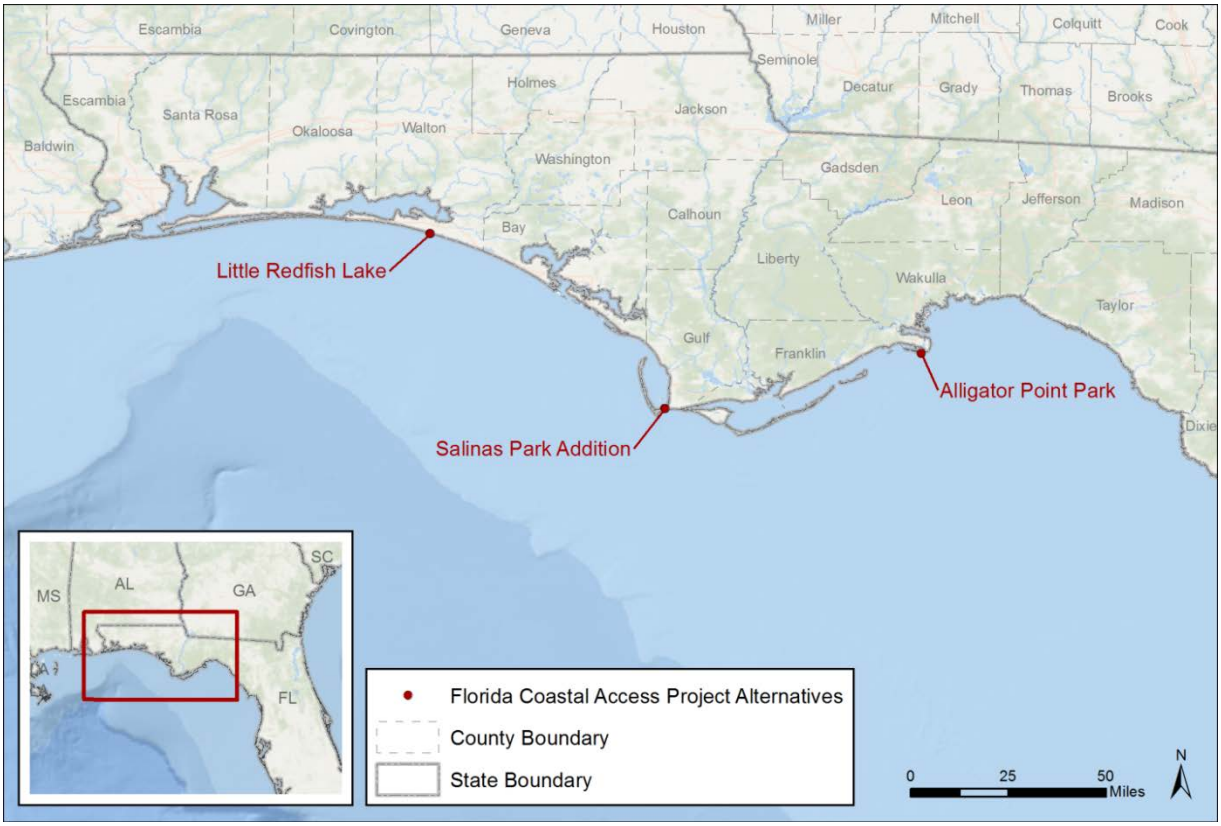
In this document, the FL TIG is evaluating three proposed alternatives (Alligator Point Park, Little Redfish Lake Addition to Grayton Beach State Park, and Salinas Park Addition) and the No Action Alternative. The locations of the proposed alternatives are provided in Figure ES-1.

[2] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

The primary goal of these alternatives is to enhance the public's access to the surrounding natural resources and increase recreational opportunities. Each of the proposed alternatives includes the acquisition of a coastal parcel and the construction of various park amenities such as parking and restroom facilities, boardwalks, trails, and paddle-craft launches. Implementation of these proposed alternatives would be performed in two stages: (1) the acquisition of the coastal parcels and (2) the final design and construction of the park infrastructure and amenities. Additional details on the proposed alternatives are provided in Chapter 2, the OPA evaluation of the alternatives is provided in Chapter 3, and the benefits and environmental impacts of the proposed alternatives are provided in Chapter 4.

The FL TIG identified one preferred alternative, the Salinas Park Addition, based on the OPA and NEPA evaluations. This proposed preferred alternative is estimated to cost approximately $3.1 million, which includes parcel acquisition; final planning, design, and construction of the amenities; Trustee oversight, monitoring; and ten years of funding for the operation and maintenance of the property as a public park. The acquisition of the parcel and construction of the recreational amenities would create further recreational uses and coastal access for the public, and enhance the public's recreational experiences. If any Florida Coastal Access Project funds remain after completion of this second phase, the FL TIG would determine how to allocate those funds and would complete any necessary restoration planning and comply with all applicable state and federal statutes and regulations.

Figure ES-1. Locations of Proposed Alternatives



ES.1.4 Summary of OPA Evaluation and Environmental Assessment

This Phase V.2 RP/SEA addresses the second phase of the Florida Coastal Access Project, and supplements the Final Phase V ERP/EA.[3] The alternatives identified in this document were screened based on the OPA-defined criteria (described in Chapter 3) and an environmental assessment was conducted to determine the type and severity of potential environmental impacts that might result from the proposed alternatives (described in Chapter 4). Chapter 4 supplements the Final Phase V ERP/EA with site-specific information on the alternatives and provides NEPA analysis for potential impacts for site-specific concerns anticipated from implementation of the action alternatives and the No Action Alternative, described as follows:

1. **Alligator Point Park**, Franklin County: This alternative would involve acquiring 7.4 acres and providing recreational use amenities. Approximate cost for this alternative is $3.7 million.
2. **Little Redfish Lake Addition to Grayton Beach State Park**, Walton County: This alternative would involve acquiring 7.06 acres. A separately funded connected action that involves providing recreational use amenities in lands within the park area is also evaluated. Approximate cost for this alternative (from NRDA funds) is $4.7 million.
3. **Salinas Park Addition**, Gulf County (Preferred): This alternative would involve acquiring 6.6 acres and providing recreational use amenities. Approximate cost for this alternative is $3.1 million.
4. **No Action**: Under the No Action Alternative, none of the alternatives would be implemented and none of the three site properties would be acquired for preservation and/or improved for recreational purposes. All three privately owned properties could ultimately be sold for other purposes.

For the three action alternatives, the FL TIG has determined that the acquisition of the properties in stage one would have no adverse environmental effects, and therefore could proceed independent of and prior to the completion of all compliance reviews required for the final design and construction stages. As part of the NEPA analysis, the FL TIG evaluated the environmental consequences of the second stage (the final design and implementation of the alternative's improvements) for each of the action alternatives and the No Action Alternative. As described below, impacts across the alternatives are anticipated to be similar, with minor exceptions.

- **Alligator Point Park**: The SEA anticipates that impacts to physical resources (geology and substrates; hydrology and water quality; air quality and greenhouse gas (GHG) emissions; noise) resulting from construction and site preparation activities would include short-term and long-term minor adverse impacts, as impacts would be localized and BMPs would be implemented.

[3] Both the Final Phase V ERP/EA and this document tier from the Final Programmatic and Phase III Early Restoration Plan and Early Restoration Programmatic Environmental Impact Statement or the Final Phase III ERP/PEIS, which is available at: http://www.gulfspillrestoration.noaa.gov/restoration/early-restoration/phase-iii

Impacts to biological resources (habitat; migratory birds; protected species; EFH; invasive species) would include short-term and long-term minor adverse impacts, primarily during the construction period, but also as a result of increased visitation to the site over the longer term. Impacts to protected species would be unlikely. If any protected species are present at the Alligator Point Park site, appropriate measures and BMPs to minimize impacts would be followed.

Some minor adverse impacts to socioeconomic resources (socioeconomics; environmental justice; cultural resources; infrastructure; land and marine management; aesthetics and visual resources; tourism and recreation; public health and safety) could occur as a result of impacts on aesthetics, localized disruptions to services, and additional burdens on the public infrastructure expected as part of construction activities. Short-term beneficial impacts to employment are anticipated during construction. Long-term impacts are generally anticipated to be beneficial to socioeconomic resources as a result of more lands being accessible for public use, and positive impacts to visitor experience and public access. However, if local residents consider the increased park use to be a detriment, this minor adverse effect would be long-term. Threats to public health and safety from construction activities would be minimized through construction BMPs.

- **Little Redfish Lake Addition to Grayton Beach State Park**: This RP/SEA anticipates that impacts to physical resources (geology and substrates; hydrology and water quality; air quality and GHG emissions; noise) resulting from construction and site preparation activities would include short-term and long-term minor adverse impacts, as impacts would be localized and BMPs would be implemented.

  Impacts to biological resources (habitat; migratory birds; protected species; EFH; invasive species) would include short-term and long-term minor adverse impacts, primarily during the construction period, but also as a result of increased visitation to the site over the longer term. Impacts to protected species could be short-term and minor, but appropriate measures and BMPs to minimize impacts to species and critical habitat would be followed. Restoration activities to restore parts of the existing park to oak and pine scrub would have short-term minor adverse impacts due to ground disturbances during the restoration process, but overall would have long-term beneficial impacts on habitat.

  Some minor adverse impacts to socioeconomic resources (socioeconomics; environmental justice; cultural resources; infrastructure; land and marine management; aesthetics and visual resources; tourism and recreation; public health and safety) could occur as a result of impacts on aesthetics, localized disruptions to services, and additional burdens on the public infrastructure expected as part of construction activities. Short-term beneficial impacts to employment are anticipated during construction. Long-term impacts are generally anticipated to be beneficial to socioeconomic resources as a result of more lands being accessible for public use, and positive impacts to visitor experience and public access. However, if local residents consider the increased park use to be a detriment, this minor adverse effect would be long-

term. Threats to public health and safety from construction activities would be mitigated through construction BMPs.

- **Salinas Park Addition**: The SEA anticipates that impacts to physical resources (geology and substrates; hydrology and water quality; air quality and GHG emissions; noise) resulting from construction and site preparation activities would include short-term and long-term minor adverse impacts, as impacts would be localized and BMPs would be implemented.

  Impacts to biological resources (habitat; migratory birds; protected species; EFH; invasive species) would include short-term and long-term minor adverse impacts, primarily during the construction period, but also as a result of increased visitation to the site over the longer term. The FL TIG has begun coordination with NMFS and USFWS on this alternative regarding potential impacts to protected species in accordance with section 7 of the Endangered Species Act (ESA). Consultation would be completed prior to project implementation. Conservation measures would be incorporated into final project design and implementation to avoid or minimize any potential impacts. No endangered species are known to inhabit the site. However, one listed plant species, Telephus spurge (*Euphorbia telephioides*), has the potential to be present. Long-term adverse impacts associated with disturbance of Telephus spurge from walking on the site are not expected. Therefore, the FL TIG anticipates this alternative is not likely to adversely affect Telephus spurge and will have no effect on other protected species.

  Some minor adverse impacts to socioeconomic resources (socioeconomics; environmental justice; cultural resources; infrastructure; land and marine management; aesthetics and visual resources; tourism and recreation; public health and safety) could occur as a result of impacts on aesthetics, localized disruptions to services, and additional burdens on the public infrastructure expected as part of construction activities. Short-term beneficial impacts to employment are anticipated during construction. Long-term impacts are generally anticipated to be beneficial to socioeconomic resources as a result of more lands being accessible for public use, and positive impacts to visitor experience and public access. Threats to public health and safety from construction activities would be mitigated through construction BMPs. Further, the proposed bike repair stand, crosswalk connecting the Gulf and bayside areas, and maintenance vehicle turnaround would improve and enhance public safety.

- **No Action Alternative**: Under the No Action Alternative, none of the proposed alternatives would be implemented and none of the three properties would be acquired for preservation and/or improved for recreational purposes. All three privately owned properties could ultimately be sold for other purposes.

Ultimately the Trustees identified an alternative that is preferred for implementation in this Phase V.2 RP/SEA: the Salinas Park Addition alternative. Alternatives not proposed as preferred in this Phase V.2 RP/SEA could be identified as preferred in the future. Consistent with the conclusions of the *Deepwater Horizon* Oil Spill: Final Programmatic Damage Assessment and Restoration Plan/Programmatic Environmental Impact Statement (Final PDARP/PEIS), the No Action Alternative does not meet the

purpose and need for restoration of injured resources and services. The No Action Alternative also does not meet the purpose and need identified in this plan (i.e., to restore lost recreational use in Florida due to the DWH oil spill). Therefore, the No Action Alternative was not identified as a reasonable alternative, but it provides a benchmark, enabling decision-makers to compare the magnitude of environmental effects of the action alternatives (40 C.F.R. § 1502.14(d)).

Chapter 1. Introduction and Background

1.0 Introduction

The Florida Trustee Implementation Group (FL TIG) has prepared this Draft Restoration Plan and Supplemental Environmental Assessment for the second phase of the Florida Coastal Access Project to address the restoration of lost recreational use in the Florida Restoration Area as a result of the *DWH* (DWH) oil spill (Phase V.2 RP/SEA).

The 2016 *DWH* Oil Spill Phase V Early Restoration Plan and Environmental Assessment (Final Phase V ERP/EA) included an analysis and funding for the first phase of the Florida Coastal Access Project, and is incorporated herein by reference.[4] The first phase of the project involved the acquisition and/or enhancement of four coastal project locations in the Florida Panhandle. The Florida Coastal Access Project was allocated approximately $45.4 million in Early Restoration funds. Projects proposed in this Phase V.2 RP/SEA would be funded using a portion of the approximately $6.4 million remaining funds not utilized for the first phase of the Florida Coastal Access Project. The primary goal of the project is to enhance the public's access to the surrounding natural resources and increase recreational opportunities. In this Phase V.2 RP/SEA, the FL TIG identified one preferred alternative which includes the acquisition and enhancement of a coastal parcel.

The purpose of restoration, as discussed in the Final Phase V ERP/EA, this Phase V.2 RP/SEA, and the 2016 *Deepwater Horizon* Oil Spill: Final Programmatic Damage Assessment and Restoration Plan/Programmatic Environmental Impact Statement (Final PDARP/PEIS),[5] is to make the environment and the public whole for injuries resulting from the DWH oil spill by implementing restoration actions that return injured natural resources and services to baseline conditions and compensate for interim losses, in accordance with the Oil Pollution Act of 1990 (OPA) and associated natural resource damage assessment (NRDA) regulations. The Final PDARP/PEIS also set forth the process for subsequent DWH restoration planning, which included a post-settlement DWH Trustee governance structure that established a TIG for each of the eight Restoration Areas, including the Florida Restoration Area (described in Chapter 5 of the Final PDARP/PEIS). Each TIG conducts restoration planning for the funding allocated to its Restoration Area. The FL TIG is responsible for restoring the natural resources and services within the Florida Restoration Area that were injured by the DWH oil spill.

[4] The Final Phase V ERP/EA contains information on the Early Restoration process and the first phase of the Florida Coastal Access Project, and is available at http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

[5] The Final PDARP/PEIS and Record of Decision (ROD) are available at http://www.gulfspillrestoration.noaa.gov/restoration-planning/gulf-plan/.

1.1 Authorities and Regulations

1.1.1 OPA Compliance

As an oil pollution incident, the DWH oil spill is subject to the provisions of OPA, 33 U.S.C. § 2701 *et seq*. A primary goal of OPA is to make the environment and public whole for injuries to natural resources and services resulting from an incident involving an oil discharge or substantial threat of an oil discharge. Under OPA, each party responsible for a vessel or facility from which oil is discharged, or which poses the substantial threat of a discharge, is liable for, among other things, removal costs and damages for injury to, destruction of, loss, or loss of use of natural resources, including the reasonable cost of assessing the damage.

This process of injury assessment and restoration planning is referred to as NRDA. Under the authority of OPA, a council of federal and state trustees was established to assess natural resource injuries resulting from the incident and to work to make the environment and public whole for those injuries.

The DWH Trustees are the government entities authorized under OPA to act as trustees on behalf of the public to assess the natural resource injuries resulting from the DWH oil spill and develop and implement restoration plans to compensate for those injuries. Collectively, these trustees make up the DWH Trustee Council and the TIGs comprise different trustees depending on the Restoration Area they represent. The following federal and state agencies are the designated Trustees under OPA for the DWH oil spill:

- The United States Department of Commerce, represented by the National Oceanic and Atmospheric Administration (NOAA).
- The United States Department of the Interior (DOI), represented by the United States Fish and Wildlife Service (USFWS), National Park Service (NPS), and Bureau of Land Management (BLM).
- The United States Environmental Protection Agency (EPA).
- The United States Department of Agriculture (USDA).
- Florida: Department of Environmental Protection (FDEP) and Fish and Wildlife Conservation Commission (FWC).
- Alabama: Department of Conservation and Natural Resources and Geological Survey.
- Mississippi: Department of Environmental Quality.
- Louisiana: Coastal Protection and Restoration Authority, Oil Spill Coordinator's Office, Department of Environmental Quality, Department of Wildlife and Fisheries, and Department of Natural Resources.
- Texas: Parks and Wildlife Department, General Land Office, and Commission on Environmental Quality.

The FL TIG comprises six of the DWH Trustees, two state and four federal trustee agencies: FDEP, FWC, DOI, NOAA, EPA, and USDA.

NRDA is described under Section 1006 of OPA (33 U.S.C. § 2706). Under the OPA NRDA regulations (15 C.F.R. Part 990), the NRDA process consists of three phases: (1) Pre-assessment; (2) Assessment and

Restoration Planning; and (3) Restoration Implementation. The DWH Trustees are currently in the Restoration Implementation phase of the NRDA. As part of the initiation of restoration implementation, this Phase V.2 RP/SEA identifies a reasonable range of alternatives to implement the second phase of the Florida Coastal Access Project, evaluates those alternatives under various criteria, and proposes alternatives preferred for implementation.

Restoration activities under OPA are intended to return injured natural resources and services to their baseline condition (primary restoration) and to compensate the public for interim losses from the time of the incident until the time resources and services recover to baseline conditions (compensatory restoration). To meet these goals, the restoration activities need to produce benefits that are related to or have a nexus (connection) to natural resource injuries and service losses resulting from the spill.

1.1.2 NEPA Compliance

Under the OPA regulations, federal trustees must comply with the National Environmental Policy Act of 1969 (NEPA), 42 U.S.C. § 4321 *et seq*., and the Council on Environmental Quality's (CEQ) NEPA implementing regulations, 40 C.F.R. § 1500 *et seq*., when planning restoration projects. NEPA requires federal agencies to consider the potential environmental impacts of planned actions. NEPA provides a mandate and framework for federal agencies to determine if their proposed actions have significant environmental effects and related social and economic effects, consider these effects when choosing between alternative approaches, and inform and involve the public in the environmental analysis and decision-making process.

Lead and Cooperating Agencies

CEQ NEPA implementing regulations require a federal agency to serve as lead agency to supervise the NEPA analysis when more than one federal agency is involved in the same action (40 C.F.R. § 1501.5(a)). DOI serves as the lead federal agency for NEPA compliance on this Phase V.2 RP/SEA and has reviewed this plan in accordance with the CEQ's NEPA implementing regulations and DOI NEPA implementing procedures (43 C.F.R. Part 46). Each of the other federal and state co-Trustees on the FL TIG is participating as a cooperating agency pursuant to NEPA (40 C.F.R. § 1508.5).

Supplemental NEPA Analysis

This Phase V.2 RP/SEA provides NEPA analysis for the second phase of the Florida Coastal Access Project by supplementing the NEPA analysis for the first phase of the project discussed in the Final Phase V ERP/EA. CEQ and DOI regulations (40 C.F.R. § 1502.9(c) and 43 C.F.R. § 46.320) provide that, when a proposed action differs from the proposed action described in an existing EA, DOI may augment the EA to make it consistent with the proposed action. The supplemental NEPA analysis provided in this document augments the Final Phase V ERP/EA. This Phase V.2 RP/SEA incorporates by reference the applicable Final Phase V ERP/EA NEPA analysis in Chapter 3 of that document (Environmental Assessment). The supplemental analysis considers any additional environmental impacts that would result from the second phase of the Florida Coastal Access Project that are not described and analyzed in the Final Phase V ERP/EA.

Intent to Adopt the Phase V.2 RP/SEA NEPA Analysis by Federal Agency Members of the FL TIG

Each federal cooperating agency on the FL TIG intends to adopt, if appropriate, the NEPA analysis in this Phase V.2 RP/SEA. In accordance with 40 C.F.R. § 1506.3(a), each of the three federal cooperating agencies participating on the FL TIG will review the Phase V.2 RP/SEA for adequacy in meeting the standards set forth in its own NEPA implementing procedures. Each agency will then make a decision whether to adopt the analysis to inform its own federal decision-making and fulfill its responsibilities under NEPA. Adoption of the EA would be completed via signature on the relevant NEPA decision document.

More information about OPA and NEPA, as well as their application to DWH oil spill restoration planning, can be found in Chapters 5 and 6 of the Final PDARP/PEIS[6]; applications to Early Restoration can be found in Chapters 1 through 3 of the Final Phase V ERP/EA.

1.2 Relationship of this Phase V.2 RP/SEA to Early Restoration and Post-Settlement Restoration Planning

This section briefly summarizes the background and chronology of important events affecting the DWH Trustees restoration planning and implementation and describes the relationship of this Phase V.2 RP/SEA to both Early Restoration and the Post-Settlement phases of DWH restoration planning. It is the FL TIG's intent to remain consistent with the analysis and decision documented in the Final Phase V ERP/EA in proposing the second phase of the Florida Coastal Access Project. The FL TIG also intends that this Phase V.2 RP/SEA is consistent with the restoration goals and types analyzed and described in the Final PDARP/PEIS as the programmatic plan for all current and future DWH restoration planning.

1.2.1 Early Restoration and Relationship to the Final Phase V ERP/EA

On April 20, 2010, the *DWH* mobile drilling unit exploded, caught fire, and eventually sank in the Gulf of Mexico, resulting in a massive release of oil from the BP Exploration and Production Inc. (BP) Macondo well, causing loss of life and extensive natural resource injuries. Initial efforts to cap the well following the explosion were unsuccessful, and for 87 days after the explosion, the well continuously and uncontrollably discharged oil and natural gas into the northern Gulf of Mexico. Approximately 3.19 million barrels (134 million gallons) of oil were released into the ocean (U.S. v. BP et al. 2015). Oil spread from the deep ocean to the surface and nearshore environment from Texas to Florida. Extensive response actions were undertaken to try to reduce harm to people and the environment. However, many of these response actions had collateral impacts on the environment and on natural resource services.

[6] Chapters 5 and 6 of the Final PDARP/PEIS are available at http://www.gulfspillrestoration.noaa.gov/sites/default/files/wp-content/uploads/Chapter-5_Restoring-Natural-Resources_508.pdf and http://www.gulfspillrestoration.noaa.gov/sites/default/files/wp-content/uploads/Chapter-6_Environmental-Consequences_508.pdf

On April 20, 2011, BP agreed to provide up to $1 billion toward Early Restoration projects in the Gulf of Mexico to address injuries to natural resources caused by the DWH oil spill. This Early Restoration agreement, entitled "Framework for Early Restoration Addressing Injuries Resulting from the *DWH* Oil Spill" (Framework Agreement),[7] represented a preliminary step toward the restoration of injured natural resources. The Framework Agreement provided a mechanism through which the Trustees and BP worked together "to commence implementation of Early Restoration projects that will provide meaningful benefits to accelerate restoration in the Gulf as quickly as practicable" prior to the resolution of the Trustees' natural resource damages claim. Sixty-five projects with a total cost of approximately $877 million were selected through five phases of Early Restoration planning prior to settlement.

A programmatic Early Restoration plan and environmental impact statement was prepared in 2014 by the DWH Trustees to analyze the environmental impacts from the implementation of a suite of Early Restoration projects (Final Phase III ERP/PEIS). A Record of Decision (ROD) was issued in October 2014.[8]

The Final Phase V ERP/EA with a Finding of No Significant Impact (FONSI) was published in January 2016. The NEPA analysis of the first phase of the Florida Coastal Access Project in the Final Phase V ERP/EA was "tiered"[9] from the Final Phase III ERP/PEIS.

As explained in the Final Phase V ERP/EA, the Implementing Trustee(s) anticipated expending the balance of the total estimated Florida Coastal Access Project funding in a second phase of the project that would pay for the costs of securing one or more additional properties in the Florida Panhandle and of planning, selecting, and implementing actions on the additional property(ies), based on design and construction of passive recreational amenities that would create further recreational uses and coastal access for the public, with ten years of funding for the operation and maintenance of such property(ies) as public parks. The Final Phase V ERP/EA stated that the Trustees' intent for the second phase of the Florida Coastal Access Project would be described, proposed, and selected by the Trustees in a future restoration plan, in the same manner and using the same criteria as described in the Final Phase V ERP/EA and in accordance with OPA, NEPA, and other applicable laws, and after public review of the proposed actions. This Phase V.2 RP/SEA fulfills the Trustees' intent by proposing alternatives for the second phase of the project in this restoration plan and supplementing the environmental analysis in the Final Phase V ERP/EA with impacts anticipated from the proposed second phase.

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[7] The Framework Agreement can be found at http://www.gulfspillrestoration.noaa.gov/sites/default/files/wp-content/uploads/2011/05/framework-for-early-restoration-04212011.pdf

[8] The Final Programmatic and Phase III Early Restoration Plan and Early Restoration Programmatic Environmental Impact Statement (Final Phase III ERP/PEIS) and ROD can be found at: http://www.gulfspillrestoration.noaa.gov/restoration/early-restoration/phase-iii

[9] When a federal agency prepares a programmatic NEPA analysis, such as a PEIS, the agency may "tier" subsequent, narrower environmental analyses on site-specific plans or projects from the programmatic analysis (40 C.F.R. § 1502.4(b); 40 C.F.R. §1508.28).

1.2.2 Settlement and Relationship to the Final PDARP/PEIS

In February 2016, the DWH Trustee Council issued a Final PDARP/PEIS detailing a specific proposed plan to select and implement restoration projects across the Gulf of Mexico region over the next 15 years. As a programmatic restoration plan, the Final PDARP/PEIS provides direction and guidance for identifying, evaluating, and selecting future restoration projects to be carried out by the TIGs (Section 5.10.4 and Chapter 7 of the Final PDARP/PEIS). The DWH Trustees prepared the Final PDARP/PEIS under OPA and NEPA to analyze alternative approaches to implementing restoration and to consistently guide restoration decisions. The programmatic approach was taken to assist the TIGs in their development and evaluation and to assist the public in its review of future restoration projects.

In March 2016, the Trustees published a Notice of Availability of a Record of Decision for the Final PDARP/PEIS. Based on the DWH Trustees' injury determination established in the Final PDARP/PEIS, the ROD set forth the basis for the DWH Trustees' decision to select Alternative A: Comprehensive Integrated Ecosystem Alternative.

In April 2016, the United States District Court for the Eastern District of Louisiana entered a Consent Decree resolving civil claims by the DWH Trustees against BP arising out of the DWH oil spill.[10] Under the Consent Decree, BP agreed to pay, over a 15-year period, a total of $8.1 billion in natural resource damages (which includes $1 billion that BP previously committed to pay for Early Restoration projects), and up to an additional $700 million (some of which will be in the form of accrued interest) for adaptive management or to address injuries to natural resources that are presently unknown but may come to light in the future. This historic settlement resolves the DWH Trustees' claims against BP for natural resources damages under OPA. As part of the settlement, the settlement proceeds are allocated to the Trustees to conduct restoration within specific Restoration Areas and for specific Restoration Types.

Once a settlement was achieved, Early Restoration concluded, and planning responsibilities transitioned from the overall Trustees to the specific TIGs. The balance of funding originally pledged for Early Restoration has been incorporated into the settlement; however, projects begun under Early Restoration will be completed as originally planned under their respective funding stipulations. And, decisions concerning any unexpended Early Restoration funds are made by the appropriate TIG for that project.

1.3 Purpose and Need

The purpose of the proposed action for Phase V.2 is to restore lost recreational use in Florida due to the DWH oil spill, consistent with the Final Phase V ERP/EA and the Final PDARP/PEIS. A summary of the DWH oil spill-related recreational use losses is provided in Section 2.1.1 of this document and in Section 4.10 of the Final PDARP/PEIS. The Trustees initiated recreational use restoration under the Framework

[10] See United States v. BPXP et al., Civ. No. 10-4536, centralized in MDL 2179, In re: Oil Spill by the Oil Rig "*Deepwater Horizon*" in the Gulf of Mexico, on April 20, 2010 (E.D. La.)

Agreement with an emphasis on infrastructure and improving fishing access. In Phase V, access to natural resources was increased through land acquisition including recreational infrastructure improvements in Florida. The proposed action is needed to continue implementation of the Florida Coastal Access Project described, analyzed and approved in Phase V of Early Restoration. The proposed action is needed to fulfill the commitment made to the public in Phase V of Early Restoration, and is also consistent with the Final PDARP/PEIS programmatic goal to "Provide and Enhance Recreational Opportunities" through the restoration approach "Enhance public access to natural resources for recreational use."

1.4 Proposed Action: Implementation of the Second Phase of the Florida Coastal Access Project

To meet the above stated purpose and need, the FL TIG proposes to implement the second phase of the Florida Coastal Access Project. This would be accomplished by the proposed acquisition and/or enhancement of one preferred coastal parcel of land described in this Phase V.2 RP/SEA to provide compensatory restoration of lost recreational use in Florida. This would be accomplished using the funds remaining from implementation of the first phase of the Florida Coastal Access Project.

The Alternatives considered in this Phase V.2 RP/SEA are:

1. **Alligator Point Park**, Franklin County: This alternative would involve acquiring 7.4 acres and providing recreational use amenities. Approximate cost for this alternative is $3.7 million.
2. **Little Redfish Lake Addition to Grayton Beach State Park**, Walton County: This alternative would involve acquiring 7.06 acres. A separately funded connected action that involves providing recreational use amenities in lands within the park area is also evaluated. Approximate cost for this alternative (from NRDA funds) is $4.7 million.
3. **Salinas Park Addition**, Gulf County (Preferred): This alternative would involve acquiring 6.6 acres and providing recreational use amenities. Approximate cost for this alternative is $3.1 million.
4. **No Action**: Under the No Action Alternative, none of the proposed alternatives would be implemented and none of the three properties would be acquired for preservation and/or improved for recreational purposes. All three privately owned properties could ultimately be sold for other purposes.

The No Action Alternative, inclusion of which is a NEPA requirement, provides a benchmark, enabling decision-makers to compare the magnitude of environmental effects of the action alternatives (40 C.F.R. § 1502.14(d)).

The purchase of the sites would be achieved via a partnership between the FL TIG and The Trust for Public Land (TPL), a non-profit organization working to create parks and protect land for the benefit of the public. TPL would acquire a fee simple title to each property in its name. For the Alligator Point Park and Salinas Park Addition alternatives, after acquiring the title, TPL would, at the direction and under the oversight of the FL TIG, oversee the design, permitting, and construction of any proposed park infrastructure. Once all the improvements to a property were completed, TPL would donate the

property to the appropriate government entity to be operated/managed as a public park. The property deed would include restrictions on future use and designate that the land be continually used as a public park. As part of the project, the operating/managing entity would be provided with funds, through a grant agreement with FDEP, to cover ten years of operation and maintenance costs of the site as a dedicated public park. For the Little Redfish Lake Addition to Grayton Beach State Park, design, permitting, and construction of the amenities and operation and funding for the maintenance costs would be the responsibility of the FDEP Division of Recreation and Parks.

1.5 Public Involvement

1.5.1 Public Involvement in the Final Phase V ERP/EA: First Phase of the Florida Coastal Access Project

The public comment period for the first phase of the Florida Coastal Access Project proposed in the Draft Phase V ERP/EA opened on December 1, 2015 and closed on December 31, 2015 (80 Fed. Reg. 75126-75128 (December 1, 2015)). During that time, the DWH Trustees (the TIGs had not been established yet) hosted one public meeting in Panama City, Florida on December 14, 2015. At the public meeting, the Trustees accepted written and oral comments that were recorded by a court reporter. In addition, the Trustees hosted a web-based comment submission site, and provided a P.O. Box and email address as other means for the public to provide comments. Ultimately, the Trustees only received comments provided at the public meeting and web-based submissions. The comments and Trustee responses can be found in Chapter 4 of the Final Phase V ERP/EA.[11]

1.5.2 Public Involvement in this Phase V.2 RP/SEA: Second Phase of the Florida Coastal Access Project

Following public notice, the Draft RP/SEA will be available to the public for a 30-day comment period. During this time, the FL TIG plans to host a public meeting in Port St. Joe, Gulf County, on November 16, 2017. Comments must be submitted during the comment period by one of the following methods:

Online: http://www.gulfspillrestoration.noaa.gov

Via U.S. Mail: U.S. Fish and Wildlife Service, P.O. Box 49567, Atlanta, GA 30345. Please note that mailed comments must be postmarked on or before the comment deadline of 30 days following publication of this notice to be considered.

In Person*:* Written and oral comments may be submitted at the public meeting. Details are below.

Date	Time	Location
November 16, 2017	5:30 to 6:30 pm: open house 6:30 to 8:00 pm: presentations and discussion	Robert M. Moore Administration Building 1000 Cecil G. Costin Sr., Blvd. Port St. Joe, FL 32456

[11] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

The deadline for submitting written comments on the Draft RP/SEA is specified in the public notice published in the *Federal Register* and the Florida and NOAA Gulf Spill web portals.

1.5.3 Next Steps

As noted above, the FL TIG will host a public meeting to facilitate the public review and comment process for the actions proposed in this Phase V.2 RP/SEA. This information is also specified in the *Federal Register* notice announcing the release of this document. After the close of the public comment period, the FL TIG will consider all input received during the public comment period and then finalize the Phase V.2 RP/SEA. If appropriate, the federal Trustees of the FL TIG will prepare a Finding of No Significant Impact (FONSI). A summary of comments received and the FL TIG's responses will be included in the final Phase V.2 RP/SEA.

1.5.4 Administrative Record

The Trustees opened a publicly available Administrative Record for the NRDA for the DWH oil spill, including restoration planning activities, concurrently with publication of the 2010 NOI (pursuant to 15 C.F.R. § 990.45). DOI is the lead federal Trustee for maintaining the Administrative Record.[12] This administrative record site is also used by the FL TIG for DWH restoration planning.

Information about restoration project implementation is being provided to the public through the Administrative Record and other outreach efforts, including at http://www.gulfspillrestoration.noaa.gov.

1.6 Decision to be Made

This Phase V.2 RP/SEA is intended to provide the public with information and analysis needed to enable meaningful review and comment on the FL TIG's proposal to proceed with implementing the second phase of the Florida Coastal Access Project. This Phase V.2 RP/SEA and public review process will guide the selection of additional lost recreational use restoration that best meet the purpose and need using remaining Early Restoration DWH NRDA funds approved by the Trustees for the Florida Coastal Access Project.

The alternatives proposed in this Phase V.2 RP/SEA are independent of each other and may be selected independently by the FL TIG. A decision not to select one or more of the proposed alternatives should not affect the FL TIG's selection of any remaining alternatives. Projects not identified for inclusion as alternatives in this Phase V.2 RP/SEA may continue to be considered for inclusion in future restoration plans.

[12] The administrative record can be found at https://www.doi.gov/deepwaterhorizon/adminrecord.

1.7 Document Organization

- **Chapter 1 (Introduction)**: Introductory information and context for this document;
- **Chapter 2 (Restoration Planning Process)**: Background on the NRDA restoration planning process, summary of injuries to resources resulting from the DWH oil spill that the FL TIG intends to address in this Phase V.2 RP/SEA, screening of a suite of restoration projects to address those injuries, coordination with other restoration planning efforts and development of a reasonable range of alternatives;
- **Chapter 3 (OPA Evaluation of Alternatives)**: Evaluation of the reasonable range of alternatives proposed for NRDA restoration, rationale for preferred restoration alternatives;
- **Chapter 4 (NEPA Evaluation of Alternatives)**: Discussion of the affected environment and the environmental impacts from the proposed alternatives, basis for supplementary NEPA analysis, and compliance with federal and state environmental protection laws that may apply to the proposed preferred alternatives;
- **Chapter 5 (Compliance with other Laws and Regulations)**: Discussion of other federal and state laws that may apply to the restoration alternatives;
- **Chapter 6 (List of Preparers and Reviewers)**: Identification of individuals who substantively contributed to the development of this document;
- **Chapter 7 (List of Repositories)**: A list of places where this document and supporting documents can be found;
- **Chapter 8 (Acronyms)**: A list of acronyms used in this document;
- **Chapter 9 (Literature Cited)**: A list of literature used in the development of this document**.**

Chapter 2. Restoration Planning Process

As described in Chapter 1, this Phase V.2 RP/SEA continues the restoration planning process begun prior to the settlement of the DWH oil spill natural resource damage assessment. Previous steps in this process included evaluating the injury from the DWH oil spill, selecting and implementing pre-settlement restoration projects as part of the Early Restoration program undertaken jointly by the DWH Trustees and BP, and planning for programmatic restoration as part of the Final PDARP/PEIS (DWH Trustees, 2016).[13] Upon completion of the settlement with BP, the DWH Trustees created the FL TIG to implement comprehensive DWH restoration planning in the Florida Restoration Area.

2.1 Restoration Planning Context

2.1.1 Summary of Recreational Use Injury Addressed

The proposed restoration projects considered in this Phase V.2 RP/SEA are intended to partially compensate for DWH oil spill-related recreational use losses in Florida. This section summarizes the information from Chapter 4 of the Final PDARP/PEIS injury assessment and establishes the nexus for restoration planning for recreational use losses.[14]

The Gulf of Mexico is a popular destination for a wide variety of recreational activities, which draw people not only from the region but from all across the country. Activities including boating, fishing, and beach-going depend directly on the environmental quality of the Gulf of Mexico's natural resources and the ability to access them. The DWH oil spill resulted in losses to the public's use of natural resources for outdoor recreation, such as boating, fishing, going to the beach, and generally using and enjoying the Gulf's environment. The DWH oil spill affected these activities because members of the public canceled trips, chose alternate recreational sites, or had less enjoyable recreational experiences. The spill's impacts on the public's use of natural resources for outdoor recreation started in May 2010 and lasted through November 2011, and affected activities in all five Gulf states, including Florida. The Trustees estimated that more than 16 million boating, fishing, and other shoreline activity user-days were lost across the five affected Gulf states.[15] Total recreational use injuries attributable to the DWH oil spill are estimated to have been $693.2 million (with an uncertainty range of from $527.6 million to $858.9 million). The assessment results further suggest that the vast majority of the lost recreational value was attributable to reductions in general shoreline recreational use. Specifically, approximately 98 percent of lost recreational user days Gulf-wide were general shoreline user days, with the remaining recreational

[13] The Final PDARP/PEIS is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/gulf-plan/.

[14] Chapter 4 of the Final PDARP/PEIS is available at: http://www.gulfspillrestoration.noaa.gov/sites/default/files/wp-content/uploads/Chapter-4_Injury_to_Natural_Resources_508.pdf.

[15] The Trustees defined a 'user day' as any time an individual visits a beach, goes fishing, or goes boating for the purpose of recreation for at least part of the day.

injury attributed to lost boating days. The FL TIG received the largest allocation of funding from the DWH oil spill NRDA for restoration to compensate for recreational use injuries and to provide and enhance recreational opportunities in Florida.

The recreational losses are described in more detail in Chapter 4 of the Final PDARP/PEIS. The recreational losses in Florida have been partially addressed through Early Restoration projects, described below.

2.1.1.1 Early Restoration Recreational Use Restoration

Early Restoration was not intended to, and did not, fully address all injuries caused by the DWH oil spill. As described in Chapter 1, the Framework Agreement represented a preliminary step toward the restoration of injured natural resources. The Framework Agreement provided a mechanism through which the Trustees and BP worked together "to commence implementation of Early Restoration projects that will provide meaningful benefits to accelerate restoration in the Gulf as quickly as practicable" prior to the resolution of the Trustees' natural resource damages claim. Thirty-three Early Restoration projects in the Florida Restoration Area with a total funding of approximately $144 million were selected through five phases of Early Restoration planning prior to settlement. Most of the funding ($120.5 million) was allocated to projects that provided and enhanced recreational opportunities. This total includes $45.4 million allocated to the Phase V Florida Coastal Access Project.[16]

2.1.1.2 Post-Settlement Recreational Use Restoration

Restoration beyond Early Restoration is required to fully compensate the public for all natural resource injuries, including recreational use losses from the DWH oil spill. The Trustees engaged the public in a separate process to develop a plan to fully address all restoration that will be needed. This process led to the Trustees' preparation of the Final PDARP/PEIS. The post-settlement restoration planning process, including the Trustees' preferred ecosystem restoration alternative, is described in the Final PDARP/PEIS. The FL TIG will receive a total of $680 million for restoration projects under the settlement, or approximately $536 million over and above Early Restoration funding. Of these funds, $63 million will be allocated to providing and enhancing recreational opportunities in Florida through post-settlement restoration planning and implementation.[17]

2.1.2 Current Status of Florida Coastal Access Project

As stated above in Section 2.1.1.1, Early Restoration funds included $45.4 million allocated to the Phase V Florida Coastal Access Project. The second phase of the Florida Coastal Access Project, covered in this Phase V.2 RP/SEA, will draw funds from those that remain after implementation of the first phase of the Florida Coastal Access Project.

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[16] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

[17] Please refer to Chapter 5.10 of the Final PDARP/PEIS for additional details regarding the allocation of settlement funds.

The first phase of the Florida Coastal Access Project provided for the acquisition and/or creation and enhancement of four waterfront parks: The Innerarity Point Park, Leonard Destin Park,[18] Lynn Haven Bayou Preserve and Park,[19] and the Island View Park. In early 2016, TPL purchased the park sites at Innerarity Point, Lynn Haven, and Destin. The Island View site had been previously acquired by Franklin County. At the time of publication of this Phase V.2 RP/SEA, the design development for the four parks is nearing completion, and a construction management firm has been selected to manage the buildout of these parks. All necessary permits have been obtained for Island View Park and advertisements for bids have been published. Innerarity Point Park has received all permits except the Army Corps of Engineers permit, which is pending. All permits for Leonard Destin Park are under final review by local and state permitting authorities as well as the Army Corps of Engineers. Local, state and federal permits for Lynn Haven Bayou Preserve and Park have been submitted and are under review. It is expected that Island View Park will be the first under construction, beginning in early fall 2017, followed soon after by Innerarity Point Park. More information on the status of other DWH NRDA Early Restoration projects, including a summary of funds obligated and expended on each project, can be found on NOAA's Gulf Spill Restoration Early Restoration Project Atlas, http://www.restoration.noaa.gov/dwh/storymap/.

The Final Phase V ERP/EA estimated $34.4 million in costs for the first phase of the Florida Coastal Access Project for land acquisition, planning, design, construction, Trustee oversight and monitoring, and ten years of operation and maintenance. However, based on more recent cost estimates associated with the latest designs for the four waterfront parks, costs are now estimated at $37.3 million for the first phase of the Florida Coastal Access Project. The increase in estimated costs is based on revised estimates for construction of the parks. The original Phase V ERP/EA cost estimates were based on conceptual plans for each park, rather than detailed engineering designs, construction documents, and materials specifications. The latest cost estimates are based on the design engineer's opinion of probable costs based on either draft (90% completion) or final engineering designs, construction documents, and materials specifications.

2.1.3 Coordination with Other Gulf Restoration Programs

As discussed in Section 1.5.6 of the Final PDARP/PEIS, coordination with other Gulf of Mexico restoration programs will promote successful implementation of restoration projects and optimize ecosystem recovery. The FL TIG is committed to coordination with other Gulf of Mexico restoration programs to maximize the overall ecosystem impact of DWH oil spill NRDA restoration efforts by helping to identify synergies and reduce potential redundancies when selecting projects. This coordination will ensure that funds are allocated for critical restoration projects across the affected regions of the Gulf of Mexico and within Florida.

[18] Since the Final Phase V ERP/EA was published, the name of this park was changed to "Captain Leonard Destin Park".

[19] Since the Final Phase V ERP/EA was published, the name of this park was changed to "Lynn Haven Bayou Park and Preserve".

During the course of the restoration planning process, the FL TIG has coordinated and will continue to coordinate with other DWH oil spill and Gulf of Mexico restoration programs, including the Resources and Ecosystems Sustainability, Tourist Opportunities, and Revived Economies of the Gulf Coast States (RESTORE) programs and the National Fish and Wildlife Foundation (NFWF), Gulf Environmental Benefit Fund (GEBF). The FL TIG hopes to develop synergies with these other programs to ensure effective use of funds and the maximum benefit to natural resources in Florida.

2.2 Screening Process to Identify Alternatives

For the Final Phase V ERP/EA, the Trustees identified potential alternatives from many sources, including but not limited to: project submissions to the state project portal by the public; Gulf restoration reports, research, management plans and related efforts; and Trustee information collection activities. FDEP and the FWC hosted public meetings to inform the public about the NRDA process and, in particular, the Early Restoration process. As part of these meetings, the FL TIG solicited specific ideas that could be implemented as part of the Early Restoration process. In addition to the public meetings, the FL TIG also set up a website, where members of the public could submit and view restoration proposals.[20] The FL TIG compiled a list of all proposals received and applied a screening process based on the stated purpose and need, specified evaluation criteria, and other practical considerations (illustrated in Figure 2-1) to develop potential alternatives to be part of future restoration efforts. When identifying potential Early Restoration projects, the FL TIG only considered projects that would occur within the limited geographic area of the eight coastal- counties of the Panhandle region (Escambia – Wakulla County), the area in which boom were deployed and that was impacted by response and Shoreline Cleanup Assessment Technique (SCAT) activities related to the DWH oil spill. This process led to the selection of the Florida Coastal Access Project for Phase V of Early Restoration, and the alternatives that were included in the first phase of the Florida Coastal Access Project.

As stated in Chapter 1, the Trustee(s) anticipated allocating the balance of the Florida Coastal Access Project funding in a second phase to identify one or more additional properties in the Florida Panhandle. The second phase would also include planning, selecting, and implementing the design and construction of passive recreational amenities to expand and enhance coastal access for the public, with ten years of funding for the operation and maintenance of such property(ies) as public parks.

To select the specific alternatives to be considered as part of this second phase of the Florida Coastal Access Project, the FL TIG accepted nominations from local communities and independently researched the coastal areas of the eight disproportionately affected Panhandle Counties in search of candidate properties for potential acquisition and park improvements in early 2016. Using the same criteria to identify candidate properties used for the first phase of the Florida Coastal Access Project, the FL TIG evaluated more than 30 candidate properties as potential alternatives (Step 1, Figure 2-1). Specifically, the FL TIG collected relevant information about each property, including:

[20] http://www.deepwaterhorizonflorida.com

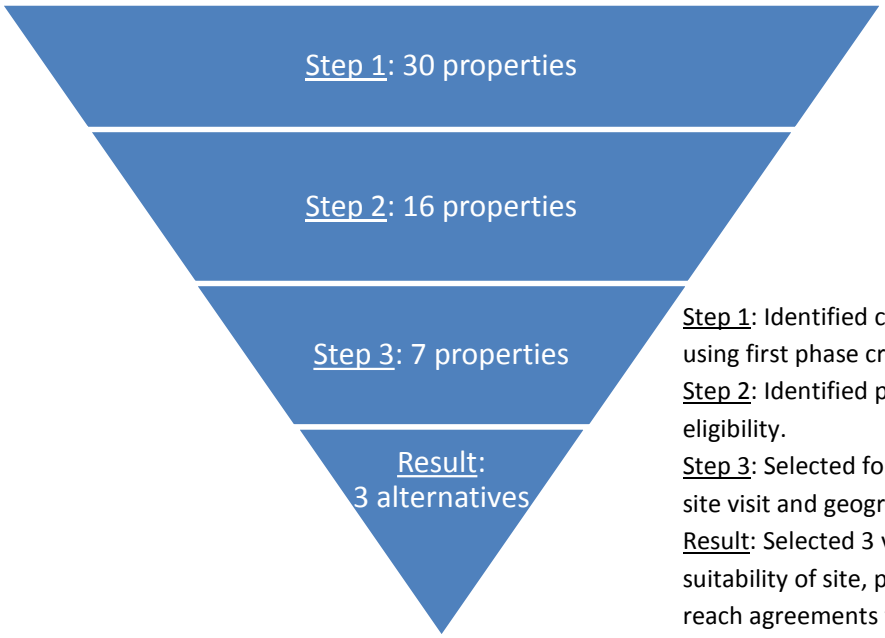
- willingness of property owner to sell;
- estimated cost;
- potential park improvements for recreational uses;
- political and civic conditions;
- approximate property value, size, and configurations;
- habitat conditions; and
- proximity to other existing parks.

Each potential property was evaluated using the established criteria, the specific property characteristics, and the level of community support. After an initial review, the FL TIG identified 16 properties for site visits for further consideration (Step 2, Figure 2-1). These site visits typically included landowners and/or local community representatives. The FL TIG also considered the geographic distribution of the proposed sites as related to the first purchase of the Florida Coastal Access Project and each other. The outcome of this process was the selection of seven sites for additional screening (Step 3, Figure 2-1).

TPL and FDEP then engaged with the local community and the landowners of the seven remaining properties more concertedly to determine the likelihood of a successful acquisition and to better define potential park improvements as advocated by local representatives. Several of the finalist properties fell out due to either an inability to reach a voluntary purchase agreement with the landowners or a determination that the properties were not suitable for desired parkland improvements, which resulted in three alternatives for further evaluation (Result, Figure 2-1).

At this time, TPL holds an option agreement to buy one of the project alternatives located in Gulf County: the Salinas Park Addition.

Figure 2-1. Graphical Summary of FL TIG's Screening Process for Potential Alternatives



Step 1: Identified candidates for further evaluation using first phase criteria.
Step 2: Identified properties for site visits based on eligibility.
Step 3: Selected for additional screening based on site visit and geographic distribution.
Result: Selected 3 viable alternatives based on suitability of site, public meetings, and ability to reach agreements with land owners.

2.3 Alternatives Not Considered for Further Evaluation in this Plan

As described above, several of the finalist properties were eliminated from additional detailed evaluation under step three due to either an inability to reach a voluntary purchase agreement with the landowners or a determination that the properties were not suitable for desired parkland improvements. In particular, two sites owned by the St. Joe Company in Gulf County (St. Joe #1 and St. Joe #2) were considered as potential alternatives, but were eliminated from further consideration following a site visit and initial landowner discussions. Both sites are located along St. Joe Bay in Gulf County, south of Port St. Joe, FL. These sites were identified as potentially suitable sites for passive recreational use through discussions with the landowner, the St. Joe Company, and representatives from Gulf County.

St. Joe #1 is a 58- acre site located on the west side of Highway 30A approximately one mile south of Port St. Joe, containing approximately 21 acres of uplands and 37 acres of wetlands. During a site visit, it was determined that the location and configuration of wetlands would have allowed for appropriate passive use amenities to be constructed on the site. TPL obtained an appraisal of the site in the hopes of reaching an agreement with the St. Joe Company to acquire the property. However, the appraised value did not meet the landowner's expectations and thus an acquisition was not pursued.

St. Joe #2 is a 15 to 20-acre parcel located approximately 2.5 miles south of St. Joe #1 on Highway 30A. Upon site inspection, it was determined that the configuration of wetlands and uplands on the site would not be conducive to public access and passive park improvements on the site. Therefore, acquisition of the site was not pursued.

2.4 Alternatives Considered for Detailed Analysis

From the screening process described above, the FL TIG developed a reasonable range of alternatives for further consideration and evaluation. The development of the reasonable range of alternatives proposed is discussed in the section that follows.

In this second phase of the Florida Coastal Access Project, the Trustees evaluated three proposed action alternatives: Alligator Point Park (Section 2.4.1), Little Redfish Lake Addition to Grayton Beach State Park (Section 2.4.2), and Salinas Park Addition (Section 2.4.3); and the No Action Alternative (Section 2.4.4). The primary goal of these alternatives is to enhance the public's access to the surrounding natural resources and increase recreational opportunities. Each of the proposed alternatives includes the acquisition of a coastal parcel and the construction of various park amenities such as parking and restroom facilities, boardwalks, trails, and paddle-craft launches. Implementation of these proposed alternatives would be performed in two stages: (1) the acquisition of the coastal parcels and (2) the final design and construction of the park infrastructure and amenities. Additional details on the proposed alternatives are provided below, the OPA evaluation of the alternatives is provided in Chapter 3, and the benefits and environmental impacts of the proposed alternatives are provided in Chapter 4.

2.3.1 Alligator Point Park

The proposed Alligator Point Park site is an approximately eight-acre parcel along Alligator Drive in Franklin County, Florida, as shown in Figure 2-2. The property includes a privately owned former campground that has been abandoned. It is adjacent to a county owned parcel to the west and extends across the peninsula from the Gulf to Alligator Harbor on the bayside where it is adjacent to the Alligator Harbor Aquatic Preserve. County residents currently fish from the riprap along the shoreline, but the lands are otherwise left fallow.

Under this alternative, the FL TIG would purchase this parcel and establish a public park on the property to enhance the public's access to the surrounding natural resources and increase recreational opportunities. The proposed purchase of the site would be achieved via a partnership between the FL TIG and TPL.

Under this alternative, TPL would acquire an option to purchase the property, and would acquire a fee simple title to the property. After acquiring the title, TPL would, at the direction and under the oversight of the FL TIG, oversee the design, permitting, and construction of the proposed park infrastructure. Once all the improvements to the property were completed, TPL would donate the property to Franklin County to be operated by the County as a public park. The property deed would include restrictions on future use such that the land may not be used for purposes other than conservation and restoration of natural resources and for passive public outdoor recreation. As part of the proposed alternative, Franklin County would be provided with funds, through a grant agreement with the FDEP, to cover ten years of operation and maintenance costs of the site as a dedicated public park.

The park proposed for this alternative would provide the public with recreational access to the natural resources on Alligator Point in Franklin County, Florida, as well as enhancing the public's recreational experiences. The proposed infrastructure would include in-water work to construct a paddle-craft launch, nature trails, and restroom facilities. Amenities and improvements included would be the following:

- Removal of debris from Alligator Drive (which is currently in disrepair) and revegetation and regrading of the area;
- Paddle-craft (canoe/kayak) launch on Alligator Harbor;
- Parking and restroom facilities, utilizing existing infrastructure where possible;
- Several picnic shelters and picnic tables;
- A short nature trail (footpath).

Figure 2-2. Overview of Alligator Point Park Site

The proposed purchase of the property and the construction of the park infrastructure for Alligator Point Park would be consistent with the Early Restoration goals to "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences" as well as the goal of the Final PDARP/PEIS to "Provide and Enhance Recreational Opportunities." The proposed purchase of the property would enhance public access to natural resources for recreational purposes, while the proposed park elements--such as the small craft launch, parking, and restrooms--would also enhance both public access to the natural resources for recreational use and the public's recreational experiences.

2.3.2 Little Redfish Lake Addition to Grayton Beach State Park

The proposed Little Redfish Lake Addition to Grayton Beach State Park site is an approximately seven-acre site on the west side of Little Redfish Lake in Walton County, Florida, as shown in Figure 2-3. The FL TIG proposes to purchase this privately owned parcel to enhance public access to the natural resources. The parcel is adjacent to Grayton Beach State Park, a 2,187-acre park that includes the east side of Little Redfish Lake. The parcel proposed for purchase would not be improved or developed. It would be left in its natural state and the habitat would be managed as part of Grayton Beach State Park. In addition to acquiring the parcel, the State would commit to enhancing Grayton Beach State Park by developing a day use area and tent camping area on existing park lands on the east side of Little Redfish Lake, as well as conducting some forest restoration activities. These infrastructure improvements and restoration activities would not be constructed using NRDA funds. The acquisition of the proposed parcel and the park infrastructure would enhance the public's access to the surrounding natural resources and increase recreational opportunities.

The proposed purchase of the new parcel on the west side of Little Redfish Lake would be achieved via a partnership between the FL TIG and TPL. If the proposed alternative is selected, TPL would acquire an option to purchase the property, and would acquire a fee simple title to the property. TPL would donate the property to the State of Florida to be operated as part of Grayton Beach State Park. The property deed would include restrictions on future use and designate that the land be continually used as a public park. The Grayton Beach State Park Management Unit Plan would be amended to include the newly acquired area. On the existing Grayton Beach State Park area, the FDEP's Division of Recreation and Parks would, at the direction and under the oversight of the FL TIG, oversee the design, permitting, and construction of the proposed park infrastructure.

The proposed Little Redfish Lake Addition alternative would enhance the public's recreational experiences in Grayton Beach State Park near Little Redfish Lake. The infrastructure proposed for the east side of Little Redfish Lake include parking facilities, restroom facilities, a boardwalk, a tent camping area, entrance improvements, a paddle-craft launch, and improvements to existing trails to access the beach, as shown in Figure 2-4. Specifically, these proposed amenities include the following:

- 24-space day use gravel parking area, including two concrete handicap parking spaces;
- Small day use restroom facilities;
- Boardwalk to Little Redfish Lake;

- Tent-only camping area, including up to 12 walk-in sites, one bathhouse, and 24 parking spaces (two spaces per tent site, along the road), will be planned for a two-acre area east of the cabins on the east side of the cabin access road. From this location, campers can access the Little Redfish Lake Day Use Area by the path from the adjacent cabin area;
- Entrance improvements, including a gate for vehicle access and keypad access for cabins and tent sites;
- Paddle-craft (kayak/canoe) launch on Little Redfish Lake;
- Improvements to existing trails to access the beach for Little Redfish Lake and Gulf Beach day-use area using existing road bed;
- Partial restoration of the current park area to oak and pine scrub (approximately 2.5 acres), reducing the width of the asphalt and shoulder, but maintaining an on-grade path to the beach boardwalk.

The proposed purchase of the property and the park infrastructure would be consistent with the Early Restoration goals to "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences" as well as the goal of the Final PDARP/PEIS to "Provide and Enhance Recreational Opportunities." The proposed purchase of the property would enhance public access to natural resources for recreational purposes, while the proposed park elements, such as the tent camping area, paddle-craft launch, trail improvements, and boardwalk, would also enhance both public access to the natural resources for recreational use and the public's recreational experiences.

Figure 2-3. Overview of Little Redfish Lake Addition to Grayton Beach State Park

Figure 2-4 Proposed Site Plan for the Little Redfish Lake Addition to Grayton Beach State Park

2.3.3 Salinas Park Addition (Preferred)

The proposed Salinas Park Addition alternative is an approximately six-acre undeveloped parcel on the south side of Saint Joseph Bay in Gulf County, Florida, as shown in Figure 2-5. The parcel is adjacent to both the existing Salinas Park (Bayside) property and the Saint Joseph Bay Aquatic Preserve, and near the Saint Joseph Bay State Buffer Preserve. The FL TIG proposes to purchase this privately owned parcel and construct park amenities, as an extension to the existing Salinas Park. This would enhance the public's access to the surrounding natural resources and increase recreational opportunities. The new parcel would be accessible from the existing Salinas Park Bayside parking area, as well as via the adjacent bicycle and pedestrian trail.

The proposed purchase of the Salinas Park Addition site would be achieved via a partnership between the FL TIG and TPL. At this time, TPL holds an option agreement to buy the property. If this proposed alternative is selected, TPL would exercise its option and acquire fee simple title to the property. After acquiring the title, TPL would, at the direction and under the oversight of the FL TIG, oversee the design, permitting, and construction of the proposed park infrastructure. Once all the improvements to the property are completed, TPL would donate the property to Gulf County to be operated by the County as a new addition to the Salinas Park. The property deed would include restrictions on future use such that the land may not be used for purposes other than conservation and restoration of natural resources and for passive public outdoor recreation. As part of the proposed alternative, Gulf County would be provided with funds, through a grant agreement with the FDEP, to cover ten years of operation and maintenance costs of the site as a dedicated public park.

The proposed park would provide the public with recreational access to the natural resources in and near Salinas Park in Gulf County, Florida, as well as enhancing the public's recreational experiences. The following infrastructure is proposed on the Salinas Park Addition site, as shown in Figure 2-6:

- Three trail heads near the adjacent road comprised of a 450-square foot concrete pad and a few amenities such as a trash receptacle, bike rack and repair stand, bike pump, water misting station, and water fountain. The trailheads are to be strategically located to support access from the adjacent paved trail;
- Elevated boardwalk of 10 feet x 1,200 lineal feet (12,000 square feet), including:
    - 10-foot wide elevated wood boardwalk at 1 percent grade, rising to 13 feet above grade.
    - 6-foot wide elevated wood boardwalk 1-2 feet above grade with curb.
    - 300 square-foot observation platform at 13.6 feet above grade.
    - 300 square-foot observation platform at 14 feet above grade.
    - A peak 400 square-foot observation platform at 15 feet above grade with seating.
    - A 140 square-foot platform for maintenance vehicle turnaround.
- Trail extension from the existing parking area in Salinas Park to the trailhead (made of shell).

The new park extension would be adjacent to the existing Salinas Park Bayside (the northern portion of the park), a small county park that includes a beach volleyball court, a small playground, a fire pit, three

huts with screened in tables for picnicking and grilling, and a parking area for approximately 25 cars. This project alternative also proposes the following infrastructure within the existing Salinas Park site: a crosswalk to enhance public safety when accessing the new park extension, pickleball court features (Figure 2-7), and cultural and natural resource interpretive signage.

No in-water work is planned as part of this alternative, though some work may be conducted in wetland areas during construction of the boardwalk.

The proposed purchase of the property and the park infrastructure would be consistent with the Early Restoration goals to "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences" as well as the goal of the Final PDARP/PEIS to "Provide and Enhance Recreational Opportunities." The proposed purchase of the property would enhance public access to natural resources for recreational purposes, while the proposed park elements, such as the boardwalk, pickleball courts, and bike trail facilities, would also enhance both public access to the natural resources for recreational use and the public's recreational experiences.

Figure 2-5. Overview of Salinas Park Addition Site

Figure 2-6. Proposed Site Plan for Salinas Park Addition

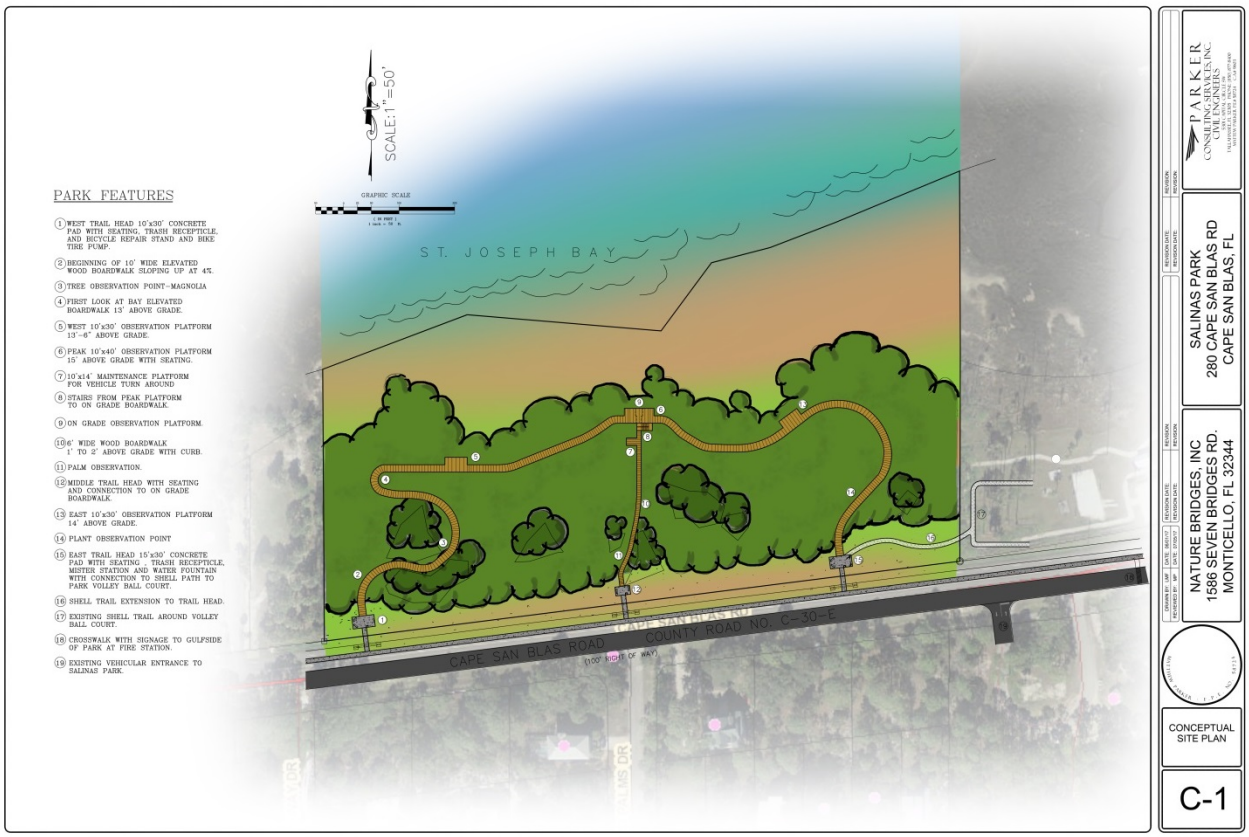
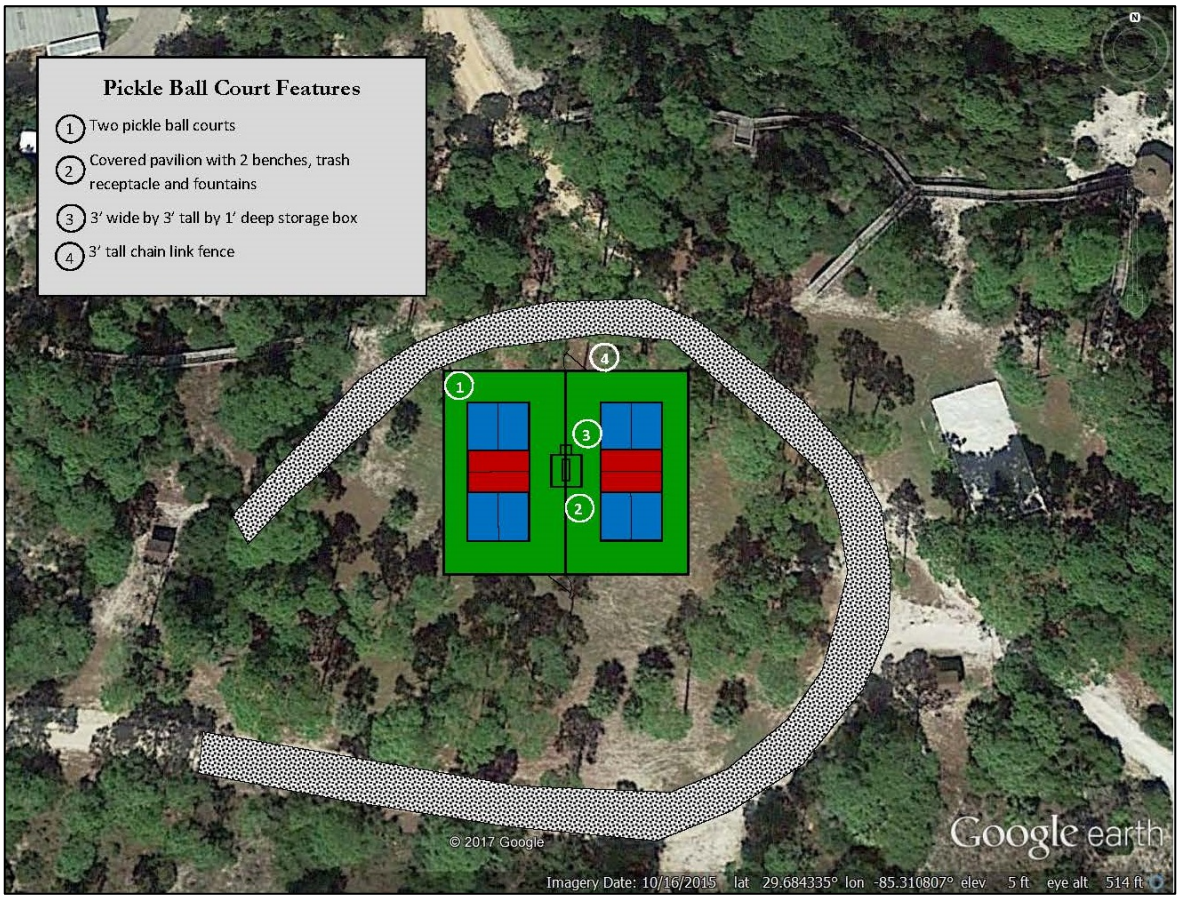


Figure 2-7. Illustration of Proposed Pickleball Courts



2.3.4 No Action Alternative

The No Action Alternative, inclusion of which is a NEPA requirement, provides a benchmark, enabling decision-makers to compare the magnitude of environmental effects of the action alternatives (40 C.F.R. § 1502.14(d)). In this case, the No Action Alternative is to leave the three existing properties in their current conditions. This means that none of the three properties considered above would be acquired and improved for recreational purposes with NRDA funds. The three privately owned properties could ultimately be sold for other purposes.

Chapter 3. OPA Evaluation of the Reasonable Range of Alternatives and Determination of the Preferred Alternative

3.1 Introduction

According to the NRDA regulations under OPA, trustees are responsible for identifying a reasonable range of restoration alternatives (15 C.F.R. § 990.53(a)(2)) that can be evaluated according to the OPA evaluation standards (15 C.F.R. § 990.54). Chapter 2 describes the screening and identification of a reasonable range of alternatives for evaluation under OPA. The following section describes the considerations the FL TIG included when performing the OPA evaluation of these alternatives. This evaluation process is informed by the OPA criteria found in 15 C.F.R. § 990.54(a), as well as the Final PDARP/PEIS.

For each alternative in the reasonable range of alternatives, the OPA criteria are evaluated independently, and a determination is made regarding how well the alternative meets that element. The NRDA regulations (15 C.F.R. § 990.54) require that trustees identify preferred restoration alternatives based on their evaluation using the OPA criteria. The FL TIG applied each of the OPA criteria to the reasonable range of alternatives. This section provides the following: (1) a summary of the considerations and questions evaluated under each of the OPA criteria, and (2) a narrative summary of each alternative's evaluation with respect to those criteria.

3.2 OPA Evaluation of the Reasonable Range of Alternatives

The proposed second phase of the Florida Coastal Access Project falls within two of the project types in the programmatic alternatives evaluated for Early Restoration in the Final Phase III ERP/PEIS.[21] In particular, the proposed action – both generally and as specifically described herein – falls within the "Enhance Public Access to Natural Resources for Recreational Use" and the "Enhance Recreational Experiences," restoration project types. The proposed action would also be consistent with Final PDARP/PEIS goal to "Provide and Enhance Recreational Opportunities."[22]

The OPA criteria considered by the FL TIG when evaluating each alternative are:

- The cost to carry out the alternative ("Cost-Effectiveness");

[21] The Final Phase III ERP/PEIS is available at: http://www.gulfspillrestoration.noaa.gov/restoration/early-restoration/phase-iii/.
[22] The Final PDARP/PEIS is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/gulf-plan/.

- The extent to which each alternative is expected to meet the FL TIG's goals and objectives in returning the injured natural resources and services to baseline and/or compensating for interim losses ("Restoration Goals and Objectives");
- The likelihood of success of each alternative ("Likelihood of Success");
- The extent to which each alternative will prevent future injury as a result of the incident, and avoid collateral injury as a result of implementing the alternative ("Prevent Future Injury and Avoid Collateral Injury");
- The extent to which each alternative benefits more than one natural resource and/or service ("Benefits Multiple Resources"); and
- The effect of each alternative on public health and safety ("Public Health and Safety").

These criteria, and how the FL TIG evaluated them, are described in the table below.

OPA Evaluation Criteria	**Description of Evaluation Considerations**
Cost-Effectiveness	The FL TIG considered the anticipated costs of the alternative, including the costs for land acquisition, recreational amenity design planning, construction, management, and monitoring and maintenance. The FL TIG also considered whether the costs were reasonable and comparable to other equivalent restoration alternatives.
Restoration Goals and Objectives	The FL TIG considered how well the alternative addresses the recreational use injuries described in the Final PDARP/PEIS. The FL TIG also evaluated the nature, magnitude, and distribution of recreational use benefits expected to be provided to the public. This evaluation includes each alternative's nexus to injury; nature and scale of anticipated benefits from the alternative; and the alternative's location and accessibility to the public.
Likelihood of Success	In determining the likelihood of success, the FL TIG considered the approach to implementing each alternative including whether the alternative utilizes techniques previously implemented successfully by the FL TIG or other Trustees. The FL TIG also considered the local community and landowners support for the project, willingness of the landowner to sell, and the suitability of the site for a public park and amenities.
Prevent Future Injury and Avoid Collateral Injury	The FL TIG evaluated whether the restoration alternative has direct or indirect collateral environmental impacts and whether those impacts are positive or negative. Additional information on these considerations is provided in Chapter 4 of this document.
Benefits Multiple Resources	The FL TIG considered whether each alternative provided benefits to multiple resources or multiple resource services that may make the alternative more valuable to the public (e.g., by providing both recreational and non-use (ecological) values, storm-protection benefits, or habitat improvements that may benefit ecological resources injured by the DWH oil spill).
Public Health and Safety	The FL TIG considered whether there are any aspects of the alternative that could negatively affect public health and safety that cannot be mitigated.

Additional criteria:

- **Geographic location**: The geographic locations of the alternatives were a consideration. The FL TIG evaluated the geographic distribution along the Florida panhandle of projects planned for during Early Restoration planning, the locations of the sites in the first phase of the Florida Coastal Access Project, and whether the proposed alternatives would occur within the limited geographic area of the eight coastal counties in the Florida Panhandle, as discussed in Section 2.2.

- **Complementing and Enhancing Existing Public Access:** The FL TIG considered whether the proposed alternatives would complement or enhance existing public access points (e.g., public parks). In particular, the FL TIG considered whether each proposed alternative was near or adjacent to any existing parks, the distribution of existing public access points, and whether the alternatives were in areas where the public may be more likely to benefit from expanded park amenities and additional access to the natural resources.

3.2.1 Alligator Point Park OPA Evaluation

The OPA evaluation of the proposed Alligator Point Park alternative using the criteria established by the OPA regulations in 15 C.F.R. § 990.54(a) is described below.

Cost-Effectiveness

The estimated costs for land acquisition, recreational amenity design planning, construction, management, and monitoring and maintenance of the Alligator Point Park parcel is approximately $3.7 million. This is a preliminary cost estimate based on initial discussions between TPL and the landowner on parcel acquisition and costs for similar park amenities for similar projects. This cost estimate is consistent with FDEP's past experience acquiring comparable properties. Based on these estimates, the proposed actions would likely be able to be conducted at a reasonable cost (see 15 C.F.R. § 990.54(a)(1)).

Restoration Goals and Objectives

This proposed alternative meets the following restoration goals identified in the Final Phase III ERP/PEIS: the "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences" which can include enhancing or constructing infrastructure and providing or improving access to natural resources in publicly owned areas. This proposed alternative is also consistent with the Final PDARP/PEIS and the goal of the "Provide and Enhance Recreational Opportunities" Restoration Type, to "increase recreational opportunities such as fishing, beach-going, camping, and boating with a combination of ecological restoration and creation of infrastructure, access, and use opportunities." The purchase of the property would enhance public access to natural resources for recreational purposes by providing additional lands along the coast where the public can access the gulf-side and bayside habitats. The proposed park elements, such as the fishing pier, canoe/kayak launch, nature trails, boardwalks to access the shoreline, picnic area, and parking and restrooms, would also enhance both public access to the natural resources for recreational use and the public's recreational experience.

This project has a clear nexus to the injuries described in the Final PDARP/PEIS because it would provide recreational use benefits to the public by enhancing public access to the coastal natural resources and recreational opportunities.

Likelihood of Success

The land proposed for acquisition has a willing seller and the FL TIG has successfully implemented similar acquisition and recreational design and improvement projects. However, there is currently a lack of local community support for the project. Franklin County held a public meeting on July 9, 2016 in which a number of members of the public expressed strong disapproval for the project, citing concerns about the parking design, opposition to direct beach access, concern regarding the number of bathrooms and future maintenance of facilities, and general dissatisfaction with an increased number of visitors to the area. Without local community support, the alternative is unlikely to succeed in enhancing recreational experiences. Therefore, the proposed alternative's goal of enhancing public access to natural resources for recreational use and enhancing recreational experiences has a low likelihood of success.

Prevent Future Injury and Avoid Collateral Injury

This proposed alternative is not expected to contribute to preventing future injury from the DWH oil spill. The Final PDARP/PEIS indicates that recreational uses have recovered (DWH Trustees, 2016). The purpose of the alternative is only to provide compensatory restoration for losses that occurred between April 2010 and November 2011, after which the Trustees concluded that recreational use returned to baseline levels (DWH Trustees, 2016). Implementation of the alternative is also not expected to cause collateral damage to the environment. In fact, acquisition of the parcel would prevent future development and construction of the habitat on this Alligator Point property including the gulf-side and bayside habitats and the coastal area adjacent to Alligator Harbor Aquatic Preserve. Implementation of the alternative would also provide additional protection for natural resources along the coast. Chapter 4 of this document provides additional analyses of the environmental consequences of this alternative.

Benefits Multiple Resources

The primary NRDA benefit of this proposed alternative is to provide and enhance recreational uses. Additionally, the trails would direct public foot traffic away from sensitive habitats into a single area, which would help protect the habitat in the area and the species that depend on them.

Public Health and Safety

Adverse impacts on public health and safety are not expected from this proposed alternative. To minimize public health impacts, Franklin County would provide and regularly maintain trash receptacles at the parking lot and picnic area. Restrooms would be connected to existing municipal lines and maintained regularly by the County. The parking lot would be engineered to minimize the changes to traffic flows and, consequently, only minor traffic impacts are anticipated. The parking lot and boardwalk would comply with the Americans with Disabilities Act (ADA) standards.

Summary of Evaluation of Alligator Point Park

The land acquisition and infrastructure costs of the alternative are reasonable and appropriate. The alternative has a strong nexus to the recreational injury caused by the DWH oil spill. The alternative would provide new and enhanced public access to the natural resources on Alligator Point and would enhance the recreational experiences of visitors to the proposed park The proposed alternative would protect habitat and resources from future development. Finally, public health and safety issues are not expected to be a concern. While the FL TIG has successfully implemented other similar acquisition and recreational park projects, those projects had strong local support. This alternative is not anticipated to have local community support, which significantly reduces the likelihood of success.

3.2.2 Little Redfish Lake Addition to Grayton Beach State Park OPA Evaluation

The OPA evaluation of the proposed Little Redfish Lake Addition to Grayton Beach State Park alternative using the criteria established by the OPA regulations in 15 C.F.R. § 990.54(a) is described below.

Cost-Effectiveness

The estimated land acquisition cost for the Little Redfish Lake Addition to Grayton Beach State Park would be $4.7 million. The planning, design, and the construction of park amenities and infrastructure improvements is estimated to cost an additional $1.3 million, and therefore would need to be provided from another source than NRDA funds available for Phase V.2. The land acquisition cost represents the potential asking price with the seller and is consistent with past experience acquiring comparable properties at appraised values. Based on these estimates, the land acquisition could be accomplished at a reasonable cost (see 15 C.F.R. § 990.54(a)(1)).

Restoration Goals and Objectives

This proposed alternative meets the following restoration goals identified in the Final Phase III ERP/PEIS: the “Enhance Public Access to Natural Resources for Recreational Use” and “Enhance Recreational Experiences” which can include enhancing or constructing infrastructure and providing or improving access to natural resources in publicly owned areas. This proposed alternative is also consistent with the Final PDARP/PEIS and the goal of the “Provide and Enhance Recreational Opportunities” Restoration Type, to “increase recreational opportunities such as fishing, beach-going, camping, and boating with a combination of ecological restoration and creation of infrastructure, access, and use opportunities.” The purchase of the property would enhance public access to natural resources for recreational purposes by providing additional lands along the coast where the public can access the gulf-side habitats and Little Redfish Lake. The proposed park elements, such as the tent camping area, paddle-craft launch, trail improvements, observation deck and boardwalk, would also enhance both public access to the natural resources for recreational use and the public’s recreational experience.

This project has a clear nexus to the injuries described in the Final PDARP/PEIS because it would provide recreational use benefits to the public by enhancing public access to the coastal natural resources and recreational opportunities.

Likelihood of Success

The parcel proposed for acquisition has a willing seller and the FL TIG has successfully implemented similar land acquisition projects and overseen the design and construction of similar recreational improvements and public park enhancement projects. However, there may be some lack of community support for the project. The FDEP Office of Park Planning held a public meeting in June 2017 to present a proposed amendment to the Grayton Beach State Park Unit Management Plan, which would be required to incorporate the acquired parcel and to authorize the proposed amenities and infrastructure improvements. During the meeting and in subsequent written communications with FDEP, many members of the public expressed disapproval for the amenities included in the project, citing concerns about noise and general increased number of visitors that would visit the area. The comments were generally supportive of the land acquisition independent of the proposed amenities. Without local community support, the project is unlikely to succeed in enhancing recreational experiences. Therefore, the proposed alternative's goal of enhancing public access to natural resources for recreational use and enhancing recreational experiences has a moderate likelihood of success.

Prevent Future Injury and Avoid Collateral Injury

This proposed alternative is not expected to contribute to preventing future injury from the DWH oil spill. The Final PDARP/PEIS indicates that recreational uses have recovered (DWH Trustees, 2016). The purpose of the alternative is only to provide compensatory restoration for losses that occurred between April 2010 and November 2011, after which the Trustees concluded that recreational use returned to baseline levels (DWH Trustees, 2016). Implementation of the alternative is also not expected to cause collateral damage to the environment. In fact, acquisition of the parcel would prevent future development and construction in Gulf of Mexico coast habitat and would also provide additional protection for natural resources. Chapter 4 of this document provides additional analyses of the environmental consequences of this alternative.

Benefits Multiple Resources

The primary NRDA benefit of this proposed alternative is to provide and enhance recreational uses. However, the purchase of the property would provide protection of the Little Redfish Lake natural outfall and the adjacent beach and dune systems. Further, the proposed activities in the current park area would enhance the coastal scrub community by removing some existing asphalt roadways and installing fixed walkways to eliminate the current sand paths and allow native vegetation to regrow. This alternative and the activities it incorporates could provide additional benefits to birds and other species that utilize the coastal habitat.

Public Health and Safety

Adverse impacts on public health and safety are not expected from this proposed alternative. To minimize public health impacts, the amenities would include regularly maintained trash receptacles at the parking lots and camping area. Restrooms would be connected to existing sanitary sewer and maintained regularly. The parking lot would be engineered to minimize the changes to traffic flows and, consequently, only minor traffic impacts are anticipated. The parking lot would provide ADA-accessible

spaces and any lighting included to improve safety after sundown would incorporate turtle-friendly lighting design. Implementation of this project would be managed to prevent impacts to health and safety.

Summary of Evaluation of Little Redfish Lake Addition to Grayton Beach State Park

The land acquisition costs of the alternative are reasonable and appropriate (infrastructure costs would have alternate funding source). The alternative has a strong nexus to the recreational injury caused by the DWH oil spill. The alternative would provide new and enhanced public access to the natural resources adjacent to Grayton Beach State Park and would enhance the recreational experiences of visitors to the new parcel and improved areas. The proposed alternative would protect habitat and resources from future development along Little Redfish Lake. Public safety issues are not expected to be a concern. Finally, although the FL TIG has successfully implemented other similar acquisition and recreational park projects, this alternative does not have local community support, which significantly reduces the likelihood of success.

3.2.3 Salinas Park Addition OPA Evaluation

The OPA evaluation of the proposed Salinas Park Addition alternative using the criteria established by the OPA regulations in 15 C.F.R. § 990.54(a) is described below.

Cost-Effectiveness

The estimated cost for the land acquisition; recreational amenity planning, design, construction, and management; and monitoring and maintenance of the Salinas Park Addition parcel is approximately $3.1 million. TPL currently holds an option agreement with the landowner to purchase the property. This is a preliminary cost estimate based on the contract between TPL and the landowner on parcel acquisition and costs for similar park amenities for similar projects.

This cost estimate is consistent with FDEP's past experience acquiring comparable properties. Based on these estimates, the project actions would be able to be conducted at a reasonable cost (see 15 C.F.R. § 990.54(a)(1)).

Restoration Goals and Objectives

This proposed alternative meets the following restoration goals identified in the Final Phase III ERP/PEIS: the "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences" which can include enhancing or constructing infrastructure and providing or improving access to natural resources in publicly owned areas. This proposed alternative is also consistent with the Final PDARP/PEIS and the goal of the "Provide and Enhance Recreational Opportunities" Restoration Type, to "increase recreational opportunities such as fishing, beach-going, camping, and boating with a combination of ecological restoration and creation of infrastructure, access, and use opportunities." The purchase of the property would enhance public access to natural resources for recreational purposes by providing additional lands along the coast where the public can access the natural resource and habitat along St. Joseph Bay. The proposed park elements, such as the boardwalk and bike trail facilities, would

also enhance both public access to the natural resources for recreational use and the public's recreational experience.

This project has a clear nexus to the injuries described in the Final PDARP/PEIS because it would provide recreational use benefits to the public by enhancing public access to the coastal natural resources and recreational opportunities.

Likelihood of Success

The parcel proposed for acquisition has a willing seller and TPL holds an option agreement to buy the property, increasing the likelihood of this alternative's success. The FL TIG has successfully implemented similar acquisition and recreational park design and enhancement projects as part of its day-to-day natural resource management responsibilities at public parks and other state-owned properties along the Florida coast. Further, based on conversations with local leaders, we understand that the local community supports the acquisition of the proposed parcel adjacent to the existing Salinas Park (Bayside) property. Therefore, the alternative's goal of enhancing public access to natural resources for recreational use and enhancing recreational experiences has a high likelihood of success.

Prevent Future Injury and Avoid Collateral Injury

This proposed alternative is not expected to contribute to preventing future injury from the DWH oil spill. The Final PDARP/PEIS indicates that recreational uses have recovered (DWH Trustees, 2016). The purpose of the alternative is only to provide compensatory restoration for losses that occurred between April 2010 and November 2011, after which the Trustees concluded that recreational use returned to baseline levels (DWH Trustees, 2016). Implementation of the alternative is also not expected to cause collateral damage to the environment. In fact, acquisition of the parcel would prevent future development and construction of the habitat along Saint Joseph Bay. Implementation of the alternative would also provide additional protection for natural resources. Chapter 4 of this document provides additional analyses of the environmental consequences of this alternative.

Benefits Multiple Resources

The primary NRDA benefit of this proposed alternative is to provide and enhance recreational uses. The proposed property is adjacent to the Saint Joseph Bay Aquatic Preserve and close to the Saint Joseph Bay Buffer Preserve. The acquisition would maintain and protect the natural resources adjacent to these preserves and provide habitat benefits to species that utilize these areas.

Public Health and Safety

Adverse impacts on public health and safety are not expected from this proposed alternative. To minimize public health impacts, Gulf County would provide and regularly maintain trash receptacles at the trail heads. Implementation of this project would be managed to prevent impacts to health and safety. In addition, a marked crosswalk would be installed between the bay- and gulf-side parcels of the park to increase pedestrian visibility and safety.

Summary of Evaluation of Salinas Park Addition

The land acquisition and infrastructure costs of the alternative are well documented, reasonable, and appropriate. The alternative has a strong nexus to the recreational injury from the DWH oil spill and can reasonably be expected to provide benefits to the public over an extended timeframe. The alternative would provide new and enhanced public access to resources that were injured by the DWH oil spill. This alternative would protect valuable shoreline habitat from future development and provide for the effective management of ongoing recreational use. Public safety issues are not expected to be a concern. Finally, the proposed alternative has a high probability of success since TPL holds an option agreement to buy the property, the FL TIG has successfully implemented similar acquisition and recreational park projects, and the alternative has local community support.

3.3 Monitoring and Adaptive Management

The restoration objective for the second phase of the Florida Coastal Access Project is to restore a portion of lost recreational opportunities caused by the DWH oil spill by increasing the public's access to the natural resources and enhancing the public's recreational experiences. The specific objectives relevant to project monitoring are 1) to acquire, construct, and complete the project as designed and 2) to provide visitors with park access. The recreational infrastructure would also increase access to natural resources for recreational purposes and enhance the public's recreational experiences. The second phase of the project will be deemed successful once the property has been acquired, the infrastructure improvements have been completed, and the new parcel designated as a public park. As such, performance criteria for this project are the satisfactory acquisition of the property, completion of construction of the park infrastructure in accordance with approved final design plans, and transfer of improved properties to the respective County with a deed restriction ensuring public use.

Project monitoring would be conducted consistent with the monitoring plan provided as Appendix A, which is consistent with the monitoring provided as part of the Final Phase V ERP/EA.[23] Monitoring parameters are expected to include an as-built construction monitoring parameter and public use of the park. Construction monitoring would occur before, during, and after construction to ensure that project designs are correctly implemented. The performance of the project would be assessed using performance criteria related to the project objectives. The need for corrective actions and/or adaptive management would be determined by evaluation of the project over time using the specified performance criteria. Potential corrective actions would include discussions and/or resolutions with the seller of the parcel or with the contractor to ensure terms of the contract are met. Successful implementation of this project would be determined using the performance criteria identified in the Monitoring Plan provided in Appendix A: acquisition of the land parcel(s); construction of the infrastructure as designed; and, confirmation that members of the public are able to use the park and constructed amenities.

[23] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

The proposed alternatives include funding for ten years of operation and maintenance activities that will be provided to the respective county through grant agreements with FDEP for use to provide for upkeep of the improved properties as dedicated public parks. After ten years, the respective county will assume and bear operation and maintenance costs.

3.4 Evaluation of Natural Recovery

Pursuant to the OPA regulations, the Final PDARP/PEIS considered a "natural recovery alternative in which no human intervention would be taken to directly restore injured natural resources and services to baseline" (40 C.F.R. § 990.53[b][2]).[24] Under a natural recovery alternative, no additional restoration would be done by Trustees to accelerate recovery of injured natural resources or to compensate for lost services using DWH NRDA funding at this time. The Trustees would allow natural recovery processes to occur, which could result in one of four outcomes for injured resources: 1) gradual recovery, 2) partial recovery, 3) no recovery, or 4) further deterioration.

According to Section 4.10.3.3.4 of the Final PDARP/PEIS recreational injury assessment (page 4-657), the recreational use injury began in May 2010 and lasted through November 2011. The entire recreational use injury quantified in the Final PDARP/PEIS represents interim loss that occurred during this period. Because visitation returned to pre-spill levels by the end of November 2011, future natural recovery is not available to provide compensation for remaining interim losses. The Final PDARP/PEIS (Section 5.8.2, page 5-92) also notes that interim losses of natural resources would not be compensated under a natural recovery alternative. Based on this determination, the FL TIG did not evaluate natural recovery as a viable alternative under OPA. Natural recovery is not considered further in this Draft RP/SEA.

3.5 OPA Evaluation Conclusion

The FL TIG completed its OPA evaluation of the set of reasonable alternatives and concluded that the following alternative best meets the goals of Final Phase V and the Final PDARP/PEIS, at this time, and is therefore identified as the FL TIG's preferred alternative:

- Salinas Park Addition.

The OPA analysis indicates that this alternative would provide recreational benefits with a strong nexus to the recreational use injuries caused by the DWH spill. The alternative occurs within the eight coastal county region of the Florida Panhandle, which is described in Section 2.2. This alternative provides recreational benefits from the land acquisition of the coastal parcel, which protects valuable habitat and creates additional public access to coastal natural resources. The development of park infrastructure

[24] NEPA requires evaluation of a "no action" alternative. This differs from the natural recovery alternative under OPA. The environmental consequences of the NEPA no action alterative are considered separately and described in Chapter 4 of this document.

enhances recreational opportunities and experiences. These benefits would be broadly available to the public over an extended timeframe.

Although the focus of the alternatives included in this Phase V.2 RP/SEA includes providing and enhancing recreational use, the Salinas Park Addition preferred alternative would also benefit other natural resources and services. Specifically, land protection prevents the negative environmental impacts of development (e.g., habitat loss, impaired water quality). Similarly, infrastructure would be designed and implemented to manage public access in ways that would minimize impacts on valuable habitats and species. These approaches would also ensure that any collateral damage to the environment is minor and mitigated. Furthermore, no adverse impacts on public health are anticipated from the alternative.

Based on similar experience in Florida, the FL TIG determined that the preferred alternative could be implemented at a reasonable cost and would have a high probability of success. The alternative includes provision of funding for both maintenance and monitoring to ensure these benefits would be available over the planned life of the proposed alternative. Further, an appropriate land protection instrument (i.e., deed restriction, conservation easement) would be included to ensure that the purpose of compensating for lost recreational use as described in this plan is maintained for the life of the project.

As described above, the FL TIG also evaluated two additional alternatives as part of the set of reasonable alternatives:

- Alligator Point Park.
- Little Redfish Lake Addition to Grayton Beach State Park.

The OPA evaluation indicates that these alternatives have good potential for providing public natural resource benefits but are less likely to succeed due to a lack of support from the local communities.

Chapter 4. NEPA Analysis of the Reasonable Range of Alternatives

4.1 Introduction

Under NEPA, federal agencies must consider environmental effects of their actions that include, among others, impacts on social, cultural, and economic resources, as well as natural resources. Detailed information on the affected environment (Section 4.3) and environmental consequences (Section 4.4) of the second phase of the Florida Coastal Access Project is provided below.

In order to determine whether an action has the potential to result in significant impacts, the context and intensity of the action must be considered. Context refers to area of impacts (local, state-wide, etc.) and their duration (e.g., whether they are short- or long-term impacts). Intensity refers to the severity of impact, and could include the timing of the action (e.g., more intense impacts would occur during critical periods like high visitation or wildlife breeding/rearing, etc.). Intensity is also described in terms of whether the impact would be beneficial or adverse.

For purposes of this document, impacts are characterized as minor, moderate or major, and temporary (i.e., short-term) or long-term. The analysis of beneficial impacts focuses on the duration (short- or long-term), without attempting to specify the intensity of the benefit. The definition of these characterizations is consistent with the guidance provided in Appendix D of the Phase V ERP/EA[25]. As noted previously, the FL TIG considered three proposed action alternatives and the No Action Alternative as part of the restoration planning for the second phase of the Florida Coastal Access Project, as follows:

1. **Alligator Point Park**, Franklin County: This alternative would involve acquiring 7.4 acres and providing recreational use amenities.
2. **Little Redfish Lake Addition to Grayton Beach State Park**, Walton County: This alternative would involve acquiring 7.06 acres. A connected action that involves providing recreational use amenities in lands within the existing Grayton Beach State Park is also evaluated.
3. **Salinas Park Addition**, Gulf County (Preferred): This alternative would involve acquiring 6.6 acres adjacent to the Salinas Park and providing recreational use amenities.
4. **No Action**: Under the No Action Alternative, none of the alternatives would be implemented and none of the three site properties would be acquired for preservation and/or improved for recreational purposes. All three privately owned properties could ultimately be sold for other purposes.

[25] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

This phase of the Florida Coastal Access Project would be performed in two stages: (1) the acquisition of the parcel(s) and (2) the final design and implementation of the alternative's recreational improvements. The FL TIG has determined that the acquisition of the land parcels would have no adverse environmental effects, and therefore may proceed prior to the completion of environmental compliance reviews required for the final design and construction stage of this project (including those conducted under the Endangered Species Act, Magnuson-Stevens Fishery Conservation and Management Act, National Historic Preservation Act, and Clean Water Act).

The following sections discuss the affected environment for the three action alternatives and analyze the environmental consequences of the action alternatives and the No Action Alternative on the physical environment, biological environment, human uses, and socioeconomics.

4.2 Supplementing the Phase V ERP/EA

As stated in Section 1.1.2 of this Phase V.2 RP/SEA, the NEPA analysis provided in this document for the second phase of the Florida Coastal Access Project supplements the analysis completed for the first phase of the project discussed in the Phase V ERP/EA. CEQ and DOI regulations (40 C.F.R. § 1502.9(c) and 43 C.F.R. § 46.320) provide that, when a proposed action differs from the proposed action described in an existing EA, DOI may augment the EA to make it consistent with the proposed action. The supplemental NEPA analysis provided in this document augments the Phase V ERP/EA. This Phase V.2 RP/SEA incorporates by reference all background information on the Florida Coastal Access Project and the applicable NEPA analysis from the Phase V ERP/EA. The supplemental analysis considers environmental impacts that would result from implementing the second phase of the Florida Coastal Access Project that are not described and analyzed in the Phase V ERP/EA. Further the NEPA analysis for the first phase of the Florida Coastal Access Project in the Phase V ERP/EA tiered from the Final Phase III ERP/PEIS, and the NEPA analysis in this RP/SEA is consistent with the analysis provided in the Final Phase III ERP/PEIS.

The alternatives evaluated in this Phase V.2 RP/SEA include land acquisition and recreational amenities that are similar in scope and scale as those described in the Phase V ERP/EA. However, the Phase V.2 RP/SEA alternatives are proposed for specific geographic locations along the Florida Panhandle in which some resource areas may differ from those described in the Phase V ERP/EA. As such, each potentially affected resource is re-addressed below. Section 4.3 describes the affected environment for each action alternative and Section 4.4 includes the analyses of the environmental consequences for each alternative.

4.3 Affected Environment

4.3.1 Alligator Point Park Alternative

The proposed Alligator Point Park alternative would include the acquisition of a privately owned coastal land parcel in eastern Franklin County, Florida, just south of Bald Point State Park on the Alligator Point peninsula. The south side of the property is along the Gulf shoreline, which includes a portion of Alligator Drive that was washed out and closed to traffic as recently as Fall 2017. Future plans, by the

County, for repaving the portion of Alligator Drive through the site are not known (as of Fall 2017). Tom Roberts Road cuts through the northern portion of the property and is currently serving as the primary access road on and off of this portion of the peninsula for the community on Alligator Point. Large pieces of road debris remain near the shoreline of this property, as shown in Figure 4-1. The shoreline itself is largely covered by large stone revetments. The parcel includes a small paved area that is oriented to the south from Tom Roberts Road. There is also evidence of vehicle use on an unpaved area that is oriented parallel to the Gulf of Mexico shoreline where vegetation is sparse to non-existent, as shown in Figure 4-2. There is a small stormwater retention pond, of approximately 0.5 acres, that is fenced. Although the land is privately owned, it is known to be used by fishermen along the revetments; otherwise, the property is not used, and is not regularly maintained or mowed, as shown in Figure 4-3.

The north side of the property abuts Alligator Harbor Aquatic Preserve, which lies within the Apalachicola watershed. This small area is north of Tom Roberts Road and includes an existing paved driveway that is in disrepair. This portion of the property is covered by grass with some bushes and trees. Overlying vegetation is sparse with areas that have been previously disturbed.

As described in Section 2.4.1, this alternative would include in-water work to construct a paddle-craft (kayak/canoe) launch on the northern end of the parcel in Alligator Harbor. Additional land-based improvements include nature trails, parking area, picnic pavilions, restrooms, removal of the existing remains of Alligator Drive, and regrading and revegetating the shoreline above the rock revetment.

Figure 4-1. View of coastline at Alligator Point Park site with road debris

Figure 4-2. Disturbed area on Alligator Point Park site, with fence from stormwater retention pond visible

Figure 4-3. Vegetated area on Alligator Point Park site with visible infrastructure

4.3.1.1 Physical Resources

Geology and Substrates

This site is located in Gulf Coastal Lowlands, which are lowlands that are characterized by poorly drained wetland areas, barrier islands, estuaries, and spits and bars (FDEP 2017a). Specifically, the site is predominantly flat, located on southern coastal plain on a narrow barrier island and coastal marsh (FWC 2017). There has been previous development on site where soils have been disturbed. Soil in the area has been classified by the USDA's Natural Resources Conservation Service (NRCS) as predominantly Corolla sand and Duckston sand (NRCS 2017). These soil types are composed primarily of sand, are flat with slight slopes, poorly drained, and classified as having negligible to low runoff. The underlying geology is limestone bedrock with substrate likely being characterized by sand and sediment (Williams

2017). The substrate sediments are composed of Holocene and Pleistocene sediments, with more Holocene sediments at the site. These sediments are quartz and carbonate sands, mud, and organics (FDEP 2017a). This site is located in an area that likely had historic cover of pines, salt marsh, and sand dunes.

Hydrology and Water Quality

The Alligator Point Park alternative is located along Alligator Harbor to the northwest and the Gulf of Mexico to the south, within the Apalachicola watershed. Alligator Harbor is part of the Alligator Harbor Aquatic Preserve, which encompasses 14,184 acres of submerged lands (FDEP 2017a). Alligator Harbor has no freshwater inputs, such as major streams or rivers, indicating that the salinity is very similar to that of the Gulf of Mexico. Alligator Harbor is fairly shallow with depths less than six feet through most of the harbor; average mean low water depth of four feet (FDEP 2017a). Alligator Harbor is listed as an Outstanding Florida Water, which means it is considered worthy of special protection (FDEP 2015). Alligator Harbor is a Class II waterbody for shellfish propagation or harvesting, indicating that there are strict regulations on bacteria or pathogens (FDEP 2017a).The water is generally clean due to minimal agriculture, industrialization, and relatively sparse population coupled with little freshwater inflow, however it is listed on the 303(d) list for bacteria in shellfish and mercury in fish (FDEP 2016, 2017a).

The site is located in FEMA designated Flood Zone according to the Flood Map Service (FEMA 2014). The site is located in multiple zones: Zone VE and Zone AE which are special flood hazard areas subject to inundation by a 100-year flood. The Flood Zone VE and AE have base flood elevations of 16-17 and 13-15 feet, respectively (FEMA 2014). The Gulf side of the property is frequently battered by storms that erode the existing road, Alligator Drive.

Air Quality and Greenhouse Gas Emissions

The U.S. Environmental Protection Agency (EPA) defines ambient air in 40 C.F.R. Part 50 as “that portion of the atmosphere, external to buildings, to which the general public has access.” In compliance with the 1970 Clean Air Act (CAA) and the 1977 and 1990 Clean Air Act Amendments (CAAA), EPA has promulgated National Ambient Air Quality Standards (NAAQS). The NAAQS include primary standards which set limits to protect public health, including the health of “sensitive” populations such as asthmatics, children, and the elderly. To date, EPA has issued NAAQS for six criteria pollutants: carbon monoxide (CO), sulfur dioxide (SO_2), particulate matter, ozone (O_3), nitrogen dioxide (NO_2), and lead (Pb). Individual states may promulgate their own ambient air quality standards for these “criteria” pollutants, provided that they are at least as stringent as the federal standards.

Greenhouse gasses (GHGs) are chemical compounds found in the Earth’s atmosphere that absorb and trap infrared radiation as heat. Global atmospheric GHG concentrations are a product of continuous emission (release) and removal (storage) of GHGs over time. In the natural environment, this release and storage is largely cyclical. Human activities such as deforestation, soil disturbance, and burning of fossil fuels disrupt the natural cycle by increasing the GHG emission rate over the storage rate, which results in a net increase of GHGs in the atmosphere. The principal GHGs emitted into the atmosphere through human activities are CO_2, methane, nitrous oxide, nitrogen trifluoride, and fluorinated gases, such as hydrofluorocarbons, perfluorocarbons, and sulfur hexafluoride. CO_2 is the major GHG emitted.

The Alligator Point Park alternative is located in Franklin County, Florida which is not listed on EPA's current nonattainment counties list for all criteria pollutants (EPA 2017). GHGs are emitted from urban activities (cars, trucks, boats, etc.) in the vicinity of the site.

Noise

The primary sources of ambient (background) noise in the site area are the operation of vehicles, humans, recreational vessels, and natural sounds, such as wind and wildlife.

The Alligator Point Park parcel has some frontage on Alligator Harbor, which is used for commercial and recreational boating opportunities that produce boating noises. Other sources of noise in the area include motor vehicle traffic on Tom Roberts Road, noises from residential activities, overhead aircraft, and ambient natural sounds such as wind and wildlife.

4.3.1.2 Biological Resources

Habitat

Bald Point State Park is located to the northeast of the Alligator Point Park alternative, with Alligator Harbor Aquatic Preserve to the northwest. Alligator Harbor supports seagrass meadows, oyster bars, salt marshes, and beaches, which support diverse commercial and recreational fisheries (FDEP 2017a). Within Alligator Harbor and close to the site are unconsolidated substrate, tidal marshes, and patchy seagrass (FDEP 2017a). The acquisition parcel abuts the Gulf of Mexico and includes freshwater pond wetlands within and adjacent to the existing stormwater pond (USFWS 2017a, b). The freshwater pond wetlands are a palustrine system which includes nontidal wetlands that have shrubs, trees, emergent vegetation, mosses, and lichens. As described above, the environment at the land acquisition site is previously developed and includes roads, paved areas, grasses, a few trees, and a stormwater pond. The site used to be a campground; it is currently mostly unused, with few people using the area to fish along the shoreline. Based on available information, there are seagrasses in the waters off of the acquisition parcel in Alligator Harbor. There may also be seagrasses present in the Gulf of Mexico waters near the shoreline adjacent to the site (Google Maps Imagery 2017, FDEP 2017a). The seagrass species in Alligator Harbor are predominantly shoal grass closest to the site, with some manatee grass and turtle grass (FDEP 2017a).

Migratory Birds

Migratory birds that could potentially utilize the Alligator Point parcel were identified using the United States Fish and Wildlife Service (USFWS) Information for Planning and Conservation (IPaC). Migratory birds could potentially utilize this site for nesting, foraging, roosting, and breeding. The following four avian species groups were identified as utilizing this site: wading birds, shorebirds, raptors, and songbirds. Potential wading birds that may utilize the site include bitterns, egrets, and rails. Potential shorebirds at this site could include species of terns and plovers. Potential raptors at this site could include falcons, kestrels, owls, and kites. Potential songbirds at this site include sparrows, warblers, and woodpeckers. There are no bald eagles known to occur at this site (USFWS 2017b). The Alligator Point parcel could provide stopover and staging habitat for migratory birds. Table 4-1 lists the migratory birds potentially occurring at the Alligator Point Park alternative.

Table 4-1. Migratory Birds and Potential Seasonal Occurrence at the Site

Species Common Name	Species Scientific Name	Season
American kestrel	*Falco sparverius paulus*	Year-round
American oystercatcher	*Haematopus palliatus*	Year-round
Bachman's sparrow	*Aimophila aestivalis*	Year-round
Black rail	*Laterallus jamaicensis*	Breeding
Black skimmer	*Rynchops niger*	Year-round
Brown-headed nuthatch	*Sitta pusilla*	Year-round
Chuck-will's-widow	*Caprimulgus carolinensis*	Breeding
Common ground-dove	*Columbina passerina exigua*	Year-round
Gull-billed tern	*Gelochelidon nilotica*	Breeding
Henslow's sparrow	*Ammodramus henslowii*	Wintering
Le Conte's sparrow	*Ammodramus leconteii*	Wintering
Least bittern	*Lxobrychus exilis*	Breeding
Least tern	*Sterna antillarum*	Breeding
Lesser yellowlegs	*Tringa flavipes*	Wintering
Loggerhead shrike	*Lanius ludovicianus*	Year-round
Magnificent frigatebird	*Fegata magnificens*	Wintering
Marbled godwit	*Limosa fedoa*	Wintering
Nelson's sparrow	*Ammodramus nelsoni*	Wintering
Peregrine falcon	*Falco peregrinus*	Wintering
Prairie warbler	*Dendroica discolor*	Breeding
Red-headed woodpecker	*Melanerpes erythrocephalus*	Year-round
Reddish egret	*Egretta rufescens*	Year-round
Rusty blackbird	*Euphagus carolinus*	Wintering
Seaside sparrow	*Ammodramus maritimus*	Year-round
Sedge wren	*Cistothorus platensis*	Wintering
Short-billed dowitcher	*Limnodromus griseus*	Wintering
Short-eared owl	*Asio flammeus*	Wintering
Snowy plover	*Charadrius alexandrinus*	Breeding
Sprague's pipit	*Anthus spragueii*	Wintering
Swallow-tailed kite	*Elanoides forficatus*	Breeding
Whimbrel	*Numenius phaeopus*	Wintering
Wood thrush	*Hylocichla mustelina*	Breeding
Worm eating warbler	*Helmitheros vermivorum*	Migrating
Yellow rail	*Coturnicops noveboracensis*	Wintering

Protected Species

The USFWS and NOAA National Marine Fisheries Service (NMFS) list species as threatened or endangered when they meet criteria detailed under the Endangered Species Act of 1973 (ESA), as amended (16 U.S.C. § 1531 *et seq*.). Section 7(a)(2) of the ESA requires that each federal agency ensure that any action authorized, funded, or carried out by the agency is not likely to jeopardize the continued

existence of any endangered or threatened species or result in the destruction or adverse modification of critical habitat of those species. When the action of a federal agency may affect a protected species or its critical habitat, that agency is required to consult with either the NMFS or the USFWS, depending upon the protected species that may be affected. Protected species and their habitats include ESA-listed species and designated critical habitats, which are regulated by either the USFWS or the NMFS. Protected species also include marine mammals protected under the Marine Mammal Protection Act, and Essential Fish Habitat (EFH) protected under the Magnuson-Stevens Fishery Conservation and Management Act (MSFCMA).

The full list of federally threatened, endangered, proposed, candidate, and other species of concern for this site, as identified through USFWS IPaC, is listed in Table 4-2 (USFWS 2017a). There is no marine or terrestrial critical habitat on the Alligator Point Park parcel or immediately adjacent waterbodies.

Table 4-2. Federally Threatened, Endangered, Proposed, and Candidate Species Potentially at the Site

Species Group	Species Common Name	Species Scientific Name	Status
Mammals	West Indian manatee	*Trichechus manatus*	Threatened
Birds	Piping plover	*Charadrius melodus*	Threatened
	Red knot	*Calidris canutus rufa*	Threatened
	Red-cockaded woodpecker	*Picoides borealis*	Endangered
	Wood stork	*Mycteria americana*	Threatened
Reptiles	Eastern indigo snake	*Drymarchon corais couperi*	Threatened
	Gopher tortoise	*Gopherus polyphemus*	Candidate
	Green sea turtle	*Chelonia mydas*	Threatened
	Hawksbill sea turtle	*Eretmochelys imbricata*	Endangered
	Kemp's Ridley sea turtle	*Lepidochelys kempii*	Endangered
	Leatherback sea turtle	*Dermochelys coriacea*	Endangered
	Loggerhead sea turtle	*Caretta caretta*	Threatened
Amphibians	Frosted flatwoods salamander	*Ambystoma cingulatum*	Threatened
Fish	Atlantic sturgeon (Gulf subspecies)	*Acipenser oxyrinchus*	Threatened
Flowering Plants	Florida Skullcap	*Scutellaria floridana*	Threatened
	Godfrey's butterwort	*Pinguicula ionantha*	Threatened
	Harper's beauty	*Harperocallis flava*	Endangered
	Telephus spurge	*Euphorbia telephioides*	Threatened
	White Birds-in-a-nest	*Macbridea alba*	Threatened

Essential Fish Habitat

EFH is defined in the MSFCMA as “those waters and substrates necessary to fish for spawning, breeding, feeding or growth to maturity (16 U.S.C. § 1802(10)).” The designation and conservation of EFH seeks to minimize adverse impacts on habitat caused by fishing and non-fishing activities. The NMFS has identified EFH habitats for the Gulf of Mexico in its Fishery Management Plan Amendments. These habitats include estuarine emergent wetlands, seagrass beds, algal flats, mud, sand, shell, and rock substrates, and the estuarine water column.

The Alligator Point Park is within the EFH area for coastal migratory pelagic fish species, reef fish, and shrimp on the Gulf side and bayside of the parcel, and red drum on bayside. Mud substrate and estuarine water column habitat also exist adjacent to this alternative's area. Submerged aquatic vegetation (SAV) is present in the waters nearby the site area, located on Alligator Harbor and the greater aquatic preserve (FDEP 2017a). According to the Alligator Harbor Aquatic Preserve Management Plan (FDEP 2017a), SAV found in the harbor include shoal grass (*Halodule wrightii*), manatee grass (*Syringodium filiforme*), and turtle grass (*Thalassia testudinum*), with shoal grass being the most common species near the site (FDEP 2017a). SAV beds in the harbor have been declining since 1992, and SAV distribution is confined to the shallow perimeters of the system because of high turbidity which limits the depth of the photic zone. The shallow regions of Alligator Harbor also support SAV, particularly shoal grass. Turtle-grass and manatee-grass are found in deeper, higher salinity waters in the eastern reaches of the Bay.

However, based on available information, SAV may be present, but is not anticipated to be present in the Gulf of Mexico waters adjacent to the parcel (Yarbro and Carlson, 2016a). Since SAV bed continuity, extent, and density are subject to change over time, an updated SAV survey would be conducted prior to any in-water work, if necessary. No Habitat Areas of Particular Concern (HAPC) or EFH areas were identified within the site area.

Invasive Species

The potential introduction of terrestrial and aquatic non-native invasive species of plants, animals, and microbes is a concern for any project. Non-native invasive species could alter existing terrestrial or aquatic ecosystems, may cause economic damages and losses, and are a common reason for protecting species under the ESA. The species that are or may become introduced, established, and invasive are difficult to identify prior to occurrence. Surveys have not been conducted to specifically determine if invasive species are present at the site.

4.3.1.3 Socioeconomic Resources

Demographics

The Alligator Point Park site is located in Franklin County, Florida, which is a small county of 11,000 people in the Florida Panhandle region. Franklin County is somewhat less racially diverse, has a lower level of educational obtainment and household income, and a higher poverty rate than Florida or the United States as a whole (see Table 4-3). Specifically, the percent of white individuals in Franklin County (82.9 percent) is slightly higher than that for the State of Florida and the United States, which are both approximately 77 percent (U.S. Census Bureau, 2016). The percent of the population (aged 25 or older) with a high school education or higher is somewhat lower in Franklin County (78.9 percent) than in Florida and the United States (both approximately 87 percent). The percent of the population (aged 16 or older) in the labor force in Franklin County (48.4 percent) is lower than both the state and U.S. levels (58.8 percent and 63.3 percent respectively) (U.S. Census Bureau, 2015). The median household income for Franklin County is also less than what is reported for the State of Florida and the United States. The percent of persons in poverty is significantly higher in Franklin County (23.7 percent) than in Florida and in the United States overall (15.7 percent and 13.5 percent respectively) (U.S. Census Bureau, 2015). As

of 2013, Franklin County was ranked thirteenth out of 67 counties in Florida for the percentage of its population that lives in poverty (U.S. Census Bureau 2015).

Franklin County is a state-designated Rural Area of Opportunity (RAO). RAO are defined as rural communities, or a region of rural communities, that have been adversely affected by extraordinary economic events or natural disasters.

Table 4-3. Franklin County Demographics

Location	Population (2016)	Percent White Alone (2016)	Percent of population aged 25 or older with high school education or higher (2011-2015)	Percent of population aged 16 or older in civilian labor force (2011-2015)	Median household income, 2013 dollars (2011-2015)	Percent of persons in poverty
Franklin County, FL	11,901	82.9%	78.9%	48.4%	$40,401	23.7%
Florida	20,612,439	77.6%	86.9%	58.8%	$47,507	15.7%
United States	323,127,513	76.9%	86.7%	63.3%	$53,889	13.5%
Source: United States Census Bureau. 2015. QuickFacts. Accessed 7/26/2017. https://www.census.gov/quickfacts/fact/table/franklincountyflorida,FL,US/PST045216						

Cultural Resources

As described above, the Alligator Point Park site is a privately owned former campground that has fallen into disrepair and is no longer used regularly by the public. Artifacts and sites associated with the Apalachee and the Deptford cultures have been found in the areas surrounding Alligator Harbor Preserve (FDEP, 2017a). If the site is selected, coordination under section 106 of the National Historic Preservation Act (NHPA) of 1966 would be initiated. The Area of Potential Effect (APE) is the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist (36 C.F.R. § 800.16(d)). The APE of this alternative consists of areas where each improvement would take place, as well as the access road to the site.

Infrastructure

The Alligator Point Park site is a privately owned former campground that has fallen into disrepair. The parcel contains a paved road, parking spaces, and a turn-around circle, as well as an unofficial dirt road oriented parallel to the Gulf of Mexico. The property also contains a fenced, half-acre stormwater retention pond. The remainder of the property is unimproved.

Land and Marine Management

Alligator Point Park alternative is located along Alligator Harbor, within the Apalachicola watershed. Alligator Harbor is part of the Alligator Harbor Aquatic Preserve, which encompasses 14,184 acres of submerged lands (FDEP 2017a). The Alligator Point Park site is currently zoned as “Single Family Residential (R-1).” The principal permitted structures in this zone are single family detached dwellings,

parks, and playgrounds. Pursuant to the Coastal Zone Management Act of 1972 (CZMA), federal activities must be consistent to the maximum extent practicable with the federally approved coastal management programs for states where the activities would affect a coastal use or resource. If this site is selected, Federal Trustees would submit consistency determinations for state review.

Aesthetics and Visual Resources

The aesthetic environment in the vicinity of the Alligator Point Park site is characterized by an unmaintained lawn with interspersed bushes and trees, a half-acre stormwater retention pond, and nearby residential and commercial development. The northern and southern borders of the property include views of Alligator Harbor and the Gulf of Mexico respectively. From the water on the Alligator Harbor side, one dock is visible (Google Earth Imagery 2017).

Tourism and Recreational Use

The Alligator Point Park property is located in Franklin County, part of the Florida Panhandle. Common tourism and recreation activities in and around this location include boat and shoreline saltwater fishing, boat and shoreline fresh water fishing, hunting, hiking, camping, trail-riding, snorkeling, birding, canoeing, kayaking, boating, and swimming. The County is home to approximately 55 miles of beaches (not including interior inlets and emergent shoals; Clark, 2012), multiple picnic areas, seafood restaurants, a championship golf course, historic lighthouses, and a variety of lodging options. Visitors also often enjoy bird watching and visiting one of the many historic museums in the area (Franklin County Tourist Development Council, 2015).

The parcel is a privately owned former campground site that has fallen into disrepair and is no longer used regularly by the public for recreation. However, county residents currently fish from the revetments along the coastline adjacent to the southern border of the site. Recreational fishing also occurs in the broader Alligator Point area, and the peninsula includes a full service marina with fishing charters. The Alligator Point area features multiple beaches with public access, and two boat ramps on the Alligator Harbor side (Franklin County Tourist Development Council, 2017).

Public Health and Safety

As mentioned above, recreational fishing occurs along the revetments on the southern border of the site. This activity is unsanctioned and could pose a safety risk. In the event of a hurricane evacuation event, Tom Roberts Road, which passes through the site, would currently need to be used. Future plans by the County for repaving of Alligator Drive through the site are not known.

4.3.2 Little Redfish Lake Addition to Grayton Beach State Park Alternative

The Little Redfish Lake alternative would include the acquisition of approximately seven acres of privately owned property located adjacent to the western boundary of Grayton Beach State Park in southern Walton County, Florida within the Choctawhatchee Bay watershed. The parcel includes a portion of Little Redfish Lake (a coastal dune lake) and abuts the Gulf of Mexico. The habitat consists primarily of beaches and sand dunes, along with freshwater, as shown in Figure 4-4. The proposed improvements are located within the State Park boundaries, to the east of Little Redfish Lake. Grayton

Beach State Park encompasses approximately 2,000 acres along the Gulf of Mexico that are within Choctawhatchee Bay (approximately 757 acres) and St. Andrew Bay watersheds (NFWMD 2016, 2017). The current environment in Grayton Beach State Park includes salt marshes, beaches, sand dunes, and coastal forests of scrub oaks, magnolias, and pine flatwoods (NFWMD 2016). Present developments within the park include boat ramps, roads, trails, and lodging. Existing infrastructure has disturbed parts of the environment, but outside of those areas, most of the property is vegetated and largely undisturbed. There are no proposed developments for the parcel that would be acquired as part of this alternative, and beachgoers currently visit the area.

Figure 4-4. View of parcel for acquisition as part of Little Redfish Lake Addition to Grayton Beach State Park Alternative

Improvements are proposed for the east side of Little Redfish Lake and include parking facilities, restroom facilities, boardwalk, tent camping area, paddle-craft launch, entrance improvements, maintenance of existing trails, and partial restoration of approximately 2.5 acres of oak and pine scrub. There would be in-water work to construct a boat launch for paddle-craft in the lake. In-water work would be conducted on Little Redfish Lake, where minimal previous disturbances have occurred.

4.3.2.1 Physical Resources

Geology and Substrates

The acquisition parcel is located adjacent to the western boundary of Grayton Beach State Park and abuts the Gulf of Mexico. The site for acquisition is predominantly flat, mostly beach, dunes and sand, and includes part of Little Redfish Lake. The substrate consists of limestone bedrock with sand and sediment towards the surface (FDEP 2017a). Soil at this site has been classified by the NRCS as predominantly Newhan-Corolla sand, beach, and Kureb sand (NRCS 2017). Newhan-Corolla sands are generally flat with dunes that have slopes up to 30 percent, Newhan is excessively drained, while Corolla is somewhat poorly drained. Both soil types are classified as having negligible runoff. Kureb soils are flat, mostly sand, excessively drained, and classified as having negligible runoff. Beaches flood frequently, have slight slopes of 1 to 5 percent, and are poorly drained.

The proposed improvements are within existing Grayton Beach State Park boundaries. This area is generally flat, forested, with beach and sand dunes along the Gulf of Mexico coastline. There are previous developments in Grayton Beach State Park including roads, trails, boardwalks, and housing that have previously disturbed the soils at the site.

Hydrology and Water Quality

The parcel for acquisition and Grayton Beach State Park are located along the Gulf of Mexico in the Choctawhatchee watershed (NFWMD 2016). The parcel for acquisition includes part of Little Redfish Lake, which is connected to the Gulf of Mexico at the southern end. This State Park is split between two watersheds: Choctawhatchee and St. Andrew Bay, and includes several freshwater lakes. Grayton Beach State Park is listed as an Outstanding Florida Water, which means it is worthy of special protection (FDEP 2015). Grayton Beach is listed as a "3M" waterbody, indicating that it is classified for "recreation, propagation, and maintenance of a healthy, well-balanced population of fish and wildlife in marine water" (NFWMD 2016). Grayton Beach, within the State Park, was listed as a 303(d) Florida Impaired Water for mercury in fish, but was removed from this list in 2016; however, it is still currently on the list for bacteria (NWFMD 2016, FDEP 2016).

The parcel for acquisition is located in a FEMA-designated Flood Zone according to the Flood map Service (FEMA 2010a, b). The acquisition parcel is located in multiple zones: Zone X, Zone VE, and Zone AE. Flood Zone X, which is a minimal flood zone, is outside the 0.2 percent annual chance floodplain (FEMA 2010a, b). Zones VE and AE are special flood hazard areas subject to inundation by the one percent annual chance flood, or 100-year flood. The Flood Zone VE and AE have base flood elevations of 11-14 feet and eight feet, respectively (FEMA 2010a, b). The improvements proposed for within Grayton Beach State Park are all within Zone X, area of minimal flood hazard, except for the paddle-craft launch which is in Flood Zone AE (base flood elevation 8 feet) and potentially the shared-use trails and two primitive campsites to the north of W. Country Highway 30A (FEMA 2010b).

Air Quality and Greenhouse Gas Emissions

The Little Redfish Lake parcel and proposed improvements at Grayton Beach State Park are located in Walton County, Florida which is not listed on EPA's current nonattainment counties list for all criteria

pollutants (EPA 2017). See section 4.3.2 for additional details regarding nonattainment areas. GHGs are emitted from urban activities (cars, trucks, boats, etc.) in the vicinity of the site.

Noise

The primary sources of ambient (background) noise in the site areas are operation of vehicles, humans, recreational vessels, and natural sounds such as wind and wildlife. City noise is mainly from vehicles and human activities. The level of noise in the area varies depending on the season, time of day, number and types of noise sources, and distance from the noise source.

The Little Redfish Lake parcel and Grayton Beach State Park have frontage on the Gulf of Mexico, which is used for commercial and recreational boating opportunities that produce boating noises. Other sources of noise in the area include motor vehicle traffic on West County Highway 30A, noises from residential activities, activity associated with beach and park visitors, overhead aircraft, and ambient natural sounds such as wind and wildlife.

4.3.2.2 Biological Resources

Habitat

The Little Redfish Lake alternative includes land acquisition of a parcel in Walton County on the Florida Panhandle along the Gulf of Mexico. The environment at the land acquisition site is previously undeveloped and consists of mostly beach and dune habitat with some dune vegetation and part of Little Redfish Lake (Google Maps 2017). The acquisition parcel abuts the Gulf of Mexico and includes estuarine and marine wetland and freshwater pond wetlands based on the most updated wetland assessment (USFWS 2017a, b). The freshwater pond wetland is a palustrine system which includes nontidal wetlands that have shrubs, trees, emergent vegetation, mosses, and lichens. This site appears to be mostly undisturbed, with recreational beach use by local residences and tourists.

The habitat where the recreational improvements are at Grayton Beach State Park consists of dunes, lakes, scrub, maritime hammock, and pine forest, with some developed areas for park amenities. Parts of the site have been previously disturbed with roads, trails, boardwalks, beach use, and housing. Multiple types of wetlands exist at Grayton Beach State Park according to the most updated wetland assessment: marine and estuarine, freshwater emergent, scrub-shrub, and freshwater pond wetlands (USFWS 2017a, b). The freshwater wetlands consist of palustrine system which includes nontidal wetlands that have shrubs, trees, emergent vegetation, mosses, lichens, woody vegetation (e.g., shrubs, small trees), needle-leaved evergreen and deciduous trees (e.g., black spruce, pond pine, tamarack, bald cypress), and broad-leaved evergreen and deciduous trees. Based on available information, there are seagrasses in the waters off of the acquisition parcel and Grayton Beach State Park, within the Gulf of Mexico and near the shoreline adjacent to the site (Google Maps Imagery 2017; USFWS 2017a,b).

Migratory Birds

Migratory birds that could utilize the acquisition parcel and Grayton Beach State Park property are listed in Table 4-4 (USFWS 2017b). Migratory birds could potentially utilize this site as stopover and staging habitat, for nesting, foraging, roosting, and breeding. The following four avian species groups were identified as utilizing this site: wading birds, shorebirds, raptors, and songbirds. Potential wading birds at

this site include heron, egret, bitterns, and rails (USFWS 2017b, FDEP 2013). Potential shorebirds at this site could include species of terns and plovers; snowy plovers and least terns are known to nest on the existing Grayton Beach State Park property and piping plovers utilize the area during migration (FDEP 2013). Raptors at this site may include kestrels, owls, and kites; in particular, American kestrels and merlin (FDEP 2013). Southern bald eagles and ospreys are resident species in the area (USFWS 2017b, FDEP 2013). Potential songbirds at this site include sparrows, warblers, and woodpeckers.

Table 4-4. Migratory Birds and Potential Seasonal Occurrence at the Site

Species Common Name	Species Scientific Name	Season
American Bittern	*Botaurus lentiginosus*	Wintering
American kestrel	*Falco sparverius paulus*	Year-round
American Oystercatcher	*Haematopus palliatus*	Year-round
Bachman's sparrow	*Aimophila aestivalis*	Year-round
Bald eagle	*Haliaeetus leucocephalus*	Year-round
Black skimmer	*Rynchops niger*	Year-round
Brown-headed nuthatch	*Sitta pusilla*	Year-round
Buff-bellied hummingbird	*Amazilia yucatanensis*	Wintering
Chuck-will's-widow	*Caprimulgus carolinensis*	Breeding
Common ground-dove	*Columbina passerina exigua*	Year-round
Gull-billed tern	*Gelochelidon nilotica*	Breeding
Henslow's Sparrow	*Ammodramus henslowii*	Wintering
Le Conte's Sparrow	*Ammodramus leconteii*	Wintering
Least bittern	*Lxobrychus exilis*	Breeding
Least tern	*Sterna antillarum*	Breeding
Lesser yellowlegs	*Tringa flavipes*	Wintering
Loggerhead shrike	*Lanius ludovicianus*	Year-round
Marbled godwit	*Limosa fedoa*	Wintering
Mississippi Kite	*Ictinia mississippiensis*	Breeding
Nelson's sparrow	*Ammodramus nelsoni*	Wintering
Peregrine falcon	*Falco peregrinus*	Wintering
Prairie warbler	*Dendroica discolor*	Breeding
Prothonotary warbler	*Protonotaria citrea*	Breeding
Red-headed woodpecker	*Melanerpes erythrocephalus*	Year-round
Rusty blackbird	*Euphagus carolinus*	Wintering
Seaside sparrow	*Ammodramus maritimus*	Year-round
Sedge wren	*Cistothorus platensis*	Wintering
Short-billed dowitcher	*Limnodromus griseus*	Wintering
Short-eared owl	*Asio flammeus*	Wintering
Snowy plover	*Charadrius alexandrinus*	Breeding
Sprague's pipit	*Anthus spragueii*	Wintering
Swainson's warbler	*Limnothlypis swainsonii*	Breeding
Swallow-tailed kite	*Elanoides forficatus*	Breeding
Whimbrel	*Numenius phaeopus*	Wintering

Species Common Name	Species Scientific Name	Season
Wilson's plover	*Charadrius wilsonia*	Breeding
Wood thrush	*Hylocichla mustelina*	Breeding
Worm eating warbler	*Helmitheros vermivorum*	Migrating
Yellow rail	*Coturnicops noveboracensis*	Wintering

Protected Species

The full list of federally threatened, endangered, proposed, candidate, and other species of concern is provided in Table 4-5 (USFWS 2017a, FDEP 2013). The Choctawhatchee beach mouse, piping plovers, red knots, loggerhead and green sea turtles, and gopher tortoises are known to occur on existing Grayton Beach State Park property. The majority of sea turtle nests are loggerhead, but green turtles also nest in the area annually (FDEP 2013). Marine and terrestrial critical habitat exists on the Little Redfish Lake parcel and adjacent waterbodies including Atlantic Sturgeon critical habitat and Choctawhatchee beach mouse critical habitat. No protected plants are known to occur at this site.

Table 4-5. Federally Threatened, Endangered, Proposed, and Candidate Species Potentially at the Site

Species Group	Species Common Name	Species Scientific Name	Status
Mammals	Choctawhatchee beach mouse	*Peromyscus polionotus allophrys*	Endangered
	West Indian manatee	*Trichechus manatus*	Threatened
Birds	Piping plover	*Charadrius melodus*	Threatened
	Red knot	*Calidris canutus rufa*	Threatened
	Red-cockaded woodpecker	*Picoides borealis*	Endangered
	Wood stork	*Mycteria americana*	Threatened
Reptiles	American alligator	*Alligator mississippiensis*	Threatened (S/T)
	Eastern indigo snake	*Drymarchon corais couperi*	Threatened
	Gopher tortoise	*Gopherus polyphemus*	Candidate
	Green sea turtle	*Chelonia mydas*	Threatened
	Hawksbill sea turtle	*Eretmochelys imbricata*	Endangered
	Kemp's Ridley sea turtle	*Lepidochelys kempii*	Endangered
	Leatherback sea turtle	*Dermochelys coriacea*	Endangered
	Loggerhead sea turtle	*Caretta caretta*	Threatened
Amphibians	Reticulated flatwoods salamander	*Ambystoma bishopi*	Endangered
Fish	Atlantic sturgeon (Gulf subspecies)	*Acipenser oxyrinchus*	Threatened

Essential Fish Habitat

The Little Redfish Lake land acquisition and Grayton Beach State Park improvements are adjacent to the EFH area for coastal migratory pelagic species, reef fish, and shrimp. There is no red drum EFH adjacent to the Little Redfish Lake parcel or Grayton Beach State Park, but there is red drum EFH in the two neighboring estuaries, Choctawhatchee Bay and St. Andrew Bay. SAV in the Gulf of Mexico are predominantly shoal grass (*Halodule wrightii*), manatee grass (*Syringodium filiforme*), and turtle grass (*Thalassia testudinum*; FDEP 2017a). Based on available information, there appears to be seagrasses in the waters off of the acquisition parcel and Grayton Beach State Park, within the Gulf of Mexico and

near the shoreline adjacent to the site (Google Maps Imagery 2017; USFWS 2017a,b). The seagrass habitat likely includes the turtle grass species. Mud substrate and estuarine water column habitat also exist adjacent to this alternative's area. No HAPC or EFH areas protected from fishing were identified within the site area.

Invasive Species

The potential introduction of terrestrial and aquatic non-native invasive species of plants, animals, and microbes is a concern for any project. Non-native invasive species could alter existing terrestrial or aquatic ecosystems, may cause economic damages and losses, and are a common reason for protecting species under the ESA. The species that are or may become introduced, established, and invasive are difficult to identify prior to occurrence. The FDEP, Division of Parks and Recreation has completed invasive plant surveys of the existing Grayton Beach State Park property, and documented the following species: cogon grass (*Imperata cylindrica*), torpedo grass (*Panicum repens*), lantana (*Lantana camera*), wisteria (*Wisteria sinensis*), and Chinese tallow tree (*Sapium sebiferum*).

4.3.2.3 Socioeconomic Resources

Demographics

The Little Redfish Lake addition to Grayton Beach State Park is located in Walton County, Florida, which is a county of 65,000 people in the Florida Panhandle region. Walton County has less racial diversity, but is otherwise relatively similar to Florida and to the United States as a whole when considering demographic and socioeconomic factors (see Table 4-6). The percent of white individuals in Walton County (89.7 percent) is higher than that for the State of Florida and the United States, both approximately 77 percent (U.S. Census Bureau, 2016). The percent of the population (aged 25 or older) with a high school education or higher in Walton County (85.2 percent) is similar to that of the State and Country as a whole (86.7 and 86.9 percent respectively). The percent of the population (aged 16 or older) in the labor force in Walton County (56.7 percent) is slightly lower than both the State and U.S. levels (58.8 percent and 63.3 percent respectively) (U.S. Census Bureau, 2015). The median household income for Walton County is also less than what is reported for the State of Florida and the United States. The percent of persons in poverty in Walton County (14.8 percent) is slightly lower than in Florida (15.7 percent) but slightly higher than in the entire United States (13.5 percent) (U.S. Census Bureau, 2015).

Table 4-6. Walton County Demographics

Location	Population (2016)	Percent White Alone (2016)	Percent of population aged 25 or older with high school education or higher (2011-2015)	Percent of population aged 16 or older in civilian labor force (2011-2015)	Median household income, 2013 dollars (2011-2015)	Percent of persons in poverty
Walton County, FL	65,889	89.7%	85.2%	56.7%	$44,966	14.8%
Florida	20,612,439	77.6%	86.9%	58.8%	$47,507	15.7%
United States	323,127,513	76.9%	86.7%	63.3%	$53,889	13.5%
Source: United States Census Bureau. 2015. QuickFacts. Accessed 7/26/2017. https://www.census.gov/quickfacts/fact/table/waltoncountyflorida,FL,US/PST045216						

Cultural Resources

As noted above, the Little Redfish Lake addition to Grayton Beach State Park is a privately owned and undeveloped parcel of land. The adjacent Grayton Beach State park contains six prehistoric sites, four historic sites, and one historic linear feature that are listed in Florida's official inventory of historic and cultural resources. The sites represent the aboriginal cultural period, the Early American period, the First Spanish Period, and the early 19th century historic period (FDEP 2013). If the Little Redfish Lake addition is selected, coordination under section 106 of the NHPA would be initiated. The APE is the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist (36 C.F.R. § 800.16(d)). The APE of this alternative consists of areas where each improvement would take place, as well as the access road to each site.

Infrastructure

The Little Redfish Lake addition to Grayton Beach State Park is located on privately owned and undeveloped land without any infrastructure. Properties adjacent to the site include paved roads and residential buildings. Additionally, a dock is located just outside the parcel on Little Redfish Lake.

Land and Marine Management

The Little Redfish Lake site is currently zoned as "Residential Preservation," which allows one residential unit per lot. The parcel is currently private property. However, the Walton County Board of County Commissioners recently adopted an ordinance, effective April 1, 2017, recognizing and protecting the public's customary use of the dry sand areas of all beaches in the county for recreational purposes (Walton County Board of County Commissioners 2017). Pursuant to the CZMA, federal activities must be consistent to the maximum extent practicable with the federally approved coastal management programs for states where the activities would affect a coastal use or resource. If this site is selected, Federal Trustees would submit consistency determinations for state review.

Aesthetics and Visual Resources

The aesthetic environment in the vicinity of the Little Redfish Lake addition to Grayton Beach State Park is characterized by open water, beach coastline, sand dunes, and nearby residential and commercial development. The northeast corner of the parcel also includes a portion of Little Redfish Lake. No fishing

docks are visible from the beach, though there is a visible dock adjacent to the property on Little Redfish Lake.

Tourism and Recreational Use

The Little Redfish Lake addition to Grayton Beach State Park is located in Walton County, on the Florida Panhandle. Though the parcel is privately owned, Walton County recognizes and protects the public's customary use of the dry sand areas of all beaches in the county for recreational purposes (Walton County Board of County Commissioners 2017). The beach portion of this parcel is used recreationally, likely by locals and tourists; further, Grayton Beach State Park is immediately adjacent to the parcel to the east, and a boardwalk provides public access to the beach to the west of the parcel. The existing Grayton Beach State Park provides numerous recreational opportunities including swimming, beach-going, freshwater and saltwater fishing, canoeing, paddle boarding, and kayaking. The park also features more than four miles of trails for hiking and biking, a boat ramp, and a full-facility campground (FDEP 2017b). In fiscal year 2013-2014, Grayton Beach State Park received 186,153 visitors (FDEP 2014). More generally, Walton County comprises 16 beach neighborhoods, featuring 26 miles of shoreline, a variety of accommodations, golf and tennis facilities, outdoor eco-adventures, 200 miles of hiking and biking trails, and charter fishing opportunities (Walton County Tourist Development Council 2017).

Public Health and Safety

In 2004 and 2005, hurricanes damaged Grayton Beach State Park infrastructure and disrupted park operations (FDEP 2017b).

4.3.3 Salinas Park Addition Alternative (Preferred)

The Salinas Park Addition alternative is located on the southern edge of St. Joseph Bay, within the St. Andrew Bay watershed in southern Gulf County, Florida. The approximately six-acre undeveloped site is adjacent to the existing county-owned Salinas Park, which includes a section on the Gulf side as well as the bayside. The park addition site consists of pine, palm, and magnolia trees with some understory and grass, with wetlands bordering the bay, as shown in Figures 4-5 and 4-6. A thin strip of the property lies adjacent to an existing bike path and road, and is currently mowed grass. The site is previously undeveloped, although some maintenance of the understory has occurred to allow access to the site and to reduce fire hazards.

As described in Chapter 2.3.3, this alternative would include the following improvements: elevated boardwalk and observation platforms, trail extension and trail head facilities, and a walkway to connect the parcel with the existing public park. On the existing Salinas Park, on the Gulf side of the property, the following infrastructure is proposed: a crosswalk to enhance public safety when accessing the new park extension, pickleball court features, and cultural and natural resource interpretive signage. Figure 4-7 shows the area where the pickleball court features and interpretive signage would be installed. As shown, this area is previously disturbed with some trees, regular mowing, and a constructed shade structure. No in-water work is included in this alternative, although some pilings may be required in wetland areas for construction of the raised boardwalk.

Figure 4-5. Salinas Park Addition site with property boundary marked

Figure 4-6. Existing vegetation on Salinas Park Addition site

Figure 4-7. The location of the proposed pickleball court features and interpretive signage

4.3.3.1 Physical Resources

Geology and Substrates

The park addition site is predominantly flat, located on the southern edge of St. Joseph Bay. The site for land acquisition has not been previously developed. The underlying geology along the Florida Panhandle is limestone bedrock, with sand and sediment deposits at the surface. The substrate sediments are siliciclastics, organics, and freshwater carbonates (FDEP 2017a). Soil in the area has been classified by the NRCS as predominantly Corolla-Duckston complex with some Bayvi and Direго soils (NRCS 2017). These soil types are composed primarily of sand. Corolla-Duckston complex is generally flat with 0 to 6 percent slopes, poorly drained, and classified as having negligible to low runoff. Bayvi and Direго soils are flat, frequently flooded, very poorly drained, and classified as having very high runoff. The underlying geology consists of limestone bedrock with sand and sediment substrate (FDEP 2017a).

Hydrology and Water Quality

The park addition site is located along St. Joseph Bay, which is part of St. Andrews Bay watershed. St. Joseph's Bay has no major freshwater inputs such as streams. As such, the Gulf County Canal, as well as precipitation and groundwater are the primary freshwater sources to the bay. The bay is approximately 43,000 acres and ranges in depth from less than two meters in the southern end, near the site, to greater than ten meters in the northern end of the Bay (Berndt and Franklin, 1999). St. Joseph Bay is designated as an Outstanding Florida Water as well as Aquatic Preserve (NFWMD 2017, FDEP 2015). St. Joseph Bay is also listed as a 303(d) Florida Impaired Water for fecal coliform and nutrients (total nitrogen; FDEP 2016).

The park addition site is located in FEMA designated Flood Zone according to the flood map service (FEMA 2007a). The site is located in multiple zones: Zone VE and Zone AE which are special flood hazard areas subject to inundation by the one percent annual chance flood, or 100-year flood. The waterfront property and the location for the pickleball court features and interpretive signage are both in Flood Zone VE and AE, with base flood elevations ranging from eight to 11 feet respectively (FEMA 2007a,b).

Air Quality and Greenhouse Gas Emissions

Gulf County, Florida is not listed on EPA's current nonattainment counties list for all criteria pollutants (EPA 2017). See section 4.3.2 for additional details regarding nonattainment areas. GHGs are emitted from urban activities (cars, trucks, boats, etc.) in the vicinity of the site, including activities at the adjacent Salinas Park.

Noise

The primary sources of ambient (background) noise in this alternative's area are operation of vehicles, humans, recreational vessels, and natural sounds such as wind and wildlife. City noise is mainly from vehicles and human activities. The level of noise in the site areas vary depending on the season, time of day, number and types of noise sources, and distance from the noise source.

The park addition site has frontage on St. Joseph Bay, which is used for commercial and recreational boating opportunities that produce boating noises. Eglin Air Force Base Annex is approximately two

miles from the site, resulting in noise from overhead aircrafts and operations at the base. Other sources of noise in the site area include motor vehicle traffic on Cape San Blas Boulevard, noises from the restaurant west of the parcel, and ambient natural sounds such as wind and wildlife.

4.3.3.2 Biological Resources

Habitat

The Salinas Park Addition alternative is located in Gulf County on the Florida Panhandle along St. Joseph Sound. The environment at the Salinas Park Addition is previously undeveloped and consists of mostly trees and understory vegetation (Google Maps 2011). The acquisition parcel abuts St. Joseph Bay and includes estuarine and marine wetland based on the most updated wetland assessment (USFWS 2017 a, b). There are emergent vegetation and perennial plants in the intertidal wetland habitats. The construction site for the pickleball court features and interpretive signage to the south, across Cape San Blas Road, on existing Salinas Park property are in palustrine and forested wetlands; however, the construction would occur in a previously cleared area of the existing park (USFWS 2017a, b). These wetlands are nontidal wetlands that have shrubs, trees, emergent vegetation, mosses, and lichens. The tree species present are pine (likely needle-leaved evergreens, black spruce, and pond pine) and magnolia trees. The site is largely undisturbed, except a small strip along the bike path that is grass. There is some disturbance of understory vegetation by tilling to reduce fire hazards. Based on available information, there are seagrasses in the subtidal waters off of the site, within St. Joseph Bay (Google Maps Imagery 2017; Yarbro and Carlson, 2016b).

Migratory Birds

Migratory birds that could potentially utilize the Salinas Park Addition site were identified using the USFWS IPaC. Migratory birds could potentially utilize this site for nesting, foraging, roosting, and breeding. Four species groups were identified at this site as wading birds, shorebirds, raptors, and songbirds. Potential wading birds at this site would be bitterns and rails. Potential shorebirds at this site could include species of terns and plovers. Potential raptors at this site include falcons, owls, and kites. Potential songbirds at this site include sparrows, warblers, and woodpeckers. There are no bald eagles known to occur at this site (USFWS 2017b). This alternative's site on the Florida Panhandle could provide stopover and staging habitat for migratory birds. Table 4-7 lists the migratory birds potentially occurring at the Salinas Park Addition alternative.

Table 4-7. Migratory Birds and Potential Seasonal Occurrence at the Site

Species Common Name	Species Scientific Name	Season
American oystercatcher	*Haematopus palliatus*	Year-round
Bachman's sparrow	*Aimophila aestivalis*	Year-round
Black rail	*Laterallus jamaicensis*	Breeding
Black skimmer	*Rynchops niger*	Year-round
Brown-headed nuthatch	*Sitta pusilla*	Year-round
Chuck-will's-widow	*Caprimulgus carolinensis*	Breeding
Gull-billed tern	*Gelochelidon nilotica*	Breeding
Henslow's sparrow	*Ammodramus henslowii*	Wintering
Le Conte's sparrow	*Ammodramus leconteii*	Wintering
Least bittern	*Lxobrychus exilis*	Breeding
Least tern	*Sterna antillarum*	Breeding
Lesser yellowlegs	*Tringa flavipes*	Wintering
Loggerhead shrike	*Lanius ludovicianus*	Year-round
Magnificent frigatebird	*Fregata magnificens*	Wintering
Marbled godwit	*Limosa fedoa*	Wintering
Mississippi kite	*Ictinia mississippiensis*	Breeding
Nelson's sparrow	*Ammodramus nelsoni*	Wintering
Painted bunting	*Passerina ciris*	Breeding
Peregrine falcon	*Falco peregrinus*	Wintering
Prairie warbler	*Dendroica discolor*	Breeding
Red-headed woodpecker	*Melanerpes erythrocephalus*	Year-round
Rusty blackbird	*Euphagus carolinus*	Wintering
Seaside sparrow	*Ammodramus maritimus*	Year-round
Short-billed dowitcher	*Limnodromus griseus*	Wintering
Short-eared owl	*Asio flammeus*	Wintering
Snowy plover	*Charadrius alexandrinus*	Breeding
Sprague's pipit	*Anthus spragueii*	Wintering
Swainson's warbler	*Limnothlypis swainsonii*	Breeding
Swallow-tailed kite	*Elanoides forficatus*	Breeding
Whimbrel	*Numenius phaeopus*	Wintering
Wilson's plover	*Charadrius wilsonia*	Breeding
Wood thrush	*Hylocichla mustelina*	Breeding
Worm eating warbler	*Helmitheros vermivorum*	Migrating
Yellow rail	*Coturnicops noveboracensis*	Wintering

Protected Species

The full list of federally threatened, endangered, proposed, candidate, and other species of concern is available through USFWS IPaC (USFWS 2017a). The Salinas Park Addition parcel and immediately adjacent waterbodies do not include any critical habitat. Gulf Sturgeon critical habitat exists to the south

of the site in the Gulf of Mexico, but the property and proposed improvements do not directly abut the Gulf of Mexico.

Telephus spurge, a plant species that occurs primarily in wet prairies, savannahs, and pine flatwoods, could be present near the Salinas Park Addition site. Prior development likely minimizes the potential for this species to occur in the site. However, the waterfront property to the north of Cape San Blas Road may potentially provide some habitat for this plant.

In preliminary discussions with USFWS and NMFS, the agencies determined that it is unlikely that any threatened and endangered mammal, bird, reptile, or amphibian species are present on the site (USFWS and NMFS representatives, personal communication, August 7, 2017).

Essential Fish Habitat

The Salinas Park Addition alternative is within the EFH area for coastal migratory pelagic species, reef fish, shrimp, and red drum. SAV in St. Joseph Bay is relatively stable and clustered near the shorelines, with larger patches near the southern end of the bay, near the site. SAV species in the Bay consist of predominantly turtle grass (*Thalassia testudinum*), but also shoal grass (*Halodule wrightii*), and manatee grass (*Syringodium filiforme*) (Yarbro and Carlson, 2016b). Mud substrate and estuarine water column habitat also exist adjacent to the site area. No HAPC or EFH areas protected from fishing were identified within the area.

Invasive Species

The potential introduction of terrestrial and aquatic non-native invasive species of plants, animals, and microbes is a concern for any project. Non-native invasive species could alter existing terrestrial or aquatic ecosystems, may cause economic damages and losses, and are a common reason for protecting species under the Endangered Species Act. The species that are or may become introduced, established, and invasive are difficult to identify prior to occurrence. Surveys have not been conducted to specifically determine if invasive species are present.

4.3.3.3 Socioeconomic Resources

Demographics

The Salinas Park Addition is located in Gulf County, Florida, which is a small county of 15,000 people in the Florida Panhandle region. Gulf County is less educated, and has a lower household income and a higher poverty rate than Florida or the United States as a whole (see Table 4-8). Specifically, the percent of white individuals in Gulf County (78.8 percent) is similar to the State of Florida and the United States, both approximately 77 percent (U.S. Census Bureau, 2015). The percent of the population (aged 25 or older) with a high school education or higher is slightly lower in Gulf County (82.0 percent) than in Florida and the United States (both approximately 87 percent). The percent of the population (aged 16 or older) in the labor force in Gulf County (45.7 percent) is considerably lower than both the State and U.S. levels (58.8 percent and 63.3 percent respectively) (U.S. Census Bureau, 2015). The median household income for Gulf County is also less than what is reported for the State of Florida and the United States. The percent of persons in poverty is significantly higher in Gulf County (21.9 percent) than

in Florida and in the entire United States (15.7 percent and 13.5 percent respectively) (U.S. Census Bureau, 2015). As of 2013, Gulf County was ranked 22nd out of 67 counties in Florida for the percentage of their population in poverty (U.S. Census Bureau 2015).

Gulf County is a state-designated Rural Area of Opportunity (RAO). RAO are defined as rural communities, or a region of rural communities, that have been adversely affected by extraordinary economic events or natural disasters.

Table 4-8. Gulf County Demographics

Location	Population (2016)	Percent White Alone (2016)	Percent of population aged 25 or older with high school education or higher (2011-2015)	Percent of population aged 16 or older in civilian labor force (2011-2015)	Median household income, 2013 dollars (2011-2015)	Percent of persons in poverty
Gulf County, FL	15,990	78.8%	82.0%	45.7%	$41,788	21.9%
Florida	20,612,439	77.6%	86.9%	58.8%	$47,507	15.7%
United States	323,127,513	76.9%	86.7%	63.3%	$53,889	13.5%
Source: United States Census Bureau. 2015. QuickFacts. Accessed 7/26/2017. https://www.census.gov/quickfacts/fact/table/gulfcountyflorida,FL,US/AGE775216						

Cultural Resources

As noted above, the Salinas Park Addition is located on privately owned and undeveloped land. Coordination under section 106 of the NHPA has been initiated. The APE is the geographic area or areas within which an undertaking may directly or indirectly cause alterations in the character or use of historic properties, if any such properties exist (36 C.F.R. § 800.16(d)). The APE of this alternative consists of areas where each improvement would take place, as well as the access road to each site.

Infrastructure

The Salinas Park Addition is located on privately owned and undeveloped land without any infrastructure. Parcels adjacent to the site include the existing Salinas Park property, paved roads and residential and commercial buildings.

Land and Marine Management

The Salinas Park Addition site is currently designated as "Mixed Commercial – Residential" in Gulf County's Comprehensive Plan. Pursuant to the CZMA, federal activities must be consistent to the maximum extent practicable with the federally approved coastal management programs for states where the activities would affect a coastal use or resource. Federal Trustees are seeking a consistency determination for state review concurrent with the publication of this Draft RP/SEA.

Aesthetics and Visual Resources

The aesthetic environment in the vicinity of the Salinas Park Addition is characterized by dense vegetation, wetlands, and nearby residential and commercial development. The northern border of the

parcel provides views of St. Joseph Bay. From the water, multiple docks are visible (Google Earth Imagery 2017).

Tourism and Recreational Use

The Salinas Park Addition is located in Gulf County on the Florida Panhandle. No recreational activities currently occur on the parcel to be acquired because the land is privately owned and is densely vegetated. However, the existing Salinas Park, where the pickleball court features and interpretive signage would be constructed, offers public beach access, volleyball, fire pits, a dock and pier, and picnic areas (Gulf County Tourist Development Council 2017). A business located just outside the park offers horseback riding on the beach. Additionally, the nearby T.H. Stone Memorial St. Joseph State Park provides 9.5 miles of sand beaches, boat ramp access, camping facilities, and opportunities for hiking, kayaking, fishing, snorkeling, and birding (FDEP 2017c). The park received 242,558 visitors in fiscal year 2013-2014 (FDEP 2014). More broadly, Gulf County spans 244 miles of shoreline, and features a variety of tourism and recreational opportunities, including hiking, biking, kayaking, diving, snorkeling, paddle-boarding, eco-tours, fishing charters, hunting, and golf (Gulf County Tourist Development Council 2017).

Public Health and Safety

Pedestrian and vehicle traffic exist at and around the site and generate public health and safety concerns.

4.4 Environmental Consequences

The impacts of the project types addressed in this Phase V.2 RP/SEA, "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences," were analyzed programmatically in the Final Phase III ERP/PEIS, from which the NEPA analysis for the Florida Coastal Access Project in the Phase V ERP/EA tiered. The analysis of the impacts of the alternatives described herein is consistent with the Phase V ERP/EA. Impacts to physical, biological, and socioeconomic resources for each of the action alternatives and the No Action Alternative are described in the subsequent sections.

4.4.1 Alligator Point Park Alternative

4.4.1.1 Physical Resources

Geology and Substrates

Implementation of this alternative could include use of heavy construction equipment, such as bulldozers, barges, trucks, backhoes, tractor trailers, cranes, small barges with crane, small excavators, fork lifts, asphalt machine, roller, small power tools, generators, small trucks, and hand tools.

This alternative would include in-water work on the Alligator Harbor side of the parcel as part of the construction of a paddle-craft launch. Overwater area of the paddle-craft launch would be dependent upon final design, but would likely be approximately 200 square feet. Paddle-craft launch construction would include placement of new pilings (two approximately 8 inch in diameter pilings for every 10 feet of dock) using the least invasive techniques given substrate and construction cost considerations (e.g.,

jetting, pushing, or driving the piles). In-water dredging or digging associated with installation of the pilings for the docks is not anticipated, though substrate displacement and compaction from dock piling installation would be expected. Depth would be subject to final design, but there would be less than 25 square feet of substrate displaced in the marine environment. As such, minor long-term adverse effects on a small area of marine substrates would occur as a result of this alternative.

Digging would also occur in the terrestrial environment, over approximately ¼ of the total area, for construction of the picnic area, nature trails, parking, and restroom facilities on the main portion of the parcel. Most of the area where these amenities would be constructed has seen previous and ongoing disturbances and development. Construction and digging activities, including staging areas for construction equipment, would utilize existing development footprints and disturbed areas where possible (e.g., current paved areas), but digging and staging equipment would disturb some soils. The restrooms on-site would need connections to the septic system. The specific needs would be determined during final designs. Remnants of the former Alligator Drive road would be removed and the area would be regraded and vegetated, requiring some ground disturbances on previously disturbed land. The regrading and revegetation after road removal would minimize long-term adverse impacts from shoreline erosion and some terrestrial digging. Minor disturbances associated with trail development would occur. The nature trails would use existing trails and disturbed areas, where possible, to minimize impacts. Although development of nature trails would impact soils, the trails would direct and condense foot traffic into designated areas, minimizing adverse impacts to the overall site location. Hence, the trails would have a minor, long-term, adverse impact to soils, but also beneficial impacts of condensing foot traffic.

Specific mitigation measures would be implemented during construction to minimize erosion and overall soil impacts. These would include using existing development footprints, following established best management practices (BMPs) for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance. Any in-water piling work would be performed behind silt curtains to isolate construction impacts (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate).

Removal of road debris and subsequent revegetation of plants along the shoreline would have short-term minor adverse impacts during the process of road removal, regrading, and vegetation plantings but overall would have long-term beneficial impacts on the geology and substrates due to reductions in shoreline erosion. Short-term as well as long-term minor disturbances to terrestrial soils and substrates would occur on site as a result of construction and site preparation activities. However, the impacts would be localized to approximately 2.25 acres within the site area.

Over the long-term, increased visitation to this alternative could result in minor adverse impacts to soils associated with foot traffic in areas near trails. However, the condition of vegetation along the shoreline is anticipated to improve under this alternative, which should reduce erosion. Overall, this alternative would have short-term and long-term adverse minor impacts to geology and substrates.

Hydrology and Water Quality

This alternative includes in-water work due to the construction of a paddle-craft launch on Alligator Harbor. The overwater area of the launch would likely be approximately 200 square feet. Launch construction would include placement of new piles (two approximately 8 inch in diameter pilings for every 10 feet of dock) using the least invasive techniques given substrate and construction cost considerations (e.g., jetting, pushing, or driving the piles). During construction, BMPs and boom placement along with other avoidance and mitigation measures required by state and federal regulatory agencies would be employed to minimize any water quality and sedimentation impacts. This would include installation of floating turbidity barriers.

Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the U.S. Army Corps of Engineers (USACE) pursuant to the Clean Water Act Section 404 and Rivers and Harbors Act (CWA/RHA). Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to final design and construction.

Terrestrial work that may affect hydrology and water quality includes construction of additional impervious surfaces such as bathrooms, parking, or roads if infrastructure is created outside of using existing infrastructure. Additional impervious surfaces would alter on site stormwater run-off. Pervious pavement could be used in the parking area to minimize runoff and potential water quality impacts. Construction of the parking and restroom facilities and the removal of road debris may temporarily impact water quality. Construction BMPs along with other avoidance and mitigation measures required by state and federal regulatory agencies would be employed to minimize any water quality and sedimentation impacts associated with construction activities (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate). Silt and sedimentation control measures would be installed and properly maintained to protect water quality.

This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces and site preparation activities. BMPs would be followed such that the impacts would be localized to the site area. Over the long-term, increased visitation to this alternative could result in minor adverse impacts to hydrology and water quality associated with erosion due to foot traffic in areas near trails. However, the condition of vegetation along the shoreline is anticipated to improve under this alternative, which should reduce erosion.

Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.

Air Quality and Greenhouse Gas Emissions

Implementation of this alternative would require the use of equipment such as bulldozers, excavators, trucks, or backhoes which would temporarily affect air quality in the site vicinity. During construction activities, short-term adverse impacts to air quality would occur from the use of gasoline and diesel powered construction vehicles and equipment, including barges, and exhaust produced by the use of

this equipment. Most impacts to air quality would be localized and occur only during active construction activities. Due to the small-scale and short duration of the construction portion of this alternative, GHG emissions and air quality impacts would be short-term, adverse, and minor. A relatively low level of increased traffic associated with visitors making a trip to the alternative is anticipated, which may result in long-term minor adverse impacts to air quality in the area.

Noise

This alternative would generate construction noise associated with equipment during demolition and removal of the existing materials such as the remnants of Alligator Drive, construction of the dock (including placement of new piles, two approximately 8 inch in diameter pilings for every 10 feet of dock), trails, restrooms, and parking lot. Implementation of this alterative would include transportation of construction materials to the site area, which may include trucks or other types of transportation and also contribute to short-term noise disturbances.

Human activities on adjacent properties and wildlife in and around the site may be sensitive to changes in noise sources or levels due to construction. Construction equipment (e.g., generators, pile drivers, etc.) noise is known to disturb fish, marine mammals, and nesting shorebirds. Conservation measures for marine mammals from noise are discussed in the Protected Species section. Construction noise can also be a nuisance to residents living or recreating on the shorelines adjacent to the alternative's construction activities. Construction activities at the site would result in short-term adverse impacts to noise at the site and in the immediate vicinity.

Mitigation measures that serve to limit noise impacts to humans from construction activities include: limiting activity at the site to daytime hours; limiting truck traffic ingress/egress to the site to daytime hours; promoting awareness that producing prominent discrete tones and periodic noises (e.g., excessive dump truck gate banging) should be avoided as much as possible; and requiring that work crews seek pre-approval for any weekend activities, or activities outside of daytime hours. The timing of noise producing activities in-water would be planned to minimize disturbances to marine life. Because construction noise is temporary, any negative impacts to the human and marine environment during construction activities would be short-term adverse and minor. Standard practices such as muffle units for generators would be implemented during construction operations to mitigate noise impacts (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate).

After the construction of the trails, parking lot, restrooms, picnic pavilions, and paddle-craft launch, visitors would cause some noise associated with picnicking and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to the high traffic waterways may render these increases negligible. Overall, long-term noise impacts at this site from personal vehicle use, boating, and other recreational activities would likely be minor and adverse.

4.4.1.2 Biological Resources

Habitat

This alternative includes in-water work due to the construction of a paddle-craft launch in Alligator Harbor. Construction activities in-water and on land could result in indirect impacts to aquatic habitat due to erosion and increased turbidity during construction. Launch construction would include placement of new piles (two approximately 8 inch in diameter pilings for every 10 feet of dock) using the least invasive techniques given substrate, environmental, and construction cost considerations (e.g., jetting, pushing, or driving the piles). In-water dredging or digging associated with installation of the pilings for the docks is not anticipated, though substrate displacement and compaction from dock piling installation is expected. Depth would be subject to final design, but there would be less than 25 square feet of substrate displaced in the marine environment. The release of sediments during construction would be controlled using best management practices and mitigation to protect soil resources, prevent the transport of sediment into waterways, confine impacts to construction sites, and minimize the magnitude of the impacts on downstream water quality. Hence, construction would have a short-term, minor and adverse impact on the habitat.

USACE and NMFS construction guidelines would be followed where possible regarding launch construction; however, final placement and design would include considerations for Americans with Disabilities Act (ADA) compliance. In-water and terrestrial improvements would avoid wetlands to the extent practical and feasible and are subject to regulatory consultations and final design. Overwater area of the launch would be approximately 200 square feet. An analysis of SAV, likely via aerial imagery analysis and field survey, would be conducted prior to the start of construction. Potential impacts of the action on SAV are analyzed as part of the EFH section below.

The land improvements at the Alligator Point Park alternative are in areas that have had previous development. However, the terrestrial habitat, consisting of grasses, some shrubs, and trees, would be impacted by this alternative. Digging would occur in the terrestrial environment for construction of the picnic area, restrooms, and parking lot. The restrooms on site would need connections to the septic system. The specific needs would be determined during final designs. The extent of terrestrial digging would be approximately ¼ of the total area, most of which has seen previous and ongoing disturbances and development; existing infrastructure would be used where possible. The depth of digging and disturbance depends on final engineering design, but for additional parking spaces, depth would be less than one foot.

Construction equipment and staging areas could impact habitat, but as noted previously, these would be sited on existing development footprints where possible to minimize impacts. Although the picnic area and nature trails could potentially impact habitats (e.g., clearing of vegetation for nature trails), most of the improvements are proposed for currently disturbed areas including grasses and vegetative understory. There is the potential for removal of trees and shrubs, but the conceptual plan would be designed to minimize removal of habitat. Additionally, the trails would direct and condense foot traffic into designated areas, minimizing adverse impacts to the overall site location over the long-term.

Revegetation of terrestrial disturbed sites would be started as soon as practical after work in an area was completed.

Specific conservation and mitigation measures would be implemented during the finalization of engineering and design plans and construction to minimize erosion and overall habitat impacts. To the extent possible, this alternative would utilize existing development footprints and disturbed areas (e.g., parking areas). These would include following established BMPs for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance. Any in-water piling work would be performed behind silt curtains to isolate construction impacts and reduce any impacts to surrounding habitat. Any work on the launch that may require a barge with small crane would use shallow draft and be moored outside of areas with submerged habitat (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate). Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the USACE pursuant to the Clean Water Act Section 404 and Rivers and Harbors Act (CWA/RHA). Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to construction.

Short-term as well as long-term adverse impacts to habitat would occur on site as a result of construction and site preparation activities. Long-term impacts associated with habitat disturbance from visitors picnicking and walking on the site on or adjacent to established trails are anticipated to be minor. Because the construction activities would largely disturb habitat that has already been disturbed and would be localized to the site, impacts of this alternative would be minor, adverse, short and long-term.

Migratory Birds

The FL TIG would coordinate with the USFWS and review this alternative for impacts to bald eagles and migratory birds in accordance with the Bald and Golden Eagle Protection Act (BGEPA) of 1940 (16 U.S.C. §§ 668–668d) and the Migratory Bird Treaty Act of 1918 (MBTA) (16 U.S.C. §§ 703–712) to ensure that appropriate conservation measures and BMPs would be incorporated into this alternative. If bald eagle nests are located during pre-construction site assessments, BMPs under the BGEPA would be followed to minimize harm to bald eagles. The MBTA requires the protection of all migratory bird species and protection of ecosystems of special importance to migratory birds against detrimental alteration, pollution, and other environmental degradation. Migratory birds could use areas at and around the site location for foraging, feeding, resting, and nesting. Noise and physical disruptions related to construction and increased human activity from park operations and maintenance, and public use may impact birds. Impacts associated with disturbance to birds from visitors picnicking and walking on the site on or adjacent to established trails are anticipated to be long-term and minor.

To the extent possible, construction activities would avoid specific habitat locations on site if there are known nesting birds and avoid nesting seasons. Preconstruction nesting surveys for migratory birds and raptors would be conducted and if evidence of nesting is found, the FL TIG would coordinate with the USFWS and, if necessary, FWC, to develop and implement appropriate conservation measures. At a

minimum, trees/shrubs with active nests would be flagged and avoided. To avoid or minimize impacts to migratory birds from increased human activity, trails would divert and concentrate recreational users away from any important nesting, foraging, or rookery locations including shorelines, and there would be minimal removal of trees. This alternative proposes minimal habitat fragmentation by constructing improvements on existing areas of disturbance. Foraging and resting birds may temporarily be displaced during construction or recreation activities. Bird roosting would not be affected because construction activities and most human use would occur during daylight hours.

Protected Species

The FL TIG would coordinate and complete consultation with NMFS and USFWS, if necessary, on this alternative regarding potential impacts to protected species in accordance with section 7 of the ESA prior to project implementation. Surveys would be completed to determine if protected species are present at the site. If protected species were present, conservation measures recommended during consultation would be incorporated into final project design and implementation to avoid or minimize impacts to protected species and critical habitats. Specific conservation measures would also be implemented during construction to avoid or minimize disruption and overall impacts to protected species. Below is a list of potential protected species at the Alligator Point Park alternative location, their habitat preferences, anticipated effects from this alternative's activities, and potential conservation measures.

- **Gulf sturgeon**. The Gulf sturgeon inhabits coastal waters and freshwater river systems of the northern Gulf of Mexico. Gulf sturgeon are usually located in areas 2-4 meters deep with high sand substrate. There is no critical habitat for Gulf sturgeon at this site, but there is the potential for Gulf sturgeon to be in the waters during the time of construction. In-water work is limited to construction of a small paddle-craft launch on the bayside of the parcel. Potential impacts to the Gulf sturgeon include elevated noise levels and the presence of suspended sediments in the water column. This species is mobile and would likely exit the area during construction. As such, it is unlikely that this alternative would adversely affect Gulf sturgeon.

- **Frosted flatwoods salamander**. This salamander inhabits pond areas in pine flatwoods and pine savannas. There is a pond on site, however it is small and isolated, and the site is characterized as being previously developed and disturbed. Due to past and ongoing disturbances, it is not likely that frosted flatwoods salamander are present on the site. As such, this alternative would not likely adversely affect the frosted flatwoods salamander. However, if frosted flatwoods salamanders are on-site, USFWS would be contacted.

- **Gopher tortoise**. The gopher tortoise is a terrestrial turtle that occurs in well drained sandy soils in sandhill, scrub, xeric hammock, pine flatwoods, dry prairie, coastal grasslands and dunes, and mixed hardwood pine habitats. Vegetation is uncharacterized at this site, but there is little understory vegetation due to previous development on site. Existing vegetation likely consists of some trees, dune, and marsh vegetation. Based on the prior site disturbances on this parcel, it is not likely that the gopher tortoise would be encountered on this parcel. However, any gopher

tortoises encountered on-site would need to be relocated (after consulting with USFWS). As such, this alternative is unlikely to adversely affect the gopher tortoise.

- **Eastern indigo snake**. The Eastern indigo snake inhabits a wide range of habitat types, including pine flatwoods, scrubby flatwoods, high pine, dry prairie, tropical hardwood hammocks, edges of freshwater marshes, agricultural fields, coastal dunes, and human-altered habitats. If encountered, the Eastern indigo snake would be subject to the same removal and relocation efforts as the gopher tortoise. As such, this alternative is unlikely to adversely affect the Eastern indigo snake.

- **Sea turtles**. There is a small amount of in-water work (e.g., launch construction, piling installation) proposed for this site on the bayside of the parcel. This alternative's location does not intersect with any identified sea turtle critical habitat in water or on land. Additionally, the site location lacks suitable nesting habitat. However, the range of sea turtles suggests they could occur in the site area. Because of the lack of suitable nesting and breeding habitat near the shoreline and because turtles would be able to avoid general activity in the area, impacts to sea turtles do not appear likely.

- **West Indian manatee and other marine mammals**. The West Indian manatee inhabits freshwater, brackish, and marine environments in the Gulf of Mexico. It typically occurs in coastal and inland tidal rivers and streams, mangrove swamps, salt marshes, freshwater springs, canals, lagoons, and vegetated bottoms. It moves to warm-water sites, including industrial warm-water discharges, during the winter. This alternative's location does not intersect with any identified critical habitat for the West Indian manatee.

  Marine mammals are affected by vibrations and noise resulting from construction activities (e.g., generators, pile drivers, etc.). This alternative includes in-water work for the construction of a small paddle-craft launch (e.g., driving or pushing pilings). Since marine mammals are likely to move out of the area during construction, this alternative would likely have no effect on the West Indian manatee and other marine mammals. However, if any marine mammals were encountered, the appropriate measures and best management practices to minimize impacts would be followed (e.g., NMFS 2006, USFWS 2011).

- **Red knot and piping plover**. The red knot and piping plover prefer open coastal areas including sandy beaches and tidal flats. They are usually present along the Gulf coast in the winter. There is no suitable habitat present for these species on the southern end of the parcel, but there is some suitable habitat available along the approximately 150 foot shoreline on the northern edge of the parcel. If these species are present on site, it would likely be for foraging only. If construction occurs during the summer months (approximately May to August), the two species are not generally present along the Gulf coast. Therefore, this alternative is not expected to adversely impact red knot and piping plover. However, again, if red knots or piping plovers were present, appropriate measures and BMPs would be followed to minimize impacts.

- **Wood stork**. The wood stork prefers to nest and forage in cypress swamps and marshes, which are not present on this site. Because this site does not have preferable habitat for the wood stork, no adverse effects on the wood stork are anticipated. Impacts to wood stork could be avoided or minimized as described for red knot and piping plover.

- **Red-cockaded woodpecker**. The red-cockaded woodpecker prefers mature, open pine woodlands. There is minimal preferable habitat for the woodpecker on this parcel due to extensive historic development. While this alternative may affect red-cockaded woodpecker, it is not likely to adversely affect this species. Impacts to red-cockaded woodpecker could be avoided or minimized as described for red knot and piping plover.

- **Plants (Florida skullcap, Godfrey's butterwort, Telephus spurge, white birds-in-a-nest, Harper's beauty**). These five plants occur primarily in wet prairies, savannahs, and pine flatwoods. Prior development likely minimizes the potential for these species to occur in the action areas. The waterfront property to the north of Tom Roberts Road may potentially provide some habitat for these plants, but the majority of the site likely does not provide preferable habitat. If protected plants are found on site during pre-implementation surveys, USFWS would be contacted. Although these species could occur on site, the proposed preservation of suitable habitat on site would reduce potential impacts to these plant species.

There is no designated marine or terrestrial critical habitat in the action area for any species.

It is unknown whether protected species with potential to occur at the site actually do occur there. If this alternative is selected, surveys would be conducted prior to the implementation of any construction activities and the FL TIG would coordinate and complete consultation, if required, with NMFS and USFWS. If any protected species are encountered, the appropriate conservation measures to minimize impacts would be followed. Therefore, the FL TIG has determined that the alternative is not likely to adversely affect protected species.

Essential Fish Habitat

In-water work constructing a paddle-craft launch, as part of this alternative, would potentially impact SAV and EFH in Alligator Harbor. The paddle-craft launch area would be subject to final design, but is expected to be approximately 200 square feet. This alternative has the potential to cause small disturbances to EFH in areas adjacent to the site location from increased suspended sediment and runoff, as well as launch construction. If this alternative is selected, the FL TIG would coordinate with NMFS (Habitat and Conservation Division) on EFH to inform regulatory compliance with EFH requirements. Conservation measures recommended during consultation would be incorporated into final project design and implementation to avoid or minimize impacts to EFH over the short and long-term. Therefore, any adverse impacts to EFH would be expected to be short term and minor.

Invasive Species

The analysis focuses on pathway control or actions/mechanisms that may be taken or implemented to prevent the spread of invasive species on site or the introduction of invasive species to the site. The Alligator Point Park component involves construction of a paddle-craft launch where in-water work

would be necessary as well as construction on land for a nature trail, restrooms, and parking area. The in-water work and construction equipment that would be used would serve as potential pathways to introduce or spread invasive species in the aquatic and terrestrial environment. BMPs to control the spread of any invasive species present, and prevent the introduction of new invasive species due to the alternative would be implemented. In general, BMPs would primarily address risk associated with vectors (e.g., construction equipment, personal protective equipment, delivery services, foot traffic, vehicles/ vessels, shipping material). The potential for introduction and spread of invasive species would be minimized by requiring the contractor to clean all equipment (i.e., inspect and remove presence of mud, seeds, vegetation, insects, and other species) before entering and when leaving the site. Further, since this site has been previously disturbed and is not currently maintained, development of the amenities would remove any discovered existing invasive species.

Through the implementation of BMPs and the potential for removal of invasive species during construction, the potential spread or introduction of invasive species would be minimized. There is a low risk of introduction of non-native species by visitors to the trails and paddle-craft launch. The implementation of these BMPs meets the spirit and intent of Executive Order 13112.

4.4.1.3 Socioeconomic Resources

Socioeconomics and Environmental Justice

The Alligator Point Park alternative is likely to provide long-term benefits to the local community. These benefits would include enhanced public access to natural resources for recreational use and enhanced recreational experiences. Construction and spending associated with designing, engineering, managing, and carrying out this alternative are likely to have short-term benefits for the regional economy. The temporary closure of this property should have little impact on current public use, as the area has been privately owned. Beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors.

Section 6.6.1 of the Final Phase III ERP/PEIS states that project types that contribute to providing and enhancing recreational opportunities are not, in general, expected to create a disproportionately high and adverse effect on a minority or low-income population. Since this alternative would provide and enhance recreational opportunities, the FL TIG finds that the alternative does not meet any of the criteria to suggest that disproportionately high and adverse effects would likely fall on minority or low-income populations.

Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction, and the long-term impact of this alternative would be beneficial to the local economy.

Cultural Resources

The Final Phase III ERP/PEIS concludes that if not properly conducted, activities under this project type have the potential to compromise a site's integrity and cause a loss of cultural information. BMPs and other mitigation measures that may be employed, depending on site-specific considerations, to further

minimize or contain adverse impacts to cultural resources are detailed in Appendix E of the Phase V ERP/EA. Most relevant to this alternative is the recommendation to conduct preconstruction surveys for the presence of sensitive natural and cultural resources.

If the Alligator Point Park alternative is selected, a complete review of this alternative's site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.

Infrastructure

The Alligator Point Park alternative would include the construction of additional infrastructure (including restroom facilities) which would require appropriate utilities. The proposed infrastructure also includes a parking lot, paddle-craft launch, picnic area, and nature trail. During construction of these amenities there may be short-term disruptions to roadways in the vicinity of the site. The roadway that runs between the northern and southern portions of the Alligator Point Park site, Tom Roberts Road, is currently the only means of access to the broader Alligator Point peninsula. This alternative would involve the transport of construction vehicles, equipment, and materials. Construction waste would be removed by the contractor to an appropriate landfill using dump trucks, roll-off dumpsters, or trailers. Additional wear and tear to Tom Roberts Road could also occur from increased vehicle use as a result of increased visitor use over time to the site.

In summary, this alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. The alternative would likely add an additional burden on the public utilities due to increased use over the long-term, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under this alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.

Land and Marine Management

After acquisition, the Alligator Point Park site and its proposed improvements would not need to be rezoned, but the property would be transferred to TPL, and ultimately County ownership to be managed as a park. From the public perspective, this would be a beneficial effect because more lands would be owned and managed for public use.

Aesthetics and Visual Resources

During the construction phase of this alternative, construction equipment and operations would likely be located along the coast and within view of the water. Although such changes would not dominate the viewsheds, they would detract from current user activities or experiences nearby. As a result, during construction there would be temporary adverse aesthetic and visual impacts for recreational boaters, fishermen, residents, and tourists.

Over the long-term, the dock that would be constructed as part of this alternative would impact the appearance of the land from the water, creating a more developed appearance. However, nature trail

footpaths would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts from the alternative for visitors.

Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.

Tourism and Recreational Use

The Alligator Point Park alternative would provide tourism and recreation benefits on site as well as to the broader Alligator Point peninsula and Franklin County. However, there is currently a lack of community support for the alternative. Franklin County held a public meeting on July 9, 2016 in which members of the public expressed strong disapproval for the project, citing concerns about the parking design, opposition to direct beach access, concern regarding the number of bathrooms and future maintenance of facilities, and general increased number of visitors to the area (above the few county residents that currently fish from the rip rap along the shoreline on occasion).

Improvement activities could result in some short-term minor to moderate adverse impacts to beach and waterfront visitors, tourism, and fishing. Impacts to these different resource areas stem from (1) short-term disruptions to roadways in the vicinity of the site during construction (2) wildlife disturbances associated with construction. These activities may limit and adversely impact tourism and recreational uses accessibility and opportunities; the impacts are anticipated to be minor and temporary. The roadway that runs between the north and south portions of the Alligator Point Park site, Tom Roberts Road, is currently the only means of access to the broader Alligator Point peninsula. As a result, any disruptions to this roadway during construction activities could affect visitors attempting to access recreational facilities further along the peninsula, including the Alligator Point Marina. The alternative should result in beneficial impacts to tourism and recreational users over the long-term. Additionally, beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors. The alternative should result in beneficial impacts to tourism and recreational users over the long-term.

Overall, this alternative would contribute positively to visitor experience and public access. If local residents consider the increased park use to be a detriment, this minor adverse effect would be long-term. Other adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial for visitors to the site.

Public Health and Safety

Threats to public health and safety from construction activities would be mitigated through construction BMPs, including adequate staging of equipment, limitation of public access to equipment and staging area, and reduced park access during construction periods. BMPs in accordance with Occupational Safety and Health Administration (OSHA) and state and local requirements would be incorporated into construction activities on site to ensure the proper handling, storage, transport and disposal of all

hazardous materials. Personal protective equipment would be required for all construction personnel and authorized access zones would be established at the perimeter of the worksite during construction.

4.4.2 Little Redfish Lake Addition to Grayton Beach State Park Alternative

As noted previously, the improvements that would occur on the existing Grayton Beach State Park property to the east of Little Redfish Lake would not be constructed using NRDA funds. However, the following sections include analyses for these recreational improvements as a connected NEPA action. No improvements are planned for the parcel that would be acquired to the west of Little Redfish Lake, and therefore no adverse effects would be expected on this parcel. Acquisition of this parcel would prevent future development of the site.

4.4.2.1 Physical Resources

Geology and Substrates

Implementation of this alternative could include use of heavy construction equipment, such as bulldozers, barges, trucks, backhoes, tractor trailers, cranes, small barges with crane, small excavators, fork lifts, asphalt machine, roller, small power tools, generators, small trucks, and hand tools.

This alternative includes in-water work due to the construction of a paddle-craft launch in the dune lake. The overwater area of the paddle-craft launch would be approximately 200 square feet on the east side of Little Redfish Lake. Paddle-craft launch construction could include installing pilings. In-water dredging or digging associated with installation of the pilings for the launch is not anticipated, though substrate displacement and compaction from launch piling installation is expected. Depth would be subject to final design, but there would likely be less than 25 square feet of substrate displaced in the aquatic environment. As such, minor long-term adverse effects on a small area of pond substrates would occur as a result of this alternative.

Digging would also occur in the terrestrial environment to auger holes for installation of support structures (where needed) for the boardwalk, and for construction of parking and restroom facilities. These facilities would utilize existing infrastructure where possible, but would disturb soils due to digging and construction of foundations. There are restrooms proposed on site which would need connections to municipal systems, which may include extensions to the sewer lines. The specific needs would be determined during final designs. The boardwalk, tent-only camping area, restroom facilities, parking areas, campsites, and nature trails would use existing trails and disturbed areas, where possible. Minor disturbances associated with trails and boardwalks would occur, while major disturbances with restrooms and campsites would occur. The extent of terrestrial digging would likely be less than one percent of the total area (approximately 8 acres of the total area of the existing park (2,187 acres)). The affected area would include restoration of degraded habitat to oak and pine scrub (approximately 2.5 acres of the 8 potentially impacted acres).

Construction equipment and materials for staging would likely be located on site, where roads, parking lots, and previously disturbed areas currently exist. Although boardwalks and nature trails would impact soils, the trails would direct and condense foot traffic into designated areas, minimizing adverse impacts

to the overall site location. Specific mitigation measures would be implemented during construction to minimize erosion and overall soil impacts. To the extent possible, this alternative would utilize existing development footprints and disturbed areas (e.g., improving current infrastructure such as entrance area). These would include following established BMPs for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance. Any in-water piling work would be performed behind silt curtains to isolate construction impacts (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate).

The proposed restoration activities on approximately 2.5 acres of oak and pine scrub that has been degraded over time would result in short-term minor adverse impacts due to ground disturbances during the restoration process (e.g., digging, debris removal, plantings). Over the long-term, these activities are anticipated to have long-term beneficial impacts on geology and substrates. Increased visitation, over the long-term, to this alternative could result in minor adverse impacts to soils associated with foot traffic and camping activities. However, overall foot traffic would be concentrated on trails and boardwalks, and land management and restoration activities are anticipated to reduce impacts on some existing roadbeds and trails.

Short-term as well as long-term disturbances to terrestrial soils and substrates would occur on site as a result of construction and site preparation activities. However, the impacts would be localized to approximately 8 acres within the site. Thus, with the impacts localized to the site, this alternative would have long-term adverse minor impacts to geology and substrates.

Hydrology and Water Quality

This alternative includes in-water work due to the construction of a paddle-craft launch. Overwater area of the launch would be approximately 200 square feet. Paddle-craft launch construction would include placement of new piles (two approximately 8 inch in diameter pilings for every 10 feet of dock) using the least invasive techniques given substrate and construction cost considerations (e.g., jetting, pushing, or driving the piles). During construction, BMPs and boom placement along with other avoidance and mitigation measures required by state and federal regulatory agencies would be employed to minimize any water quality and sedimentation impacts. This would include installation of floating turbidity barriers.

Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the USACE pursuant to the CWA/RHA. Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to final design and construction.

Terrestrial work that may affect hydrology and water quality includes construction of additional impervious surfaces such as bathrooms and parking facilities, if infrastructure is created outside of using existing infrastructure. Additional impervious surfaces would alter on site stormwater run-off. Pervious pavement could be used in the parking area to minimize runoff and potential water quality impacts. Construction of the boardwalks, facilities, camping sites, restrooms, and parking lot may temporarily

impact water quality. Construction BMPs along with other avoidance and mitigation measures required by state and federal regulatory agencies would be employed to minimize any water quality and sedimentation impacts associated with construction activities (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate). Silt and sedimentation control measures would be installed and properly maintained to protect water quality resources in lakes and the Gulf.

This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces and site preparation activities. BMPs would be followed such that the impacts would be localized to the site area. Over the long-term, increased visitation to this alternative could result in minor adverse impacts to hydrology and water quality associated with erosion due to foot traffic in areas near trails and the camping area. However, habitat restoration along the existing roadway that is part of this alternative should reduce erosion, resulting in long-term benefits.

Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.

Air Quality and Greenhouse Gas Emissions

Implementation of this alternative would require the use of equipment such as bulldozers, excavators, trucks, or backhoes which would temporarily affect air quality in the site vicinity. During construction activities, short-term adverse impacts to air quality would occur from the use of gasoline and diesel powered construction vehicles and equipment, including barges, and exhaust and GHGs produced by the use of this equipment. Most impacts to air quality would be localized and occur only during active construction activities. Due to the small-scale and short duration of the construction portion of this alternative, GHG emissions and air quality impacts would be short-term, adverse, and minor. A relatively low level of increased traffic associated with visitors making a trip to the alternative is anticipated, which may result in long-term minor adverse impacts to air quality in the area.

Noise

This alternative would generate construction noise associated with equipment during demolition, if any, construction of the paddle-craft launch (including placement of new piles, two approximately 8 inch in diameter pilings for every 10 feet of dock), boardwalk, restrooms, trails, and parking lot. Implementation of this alternative would include transportation of construction materials to the site area, which may include trucks or other types of transportation and also contribute to short-term noise disturbances.

Human activities on adjacent properties and wildlife in and around the site areas may be sensitive to changes in noise sources or levels due to construction. Construction equipment (e.g., generators, pile drivers, etc.) noise is known to disturb fish, marine mammals, and nesting shorebirds. Conservation measures for marine mammals from noise are discussed in the Protected Species section. Construction noise can also be a nuisance to residents living or recreating on the shorelines adjacent to site

construction activities. Construction activities at the site would result in short-term moderate impacts to noise at the site and in the immediate vicinity.

Mitigation measures that serve to limit noise impacts to humans from construction activities include: limiting activity at the site to daytime hours; limiting truck traffic ingress/egress to the site to daytime hours; promoting awareness that producing prominent discrete tones and periodic noises (e.g., excessive dump truck gate banging) should be avoided as much as possible; and requiring that work crews seek pre-approval for any weekend activities, or activities outside of daytime hours. The timing of noise producing activities in-water would be planned to minimize disturbances to freshwater and marine life. Because construction noise is temporary, any negative impacts to the human, freshwater, and marine environment during construction activities would be short-term adverse and minor. Standard practices such as muffle units for generators would be implemented during construction operations to mitigate noise impacts (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate).

After construction of the boardwalks, parking lot, restrooms, campsites, and paddle-craft launch, visitors would cause some noise associated with visitation, use, and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to the high traffic waterways, West County Highway 30A, and existing activities at the site may render these increases as negligible. Overall, long-term noise impacts from this alternative due to personal vehicle use, boating, fishing, and other recreational activities would likely be minor and adverse.

4.4.2.2 Biological Resources

Habitat

This alternative includes in-water work due to the construction of a paddle-craft launch on the east side of Little Redfish Lake. Construction activities could result in indirect impacts to aquatic habitat due to erosion and increased turbidity during construction. Paddle-craft launch construction could include placement of new piles (two approximately 8 inch in diameter pilings for every 10 feet of dock) using the least invasive techniques given substrate, environmental, and construction cost considerations (e.g., jetting, pushing, or driving the piles). In-water dredging or digging associated with installation of the pilings for the docks is not anticipated, though substrate displacement and compaction from dock piling installation is expected. Depth would be subject to final design, but there would likely be less than 25 square feet of substrate displaced in the lake. The release of sediments during construction would be controlled using best management practices and mitigation to protect soil resources, prevent the transport of sediment into waterways, confine impacts to construction sites, and minimize the magnitude of the impacts on downstream water quality.

USACE guidelines would be followed where applicable regarding dock construction, noting that the launch is in a freshwater lake connected to the Gulf of Mexico. Final placement and design would include considerations for ADA compliance. In-water and terrestrial improvements would avoid wetlands to the extent practical and feasible and are subject to regulatory consultations and final

design. Overwater area of the dock would likely be approximately 200 square feet. An analysis of SAV, likely via aerial imagery analysis and field survey, would be conducted prior to the start of construction. Little Redfish Lake is mostly fresh water, but is connected to the Gulf of Mexico; as such, potential impacts of the proposed action on SAV are analyzed as part of the EFH section below.

The land improvements at Little Redfish Lake are in an area that has had previous development in some locations and minimal disturbances in others (e.g., where improvements are proposed near the Lake). However, the terrestrial habitat, consisting of salt marshes, beaches, sand dunes, and coastal forests of scrub oaks, magnolias, and pine flatwoods would be impacted by this alternative. Digging would occur in the terrestrial environment to auger holes for installation of support structures (where needed) for the boardwalk. There are bathrooms proposed on site which would need connections to municipal systems, which may include extensions to the sewer lines. The specific needs would be determined during final designs. The extent of terrestrial digging would be less than one percent of the total area encompassing Grayton Beach State Park and the Little Redfish Lake parcel, most of which has seen previous and ongoing disturbances and development. The extent and depths of digging depends on the final engineering design.

Construction equipment and staging areas could impact habitat, but would be sited on previously disturbed areas where possible to minimize impacts. Although boardwalks and nature trails could potentially impact habitats (e.g., clearing of vegetation for nature trail and boardwalk), most of the improvements are proposed for currently disturbed areas including near current developments. There is the potential for removal of trees and shrubs near Little Redfish Lake and for the campsites, but the conceptual plan is designed to minimize removal of habitat. Additionally, the trails would direct and condense foot traffic into designated areas, minimizing adverse impacts to the overall site location. Revegetation of terrestrial disturbed sites would be started as soon as practical after work in an area was completed.

Specific conservation and mitigation measures would be implemented during the finalization of engineering and design plans and construction to minimize erosion and overall habitat impacts. To the extent possible, this alternative would utilize existing development footprints and disturbed areas. These would include following established BMPs for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance. Any in-water piling work would be performed behind silt curtains to isolate construction impacts and reduce any impacts to surrounding habitat. Any work on the paddle-craft launch that may require a barge with small crane would use shallow draft and be moored outside of areas with submerged habitat (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate). Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the USACE pursuant to the Clean Water Act Section 404 and Rivers and Harbors Act (CWA/RHA). Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to construction.

Short-term as well as long-term disturbances to habitat would occur on site as a result of construction and site preparation activities. Because the construction activities would largely disturb habitat that has already been disturbed, would be localized to the site, impacts of this alternative would be minor adverse short and long-term. Long-term impacts associated with habitat disturbance from visitors picnicking and walking on the site on or adjacent to established trails are anticipated to be minor.

Restoration activities to restore parts of the existing park to oak and pine scrub (on approximately 2.5 acres), would have short-term minor adverse impacts due to ground disturbances during the restoration process (e.g., removal of asphalt). Over the long-term, these activities are would have long-term beneficial impacts on habitat.

Migratory Birds

The FL TIG would coordinate with the USFWS and review this alternative for impacts to bald eagles and migratory birds in accordance with the BGEPA and the MBTA to ensure appropriate conservation measures and BMPs would be incorporated into this alternative. If bald eagle nests are located during pre-construction site assessments, BMPs under the BGEPA would be followed to minimize harm to bald eagles. The MBTA requires the protection of all migratory bird species and protection of ecosystems of special importance to migratory birds against detrimental alteration, pollution, and other environmental degradation. Migratory birds could use areas at and around the site location for foraging, feeding, resting, and nesting. Noise and physical disruptions related to construction and increased human activity from park operations and maintenance, and public use may impact birds. Impacts associated with disturbance to birds from visitors picnicking and walking on the site on or adjacent to established trails are anticipated to be long-term and minor.

Although boardwalks, nature trails, restroom facilities, and parking spaces could potentially impact habitats (e.g., removing trees and understory vegetation), most of the improvements are proposed for currently disturbed areas or would use existing infrastructure (e.g., repaving existing roads), where possible. However, some improvements, such as those to the east of Little Redfish Lake, do not have extensive development or prior disturbances. There is the potential for removal of trees, but the conceptual plan is designed to minimize removal of habitat. Digging and disturbance in the terrestrial environment, to auger holes for installation of support structures where needed, could occur and has the potential to disturb migratory birds on a short-term basis.

To the extent possible, construction activities would avoid specific habitat locations on site if there are known nesting birds and avoid nesting seasons. Preconstruction nesting surveys for migratory birds and raptors would be conducted and if evidence of nesting is found, the FL TIG would coordinate with the USFWS and, if necessary, FWC, to develop and implement appropriate conservation measures. At a minimum, trees/shrubs with active nests would be flagged and avoided. To avoid or minimize impacts to migratory birds from increased human activity, trails would divert and concentrate recreational users away from any important nesting, foraging, or rookery locations including shorelines, and there would be minimal removal of trees. This alternative proposes minimal habitat fragmentation by constructing improvements on existing areas of disturbance. Additionally, signage would be installed along trails, boardwalks, and picnic locations to provide users information on sensitive species in the area and

actions to take to avoid or minimize impacts to sensitive species, if identified. Foraging and resting birds may temporarily be displaced during construction or recreation activities. Bird roosting would not be affected because construction activities and most human use would occur during daylight hours.

Protected Species

The FL TIG would coordinate and complete consultation with NMFS and USFWS on this alternative regarding potential impacts to protected species in accordance with section 7 of the ESA prior to project implementation. Surveys would be completed to determine if protected species are present at the site. If protected species were present, conservation measures recommended during consultation would be incorporated into final project design and implementation to avoid or minimize impacts to protected species and critical habitats. Specific conservation measures would also be implemented during construction to avoid or minimize disruption and overall impacts to protected species. Below is a list of potential protected species in the proposed Little Redfish Lake Addition to Grayton Beach State Park area, their habitat preferences, anticipated effects from this alternative's activities, and potential conservation measures.

- **Gulf sturgeon**. The Gulf sturgeon inhabits coastal waters and freshwater river systems of the northern Gulf of Mexico. Gulf sturgeon are usually located in areas 2-4 meters deep with high sand substrate. There is critical habitat for Gulf sturgeon in the Gulf waters adjacent to this site, thus there is the potential for Gulf sturgeon to be in the adjacent coastal waters during the time of construction. However, construction would be in-water on Little Redfish Lake, which is not critical habitat for sturgeon. Terrestrial improvements would be concentrated inland further from the critical habitat. Potential indirect impacts to the Gulf sturgeon include elevated noise levels and the presence of suspended sediments in the water column. This species is mobile and would likely exit the area during construction.

  Impacts to the Gulf sturgeon would be reduced or alleviated by implementation of BMPs during ground disturbance activities that would reduce sediment and nutrient inputs to streams and runoff, minimize disturbance to riparian zone vegetation within 100 feet of the streambank in occupied habitat, revegetate disturbed areas with native vegetation, and maintenance of minimum flows during water diversions. In-water work would most likely take place during the spring and summer months, even though it is in a freshwater lake, when Gulf sturgeon are not likely to be present in nearshore shallow waters connected to Little Redfish Lake. These species are known to avoid areas with high human activity when given the opportunity. Additional adverse impact reduction strategies would include the following:

  - During implementation, maintain riparian buffers of at least 100 feet around critical habitat. Install silt fencing to prevent sedimentation or erosion into streams and rivers.
  - Control turbidity levels through the use of floating turbidity screens during in-water construction.
  - Implement the Sea Turtle and Smalltooth Sawfish Construction Conditions, Revised: March 23, 2006 and Measures for Reducing Entrapment Risk to Protected Species, Revised: May 22, 2012 as they are protective of Gulf sturgeon as well.

- **Reticulated flatwoods salamander**. This salamander inhabits pond areas in pine flatwoods and pine savannas. There are freshwater lakes on the site. Additional surveys aimed at determining the presence of the reticulated flatwoods salamander are needed (FDEP 2013). However, if reticulated flatwoods salamanders are on site, USFWS would be contacted. Conservation measures would be incorporated into final designs if the salamanders were present at the site, and therefore, no effect would be anticipated.

- **Gopher tortoise**. The gopher tortoise is a terrestrial turtle that occurs in well drained sandy soils in sandhill, scrub, xeric hammock, pine flatwoods, dry prairie, coastal grasslands and dunes, and mixed hardwood pine habitats. The gopher tortoise has been documented on Grayton Beach State Park's sandhill and scrub communities, but the population is assumed to be low (FDEP 2013). If any gopher tortoises are encountered on site, they would need to be relocated (after consulting with USFWS). No adverse effects on the gopher tortoise would be anticipated.

- **Eastern indigo snake**. The Eastern indigo snake inhabits a wide range of habitat types, including pine flatwoods, scrubby flatwoods, high pine, dry prairie, tropical hardwood hammocks, edges of freshwater marshes, agricultural fields, coastal dunes, and human-altered habitats. If encountered, the Eastern indigo snake would be subject to the same removal and relocation efforts as the gopher tortoise. If suitable habitat or other evidence of Eastern indigo snake is discovered within the area during site surveys, the most recent version of the USFWS's Standard Protection Measures for the Eastern indigo snake would be implemented. As such, this alternative is unlikely to adversely affect the Eastern indigo snake.

- **Sea turtles**. There is in-water work (e.g., paddle craft launch construction, piling installation) proposed for this site; however it is on a freshwater lake. This alternative's location does not intersect with any identified sea turtle critical habitat in water or on land. Additionally, the site location lacks suitable nesting habitat. However, the range of sea turtles suggests they could occur in the site area. Because of the lack of suitable nesting and breeding habitat near the shoreline, most construction activities being conducted further inland from the shore and on freshwater lakes, and because turtles would be able to avoid general activity in the area, impacts to sea turtles would be unlikely.

- **West Indian manatee and other marine mammals**. The West Indian manatee inhabits freshwater, brackish, and marine environments. It typically occurs in coastal and inland tidal rivers and streams, mangrove swamps, salt marshes, freshwater springs, canals, lagoons, and vegetated bottoms. It moves to warm-water sites, including industrial warm-water discharges, during the winter. This alternative's location does not intersect with any identified critical habitat for the West Indian manatee.

  Marine mammals are affected by vibrations and noise resulting from construction activities (e.g., generators, pile drivers, etc.). This alternative includes in-water work for the construction of a paddle-craft launch (e.g., driving or pushing pilings). Although the in-water work would be conducted in a freshwater lake, construction related activities from dock work or terrestrial

improvements may have indirect short-term adverse effects on the West Indian manatee and other marine mammals. As such, appropriate conservation measures would be undertaken to avoid adverse impacts associated with noise from construction activities (e.g., USFWS 2011). However, it is unlikely that construction activities would impact manatees or other marine mammals.

- **Choctawhatchee beach mouse**. The beach mouse lives in burrows in sand dunes and has been documented at Grayton Beach State Park. There is critical habitat for the Choctawhatchee beach mouse at the site, and there is some preferable habitat for the beach mouse on the parcel for acquisition and potentially some habitat around Little Redfish Lake, as a coastal dune lake. There are no developments proposed for the parcel that would be acquired, and the proposed boardwalk and boat launch along the east side of Little Redfish Lake would be designed to minimize any potential destruction to habitat used by protected species.

  If suitable habitat, burrows, or other evidence of the beach mouse is discovered within the area during site surveys or construction the final design would be adjusted to avoid habitat fragmentation, all construction would be halted and USFWS would be contacted. As such, this alternative would not likely adversely affect this species.

- **Red knot and piping plover**. The red knot and piping plover prefer open coastal areas including sandy beaches and tidal flats and have been documented using Grayton Beach State Park for foraging and loafing, particularly near the coastal dune lake outfall (FDEP 2013). They are usually present along the Gulf of Mexico coast in the winter. There is suitable habitat present for these species on the southern end of the parcel along the beaches. However, construction activities would only occur on the existing Grayton Beach State Park property to the east of Little Redfish Lake, and would not occur on the beach. As such, this alternative would not likely adversely affect red knot or piping plovers.

- **Wood stork**. The wood stork prefers to nest and forage in cypress swamps and marshes, which are not present on this site. Because this site does not have preferable habitat for the wood stork, no effects on the wood stork would be anticipated.

- **Red-cockaded woodpecker**. The red-cockaded woodpecker prefers mature, open pine woodlands. There is minimal preferable habitat for the woodpecker on this parcel due to extensive historic development. As such, no effects on the red-cockaded woodpecker would be anticipated.

The site contains critical habitat for the Choctawhatchee beach mouse (Grayton Beach Unit) and Gulf sturgeon (critical habitat unit 11). Impacts to beach mouse habitat could include disturbance or removal of habitat during construction of the paddle-craft launch in the lake. Final design would aim to avoid critical habitat areas, where possible, but increased access and use of the area could cause disturbances. Gulf sturgeon critical habitat unit 11 is located directly adjacent to the site. The only in-water work proposed at this site is in Little Redfish Lake, a freshwater lake connected to the Gulf. Any in-water work

could have indirect effects on critical habitat, but disturbances, such as noise and suspended sediments, would be temporary and not likely to permanently alter any of the habitats.

The following conservation measures would be followed to avoid adverse impacts to protected aquatic and terrestrial species that may reside in and around the site area, including the Choctawhatchee beach mouse, Gulf sturgeon, and West Indian manatee.

Specific provisions would be identified in construction contract(s) to prevent stormwater pollution during construction activities, in accordance with the National Pollutant Discharge Elimination System permit program of the Clean Water Act and all other federal regulations, and in accordance with the stormwater pollution prevention plan to be prepared for this alternative.

- Buffers between areas of soil disturbance and wetlands or waterways would be planned and maintained.
- Soil erosion best management practices such as sediment traps, erosion check screen filters, and hydro mulch to prevent the entry of sediment into waterways would be used.
- Any hazardous waste that is generated in the site area would be promptly removed and properly disposed of.
- Equipment would be inspected for leaks of oil, fuels, or hydraulic fluids before and during use to prevent soil and water contamination. Contractors would be required to implement a plan to promptly clean up any leaks or spills from equipment, such as hydraulic fluid, oil, fuel, or antifreeze.
- On site fueling and maintenance would be minimized. If these activities could not be avoided, fuels and other fluids would be stored in a restricted/designated area, and fueling and maintenance would be performed in designated areas that are bermed and lined to contain spills. Provisions for the containment of spills and the removal and safe disposal of contaminated materials, including soil, would be required.
- Actions would be taken to minimize effects on site hydrology and fluvial processes, including flow, circulation, water level fluctuations, and sediment transport. Care would be taken to avoid any rutting caused by vehicles or equipment.

Measures would be employed to prevent or control spills of fuels, lubricants, or other contaminants from entering wetland areas. Action would be consistent with state water quality standards and Clean Water Act Section 401 certification requirements.

- Appropriate erosion and siltation controls would be maintained during construction.
- Fill material would be properly maintained to avoid adverse impacts on aquatic environments or public safety.
- All contractors and their employees would be trained regarding safety protocols (fuel handling), and food storage regulations. Storage and handling of food and other attractants would be required to minimize potential conflicts with wildlife. All project crews would be required to meet standards for sanitation, attractant storage, and access.

- Construction workers and supervisors would be informed about the potential for special status species in the work area. Contract provisions would be included that require a stop in construction activities if a special status species is discovered until staff members evaluate the situation. Protection measures would be modified as appropriate to protect the species.

If this alternative is selected, surveys to determine the presence of protected species would be conducted prior to implementation of any construction activities and the FL TIG would coordinate and complete consultation with NMFS and USFWS if necessary. Short-term disturbances to protected species could occur due to habitat disturbances and construction activities. However, the impacts would be localized and appropriate conservation measures to avoid or minimize impacts to protected species and designated critical habitats would be incorporated into final project design and implementation. Thus, the FL TIG has determined that this alternative could have short-term and minor impacts to protected species but is not likely to adversely affect protected species.

Essential Fish Habitat

The Little Redfish Lake land acquisition and Grayton Beach State Park improvements are adjacent to the EFH area for coastal migratory pelagic species, reef fish, and shrimp. There is no red drum EFH directly adjacent to the Little Redfish Lake parcel or Grayton Beach State Park, but there is red drum EFH in the two neighboring estuaries, Choctawhatchee Bay and St. Andrew Bay. SAV in the Gulf of Mexico are predominantly shoal grass (*Halodule wrightii*), manatee grass (*Syringodium filiforme*), and turtle grass (*Thalassia testudinum*; FDEP 2017a). Under this alternative, no in-water work would take place along the shoreline, but construction of the paddle-craft launch on the lake has some potential to impact SAV indirectly through runoff and increased turbidity during construction.

Even though the paddle-craft launch is proposed in a freshwater lake, the USACE dock construction guidelines would be followed where possible regarding dock construction; however, final placement and design would include the need for ADA compliance. Assuming shoreline or in-water pilings would be constructed, placement of new piles for dock construction would use the least invasive techniques given substrate and construction cost considerations (e.g., jetting, pushing, or driving the piles). In-water dredging or digging associated with installation of the pilings for the launch is not anticipated, though substrate displacement and compaction from dock piling installation is expected. Impacts to SAV would stem from piling installation and the increase in turbidity that this would temporarily cause. Final amount of substrate disturbed or displaced (square footage) depends on the paddle-craft launch size and number of pilings, but it is expected that less than 30 square feet of substrate would be disturbed or displaced in the lake environment. As such, any impacts to EFH or SAV are anticipated to be short term and minor.

Invasive Species

The analysis focuses on pathway control or actions/mechanisms that may be taken or implemented to prevent the spread of invasive species on site or the introduction of invasive species to the site. The proposed improvements involve construction of a paddle-craft launch where in-water work would be necessary as well as construction on land to build a boardwalk, parking area, restroom, campsites, and nature trails. The in-water work and construction equipment that would be used would serve as

potential pathways to introduce or spread invasive species in the aquatic and terrestrial environment. BMPs to control the spread of any invasive species present, and prevent the introduction of new invasive species due to this alternative would be implemented. In general, BMPs would primarily address risk associated with vectors (e.g., construction equipment, personal protective equipment, delivery services, foot traffic, vehicles/ vessels, shipping material). The potential for introduction and spread of invasive species would be minimized by requiring the contractor to clean all equipment (i.e., inspect and remove presence of mud, seeds, vegetation, insects, and other species) before entering and when leaving the site.

Through the implementation of BMPs, the potential spread or introduction of invasive species would be minimized. There is a low to moderate risk of introduction of non-native species by visitors to the trails and camp sites. The implementation of these BMPs meets the spirit and intent of Executive Order 13112. Due to the implementation of BMPs, the FL TIG expects risk from invasive species introduction and spread to be short-term and minor.

4.4.2.3 Socioeconomic Resources

Socioeconomics and Environmental Justice

The Little Redfish Lake Addition to Grayton Beach State Park alternative is likely to provide long-term benefits to the local community. These benefits would include enhanced public access to natural resources for recreational use and enhanced recreational experiences. Construction and spending associated with designing, engineering, managing, and implementing this alternative are likely to have short-term benefits for the regional economy. The temporary closure of parts of Grayton Beach State Park during construction would have a minor impact on public use. Beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors.

Section 6.6.1 of the Final Phase III ERP/PEIS states that project types that contribute to providing and enhancing recreational opportunities are not, in general, expected to create a disproportionately high and adverse effect on a minority or low-income population. Since this alternative would provide and enhance recreational opportunities, the FL TIG finds that the alternative does not meet any of the criteria to suggest that disproportionately high and adverse effects would likely fall on minority or low-income populations.

Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction, and the long-term impact of this alternative would be beneficial to the local economy.

Cultural Resources

The Final Phase III ERP/PEIS concludes that if not properly conducted, activities conducted under this project type have the potential to compromise a site's integrity and cause a loss of cultural information. BMPs and other mitigation measures that may be employed, depending on site-specific considerations, to further minimize or contain adverse impacts to cultural resources are detailed in Appendix E of the

Phase V ERP/EA. Most relevant to this alternative is the recommendation to conduct preconstruction surveys for the presence of sensitive natural and cultural resources.

If the Little Redfish Lake alternative is selected, a complete review of the site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.

Infrastructure

The Little Redfish Lake alternative would include the construction of additional infrastructure (including day use restroom facilities and a bathhouse) which require appropriate utilities. The proposed infrastructure also includes a 24-space paved parking lot, a boardwalk, a 12-site tent camping area, park entrance improvements, a paddle craft paunch, and improvements to existing trails and roads. During construction of these amenities there may be short-term disruptions to roadways in the vicinity of the site. This alternative would involve the transport of construction vehicles, equipment, and materials. Construction waste would be removed by the contractor to an appropriate landfill using dump trucks, roll-off dumpsters, or trailers. Additional wear and tear to County Highway 30A could also occur from increased vehicle use as a result of increased visitor use over time to Grayton Beach State Park.

In summary, the alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. The alternative would likely add additional burden on the public utilities due to increased use over the long-term, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under the alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.

Land and Marine Management

After acquisition, the Little Redfish Lake site would need to be rezoned from “Residential Preservation” to “Conservation.” The property would be transferred to TPL, and ultimately State ownership to be managed as part of Grayton Beach State Park. From the public perspective, this is a beneficial effect because more lands are owned and managed for public use.

Aesthetics and Visual Resources

During the construction phase of this alternative, construction equipment and operations would be located in the western unit of Grayton Beach State Park. The majority of construction activities are unlikely to be near the coast and within view of the water. Although such changes would not dominate the viewsheds, they would detract from current user activities or experiences nearby. As a result, during construction there would be temporary adverse aesthetic and visual impacts for park visitors.

Over the long-term, the paddle craft launch that would be constructed on Little Redfish Lake as part of this alternative would impact the appearance of the land from the water, creating a more developed appearance. However, the boardwalk and improved trails would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts from this alternative for visitors.

Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.

Tourism and Recreational Use

The Little Redfish Addition to Grayton Beach State Park would provide tourism and recreation benefits on site and regionally, to the local city and county. However, there is a currently a lack of community support for the project. The FDEP Office of Park Planning held a public meeting in June 2017 to present a proposed amendment to the Grayton Beach State Park Unit Management Plan, which would be required to incorporate the acquired parcel and to authorize the proposed amenities and infrastructure improvements. During the meeting and in subsequent written communications with FDEP, many members of the public expressed disapproval for the amenities included in the project, citing concerns about noise and general increased number of visitors that would visit the area.

Improvement activities could result in some short-term minor to moderate adverse impacts to wildlife viewing, beach and waterfront visitors, tourism, and fishing. Impacts to these different resource areas stem from (1) temporary site closures enacted to protect public safety; and (2) construction activities and associated wildlife disturbances. These activities may limit and adversely impact tourism and recreational uses accessibility and opportunities; the impacts are anticipated to be minor and temporary. In fiscal year 2013-2014, Grayton Beach State Park received 186,153 visitors. However, the section of the park with proposed construction occupies less than 5 percent of the total park property. Additionally, most of the park's existing day use areas, including the Main Beach Use Area and Western Lake Access Area are more than 1.5 miles east of the proposed construction activities. The alternative should result in beneficial impacts to tourism and recreational users over the long-term. Additionally, beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors. The alternative should result in beneficial impacts to tourism and recreational users over the long-term.

Overall, the implementation of the alternative would contribute positively to visitor experience and public access. However, if local residents consider the increased park use to be a detriment, this minor adverse effect would be long-term. Other adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial for visitors to the site.

Public Health and Safety

Threats to public health and safety from construction activities would be mitigated through construction BMPs, including adequate staging of equipment, limitation of public access to equipment and staging area, and reduced park access during construction periods. BMPs in accordance with OSHA and state and local requirements would be incorporated into construction activities on site to ensure the proper handling, storage, transport and disposal of all hazardous materials. Personal protective equipment would be required for all construction personnel and authorized access zones would be established at the perimeter of the worksite during construction.

4.4.3 Salinas Park Addition Alternative (Preferred)

4.4.3.1 Physical Resources

Geology and Substrates

Implementation of this alternative could include use of heavy construction equipment, such as bulldozers, trucks, backhoes, tractor trailers, cranes, small excavators, fork lifts, asphalt machine, roller, small power tools, generators, small trucks, and hand tools.

There is no in-water work anticipated for this alternative other than a small number of pilings that may be required in wetland areas for construction of the elevated boardwalk. Digging would also occur in the terrestrial environment to auger holes for installation of support structures (where needed) for the boardwalk and observation platforms, and for construction of trail head facilities including a 450 square foot concrete pad and 140 square foot concrete platform for maintenance vehicles, and the pickleball court features and interpretive signage. A water fountain is proposed for the 450 square foot concrete pad which would need a connection to potable water; this is anticipated to require installation of two-inch trunk line, and the total amount would be subject to final designs. All proposed improvements are on the property for acquisition except the crosswalk to enhance public safety, pickleball court features, and interpretive signage, which would be built on previously disturbed soils on existing park lands. The pickleball court features would permanently disturb 2,704 square feet of soils. The improvements on the acquired land would be constructed on previously undisturbed lands. These facilities would disturb soils due to digging and construction of concrete pads and installation of support structures. Minor disturbances associated with trails and boardwalks would occur, but on less than five percent of the acquired property for the Salinas Park Addition (12,000 square feet). Moderate disturbances associated with the concrete pads would occur, but this would cover less than one percent of the acquired property (450 square feet and 140 square feet). The proposed pickleball court features would moderately disturb soils due to bringing in fill, digging and construction of the courts; however the location of the pickleball court features is on previously disturbed soils.

Construction equipment and materials for staging would likely be located on the parking areas for the existing Salinas Park, or nearby on previously disturbed lands. Although boardwalks and observation platforms would impact soils, the boardwalks and trails would direct and condense foot traffic into designated areas, minimizing adverse impacts to the overall site location. Specific mitigation measures would be implemented during construction to minimize erosion and overall soil impacts. To the extent possible, this alternative would utilize existing development footprints and disturbed areas (e.g., existing Salinas Park). These would include following established BMPs for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance.

Short-term as well as long-term disturbances to terrestrial soils and substrates would occur on the waterfront park addition as a result of construction and site preparation activities. However, the impacts would be localized to approximately 0.3 acres within the site area (less than five percent of the site

area). The pickleball court features would cover approximately six percent of the additional area to the south of Cape San Blas Road and are on previously disturbed soils. Over the long-term, increased visitation to this alternative could result in minor adverse impacts to soils associated with foot traffic near the new pickleball courts in areas already disturbed by mowing. However, overall foot traffic would be concentrated on and directed towards trails and boardwalks.

Thus, with the impacts localized to the site, this alternative would have short-term and long-term adverse minor impacts to geology and substrates.

Hydrology and Water Quality

This alternative does not include in-water work, other than a small number of pilings that may be required in wetland areas for boardwalk construction. Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the USACE pursuant to the CWA/RHA. Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to final design and construction.

Terrestrial work that may affect hydrology and water quality includes construction of additional impervious surfaces such as concrete pads and pickleball court features. Additional impervious surfaces would alter on site stormwater run-off. Construction of the boardwalks, observation platforms, concrete pads, pickleball court features, and interpretive signage may temporarily impact water quality. Construction BMPs along with other avoidance and mitigation measures required by state and federal regulatory agencies would be employed to minimize any water quality and sedimentation impacts associated with construction activities (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate). Silt and sedimentation control measures would be installed and properly maintained to protect water quality resources in St. Joseph Bay and the Gulf.

This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces, work in wetlands, and site preparation activities. BMPs would be followed such that the impacts would be localized to the site area.

Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.

Air Quality and Greenhouse Gas Emissions

Implementation of this alternative would require the use of equipment which would temporarily affect air quality in the site vicinity. During construction activities, short-term adverse impacts to air quality would occur from the use of gasoline and diesel powered construction vehicles and equipment, and exhaust produced by the use of this equipment. Most impacts to air quality would be localized and occur only during active construction activities. Due to the small-scale and short duration of the construction portion of this alternative, GHG emissions and air quality impacts would be short-term, adverse, and minor. Long-term impacts to air quality associated with this alternative are not anticipated.

Noise

This alternative would generate construction noise associated with equipment during construction of the boardwalk, observation platforms, concrete pads, and pickleball court features. Implementation of this alternative would include transportation of construction materials to the site area, which may include trucks or other types of transportation and also contribute to short-term noise disturbances.

Human activities on adjacent properties and wildlife in and around the site areas may be sensitive to changes in noise sources or levels due to construction. Construction equipment (e.g., generators, pile drivers, etc.) noise is known to disturb fish, marine mammals, and nesting shorebirds. Conservation measures for marine mammals from noise are discussed in the Protected Species section. Construction noise can also be a nuisance to residents living or recreating on the shorelines adjacent to site construction activities. Construction activities at the site would result in short-term moderate impacts to noise at the site and in the immediate vicinity.

Mitigation measures that serve to limit noise impacts to humans from construction activities include: limiting activity at the site to daytime hours; limiting truck traffic ingress/egress to the site to daytime hours; promoting awareness that producing prominent discrete tones and periodic noises (e.g., excessive dump truck gate banging) should be avoided as much as possible; and requiring that work crews seek pre-approval for any weekend activities, or activities outside of daytime hours. The timing of noise producing activities in-water would be planned to minimize disturbances to marine life. Because construction noise is temporary, any negative impacts to the human and marine environment during construction activities would be short-term adverse and minor. Standard practices such as muffle units for generators would be implemented during construction operations to mitigate noise impacts (see Appendix E of the Phase V ERP/EA for a list of potential mitigation measures and BMPs that would be undertaken, as appropriate).

Once the boardwalk, observation platforms, concrete pads, and pickleball court features are constructed, visitors would cause some noise associated with visitation, use, and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to high traffic waterways, roads, and an Air Force base may render these increases as negligible. Overall, long-term noise impacts at this site from personal vehicle use, biking, walking, playing pickleball, and other recreational activities would likely be minor and adverse.

4.4.3.2 Biological Resources

Habitat

The acquisition parcel with proposed improvements is located on an area of minimal to no prior disturbances, while the existing Salinas Park where the pickleball court features is proposed, is previously disturbed. There is no in-water work anticipated for this alternative other than a small number of pilings that may be required in wetland areas for boardwalk construction on the acquisition parcel. The terrestrial habitat, consisting of trees, coastal vegetation, shrubs, and mowed areas would also be impacted by this alternative. Digging would occur in the terrestrial environment to auger holes

for installation of support structures (where needed) for the boardwalk and observation platforms. The extent of terrestrial digging would be less than five percent of the total area encompassing the proposed land acquisition and approximately six percent of the area for the pickleball court features, which has seen previous and ongoing disturbances and development. The extent and depths of digging depends on the final engineering design.

An analysis of SAV, likely via aerial imagery analysis and field survey, would be conducted prior to the start of terrestrial construction to ensure any indirect effects (e.g., runoff, sedimentation) are reduced. Potential impacts of the proposed action on SAV are analyzed as part of the EFH section below.

Construction equipment and staging areas could impact habitat, but as noted previously, would be sited on existing disturbed areas where possible to minimize impacts. Although boardwalks and nature trails could potentially impact habitats (e.g., clearing of vegetation for nature trail and boardwalk) including wetland habitat, the more impactful improvements (i.e., concrete pads, pickleball court features) are proposed for currently disturbed areas or closer to current developments (i.e., road and bike path). There is the potential for removal of trees and shrubs in the Salinas Park Addition, but the conceptual plan is designed to minimize removal of trees. The only trees removed would be smaller pines; older pines, mature palms, and magnolia trees would be avoided. Additionally, the trails would direct and condense foot traffic into designated areas, minimizing long-term adverse impacts to the overall site location associated with increased visitation. Revegetation of terrestrial disturbed sites would be started as soon as practical after work in an area was completed. The boardwalk may be constructed in wetland habitat, but disturbances during construction would be short-term, and long-term impacts would not fragment the habitat; there would only be pilings installed in small areas of wetland on site. Any work in waters of the U.S., including wetlands, associated with this alternative would be coordinated with the USACE pursuant to the Clean Water Act Section 404 and Rivers and Harbors Act (CWA/RHA). Coordination with the USACE and final authorization pursuant to CWA/RHA would be completed prior to construction.

Specific conservation and mitigation measures would be implemented during the finalization of engineering and design plans and construction to minimize erosion and overall habitat impacts. To the extent possible, this alternative would utilize existing disturbed areas (i.e., location of pickleball court features). These would include following established BMPs for construction activities such as the implementation of an erosion control and stormwater management plan, the installation of sediment traps prior to commencement of construction activities, and ongoing construction monitoring to ensure compliance.

Short-term as well as long-term disturbances to habitat, including wetlands, would occur on site in small areas as a result of construction and site preparation activities. Long-term adverse habitat impacts associated with visitors walking on trails are anticipated to be minor; walking off the trail is difficult at this site. Because the major construction activities would largely disturb habitat that has already been disturbed or had previous human activity, would avoid older trees, and would be localized to the site, impacts of this alternative would be minor adverse short and long-term.

Migratory Birds

The FL TIG has begun coordination and review of this alternative for impacts to bald eagles and migratory birds in accordance with the BGEPA and the MBTA to ensure appropriate conservation measures and BMPs would be incorporated into this alternative. There are no apparent suitable sites for bald eagle nests in and around the site area and no eagle nests have been documented on the site. If bald eagle nests are located during pre-construction site assessments, best management practices under the BGEPA would be followed to minimize harm to bald eagles. The MBTA requires the protection of all migratory bird species and protection of ecosystems of special importance to migratory birds against detrimental alteration, pollution, and other environmental degradation. Migratory birds could use areas at and around the site location for foraging, feeding, resting, and nesting. Noise and physical disruptions related to construction and increased human activity from park operations and maintenance, and public use may impact birds.

Although boardwalks, observation platforms, concrete pads, and the pickleball court features could potentially impact habitats (e.g., removing trees or understory vegetation), the pickleball court features would be constructed on previously disturbed areas that are frequently mowed with few trees, while the concrete pads would be constructed on the fringe of the Salinas parcel, adjacent to the road and existing bicycle and pedestrian trail. There is the potential for removal of trees, but the conceptual plan is designed to minimize removal of habitat. Long-term adverse impacts associated with disturbance of migratory birds associated with visitors walking on trails are anticipated to be minor; walking off the trail is difficult at this site.

Specific conservation measures would be implemented during construction to minimize disruption and overall impacts to birds. The migratory bird species groups, impacts to the species groups and reduction measures proposed for the Salinas Park Addition and improvements are listed below. General impact reduction methods are described as follows. To the extent possible, construction activities would avoid specific habitat locations on site if there are known nesting birds and avoid nesting seasons. Preconstruction nesting surveys for migratory birds and raptors would be conducted and if evidence of nesting is found, the FL TIG would coordinate with the USFWS and, if necessary, FWC, to develop and implement appropriate conservation measures. At a minimum, trees/shrubs with active nests would be flagged and avoided. To avoid or minimize impacts to migratory birds from increased human activity, trails would divert and concentrate recreational users away from any important nesting, foraging, or rookery locations including shorelines, and there would be minimal removal of trees. If relevant, signage would be installed along trails, boardwalks, and other areas to provide users information on sensitive species in the area and actions to take to avoid or minimize impacts to sensitive species. Foraging and resting birds may temporarily be displaced during construction or recreation activities. Bird roosting would not be affected because construction activities and most human use would occur during daylight hours.

Protected Species

The FL TIG has begun coordination with NMFS and USFWS on this alternative regarding potential impacts to protected species in accordance with section 7 of the ESA. Consultation would be completed prior to project implementation. No endangered species are known to inhabit the site. However, one

listed plant species, Telephus spurge (*Euphorbia telephioides*), has the potential to be present on this site. Prior to the initiation of the project, the Implementing Trustee would conduct surveys for Telephus spurge and provide a summary report of those surveys to the USFWS Panama City Field Office (PCFO) and the DOI FL TIG representative. The survey for Telephus spurge would be conducted from April through October. If Telephus spurge is found on site, the Implementing Trustee would coordinate with the USFWS PCFO botanist to develop appropriate measures to avoid plants, and those measures would be incorporated into the project.

Since this alternative does not include any in-water work, no impacts are anticipated for marine mammals or sea turtles. There is no designated marine or terrestrial critical habitat in the action area for any species. If Telephus spurge is found to occur on site, long-term adverse impacts associated with disturbance from walking on the site are not expected, walking off the trail is difficult at this site. Therefore, the FL TIG anticipates this alternative is not likely to adversely affect Telephus spurge and will have no effect on other protected species.

Essential Fish Habitat

As stated in the Affected Environment section, the proposed Salinas Park Addition is adjacent to EFH for coastal migratory pelagic species, reef fish, shrimp, and red drum. SAV in St. Joseph Bay is relatively stable and clustered near the shorelines, with larger patches near the southern end of the bay, near the site. Under this alternative, there is no in-water work anticipated at the site other than a small number of pilings that may be required in wetland areas for boardwalk construction. The boardwalk would be designed to minimize wetland impacts.

Placement of new piles for boardwalk construction would use the least invasive techniques given substrate and construction cost considerations (e.g., jetting, pushing, or driving the piles). In-water dredging in the wetland habitat or digging associated with installation of the support structures for the boardwalk is not anticipated, though substrate displacement and compaction could occur. Impacts to EFH areas would stem from piling installation and the increase in turbidity that this may temporarily cause in the adjacent waters. The disturbed or displaced substrate would depend on final design and number of pilings, but it is expected that less than 25 square feet.

BMPs would be employed during construction to minimize erosion and runoff impacts such as utilizing erosion control plans, installing sediment traps, and silt curtains. Activities including the construction of the boardwalk, observation platforms, concrete pads, and pickleball court features have the potential to temporarily impact EFH in the immediate waters adjacent to the site from erosion and runoff, increasing turbidity and suspended sediments. However, through the use of BMPS, these adverse impacts to EFH are expected to be short-term and minor. Impacts from installation of pilings would be adverse, long-term and minor. Long-term adverse impacts associated with disturbance of EFH associated with visitors to the site are not anticipated.

Invasive Species

The analysis focuses on pathway control or actions/mechanisms that may be taken or implemented to prevent the spread of invasive species on site or the introduction of invasive species to the site. The

Salinas Park Addition and proposed improvements do not involve in-water work, but there would be land construction to build a boardwalk, observation platforms, concrete pad, and pickleball court features. The construction equipment and fill could serve as potential pathways to introduce or spread invasive species in the terrestrial environment. Higher levels of foot traffic and vehicle traffic from increased visitor use could exacerbate the introduction and spread of invasive species. BMPs to control the spread of any invasive species present, and prevent the introduction of new invasive species due to this alternative would be implemented. In general, BMPs would primarily address risk associated with vectors (e.g., construction equipment, personal protective equipment, delivery services, foot traffic, and vehicles). The potential for introduction and spread of invasive species would be minimized by requiring the contractor to clean all equipment (i.e., inspect and remove presence of mud, seeds, vegetation, insects, and other species) before entering and when leaving the area.

Through the implementation of BMPs, the potential spread or introduction of invasive species would be minimized. There is a low risk of introduction of non-native species by visitors to the trails and pickleball court features. The implementation of these BMPs meets the spirit and intent of Executive Order 13112. Due to the implementation of BMPs, the FL TIG expects risk from invasive species introduction and spread to be adverse, short-term and minor.

4.4.3.3 Socioeconomic Resources

Socioeconomics and Environmental Justice

The Salinas Park Addition alternative is likely to provide long-term benefits to the local community. These benefits would include enhanced public access to natural resources for recreational use and enhanced recreational experiences. Construction and spending associated with designing, engineering, managing, and carrying out this alternative are likely to have short-term benefits for the regional economy. The temporary closure of this property should have little impact on current public use, as the area has been privately owned. Beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors.

Section 6.6.1 of the Final Phase III ERP/PEIS states that project types that contribute to providing and enhancing recreational opportunities are not, in general, expected to create a disproportionately high and adverse effect on a minority or low-income population. Since this alternative would provide and enhance recreational opportunities, the FL TIG finds that the alternative does not meet any of the criteria to suggest that disproportionately high and adverse effects would likely fall on minority or low-income populations.

Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction. The long-term impacts of this alternative would be beneficial to the local economy.

Cultural Resources

The Final Phase III ERP/PEIS concludes that if not properly conducted, activities conducted under this project type have the potential to compromise a site's integrity and cause a loss of cultural information.

BMPs and other mitigation measures that may be employed, depending on site-specific considerations, to further minimize or contain adverse impacts to cultural resources are detailed in Appendix E to the Phase V ERP/EA. Most relevant to this alternative is the recommendation to conduct preconstruction surveys for the presence of sensitive natural and cultural resources.

If the Salinas Park Addition alternative is selected for implementation, a complete review of the site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.

Infrastructure

The Salinas Park Addition alternative would include the construction of additional infrastructure (including a water misting station and/or water fountain) which require appropriate utilities (public water systems). The proposed infrastructure also includes three trail heads, a bike rack and repair stand, an elevated boardwalk with observation platforms, a 140 square foot concrete platform for maintenance vehicle turnaround, a crosswalk, and two pickleball courts. During construction of these amenities there may be short-term disruptions to roadways in the vicinity of the site, including Cape San Blas Road, which provides the only means of access to the rest of the St. Joseph Peninsula. This alternative would involve the transport of construction vehicles, equipment, and materials. Construction waste would be removed by the contractor to an appropriate landfill using dump trucks, roll-off dumpsters, or trailers. Additional wear and tear to Cape San Blas Road could also occur from increased vehicle use as a result of increased visitors to the site over time.

In summary, the alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. The alternative would likely add an additional burden on the public utilities due to increased use, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under this alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.

Land and Marine Management

After acquisition, the designated future land use of the Salinas Park Addition site would be changed from “Mixed Commercial – Residential” to “Recreation” in Gulf County’s Comprehensive Plan. The property would be transferred to TPL, and ultimately County ownership to be managed as part of Salinas Park. From the public perspective, this would be a beneficial effect because more lands would be owned and managed for public use.

Aesthetics and Visual Resources

During the construction phase of this alternative, construction equipment and operations would likely be located along the coast and within view of the water. Although such changes would not dominate the viewsheds, they would detract from current user activities or experiences nearby. As a result, during

construction there would be temporary adverse aesthetic and visual impacts for recreational boaters, fishermen, residents, and tourists.

Over the long-term, elevated boardwalks that would be constructed as part of this alternative would impact the appearance of the land from the water, creating a more developed appearance. However, the boardwalks and trailheads would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts from this alternative for visitors.

Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.

Tourism and Recreational Use

The Salinas Park Addition alternative would provide tourism and recreation benefits on site as well as to the broader St. Joseph Peninsula and Gulf County.

Improvement activities could result in some short-term minor adverse impacts to wildlife viewing, beach and waterfront visitors, tourism, and fishing. Impacts to these different resource areas stem from (1) short-term disruptions to roadways in the vicinity of the site during construction and (2) wildlife disturbances associated with construction. These activities may limit and adversely impact tourism and recreational uses, accessibility and opportunities; the impacts are anticipated to be minor and temporary. Cape San Blas Road, which runs adjacent to the site, is the only means of access to the broader St. Joseph Peninsula. As a result, any disruptions to the roadway during construction activities could affect visitors attempting to access recreational facilities further along the peninsula, including T.H. Stone Memorial St. Joseph Peninsula State Park. The State Park received 242,558 visitors in fiscal year 2013-2014. The alternative should result in beneficial impacts to tourism and recreational users over the long-term. Additionally, beneficial economic effects would accrue to local recreational supply retailers, restaurants, and hospitality providers. These economic benefits would likely be concentrated in the service and retail industry sectors. The alternative should result in beneficial impacts to tourism and recreational users over the long-term.

Overall, the implementation of the alternative would contribute positively to visitor experience and public access. Any adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial.

Public Health and Safety

Threats to public health and safety from construction activities would be mitigated through construction BMPs, including adequate staging of equipment, limitation of public access to equipment and staging area, and reduced park access during construction periods. BMPs in accordance with OSHA and state and local requirements would be incorporated into construction activities on site to ensure the proper handling, storage, transport and disposal of all hazardous materials. Personal protective equipment would be required for all construction personnel and authorized access zones would be established at the perimeter of the worksite during construction.

Additionally, proposed amenities such as the bike repair stand and crosswalk would enhance public safety. There is currently no crosswalk connecting the Gulf and Bayside areas of the existing Salinas Park. The proposed maintenance vehicle turnaround would also improve road safety.

4.4.4 No Action Alternative

The No Action Alternative would leave all three properties in their current conditions. This means that none of the three parcels would be acquired for preservation and/or improved for recreational purposes. All three privately owned properties could ultimately be sold for other purposes.

4.4.4.1 Physical Resources

Geology and Substrates

Under the No Action Alternative, none of the action alternatives would be implemented. Construction, in-water work (at Little Redfish Lake and in wetland habitat at Salinas Park Addition), and site preparation activities such as grading, leveling, digging, pile installation, and vegetation removal would not occur. Therefore, no additional adverse impacts to geology and substrates from construction activities or operation of the park amenities at each of the alternatives would be expected. Further, beneficial impacts from revegetation and restoration activities proposed for the Little Redfish Lake Addition to Grayton Beach State Park Alternative would not occur.

Hydrology and Water Quality

Under the No Action Alternative, none of the action alternatives would be implemented. Construction of the paddle-craft launch (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park), and construction of impervious surfaces and site preparation activities at all three alternative such as grading, leveling, digging, vegetation removal, and revegetation activities would not occur. Therefore no additional adverse impacts (from construction and site preparation activities) or beneficial impacts (from revegetation) to hydrology and water quality would be expected.

Air Quality and Greenhouse Gas Emissions

Under the No Action Alternative, none of the action alternatives would be implemented. Construction activities including the use of construction vehicles and fossil fuel burning equipment would not occur. Therefore no additional adverse impacts to air quality and greenhouse gas emissions from construction and the use of vehicles and equipment at each of the three alternatives would be expected.

Noise

Under the No Action Alternative, none of the action alternatives would be implemented. Construction activities including the use of construction vehicles and increased recreational use would not occur and therefore no additional adverse impacts to noise levels would be expected.

4.4.4.2 Biological Resources

Habitat

Under the No Action Alternative, none of the action alternatives would be implemented. Construction and site preparation activities such as grading leveling, digging, and vegetation removal would not occur.

Therefore no additional adverse impacts from construction and site preparation activities at all three alternatives would be expected. Further, no beneficial impacts to habitat from protection or revegetation activities at each of the alternatives, or from restoration activities to restore oak and pine scrub at Little Redfish Addition to Grayton Beach State Park would be expected.

Migratory Birds

Under the No Action Alternative, none of the action alternatives would be implemented. Construction and site preparation activities such as grading leveling, digging, and vegetation removal would not occur. Therefore no additional adverse impacts to migratory birds from construction and site preparation activities at each of the alternatives would be expected.

Protected Species

Under the No Action Alternative, none of the action alternatives would be implemented. Construction and site preparation activities such as grading leveling, digging, and vegetation removal would not occur. Therefore no additional adverse impacts to protected species from construction and site preparation activities and from increased visitation at each of the three alternatives would be expected. Further, no beneficial impacts to protected species from protection of habitat or revegetation would be expected.

Essential Fish Habitat

Under the No Action Alternative, none of the action alternatives would be implemented. In-water (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park) and upland construction activities producing potential suspended sediments would not occur and therefore no additional adverse impacts to EFH from construction activities would be expected at each of the alternatives.

Invasive Species

Under the No Action Alternative, none of the action alternatives would be implemented. Construction activities including the use of construction equipment and vehicles and other potential pathways to introduce or spread invasive species would not occur. Further, the current fallow state at the Alligator Point Park alternative location would remain unchanged and invasive species would not be removed nor would invasive species be removed during restoration activities at the Little Redfish Lake Addition to Grayton Beach State Park alternative. Therefore no additional adverse impacts from construction would be expected at each of the alternatives, and no additional beneficial impacts from removal of invasive species would be expected at each of the alternatives.

4.4.4.3 Socioeconomic Resources

Socioeconomics and Environmental Justice

Under the No Action Alternative, none of the action alternatives would be implemented. Construction activities would not occur and the additional public park amenities would not be developed and therefore no additional beneficial impacts to human uses and socioeconomics at each of the alternatives would be expected.

Cultural Resources

Under the No Action Alternative, none of the action alternatives would be implemented. Construction and site preparation activities such as grading, leveling and vegetation removal would not occur and therefore no additional adverse impacts to cultural resources from construction and site preparation at each of the alternatives would be expected.

Infrastructure

Under the No Action Alternative, none of the action alternatives would be implemented. Infrastructure improvements and additional demands on existing infrastructure would not occur. Therefore no additional adverse impacts from additional demands on existing infrastructure and no additional beneficial impacts from infrastructure improvements at each of the alternatives would be expected.

Land and Marine Management

Under the No Action Alternative, none of the action alternatives would be implemented. The current land use at the site and the adjoining shoreline would not change and therefore no additional beneficial impacts to land and marine management at each of the alternatives would be expected.

Aesthetics and Visual Resources

Under the No Action Alternative, none of the action alternatives would be implemented. Construction operations, the construction of a new paddle-craft launch (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park) and other structures would not occur and therefore no additional adverse impacts to aesthetics and visual resources at each of the alternatives would be expected. Further, no additional beneficial impacts from boardwalks and trails that enhance accessibility to existing natural viewsheds for visitors would be expected at each of the alternatives.

Tourism and Recreational Use

Under the No Action Alternative, none of the action alternatives would be implemented. Development of proposed park improvements would not occur. Therefore no additional adverse impacts from disturbances to nearby roadways and wildlife resulting from construction activities would be expected at each of the alternatives; and no additional beneficial impacts to tourism and recreational use from enhanced park amenities would be expected.

Public Health and Safety

Under the No Action Alternative, none of the action alternatives would be implemented. Development of proposed park improvements would not occur and therefore no additional adverse impacts to public health and safety from construction activities at each of the alternatives would be expected.

4.4.5 Cumulative Impacts

The CEQ NEPA regulations require the assessment of cumulative impacts in the decision-making process for federal projects, plans, and programs. Cumulative impacts are defined as “the impact on the environment which results from the incremental impact of the action when added to other past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions” (40 C.F.R. § 1508.7).

The second phase of the Florida Coastal Access Project cumulative impacts analysis tiers from the Final Phase III ERP/PEIS. The Final Phase III ERP/PEIS analysis of cumulative impacts relevant to this phase of the proposed Florida Coastal Access Project is incorporated by reference into the following cumulative impacts analysis. The Final Phase III ERP/PEIS programmatic analysis describes impacts from implementation of project types, not necessarily specific projects or alternatives. The second phase of the Florida Coastal Access Project falls within the project types "Enhance Public Access to Natural Resources for Recreational Use" and "Enhance Recreational Experiences." The following analysis focuses on the potential contribution of adverse impacts of this phase of the Florida Coastal Access Project to the impacts of past, present, and reasonably foreseeable future actions not already analyzed in the Final Phase III ERP/PEIS or the Phase V ERP/EA.

4.4.5.1 Site Specific Review and Analysis of Cumulative Impacts to Relevant Resources

This section describes past, present, and reasonably foreseeable future actions that were not discussed in the Final Phase III ERP/PEIS or Phase V ERP/EA, but which are relevant to identifying any cumulative impacts that this phase of the Florida Coastal Access Project could contribute to on a local scale. Context and intensity, as defined in Section 4.1 and the guidance provided in Appendix D of the Phase V ERP/EA, are used to determine whether a potential significant cumulative impact from the second phase of the Florida Coastal Access Project exists.

For this phase of the Florida Coastal Access Project, specifically, the relevant affected resources analyzed in this EA are:

- Geology and Substrates
- Hydrology and Water Quality
- Air Quality and Greenhouse Gas Emissions
- Noise
- Living Coastal and Marine Resources (e.g., Habitats, Migratory Birds, Protected Species)
- Environmental Justice
- Cultural Resources
- Infrastructure
- Land and Marine Management
- Aesthetics and Visual Resources
- Tourism and Recreational Use
- Public Health and Safety and Shoreline Protection

Past, present, and reasonably foreseeable future actions relevant to this action, but not analyzed in the Final Phase III ERP/PEIS, were identified based on a review of past in-water construction permits within one mile of each alternative's site, as well as drawing on available data on past, pending and future conservation projects that are anticipated in the site watersheds. Actions that could be relevant to the second phase of the Florida Coastal Access Project are past, present, and reasonably foreseeable actions that may affect resources in the area of the alternatives.

The specific areas affected by this phase of the Florida Coastal Access Project include land and marine activities on Alligator Harbor, St. Joseph Bay, and the Gulf of Mexico in the Choctawhatchee Bay watershed, and particularly those within one mile of Alligator Point Park, Little Redfish Lake, and Salinas Park Addition. Federal and state actions and other restoration related to the DWH oil spill were also considered. These types of actions may include, but are not limited to any or a combination of these

possible actions: site disturbances (e.g., construction), restoration activities (e.g., dredge and fill, oyster reef construction, vegetation planting, invasive species removal), enhanced recreational opportunities (e.g., building/facility construction, access improvements, in-water construction, utility infrastructure expansion), land acquisition, land management, and water quality improvements (e.g., stormwater retrofits).

A list of permitted past, existing, and future projects was compiled for each of the alternatives using FDEP and USACE permitting databases and internet searches for more detail, as needed. All four sites are along the coast and regulations pertaining to coastal, wetlands, and stormwater (uplands and wetlands) permits were considered appropriate for developing a list of past and reasonably foreseeable future activities that may affect the resources. In addition, beach nourishment projects proximate to the project sites were identified. Additional data sources reviewed for potential relevant projects include:

- http://www.gulfspillrestoration.noaa.gov/restoration/give-us-your-ideas/view-submitted-projects?
- http://www.nfwf.org/gulf/Pages/GEBF-Florida.aspx
- http://eli-ocean.org/gulf/restoration-projects-database/

Appendix B to this plan presents information about past and ongoing land and in-water construction projects in the vicinity of the alternative areas as well as planned conservation projects in the vicinity of the alternatives. A few overall findings from the review of other cumulative actions are as follows for each alterative:

- **Alligator Point Park Alternative**. In Franklin County on Alligator Harbor, Alligator Point Park lies adjacent to residential homes. Although this parcel does not have an existing dock, many, if not most, neighboring parcels have existing docks on the Alligator Harbor side of the peninsula. The area within a one mile radius of this site has been somewhat active for land and in-water construction activities since 1987, with 46 permits being issued or projects exempt, or approximately 1.5 per year (however, most permits were reviewed from 1999 to the present).
- **Little Redfish Lake Addition to Grayton Beach State Park Alternative**. In Walton County on the Gulf of Mexico, near Choctawhatchee Bay, Grayton Beach State Park has current facilities including boardwalks, beach access, roads, and infrastructure. The area within a one mile radius of this site has been active for land and in-water construction activities since 1987, with 81 permits being issued or exempt, or approximately 3 per year (however, most permits were reviewed from 1997 to the present).
- **Salinas Park Addition Alternative**. In Gulf County on St. Joseph Bay, this property is surrounded by some residential homes, a road, and the current Salinas Park. The area within a one mile radius of this site has been somewhat active for land and in-water construction activities since 1994, with 33 permits being issued or exempt, or approximately 1.4 per year (however, most permits were reviewed from 1998 to the present).

As noted above, this analysis identified the additional information on potential projects and actions that are relevant to the second phase of the Florida Coastal Access Project cumulative impacts analysis, and were not identified in the Final Phase III ERP/PEIS due to their localized nature. Cumulative impacts of

relevant potential actions, including those listed in Appendix B as well as any relevant actions identified in Phase III, are discussed below by resource.

Physical Resources

Geology and Substrates

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.1.1 Geology and Substrates, Table 6-4. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to geology and substrates would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts also have the potential to result in long-term beneficial cumulative impacts to geology and substrates in localized areas. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, impacts of the second phase of the Florida Coastal Access Project alternatives are anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to geology and substrates near the three alternatives. In particular, there is a large volume of other in-water work ongoing near the three alternatives due to their location near commercial and residential activities on popular waterbodies. Taken together, ongoing and future actions in the vicinity of Alligator Point Park, Little Redfish Lake Addition to Grayton Beach State Park, and Salinas Park Addition sites are expected to result in adverse impacts to geology and substrates. That being said, a number of planned restoration actions are also anticipated in the watershed that could result in benefits such as reduced erosion and reduced siltation, which could be considered a benefit to geology and substrates.

Short-term and long-term minor adverse impacts to geology and substrates are anticipated as a result of the alternatives due to ground disturbances associated with soil removal, grading, and vegetation clearing during construction activities such as dock construction, construction of trails, boardwalks, parking lots and restroom facilities. The proposed actions, carried out in conjunction with other plans and actions discussed above have the potential to result in some short-term minor to moderate adverse, long-term minor adverse, and long-term beneficial cumulative impacts to geology and substrates. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to geology and substrates.

Under the No Action Alternative, construction and site preparation activities such as grading, leveling and vegetation removal would not occur at the sites. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to geology and substrates.

Hydrology, Water Quality, and Floodplains

As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts on hydrology and water

quality would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts on water quality in localized areas. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to hydrology and water quality in site areas. In particular, there is a large volume of other in-water work ongoing near the three sites due to their location near commercial and residential activities on popular waterbodies. Taken together, ongoing and future activities at the Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park alternatives sites are expected to result in adverse impacts to hydrology and water quality. That being said, a number of planned restoration actions are also anticipated in the watersheds that could result in benefits to hydrology and water quality, including projects with direct aims to enhance water quality.

Short-term adverse impacts to hydrology, water quality, and floodplains would be associated with construction activities, placement of pilings, and revegetation activities. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas have the potential to result in minor short- to long-term adverse impacts to surface and groundwater water quality and the natural functioning of the floodplain. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to hydrology and water quality.

Under the No Action Alternative, construction and site preparation activities such as grading, leveling and vegetation removal would not occur at the sites. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to hydrology and water quality.

Air Quality and Greenhouse Gases

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.1.3 Air Quality, Table 6-4. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to air quality and greenhouse gas emissions would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to air quality and greenhouse gas emissions in localized areas. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to air quality and greenhouse gas emissions. In particular, there is a large volume of work ongoing near the three sites due

to their location near commercial and residential activities on popular waterbodies Taken together, ongoing and future activities at the three sites are expected to result in adverse impacts to air quality and greenhouse gas emissions. That being said, a number of planned restoration actions are also anticipated in the watersheds that could increase vegetated cover, and therefore have beneficial impacts on air quality and GHG emissions.

Under the proposed actions, localized impacts of construction and associated emissions produced from use of machinery and construction vehicles would result in short-term adverse impacts to air quality and greenhouse gas emissions. Long-term minor adverse impacts from these projects may occur due to increased recreational use and associated vehicle traffic. The proposed actions carried out in conjunction with other plans and actions within and around the sites have the potential to result in minor short- and long-term adverse cumulative impacts to air quality and greenhouse gas emissions. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to air quality and greenhouse gases.

Under the No Action Alternative, activities on the sites, including use of construction vehicles during construction at sites, would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to air and GHG emissions.

Noise

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.1.4 Noise, Table 6-4. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to noise would likely occur. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to noise. In particular, there is a large volume of other work ongoing near the three sites due to their location near commercial and residential activities on popular waterbodies. As such, ongoing and future activities at the three sites are expected to result in short and long-term adverse impacts to noise. Under the Proposed actions, short-term minor to moderate adverse impacts to the natural soundscape and aquatic environment would occur during construction of improvements as a result of construction activities. Long-term impacts of the alternatives due to personal vehicle use, boating, and other recreational activities would likely be minor and adverse. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to noise.

Under the No Action Alternative, construction activities such as pile driving and construction of various park amenities would not occur. Therefore, the No Action Alternative, when carried out in conjunction

with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to noise.

Biological Resources

Living Coastal and Marine Resources

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.2.2 Living Coastal and Marine Resources, Table 6-9. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to living coastal and marine resources would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to living coastal and marine resources, primarily as a result of increased education and awareness of resources. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to living coastal and marine resources, including impacts to habitats, protected species, migratory birds, and EFH. In particular, there is a large volume of other work ongoing near the three sites due to their location near commercial and residential activities on popular waterbodies that could impact living coastal and marine resources and habitat. That being said, a number of planned restoration actions are also anticipated in the watersheds that could provide benefits to living coastal and marine resources.

Under the proposed actions, impacts to living coastal and marine resources would include short and long-term minor to moderate adverse impacts to habitats, migratory birds, protected species, and EFH. Long-term beneficial effects primarily associated with habitat protection and increases in education and awareness may also occur.

The proposed actions carried out in conjunction with other plans and actions within and around these action areas have the potential to result in some minor short- and long-term adverse and long-term beneficial cumulative impacts to living coastal and marine resources. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to living coastal and marine resources.

Under the No Action Alternative, construction and site preparation activities such as grading, leveling and vegetation removal would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to living coastal and marine resources (including habitats, protected species, migratory birds, and EFH).

Socioeconomic Resources

Socioeconomics and Environmental Justice

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.1 Socioeconomics and Environmental Justice. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to socioeconomics would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to socioeconomics in localized areas. Those types of projects were not expected to contribute substantially to cumulative adverse impacts. In this manner, the second phase the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to socioeconomics from recreational improvements and other planning efforts within the action areas. The variety of recreational opportunities and planning activities proposed in the action area, along with increased spending for improvements and increased visitor use, could boost the local economy and have a long-term beneficial impact on socioeconomics. Implementation of other natural resource management plans within the action areas could have short-term adverse impacts to socioeconomics if areas are closed or restricted. An expansion of any facility and building construction could increase vehicular traffic resulting in short-term beneficial impacts to socioeconomics from construction spending. Installation of new utilities to any development could result in short-term minor adverse impacts from increased utility usage.

Under the proposed actions, short-term adverse as well as beneficial impacts to socioeconomics would occur. Short term area closures of sites that are currently used for informal parking or recreation (existing Salinas Park) would have minor adverse impacts. Construction activities would provide short-term employment, which is beneficial. The long-term impacts would be beneficial to local communities. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas, have the potential to result in minor, short- and long-term beneficial cumulative impacts to socioeconomics. The proposed actions would have a minor contribution to cumulative beneficial impacts. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute to cumulative adverse impacts to socioeconomics.

Under the proposed actions, there would be no impacts to environmental justice. Since the alternatives would provide and enhance recreational opportunities, the FL TIG finds that the alternatives do not meet any of the criteria to suggest that disproportionately high and adverse effects would likely fall on minority or low-income populations. Thus, the alternatives would not contribute to any cumulative impacts.

Under the No Action Alternative, acquisition and development of the parks would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the

proposed action areas would not contribute to adverse cumulative impacts to socioeconomics and would have no environmental justice concerns.

Cultural Resources

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.2 Cultural Resources, Table 6-11. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, those types of projects are not expected to contribute substantially to short-term or long-term adverse or beneficial cumulative impacts to cultural resources. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Facility expansion, building construction, and installation of new utilities have the potential to adversely affect cultural resources in the vicinity of the proposed actions.

While the proposed actions have the potential to cause a loss of important cultural resources, appropriate completion of section 106 surveys and implementation of mitigation measures would ensure that any adverse impacts to cultural resources would not be significant. Any substantial loss of important cultural information potential and/or encounters with previously undiscovered resources would be subject to established mitigation measures to ensure that adverse impacts are not more than minor. The Proposed actions, when carried out in conjunction with other plans and actions within and around the action areas, have the potential to result in both minor adverse and long-term beneficial cumulative impacts to cultural resources. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to cultural resources.

Under the No Action Alternative, construction and site preparation activities such as grading, leveling and vegetation removal would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to cultural resources.

Infrastructure

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.3 Infrastructure, Table 6-12. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, those types of projects would not be expected to result in a substantial incremental contribution to cumulative adverse impacts to infrastructure, though infrastructure would likely be affected by ongoing and future activities requiring future investment. Those types of projects may contribute to some long-term adverse or beneficial cumulative impacts to infrastructure in localized areas. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could affect infrastructure in the vicinity of the project both positively and negatively. New projects could result in upgrades to infrastructure, but could also put additional demands on it. Under the proposed actions, short-term impacts to roadway infrastructure would be minor and adverse as a result of any temporary closures or construction-related traffic. There would be long-term minor adverse impacts to infrastructure from the continued use of and increased demand on public utilities and adjacent roadways. However, improvements for the alternatives would provide new amenities to park visitors.

The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas have the potential to result in some minor to moderate short- and long-term adverse and long-term beneficial cumulative impacts to infrastructure. The proposed actions would contribute to both short-term adverse and long-term beneficial cumulative impacts. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to infrastructure.

Under the No Action Alternative, infrastructure improvements and additional demands on existing infrastructure would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse or beneficial cumulative impacts to infrastructure.

Land and Marine Management

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.4 Land and Marine Management, Table 6-13. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, those types of projects would not contribute substantially to short-term or long-term cumulative adverse impacts to land and marine management. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts may result in long-term beneficial cumulative impacts to land and marine management in the Florida Panhandle region because of the potential for synergistic effects of those project types. This could lead to the alignment of management goals and assistance provided to management and staff to best manage properties from restoration, conservation and recovery efforts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to land and marine management. Such actions could include changes to local land and marine planning efforts.

Under the Proposed actions, long-term beneficial impacts to land and marine management should result, as the alternatives would make more private lands accessible to the public. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas, have the potential to result in some minor short- and long-term neutral, adverse, or beneficial cumulative impacts to land and marine management. Based on these findings, this phase of the Florida Coastal

Access Project would not be expected to contribute substantially to cumulative adverse impacts to land and marine management.

Under the No Action Alternative, the current land use at the sites or the adjoining shoreline areas would not change. The areas would remain zoned for a variety of uses, as they are at present. Thus, no impacts would occur to land and marine management under the No Action Alternative. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to land and marine management.

Aesthetics and Visual Resources

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.8 Aesthetics and Visual Resources, Table 6-17. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to aesthetics and visual resources would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to aesthetics and visual resources in localized areas. Those types of projects would not contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to aesthetics and visual resources. The high level of ongoing construction activities is likely to result in some adverse impacts to aesthetics and visual resources. Planned restoration activities may restore the natural character of some areas, having beneficial effects on aesthetics and visual resources.

Under the Proposed actions, short-term minor to moderate adverse impacts to aesthetics and visual resources as a result of construction activities and equipment and barriers enacted to protect public safety may occur. The docks would result in long-term impacts on the appearance of the land from water, creating a more developed appearance. However, raised expanded boardwalks would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts from the project for visitors. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas, have the potential to result in short- and long-term minor adverse and long-term beneficial impacts to aesthetics and visual resources. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to aesthetics and visual resources.

Under the No Action Alternative, construction of new docks and structures that may be viewed from the water would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute to adverse cumulative impacts to aesthetics.

Tourism and Recreational Use

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.5 Tourism and Recreational Use, Table 6-14. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to tourism and recreational use would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to tourism and recreational use in localized areas. Those types of projects would not contribute substantially to cumulative adverse impacts. In this manner, the second phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in impacts to tourism in the vicinity of the proposed actions. Such actions could include beneficial effects from other recreational improvements and conservation and restoration efforts within the action area, as well as adverse effects that could be associated with ongoing construction activities or development, such as industrial development that would detract from tourist attractions.

Under the proposed actions, short-term minor to moderate adverse impacts to tourism and recreational use would occur from construction activities relating to noise, visual disturbances, and temporary closures. Over the long-term, the implementation of the alternatives would contribute positively to visitor experience and public access. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas, have the potential to result in short term adverse and long-term beneficial cumulative impacts to tourism and recreational use. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to tourism and recreational use.

Under the No Action Alternative, development of proposed park improvements would not occur. Therefore, the No Action Alternative carried out in conjunction with other plans and actions within and around the proposed action areas would not contribute substantially to adverse cumulative impacts to tourism and recreational use, and the beneficial cumulative impact would not be realized.

Public Health and Safety and Shoreline Protection

This analysis tiers from the Final Phase III ERP/PEIS, Section 6.8.4.3.9 Public Health and Safety, Including Flood and Shoreline Protection, Table 6-18. As stated in the Final Phase III ERP/PEIS, when projects that contribute to 'Providing and Enhancing Recreational Opportunities' were analyzed in combination with other past, present, and reasonably foreseeable future actions, short and long-term cumulative adverse impacts to public health and safety would likely occur. However, those types of projects carried out in conjunction with other environmental stewardship and restoration efforts have the potential to result in some long-term beneficial cumulative impacts to public health and safety in localized areas. Those types of projects would not contribute substantially to cumulative adverse impacts. In this manner, the second

phase of the Florida Coastal Access Project is anticipated to fall within the expected range of the Final Phase III ERP/PEIS cumulative impacts.

Other past, present, and reasonably foreseeable future actions could result in positive as well as adverse impacts to public health and safety and shoreline protection. These could vary from short-term construction-related impacts, to long-term adverse impacts to water quality, to efforts to harden the shoreline resulting in adverse effects to shoreline protection. Beneficial impacts could also occur.

Under the proposed actions, short-term minor adverse impacts to public health and safety would occur during construction, but would be reduced through the use of construction BMPs put in place to protect construction personnel and the public. Improvements on sites including native vegetation enhancements and plantings would improve shoreline protection and resilience, leading to long-term beneficial impacts. No long-term adverse impacts to public health and safety are expected as a result of these alternatives. The proposed actions, when carried out in conjunction with other plans and actions within and around the action areas have the potential to result in short-and long-term minor to moderate adverse and long-term beneficial cumulative impacts to public health and safety. Based on these findings, this phase of the Florida Coastal Access Project would not be expected to contribute substantially to cumulative adverse impacts to public health and safety and shoreline protection.

Under the No Action Alternative, development of proposed park improvements would not occur. No Action carried out in conjunction with other plans and actions within and around the action areas has the potential to result in short- and long-term minor to moderate adverse and long-term beneficial cumulative impacts to public health and safety. The No Action Alternative would not contribute to cumulative adverse impacts.

4.5 Comparison of the Alternatives

Alternatives were initially screened based on OPA-defined criteria and then an environmental assessment was conducted to determine the type and severity of potential environmental impacts that might result from the alternatives. As stated in the Final PDARP/PEIS, the No Action Alternative "does not meet the purpose and need for restoration of injured resources and services" and therefore, was not identified as a preferred alternative.[26] The OPA and NEPA analyses demonstrated that the other three action alternatives would provide benefits to the physical environment, biological environment, and human uses and socioeconomics resources without causing major adverse impacts. The FL TIG considered the evaluation of both the OPA-defined criteria and the environmental assessment conducted pursuant to NEPA when identifying a preferred alternative for implementation in this Phase V.2 RP/SEA. Based on the OPA and NEPA evaluations, the FL TIG identified the Salinas Park Addition as the preferred alternative proposed for implementation. Alternatives not proposed as preferred in this

[26] The Final PDARP/PEIS is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/gulf-plan/.

Phase V.2 RP/SEA could be identified as preferred in future restoration planning. A summary of environmental consequences of the alternatives evaluated in this document is provided in Table 4-9.

Table 4-9. Summary of Environmental Consequences of the Reasonable Range of Alternatives

Resource Topic	Alternative			
	No Action	Alligator Point Park	Little Redfish Lake	Salinas Park Addition (Preferred)
Geology and Substrates	Construction, in-water work (at Little Redfish Lake and in wetland habitat at Salinas Park Addition), and site preparation activities would not occur. Therefore, no additional adverse impacts to geology and substrates from construction or operation of the park amenities at each of the alternatives would be expected. Further, beneficial impacts from revegetation and restoration activities proposed for the Little Redfish Lake Addition to Grayton Beach State Park Alternative would not occur.	Removal of road debris and subsequent revegetation of plants along the shoreline would have short-term minor adverse impacts but overall would have long-term beneficial impacts due to reductions in shoreline erosion. Short-term as well as long-term minor disturbances to terrestrial soils and substrates would occur on site as a result of construction and site preparation. However, the impacts would be localized. Over the long-term, increased visitation to this alternative could result in minor adverse impacts to soils associated with foot traffic in areas near trails. However, the condition of vegetation along the shoreline is anticipated to improve under this alternative, which should reduce erosion. Overall, this alternative would have short-term and long-term adverse minor impacts to geology and substrates.	The proposed restoration activities would result in short-term minor adverse impacts due to ground disturbances, but over the long-term, these activities are anticipated to have long-term beneficial impacts. Increased visitation, over the long-term, to this alternative could result in minor adverse impacts to soils associated with foot traffic and camping activities. However, overall foot traffic would be concentrated on trails and boardwalks, and land management and restoration activities are anticipated to reduce impacts on some existing roadbeds and trails. Short-term as well as long-term disturbances to terrestrial soils and substrates would occur on site as a result of construction and site preparation. However, the impacts would be localized. Thus, with the impacts localized to the site, this alternative would have long-term adverse minor impacts to geology and substrates.	Short-term as well as long-term disturbances to terrestrial soils and substrates would occur on the waterfront park addition as a result of construction and site preparation. However, the impacts would be localized. The pickleball court features and interpretive signage would be constructed on previously disturbed soils. Over the long-term, increased visitation to this alternative could result in minor adverse impacts to soils associated with foot traffic near the new pickleball courts in areas already disturbed by mowing. However, overall foot traffic would be concentrated on and directed towards trails and boardwalks. Thus, with the impacts localized to the site, this alternative would have short-term and long-term adverse minor impacts to geology and substrates.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Hydrology and Water Quality	Construction of the paddle-craft launch (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park), and construction of impervious surfaces and site preparation activities at all three alternatives would not occur. Therefore no additional adverse impacts (from construction and site preparation activities) or beneficial impacts (from revegetation) to hydrology and water quality would be expected. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.	This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces and site preparation. BMPs would be followed such that the impacts would be localized. Over the long-term, increased visitation could result in minor adverse impacts to hydrology and water quality associated with erosion due to foot traffic in areas near trails. However, the condition of vegetation along the shoreline is anticipated to improve under this alternative, which should reduce erosion. Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.	Over the long-term, increased visitation to this alternative could result in minor adverse impacts to hydrology and water quality associated with erosion due to foot traffic in areas near trails and the camping area. However, habitat restoration along the existing roadway that is part of this alternative should reduce erosion, resulting in long-term benefits. This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces and site preparation activities. BMPs would be followed such that the impacts would be localized to the site area. Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.	This alternative would result in minor short-term as well as long-term adverse impacts on water quality and hydrology due to the potential construction of some impervious surfaces, work in wetlands, and site preparation activities. BMPs would be followed such that the impacts would be localized to the site area. Thus, this alternative would have short-term and long-term minor adverse impacts to water quality and hydrology. This alternative is not expected to have any significant adverse effects on floodplains pursuant to Executive Order 11988.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Air Quality and GHG	Construction activities including the use of construction vehicles and equipment would not occur. Therefore no additional adverse impacts to air quality and greenhouse gas emissions from construction and the use of vehicles and equipment at each of the three alternatives would be expected.	During construction, impacts to air quality would occur from the use of vehicles and equipment. Most impacts to air quality would be localized and occur only during active construction. Due to the small-scale and short duration of construction activities, impacts would be short-term, adverse, and minor. A relatively low level of increased traffic associated with visitors is anticipated, which may result in long-term minor adverse impacts to air quality.	During construction, impacts to air quality would occur from the use of vehicles and equipment. Most impacts to air quality would be localized and occur only during active construction activities. Due to the small-scale and short duration of construction activities, impacts would be short-term, adverse, and minor. A relatively low level of increased traffic associated with visitors is anticipated, which may result in long-term minor adverse impacts to air quality.	During construction, impacts to air quality would occur from the use of vehicles and equipment. Most impacts to air quality would be localized and occur only during active construction activities. Due to the small-scale and short duration of construction activities, impacts would be short-term, adverse, and minor. Long-term impacts to air quality associated with this alternative are not anticipated.
Noise	Construction activities including the use of construction vehicles and increased recreational use would not occur and therefore no additional adverse impacts to noise levels would be expected.	After the construction of the trails, parking lot, restrooms, picnic pavilions, and paddle-craft launch, visitors would cause some noise associated with picnicking and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to the high traffic waterways may render these increases negligible. Overall, long-term noise impacts at this site from personal vehicle use, boating, and other recreational activities would likely be minor and adverse.	After construction of the boardwalks, parking lot, restrooms, campsites, and paddle-craft launch, visitors would cause some noise associated with visitation, use, and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to the high traffic waterways, West County Highway 30A, and existing activities at the site may render these increases as negligible. Overall, long-term noise impacts from this alternative due to personal vehicle use, boating, fishing, and other recreational activities would likely be minor and adverse.	Once the boardwalk, observation platforms, concrete pads, and pickleball courts are constructed, visitors would cause some noise associated with visitation, use, and parking. These noises could be slightly more disturbing to any resting or roosting birds that may utilize the site compared to baseline conditions, although the site's close proximity to high traffic waterways, roads, and an Air Force base may render these increases as negligible. Overall, long-term noise impacts at this site from personal vehicle use, biking, walking, playing pickleball, and other recreational activities would likely be minor and adverse.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Habitat	Construction and site preparation activities would not occur. Therefore no additional adverse impacts from construction and site preparation activities at all three alternatives would be expected. Further, no beneficial impacts to habitat from protection or revegetation activities at each of the alternatives, or from restoration activities at Little Redfish Addition to Grayton Beach State Park would be expected.	Short-term as well as long-term adverse impacts to habitat would occur on site as a result of construction and site preparation activities. Long-term impacts associated with habitat disturbance from visitors picnicking and walking on the site on or adjacent to established trails are anticipated to be minor. Because the construction activities would largely disturb habitat that has already been disturbed and would be localized to the site, impacts of this alternative would be minor, adverse, short and long-term.	Short-term as well as long-term disturbances to habitat would occur as a result of construction and preparation activities. Because the construction activities would largely disturb habitat that has already been disturbed and would be localized, impacts of this alternative would be minor adverse short and long-term. Long-term impacts associated with habitat disturbance from visitors are anticipated to be minor. Restoration activities to restore parts of the existing park would have short-term minor adverse impacts due to ground disturbances during the restoration process. Over the long-term, these activities are would have long-term beneficial impacts on habitat.	Short-term as well as long-term disturbances to habitat, including wetlands, would occur on site in small areas as a result of construction and site preparation activities. Long-term adverse habitat impacts associated with visitors are anticipated to be minor; walking off the trail is difficult at this site. Because the major construction activities would largely disturb habitat that has already been disturbed or had previous human activity, would avoid older trees, and would be localized to the site, impacts of this alternative would be minor adverse short and long-term.
Migratory Birds	Construction and site preparation activities would not occur. Therefore no additional adverse impacts to migratory birds from construction and site preparation activities at each of the alternatives would be expected.	Short-term disturbances to migratory birds could occur as a result of habitat disturbances and construction activities. Because construction activities would be localized and care would be taken to minimize impacts (e.g., minimize noise and vibration, conducting construction activities during daylight hours), impacts to migratory birds are anticipated to be short-term and minor. Long-term impacts associated with disturbance of migratory birds associated with visitors are anticipated to be minor.	Short-term disturbances to migratory birds could occur on site as a result of habitat disturbances and construction activities. Long-term impacts associated with disturbance of migratory birds associated with visitors are anticipated to be minor. Because construction activities would be localized and care would be taken to minimize impacts (e.g., minimize noise and vibration, conducting construction activities during daylight hours), impacts to migratory birds would be short-term and minor.	Short-term disturbances to migratory birds could occur on site as a result of habitat disturbances and construction activities. Long-term impacts associated with disturbance to migratory birds from visitors are anticipated to be minor. Because construction activities would be localized and care would be taken to minimize impacts (e.g., minimize noise and vibration, conducting construction activities during daylight hours), impacts to migratory birds would be short-term and minor.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Protected Species	Construction and site preparation activities would not occur. Therefore no additional adverse impacts to protected species from construction and site preparation activities and from increased visitation at each of the three alternatives would be expected. Further, no beneficial impacts to protected species from protection of habitat or revegetation would be expected.	There is no designated marine or terrestrial critical habitat in the action area for any species. It is unknown whether protected species occur at the site. If this alternative is selected, surveys would be conducted prior to the implementation of any construction activities and the FL TIG would coordinate and complete consultation with NMFS and USFWS. If any protected species are encountered, the appropriate conservation measures to minimize impacts would be followed. Therefore, the FL TIG has determined that the alternative is not likely to adversely affect protected species.	The site contains critical habitat for the Choctawhatchee beach mouse (Grayton Beach Unit) and Gulf sturgeon (critical habitat unit 11). If this alternative is selected, surveys to determine the presence of protected species would be conducted prior to implementation of any construction activities and the FL TIG would coordinate and complete consultation with NMFS and USFWS. Short-term disturbances to protected species could occur due to habitat disturbances and construction activities. However, the impacts would be localized and appropriate conservation measures to avoid or minimize impacts to protected species and designated critical habitats would be incorporated into final project design and implementation. Thus, the FL TIG has determined that this alternative could have short-term and minor impacts to protected species but is not likely to adversely affect protected species.	The FL TIG has begun coordination with NMFS and USFWS regarding potential impacts to protected species in accordance with section 7 of the ESA. Consultation would be completed prior to project implementation. One listed plant species, Telephus spurge has the potential to be present on this site. This alternative does not include any in-water work, and no impacts are anticipated for marine mammals or sea turtles. There is no designated marine or terrestrial critical habitat in the action area for any species. The FL TIG anticipates this project alternative is not likely to adversely affect Telephus spurge (if found to occur on the site) and will have no effect on other protected species.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Essential Fish Habitat	In-water (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park) and upland construction activities at all three alternatives, producing potential suspended sediments would not occur. Therefore no additional adverse impacts to EFH from construction activities would be expected at each of the alternatives.	In-water work constructing a paddle-craft launch would potentially impact SAV and EFH in Alligator Harbor. This alternative has the potential to cause small disturbances to EFH in areas adjacent to the site location from increased suspended sediment and runoff, as well as launch construction. If this alternative is selected, the FL TIG would coordinate with NMFS (Habitat and Conservation Division) on EFH to inform regulatory compliance with EFH requirements. Conservation measures recommended during consultation would be incorporated into final project design and implementation to avoid or minimize impacts to EFH over the short and long-term. Therefore, any adverse impacts to EFH would be expected to be short term and minor.	No in-water work would take place along the shoreline, but construction of the paddle-craft launch on the lake has some potential to impact SAV indirectly through runoff and increased turbidity during construction. Even though the paddle-craft launch is proposed in a freshwater lake, the USACE dock construction guidelines would be followed where possible. Impacts to SAV would stem from piling installation and the increase in turbidity that this would temporarily cause. Final amount of substrate disturbed or displaced depends on the paddle-craft launch size and number of pilings, but it is expected that less than 30 square feet of substrate would be disturbed or displaced. As such, any impacts to EFH or SAV are anticipated to be short term and minor.	BMPs would be employed during construction to minimize erosion and runoff impacts. Activities including the construction of the boardwalk, observation platforms, and concrete pads have the potential to temporarily impact EFH in the immediate waters adjacent to the site from erosion and runoff, increasing turbidity and suspended sediments. However, through the use of BMPS, these adverse impacts to EFH are expected to be short-term and minor. Impacts from installation of pilings would be adverse, long-term and minor. Long-term adverse impacts associated with disturbance of EFH associated with visitors to the site are not anticipated.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Invasive Species	Construction activities and other potential pathways to introduce or spread invasive species would not occur. Further, the current fallow state at the Alligator Point Park alternative would remain unchanged and invasive species would not be removed nor would invasive species be removed during restoration activities at the Little Redfish Lake Addition to Grayton Beach State Park alternative. Therefore no additional adverse impacts or beneficial impacts would be expected at each of the alternatives.	Through the implementation of BMPs, the potential spread or introduction of invasive species would be minimized. There is a low risk of introduction of non-native species by visitors to the trails and paddle-craft launch. The implementation of these BMPs meets the spirit and intent of Executive Order 13112. Due to the implementation of BMPs, the FL TIG expects risk from invasive species introduction to be short-term and minor.	Through the implementation of BMPs, the potential spread or introduction of invasive species would be minimized. There is a low to moderate risk of introduction of non-native species by visitors to the trails and camp sites. The implementation of these BMPs meets the spirit and intent of Executive Order 13112. Due to the implementation of BMPs, the FL TIG expects risk from invasive species introduction to be short-term and minor.	Through the implementation of BMPs, the potential spread or introduction of invasive species would be minimized. There is a low risk of introduction of non-native species by visitors to the trails and pickleball court features. The implementation of these BMPs meets the spirit and intent of Executive Order 13112. Due to the implementation of BMPs, the FL TIG expects risk from invasive species introduction to be adverse, short-term and minor.
Socio-economics and Environmental Justice	Construction activities would not occur and the additional public park amenities would not be developed and therefore no additional beneficial impacts to human uses and socioeconomics at each of the alternatives would be expected.	Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction, and the long-term impact of this alternative would be beneficial to visitors.	Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction, and the long-term impact of this alternative would be beneficial to visitors.	Overall, short-term beneficial impacts to socioeconomics would occur as a result of the addition of temporary jobs in the area during construction. The long-term impacts of this alternative would be beneficial to the local economy.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Cultural Resources	Construction and site preparation activities such as grading, leveling and vegetation removal would not occur and therefore no additional adverse impacts to cultural resources from construction and site preparation at each of the alternatives would be expected.	A complete review of the site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.	A complete review of the site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.	A complete review of the site under section 106 of the NHPA would be completed prior to any construction activities being implemented, with consideration of measures to avoid, minimize or mitigate any adverse effects on any cultural resources located within the site area. This alternative would be implemented in accordance with all applicable laws and regulations concerning the protection of cultural and historic resources.
Infrastructure	Infrastructure improvements and additional demands on existing infrastructure would not occur. Therefore no additional adverse impacts from additional demands on existing infrastructure and no additional beneficial impacts from infrastructure improvements at each of the alternatives would be expected.	This alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. The alternative would likely add an additional burden on the public utilities due to increased use over the long-term, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under this alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.	This alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. This alternative would likely add an additional burden on the public utilities due to increased use over the long-term, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under the alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.	This alternative is anticipated to result in minor adverse impacts to existing infrastructure and utilities in the form of short-term, localized disruptions to services. The alternative would likely add an additional burden on the public utilities due to increased use over the long-term, resulting in a long-term minor adverse impact. However, the site improvements would provide benefits and amenities to park visitors over the long-term. Thus, under this alternative there would be short-term and long-term minor adverse impacts to infrastructure, but long-term beneficial impacts as well.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Land and Marine Management	The current land use at the site and the adjoining shoreline would not change and therefore no additional beneficial impacts to land and marine management at each of the alternatives would be expected.	After acquisition, the Alligator Point Park site and its proposed improvements would not need to be rezoned, but the property would be transferred to TPL, and ultimately County ownership to be managed as a park. From the public perspective, this would be a beneficial effect because more lands would be owned and managed for public use.	After acquisition, the Little Redfish Lake site would need to be rezoned from "Residential Preservation" to "Conservation." The property would be transferred to TPL, and ultimately State ownership to be managed as part of Grayton Beach State Park. From the public perspective, this is a beneficial effect because more lands are owned and managed for public use.	After acquisition, the designated future land use of the Salinas Park Addition site would be changed from "Mixed Commercial – Residential" to "Recreation" in Gulf County's Comprehensive Plan. The property would be transferred to TPL, and ultimately County ownership to be managed as part of Salinas Park. From the public perspective, this would be a beneficial effect because more lands would be owned and managed for public use.
Aesthetics and Visual Resources	Construction operations, the construction of a new paddle-craft launch (at Alligator Point Park and Little Redfish Lake Addition to Grayton Beach State Park) and other structures would not occur and therefore no additional adverse impacts to aesthetics and visual resources at each of the alternatives would be expected. Further, no additional beneficial impacts from boardwalks and trails that enhance accessibility to existing natural viewsheds for visitors would be expected at each of the alternatives.	Over the long-term, the dock would impact the appearance of the land from the water, creating a more developed appearance. However, nature trail footpaths would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts for visitors. Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.	Over the long-term, the paddle craft launch would impact the appearance of the land from the water, creating a more developed appearance. However, the boardwalk and improved trails would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts for visitors. Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.	Over the long-term, the elevated boardwalks would impact the appearance of the land from the water, creating a more developed appearance. However, the boardwalks and trailheads would enhance accessibility to existing natural viewsheds, leading to long-term beneficial impacts for visitors. Although short-term and long-term minor adverse impacts to aesthetics would be anticipated from this alternative, the improvements would provide benefits and amenities to park visitors. Thus, under this alternative there would be short-term and long-term minor adverse impacts to aesthetics, but long-term beneficial impacts as well.

Resource Topic	Alternative			
	No Action	**Alligator Point Park**	**Little Redfish Lake**	**Salinas Park Addition (Preferred)**
Tourism and Recreation	Development of proposed park improvements would not occur. Therefore no additional adverse impacts from disturbances to nearby roadways and wildlife resulting from construction activities would be expected at each of the alternatives; and no additional beneficial impacts to tourism and recreational use from enhanced park amenities would be expected.	Overall, this alternative would contribute positively to visitor experience and public access. If local residents consider the increased park use to be a detriment, this minor adverse effect would be long-term. Other adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial for visitors to the site.	Overall, the implementation of the alternative would contribute positively to visitor experience and public access. However, if local residents consider the increased park use to be a detriment, this minor adverse effect would be long-term. Other adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial for visitors to the site.	Overall, the implementation of the alternative would contribute positively to visitor experience and public access. Any adverse impacts to tourism and recreational use would be short-term and minor. Overall impacts would be long-term and beneficial.
Public Health and Safety	Development of proposed park improvements would not occur and therefore no additional adverse impacts to public health and safety from construction activities at each of the alternatives would be expected.	Threats to public health and safety from construction activities would be mitigated through BMPs. Personal protective equipment would be required for all personnel and authorized access zones would be established at the perimeter of the worksite during construction.	Threats to public health and safety from construction activities would be mitigated through BMPs. Personal protective equipment would be required for all construction personnel and authorized access zones would be established at the perimeter of the worksite during construction.	Threats to public health and safety from construction activities would be mitigated through BMPs. Personal protective equipment would be required for all construction personnel and authorized access zones would be established at the perimeter of the worksite during construction Additionally, proposed amenities such as the bike repair stand and crosswalk would enhance public safety. There is currently no crosswalk connecting the Gulf and Bayside areas of the existing Salinas Park. The proposed maintenance vehicle turnaround would also improve road safety.

Chapter 5. Compliance with other Laws and Regulations

5.1 Introduction

In addition to the OPA and NEPA requirements, other federal and state laws may apply to the restoration alternatives considered and evaluated in this RP/SEA. Section 6.9 of the PDARP/PEIS (Compliance with Other Applicable Authorities) and Appendix 6.D (Other Laws and Executive Orders) describes the legal authorities applicable to restoration project planning, and is incorporated by reference herein. Federal environmental compliance responsibilities and procedures will follow the Trustee Council Standard Operating Procedures for Implementation of the Natural Resource Restoration for the DWH Oil Spill, which are laid out in Section 9.4.6 of that document.[27] Following these standard operating procedures, the Implementing Trustee for each project will ensure that the status of environmental compliance (e.g., completed versus in progress) is tracked through the Restoration Portal. Implementing Trustees will keep a record of compliance documents (e.g., ESA biological opinions, USACE permits) and ensure that they are submitted for inclusion to the Administrative Record. The FL TIG will ensure compliance with all applicable laws and regulations.

Whether and to what extent an authority applies to a restoration project depends on the specific characteristics of the project. However, potentially applicable federal and state laws are listed below.

5.2 Additional Federal Laws

Additional federal laws, regulations, and executive orders that may be applicable include but are not limited to:

- Endangered Species Act
- Magnuson-Stevens Fishery Conservation and Management Act
- Marine Mammal Protection Act
- Coastal Zone Management Act
- National Historic Preservation Act
- Coastal Barrier Resources Act
- Migratory Bird Treaty Act
- Bald and Golden Eagle Protection Act
- Clean Air Act
- Clean Water Act
- Rivers and Harbors Act
- Marine Protection, Research and Sanctuaries Act

[27] Trustee Council Standard Operating Procedures are available at: http://www.gulfspillrestoration.noaa.gov/sites/default/files/TC%20SOP%202.0%20with%20appendices.pdf

- Estuary Protection Act
- Archaeological Resource Protection Act
- National Marine Sanctuaries Act
- Federal Water Pollution Control Act
- Additional Executive Orders
    - EO 11988: Floodplain Management
    - EO 11990: Protection of Wetlands
    - EO 12898: Environmental Justice
    - EO 12962: Recreational Fisheries
    - EO 13112: Invasive Species
    - EO 13175: Consultation and Coordination with Indian Tribal Governments
    - EO 13186: Responsibilities of Federal Agencies to Protect Migratory Birds
    - EO 13693: Planning for Federal Sustainability in the Next Decade

5.3 Additional State Laws

Potentially applicable state laws may include but are not limited to:

- Chapter 161, F.S., Beach and Shore Preservation
- Chapter 253, F.S., State Lands
- Chapter 258, F.S., State Parks and Preserves
- Chapters 259, F.S., Land Acquisition for Conservation or Recreation
- Chapter 260, F.S., Florida Greenways and Trails Act
- Chapter 267, F.S., Historical Resources
- Chapter 373, F.S., Water Resources
- Chapter 375, F.S., Outdoor Recreation and Conservation Lands
- Chapter 376, F.S., Pollutant Discharge Prevention and Removal
- Chapter 379, F.S., Fish and Wildlife Conservation
- Chapter 380, F.S., Land and Water Management
- Chapter 381, F.S., Public Health: General Provisions
- Chapter 403, F.S., Environmental Control
- Chapter 553, F.S., Building and Construction Standards
- Title XXXV, F.S., Agriculture, Horticulture, and Animal Industry

Chapter 6. Phase V.2 RP/SEA List of Preparers and Reviewers

Agency/Firm	Name	Position
State of Florida		
Florida Department of Environmental Protection	Trina Vielhauer	Director, Division of Water Restoration Assistance
Florida Department of Environmental Protection	Phil Coram	Program Administrator, DWH Unit
Florida Department of Environmental Protection	James Reynolds	Environmental Consultant, DWH Unit
Florida Department of Environmental Protection	Rachel Horne	FL TIG Member
Florida Department of Environmental Protection	Lisa Robertson	Project Administrator & Contract Manager
Florida Department of Environmental Protection	Janet Parramore	Grants Specialist
Florida Department of Environmental Protection	Doug Beason	Senior Attorney
Florida Fish and Wildlife Conservation Commission	Gareth Leonard	Gulf Restoration Coordinator
Florida Fish and Wildlife Conservation Commission	Gil McRae	Director, FWRI
Florida Fish and Wildlife Conservation Commission	Amy Raker	Assistant Gulf Restoration Coordinator
Florida Fish and Wildlife Conservation Commission	Quilla Miralia	Assistant General Counsel
The Trust for Public Land	Kate Brown	Senior Project Manager
The Trust for Public Land	Doug Hattaway	Senior Project Manager
Industrial Economics, Incorporated	Leslie Genova	Principal
Industrial Economics, Incorporated	Nadia Martin	Senior Associate
Industrial Economics, Incorporated	Heather Ballestero	Associate
Industrial Economics, Incorporated	Jacob Ebersole	Research Analyst
National Oceanic and Atmospheric Administration		
National Oceanic and Atmospheric Administration	Laurie Rounds	Marine Habitat Resource Specialist
National Oceanic and Atmospheric Administration	Ramona Schreiber	NOAA DWH NEPA Coordinator
National Oceanic and Atmospheric Administration	Christina Fellas	NOAA NMFS ESA Coordinator
National Oceanic and Atmospheric Administration	Chauncey Kelly	NOAA Office of the General Counsel
U.S. Department of the Interior		
U.S. Department of the Interior	Kevin Reynolds	DOI DWH NRDAR Case Manager
U.S. Department of the Interior	Robin Renn	DOI DWH NEPA Coordinator
U.S. Department of the Interior	Ben Frater	DOI DWH Assistant Restoration Manager
U.S. Department of the Interior	Ashley Mills	DOI DWH ESA Coordinator
U.S. Department of the Interior	Erin Chandler	Fish and Wildlife Biologist
U.S. Department of the Interior	Kevin Chapman	DOI NHPA Consultation and Permits Coordinator
U.S. Department of the Interior	Lisa Stevens	Attorney-Advisor
U.S. Department of the Interior	Nanciann Regalado	DOI DWH Public Affairs and Outreach Coordinator
U.S. Department of Agriculture		
U.S. Department of Agriculture	Ron Howard	Program Analyst
U.S. Department of Agriculture	Mark Defley	Biologist, NRCS Gulf Coast Ecosystem Restoration Team
U.S. Department of Agriculture	Benjamin Battle	FL TIG Member

Agency/Firm	Name	Position
U.S. Environmental Protection Agency		
U.S. Environmental Protection Agency	Amy Newbold	FL TIG Member
U.S. Environmental Protection Agency	Jim Bove	Attorney-Advisor
U.S. Environmental Protection Agency	Chris Militscher	Chief, NEPA Program Office
U.S. Environmental Protection Agency	Chris Parker	Environmental Scientist
U.S. Department of Justice		
U.S. Department of Justice	Steve O'Rourke	Attorney-Advisor

Chapter 7. Phase V.2 RP/SEA List of Repositories

State	Library	Address	City	Zip
FL	Franklin County Public Library	29 Island Dr.	East Point	32328
FL	Walton County Library, Coastal Branch	437 Greenway Trail	Santa Rosa Beach	32459
FL	Gulf County Public Library, Port St. Joe Branch	110 Library Drive	Port St. Joe	32456
FL	Okaloosa County Library	185 Miracle Strip Pkwy, SE	Ft. Walton	32548
FL	Panama City Beach Public Library	125000 Hutchison Blvd	Panama City Beach	32407
FL	Escambia Southwest Branch Library	12248 Gulf Beach Hwy	Pensacola	32507
FL	Wakulla County Library	4330 Crawfordville Hwy	Crawfordville	32327
FL	Santa Rosa County Clerk of Court, County Courthouse	5841 Gulf Breeze Pkwy	Gulf Breeze	32561

Chapter 8. Phase V.2 RP/SEA List of Acronyms

Acronym	Definition
ADA	Americans with Disabilities Act
APE	Area of Potential Impact
BGEPA	The Bald and Golden Eagle Protection Act
BMPs	Best Management Practices
BP	British Petroleum Exploration and Production Inc.
CAA	Clean Air Act
CAAA	Clean Air Act Amendments
CEQ	Council on Environmental Quality
CO	Carbon monoxide
CO_2	Carbon dioxide
CWA/RHA	Clean Water Act Section 404 and Rivers and Harbors Act
CZMA	Coastal Zone Management Act of 1972
DOI	The United States Department of the Interior
DWH	Deepwater Horizon
EA	Environmental Assessment
EFH	Essential Fish Habitat
EIS	Environmental Impact Statement
EO	Executive Order
EPA	United States Environmental Protection Agency
ESA	Endangered Species Act
FAC	Florida Administrative Code
FDEP	Florida Department of Environmental Protection
FEMA	Federal Emergency Management Agency
Final Phase III ERP/PEIS	Final Programmatic and Phase III Early Restoration Plan and Early Restoration Programmatic Environmental Impact Statement
FL TIG	Florida Trustee Implementation Group
FMP	Fishery Management Plan
FONSI	Finding of No Significant Impact
FWC	Florida Fish and Wildlife Conservation Commission
GEBF	Gulf Environmental Benefit Fund
GHG	Greenhouse Gas
HAPC	Habitat Area of Particular Concern
IPaC	Information for Planning and Conservation
MBTA	Migratory Bird Treaty Act
MSFCMA	Magnuson-Stevens Fishery Conservation and Management Act
NAAQS	National Ambient Air Quality Standards
NEPA	National Environmental Policy Act
NFWF	National Fish and Wildlife Foundation
NHPA	National Historic Preservation Act of 1966, as amended

Acronym	Definition
NMFS	National Marine Fisheries Service
NO_2	Nitrogen Dioxide
NOAA	National Oceanic and Atmospheric Administration
NOI	Notice of Intent
NPDES	National Pollutant Discharge Elimination System
NPS	National Park Service
NRD	Natural Resource Damage
NRDA	Natural Resource Damage Assessment
NRCS	Natural Resources Conservation Service
NRHP	National Register of Historic Places
O_3	Surficial Ozone
OPA	Oil Pollution Act
OSHA	Occupational Safety and Health Administration
PAH(s)	Polycyclic Aromatic Hydrocarbons
PCFO	USFWS Panama City Field Office
PDARP	Programmatic Damage Assessment and Restoration Plan
PEIS	Programmatic Environmental Impact Statement
Phase IV ERP/EA	Phase IV Early Restoration Plan and Environmental Assessments
Phase V ERP/EA	Phase V Early Restoration Plan and Environmental Assessment
PM10	Fine Particulates With A Diameter of 10 Micrometers or Less
PM2.5	Fine Particulates With A Diameter of 2.5 Micrometers or Less
RAO	Rural Area of Opportunity
RESTORE	Resources and Ecosystems Sustainability, Tourist Opportunities, and Revived Economies of the Gulf Coast States
ROD	Record of Decision
RP	Restoration Plan
SAFE	Stock Assessment and Fisheries Evaluation
SAV	Submerged Aquatic Vegetation
SCAT	Shoreline Cleanup Assessment Technique
SEA	Supplemental Environmental Analysis
SERO	NOAA Southeast Regional Office
SO_2	Sulfur Dioxide
TPL	Trust for Public Land
USACE	United States Army Corps of Engineers
USC	United States Code
USDA	United States Department of Agriculture
USFWS	United States Fish and Wildlife Service

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Appendix A. Phase V.2, Florida Coastal Access Project, Monitoring Plan

A.1 Introduction

A.1.1 Overview of the Proposed Alternatives

The second phase of the proposed Florida Coastal Access Project continues the restoration planning process begun prior to the settlement of the DWH oil spill natural resource damage assessment. In this second phase, the Florida Trustee Implementation Group (FL TIG) has evaluated three proposed action alternatives: Alligator Point Park, Little Redfish Lake Addition to Grayton Beach State Park, and Salinas Park Addition. Each of these alternatives includes the acquisition of a coastal parcel along the Florida Panhandle and the construction of various park amenities such as parking and restroom facilities, boardwalks, trails, and paddle-craft launches. Park amenities at Little Redfish Lake Addition to Grayton Beach State Park would be constructed on existing park land and would not be funded through the NRDA. The primary goal of these alternatives is to enhance the public's access to the surrounding natural resources and increase recreational opportunities.

Ten years of operation and maintenance activities would be provided to be utilized by the respective party through grant agreements with the Florida Department of Environmental Protection (FDEP) in the upkeep of the improved properties as public parks. Additional details on the specific proposed enhancements for each of the proposed alternatives are provided in Chapter 2.

A.1.2 Restoration Objectives and Performance Criteria

The overall goal of the proposed alternatives is to enhance the public's access to the surrounding natural resources and increase recreational opportunities in order to restore for a portion of the lost recreation use injuries sustained on lands in Florida. The specific restoration objectives relevant for this monitoring plan are: (1) to acquire, construct, and complete the alternatives as scoped; and (2) to provide visitors access to the constructed public parks and amenities.

Performance criteria will be used to determine restoration success or the need for corrective action (15 C.F.R. § 990.55(b)(1)(vii)). The specific performance criteria that would be used for each alternative that is selected are as follows.

- Performance Criterion #1: the land parcel is acquired;
- Performance Criterion #2: the infrastructure is constructed and completed as designed and specified in the construction contract;
- Performance Criterion #3: members of the public are able to use the constructed public park and amenities.

A.1.3 Conceptual Model and Monitoring Questions

Table A-1 below, outlines the conceptual model for each alternative, which forms the basis of this monitoring plan, and includes a summary of the proposed activities, the expected product or output of each activity, and the desired outcomes.

Table A-1. Conceptual Model for Restoration for each Proposed Alternative

Activity	Output	Short-term outcome	Long-term outcome
• Acquire the coastal parcel • Construct the infrastructure and amenities for the public's access and use	• The infrastructure and amenities are completed and the public park is used	• New infrastructure and amenities function as designed	• The public are able to use the constructed public park • New infrastructure and amenities are maintained for lifespan of project (i.e., during ten years of operation and maintenance activities after project implementation)

This monitoring plan has been designed around the objectives and desired outcomes for each of the proposed alternatives, and is intended to address the following monitoring questions for each objective:

Objective #1: Acquire, construct and complete the proposed alternative as scoped

- Has the coastal parcel been acquired?
- Was the project infrastructure and amenities constructed and completed as designed and contracted?

Objective #2: Provide visitors access to the constructed public parks

- Are the public using the constructed park infrastructure and amenities?

A.1.4 Roles and Responsibilities

The Implementing Trustee from the FL TIG, through their third-party agent, the TPL, would be responsible for acquiring the proposed parcels, and overseeing construction of the infrastructure and amenities as designed and contracted (except for the infrastructure and amenities proposed for Little Redfish Lake Addition to Grayton Beach State Park, for which the Florida Park Service would oversee design and construction). During the first year following completion of construction, TPL and/or FDEP employees would document the use of the parks by the public. After the first year, the respective county would document the use of the park by the public for Alligator Point Park (Franklin County) and the Salinas Park Addition (Gulf County), while the Florida Park Service would document use for Little Redfish Lake Addition to Grayton Beach State Park.

A.2 Project Monitoring

The monitoring for the proposed alternatives, outlined below, is organized by project objective, with one or more monitoring parameters for each objective. For each of the identified monitoring parameters, information is provided on the monitoring methods, timing and frequency, sample size, and sites. In addition, performance criteria for each parameter are identified (if applicable), including example corrective actions that could be taken if the performance criteria are not met. The parameters listed below may or may not be tied to performance criteria and/or corrective actions.

Objective #1: Acquire, construct and complete the project as scoped

- Has each of the selected parcel(s) been acquired and was the proposed alternative constructed and completed as designed and contracted?

Parameter #1: Acquisition of the selected parcel(s)

a) Method: TPL would exercise options on the property and acquire the coastal parcel;
b) Timing and Frequency: the closing would occur within four months of selecting the alternative;
c) Sites: the selected alternative location(s);
d) Performance Criteria: parcel(s) are acquired;
e) Corrective Action: resolution with seller so the parcel(s) are acquired.

Parameter #2: Level of construction to terms of contract

a) Method: TPL would review contractor reports, conduct on-site inspections, and compare to construction and "as-built" drawings;
b) Timing and Frequency: approximately monthly during construction and at end of the construction warranty period, unless otherwise provided by contract;
c) Sample Size: approximately 10 (approx. once per month for approx. 9 months) and at the end of the construction warranty period), unless otherwise provided by contract;
d) Sites: the selected alternative location(s);
e) Performance Criteria: infrastructure and amenities are constructed and completed as designed and specified in the contract; and,
f) Corrective Action: resolution with contractor such that the terms of the contract are met.

Objective #2: Provide visitors access to the constructed public parks

- Are the public using the constructed park infrastructure and amenities?

Parameter #1: Level of public use

a) Method: visual observation;
b) Timing and Frequency: Post construction, visual observations would be conducted 3 hours per quarter for one year;

c) Sample Size: four times (once every quarter for the first year following completion of construction);
d) Sites: parking areas of each of the selected alternative(s);
e) Performance Criteria: the public are using the constructed public park infrastructure and amenities.

Additional Monitoring: The use and performance of the alternative(s) would continue to be measured throughout the life of the park(s); however less frequently and methodically than the first year of natural resource damage assessment monitoring. Continued monitoring after the first year following completion of construction would occur in the course of regular management activities and all costs associated with monitoring, maintenance, and/or corrective actions would be the responsibility of the respective county of Florida Park Service for each alternative (Franklin County for Alligator Point Park, Florida Park Service for Little Redfish Lake Addition to Grayton Beach State Park, and Gulf County for Salinas Park Addition) and are, therefore, outside the scope of this monitoring plan.

A.3 Monitoring Schedule

The schedule for the restoration monitoring is shown in Table A-2, separated by monitoring activity. Post-execution monitoring would occur during closing and construction. Post construction monitoring would occur once the infrastructure construction is completed.

Table A-2. Monitoring Schedule

Monitoring Parameters	Monitoring Timeframe	
	Post-Execution Monitoring	Post-construction Monitoring As-built (Year 0)
Review the closing documents	X	
Review contractor invoices and deliverables, including the completed alternative	X	X
Observations and counts of visitors		X

A.4 Reporting and Data Requirements

Reporting would occur at the end of Year 0. The monitoring report would summarize the data collected from the monitoring events, which would document whether the parcel(s) were acquired, the park infrastructure and amenities were completed as designed and permitted, and if the parks are being used by the public.

Appendix B. Phase V.2, Implementation of the Florida Coastal Access Project, Cumulative Impacts

B.1 Introduction

The first phase of the Florida Coastal Access Project is described in the Final Phase V ERP/EA.[28] The second phase of the Florida Coastal Access Project, discussed in this document, includes the following proposed action alternatives:

- Alligator Point Park, Franklin County.
- Little Redfish Lake Addition to Grayton Beach State Park, Walton County.
- Salinas Park Addition, Gulf County.

This appendix presents a summary of other past, present, and reasonably foreseeable future actions anticipated in the areas affected by the proposed action alternatives listed above.

B.2 Past, Ongoing, and Trends in Construction Activities

This section presents the results of a review of past and ongoing construction activities in the locations of the proposed action alternative, which provides insight both into the level of cumulative actions affecting resources, as well as into likely future actions.

A list of permitted past, existing, and future projects was compiled for each of the project components using Florida Department of Environmental Protection (FDEP) permitting databases and internet searches for more detail, as needed. All three sites are coastal and regulations pertaining to coastal, wetlands, and stormwater (uplands and wetlands) permits were considered appropriate for developing a list of past and reasonably foreseeable future activities that may affect the resources (See Tables B-1 and B-2).

The FDEP maintains a web-based MapDirect site that uses information in FDEP databases to provide locations and information for FDEP facilities/sites (http://ca.dep.state.fl.us/mapdirect/gateway.jsp). MapDirect includes numerous layers of data, such as dredge and fill activities, coastal construction permits, mitigation areas, beach renourishment sites, and impaired waters data. Using MapDirect, activities proximate to the locations of each alternative that required Environmental Resource Permits (ERPs) from the state of Florida were mapped. The number of permits was extensive and a radius of one

[28] The Final Phase V ERP/EA is available at: http://www.gulfspillrestoration.noaa.gov/restoration-planning/phase-v.

mile around each alternative was used to reduce the list of activities, although projects are mapped for a much larger area. In Florida, dredge and fill and stormwater permitting is implemented by the FDEP and the five water management districts (Northwest Florida, Suwanee River, St. Johns River, Southwest Florida, and South Florida) as well as USACE. A submitted permit is assigned to the designated regulating agency. Most of these activities are related to individual docks or piers and dredge and fill activities.

USACE has streamlined processing of state and federal regulatory permits under a State Programmatic General Permit (SPGP) that allows FDEP to approve the applicable federal permit during the review of an environmental resource permit for certain minor activities including shoreline stabilization, boat ramps, docks and piers, and maintenance dredging, as well as for activities that qualify for regulatory exemptions and general permits, subject to conditions. Therefore, these are included in the FDEP databases. Figures B-1 through B-3 show the locations of the various projects and activities outlined in the tables below.

B.3 Planned Restoration Actions in the Vicinity of the Proposed Second Phase of the Florida Coastal Access Project

Because of the small scale (context) of the proposed alternatives and potential for temporary, localized (intensity) impacts described in the analyses above, only projects that could be implemented at roughly the same time as the second phase of the Florida Coastal Access Project sites are analyzed here. Resources reviewed for potential relevant projects include:

- http://www.gulfspillrestoration.noaa.gov/restoration/give-us-your-ideas/view-submitted-projects?
- http://www.nfwf.org/gulf/Pages/GEBF-Florida.aspx
- http://eli-ocean.org/gulf/restoration-projects-database/

For the purpose of this analysis, the proposed action area includes the waterbody and watershed locations for the respective alternatives. The action areas for Alligator Point Park, Little Redfish Lake, and Salinas Park Addition are the watersheds of Apalachicola, Choctawhatchee Bay, and St. Andrew Bay, respectively. Actions that will be relevant to the second phase of the Florida Coastal Access Project cumulative impacts analysis are defined here as those with similar scope, timing, impacts, or location. Table B-3 describes known projects that are anticipated to occur in the vicinity of proposed alternatives in the foreseeable future.

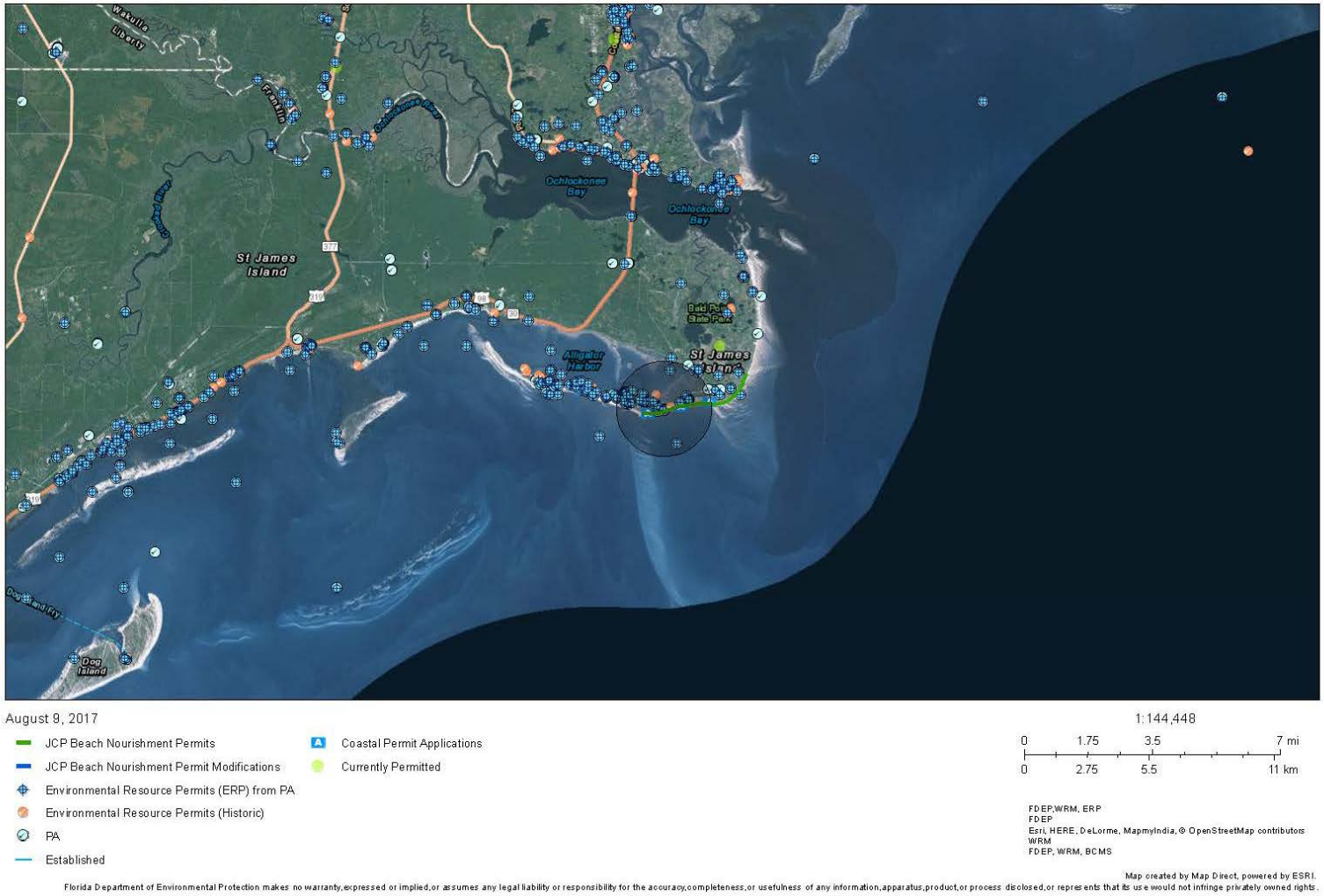
Table B-1. Environmental Resource Permits (1980s to Present) Within One Mile of the Site

Permit Type	Alligator Point Park	Little Redfish Lake	Salinas Park Addition
Boat/Dock/Pier	26	6	8
Fill	0	3	1
Dredge and Fill	15	30	14
Stormwater	0	34	5
Land Infrastructure	0	1	3
Conservation	0	0	1
Other	5	7	1
Grand Total	46	81	33

Table B -2. Coastal Permits and Engineering Permits

Permit Type	Alligator Point Park	Little Redfish Lake	Salinas Park Addition
Seawall	1	0	0
Infrastructure	1	0	0
Beach Cleaning/scraping	0	2	1
Dune Reconstruction	0	3	0
Dewatering System	0	2	0
Fences	0	4	0
Other	1	0	0
Grand Total	3	11	1

Figure B-1: Map of Permits near Alligator Point Park Alternative



Source: FDEP MapDirect, http://ca.dep.state.fl.us/mapdirect/gateway.jsp.

Figure B-2. Map of Permits near Little Redfish Lake Addition to Grayton Beach State Park Alternative

Source: FDEP MapDirect, http://ca.dep.state.fl.us/mapdirect/gateway.jsp.

Figure B-3. Map of Permits near Salinas Park Addition Alternative

Source: FDEP MapDirect, http://ca.dep.state.fl.us/mapdirect/gateway.jsp.

Table B-3: Ongoing and Planned Restoration Projects in Study Area

Relevant Alternative	Project Title	Funding Source	Location
Alligator Point Park	Bald Point State Park Recreation Areas	NRDA	Bald Point State Park, Franklin County, FL
	Island View Park: Florida Coastal Access Project, Phase One	NRDA	Franklin County, FL
	Wakulla County Mashes Sands Park Improvements	NRDA	Wakulla County, FL
Salinas Park Addition	Florida Seagrass Recovery Project	NRDA	St. Joseph Bay Aquatic Preserve, Gulf County
	Frank Pate boat ramp in the city of Port St. Joe: Strategically Provided Boat Access Along Florida's Gulf Coast	NRDA	Gulf County, FL
	Highland View Boat Ramp in Gulf County: Gulf County Recreation Projects	NRDA	Gulf County, FL
	Beacon Hill Veteran's Memorial Park Improvements: Gulf County Recreation Projects	NRDA	Gulf County, FL
	Windmark Beach Fishing Pier Improvements: Gulf County Recreation Projects	NRDA	Gulf County, FL
	Mexico Beach Canal Park marina in the city of Mexico Beach: Strategically Provided Boat Access Along Florida's Gulf Coast	NRDA	Bay County, FL
	Money Bayou Wetlands Restoration	RESTORE Act	Gulf County, FL
Little Redfish Lake Addition to Grayton Beach State Park	Deer Lake State Park Development	NRDA	Walton County, FL
	Enhanced Management of Avian Breeding Habitat Injured by Response Activities in the Florida Panhandle, Alabama, and Mississippi	NRDA	Walton County, FL
	Bayside Ranchettes Park Improvements: Walton County Boardwalks and Dune Crossovers	NRDA	Walton County, FL
	Ed Walline Beach Access Improvements: Walton County Boardwalks and Dune Crossovers	NRDA	Walton County, FL
	Gulfview Heights Beach Access Improvements: Walton County Boardwalks and Dune Crossovers	NRDA	Walton County, FL
	Palms of Dune Allen West Beach Access Improvements: Walton County Boardwalks and Dune Crossovers	NRDA	Walton County, FL
	Restoration of Florida's Coastal Dune Lakes	NFWF	Walton County, FL
	Water Quality Improvements to Enhance Fisheries Habitat in the Lower Choctawhatchee River Basin – Phase I	NFWF	Walton County, FL