

# Florida Keys National Marine Sanctuary Revised Management Plan



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This document is the revised management plan for the Florida Keys National Marine Sanctuary. It replaces the management plan that was implemented in 1996 and will serve as the primary management document for the Sanctuary during the next five years.

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### **Note to Reader**

In an effort to make this document more user-friendly, we have included references to the Florida Keys National Marine Sanctuary Web site rather than including the entire text of many bulky attachments or appendices that are traditionally included in management plans. Readers who do not have access to the Internet may call the Sanctuary office at (305) 809-4700 to request copies of any documents that are on the Sanctuary's Web site. For readers with Internet access, the Sanctuary's Web site can be found at [floridakeys.noaa.gov](http://floridakeys.noaa.gov).

# ABOUT THIS DOCUMENT

This document is a report on the results of NOAA's five-year review of the strategies and activities detailed in the 1996 *Final Management Plan and Environmental Impact Statement* for the Florida Keys National Marine Sanctuary. It serves two primary purposes: 1) to update readers on the outcomes of successfully implemented strategies - in short, accomplishments that were merely plans on paper in 1996; and, 2) to disseminate useful information about the Sanctuary and its management strategies, activities and products. The hope is that this information, which charts the next 5 years of Sanctuary management, will enhance the communication and cooperation so vital to protecting important national resources.

## *Sanctuary Characteristics*

The Florida Keys National Marine Sanctuary extends approximately 220 nautical miles southwest from the southern tip of the Florida peninsula. The Sanctuary's marine ecosystem supports over 6,000 species of plants, fishes, and invertebrates, including the nation's only living coral reef that lies adjacent to the continent. The area includes one of the largest seagrass communities in this hemisphere. Attracted by this tropical diversity, tourists spend more than thirteen million visitor days in the Florida Keys each year. In addition, the region's natural and man-made resources provide recreation and livelihoods for approximately 80,000 residents.

The Sanctuary is 2,900 square nautical miles of coastal waters, including the 2001 addition of the Tortugas Ecological Reserve. The Sanctuary overlaps four national wildlife refuges, six state parks, three state aquatic preserves and has incorporated two of the earliest national marine sanctuaries to be designated, Key Largo and Looe Key National Marine Sanctuaries. Three national parks have separate jurisdictions, and share a boundary with the Sanctuary. The region also has some of the most significant maritime heritage and historical resources of any coastal community in the nation.

The Sanctuary faces specific threats, including direct human impacts such as vessel groundings, pollution, and overfishing. Threats to the Sanctuary also include indirect human impacts, which are harder to identify but are reflected in coral declines and increases in macroalgae and turbidity. More information about the Sanctuary can be found in this document and at the Sanctuary's Web site.

## *Management Plan Organization*

Within this document, the tools that the Sanctuary uses to achieve its goals are presented in five management divisions: 1) Science; 2) Education, Outreach & Stewardship; 3) Enforcement & Resource Protection; 4) Resource Threat Reduction; and 5) Administration, Community Relations, & Policy Coordination. Each management division contains two or more *action plans*, which are implemented through supporting *strategies* and *activities*. The strategies described in the 1996 *Management Plan* generally retain their designations in this document. As in the 1996 plan, two or more action plans may share a strategy where their goals and aims converge. The 1996 plan can be accessed on the Sanctuary's Web site [floridakeys.noaa.gov](http://floridakeys.noaa.gov)

### *Accomplishments and Highlights*

The Sanctuary's programs and projects have made significant progress since the original management plan was implemented 1996. An overview of these accomplishments is provided in the Introduction. In addition, each action plan contains bulleted lists of accomplishments since the 1996 management plan was adopted.

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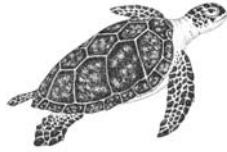


# Acronyms

ACHP	Advisory Council on Historic Preservation
AGRRA	Atlantic and Gulf Rapid Reef Assessment Program
ASA	Abandoned Shipwreck Act
ATBA	Areas to Be Avoided
AWT	Advanced Wastewater Treatment
CAD	Computer Automated Dispatch
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CERP	Comprehensive Everglades Restoration Plan
CFR	Code of Federal Regulations
CRCP	Coral Reef Conservation Program
DARP	Damage Assessment and Restoration Program
DEP	Florida Department of Environmental Protection
DTNP	Dry Tortugas National Park
EIS	Environmental Impact Statement
EPA	U.S. Environmental Protection Agency
ESA	Endangered Species Act
F.S.	Florida Statutes
FAC	Florida Administrative Code
FDACS	Florida Department of Agriculture and Consumer Services
FDCA	Florida Department of Community Affairs
FDHR	Florida Division of Historical Resources
FDOT	Florida Department of Transportation
FKNMS	Florida Keys National Marine Sanctuary
FKNMSPA	Florida Keys National Marine Sanctuary Protection Act
FPS	Florida Park Service
FR	Federal Register
FWC	Florida Fish and Wildlife Conservation Commission
FWRI	Fish and Wildlife Research Institute
FY	Federal Fiscal Year
GIS	Geographic Information System
GMD	Growth Management Division (Monroe County)
GMFMC	Gulf of Mexico Fishery Management Council
GPS	Global Positioning System
HAZMAT	Hazardous Materials
ICS	Incident Command Structure
ICW	Intra-coastal Waterway
IMO	International Maritime Organization
MBTA	Migratory Bird Treaty Act
MEERA	Marine Ecosystem Event Response and Assessment
MHR	Maritime Heritage Resources
MMPA	Marine Mammal Protection Act
MMS	Minerals Management Service
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding

MRD	Marine Resources Division (Monroe County)
NCCOS	National Centers for Coastal Ocean Science
NEPA	National Environmental Policy Act
NGO	Non-governmental Organization
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NMS	National Marine Sanctuary
NMSA	National Marine Sanctuary Act
NMSF	National Marine Sanctuary Foundation
NMSP	National Marine Sanctuary Program
NOAA	National Oceanic and Atmospheric Administration
NOAA/OLE	NOAA Office of Law Enforcement
NOS	National Ocean Service
NPDES	National Pollutant Discharge Elimination System
NPS	National Park Service
NRDA	Natural Resource Damage Assessment Claims
NURC	National Undersea Research Center
OFW	Outstanding Florida Waters
OSDS	On-Site Disposal System
OSTDS	On-Site Sewage Treatment and Disposal System
PREP	National Prepared for Response Exercise Program
PSSA	Particularly Sensitive Sea Area
RECON	Reef Ecosystem Condition Program
REEF	Reef Environmental Education Foundation
RNA	Research Natural Area
RSMAS	University of Miami/Rosenstiel School of Marine and Atmospheric Science
SAFMC	South Atlantic Fishery Management Council
SAP	Science Advisory Panel
SAV	Submerged Aquatic Vegetation
SCR	Submerged Cultural Resources
SEFSC	Southeast Fisheries Science Center
SFWMD	South Florida Water Management District
SHIELDS	Sanctuary Hazardous Incident Emergency Logistics Database System
SPA	Sanctuary Preservation Area
SWIM	Surface Water Improvement and Management Act
SWM	Stormwater Management
TAC	Technical Advisory Committee
TNC	The Nature Conservancy
USACE	U.S. Army Corps of Engineers
USCG	U.S. Coast Guard
USDOC	U.S. Department of Commerce
USDOI	U.S. Department of Interior
USDOS	U.S. Department of State
USDOT	U.S. Department of Transportation
USFWS	U.S. Fish and Wildlife Service
USGS	U.S. Geological Survey
WAMS	Waterway Assessment and Marking System

WMA Wildlife Management Area  
WQPP Water Quality Protection Program  
WQSC Water Quality Steering Committee



## APPENDICES

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## **Appendix F – Agreements for the Integrated Management of the Florida Keys National Marine Sanctuary**

This Appendix contains a list of final and draft agreements between NOAA and the State of Florida current at the time of publication. This list provides status updates for each of the then-draft agreements listed in Appendix J of the 1996 Florida Keys National Marine Sanctuary Final Management Plan.

### **Interim Memorandum of Agreement between the State of Florida and NOAA**

The purpose of this agreement was to promote and ensure the cooperation of the Co-Trustees in the implementation of the Florida Keys National Marine Sanctuary and Protection Act (FKNMSPA) and the Florida Trustees Resolution. By entering into the Agreement, the Co-Trustees established a mechanism necessary for joint consultation and cooperation for the protection of the marine environment and Sanctuary resources during the period of time between the effective date of the agreement and adoption of the final Management Plan and regulations by NOAA and the State of Florida.

Status: Originally signed on September 15, 1992. Replaced by with the Co-Trustees Agreement for Cooperative Management

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

### **Co-Trustees Agreement for Cooperative Management**

The purpose of this agreement is to clarify the relative jurisdiction, authority, and conditions of Co-Trustee management of the Florida Keys National Marine Sanctuary. It clarifies the State of Florida's continuing authority and jurisdiction over submerged lands and other state resources within the Sanctuary. It also sets forth provisions on how NOAA and the state will cooperate on specific matters such as regulatory amendments, permits and other matters.

Status: This agreement became effective on May 19, 1997, the date of the last signature on the document. The agreement states that it will continue in force unless or until terminated in conjunction with the five year review of the management plan by NOAA and the state or for as long as there is a Florida Keys National Marine Sanctuary. The Sanctuary could be dis-established outside the 5 year review timetable.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

### **Interagency Compact Agreement**

The purpose of this agreement was to establish a mechanism for joint consultation, integrated management and cooperation for the protection of the marine environment and Sanctuary resources. Signatories to the agreement were to have included NOAA, EPA, USDOJ, USACE, USCG, Governor of the State of Florida, Monroe County Mayor, City of Key West Mayor, City of Key Colony Beach Mayor, City of Layton Mayor, and the South Florida Water Management District Board Chair.

Status: When the FKNMS final Management Plan (1996) was implemented in July 1997, significant progress had been made in obtaining signatures of all the agencies listed in the Interagency Compact Agreement for the Integrated Management of the Sanctuary. However, the City of Layton, based on the opposition that existed toward the Sanctuary in the mid-1990's, raised some concerns about the compact agreement. The City Council was concerned that by signing the agreement, it would commit the City to funding portions of the final Management Plan. While all of the other signatures had been obtained, Sanctuary managers chose to approach the City of Layton at a later date and once again request their approval to sign the compact agreement. In the meantime, two more cities were incorporated in Monroe County (The Villages of Islamorada and the City of Marathon) and several of the agency heads that had previously signed the compact agreement had transferred from the positions or left their jobs. Within a year it became evident that the compact agreement was constantly becoming outdated before signatures from all parties could be obtained.

As implementation of the final Management Plan has progressed, the public has become more comfortable and accepting of the FKNMS. In addition, Sanctuary managers have realized that the Water Quality Protection Program's Steering Committee is made up of most of the signatories originally identified for the compact agreement and that much of the original intent of the compact agreement is handled through that integrated management body.

### **Programmatic Agreement for Historical Resource Management in the Florida Keys National Marine Sanctuary**

The purpose of this Programmatic Agreement (formerly known as the Submerged Cultural Resources Agreement) is to define the relative relationship of the State of Florida, as owner of all submerged cultural resources (Chapter 267, Florida Statutes) located in state waters, with NOAA, and to jointly develop a policy, as represented by this Agreement, for protection and management of historic resources in the Florida Keys National Marine Sanctuary by the Co-Trustees, the State of Florida and NOAA. The Advisory Council on Historic Preservation (Council) agrees that this is a Programmatic Agreement under sections 106 and 110 of the National Historic Preservation Act and implementing regulations. This agreement is also consistent with the provisions of the Florida Keys National Marine Sanctuary and Protection Act, the National Marine Sanctuaries Act and the Abandoned Shipwreck Act.

Status: Originally signed in 1998, this agreement was re-signed in 2004 and remains in effect for an additional five year period.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

### **Cooperative Enforcement Agreement**

The purpose of this agreement is to set forth the cooperation and coordination between the agencies multiple federal and state agencies listed in the agreement in support of enforcement operations within the Florida Keys National Marine Sanctuary.

Status: This agreement became effective on July 12, 1999, the date of the last signature on the document. It will remain in effect until terminated by any party.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

### **Agreement for the Coordination of Civil Claims**

The purpose of this agreement is to provide for the cooperation and coordination among the Co-Trustees with respect to civil claims for response costs or damages based on injury to Florida Keys National Marine Sanctuary Resources.

Status: This agreement became effective on May 19, 1997, the date of the last signature on the document. It will remain in effect, and may be modified from time to time, until terminated.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

### **Protocol for Cooperative Fisheries Management**

The purpose of this document is to establish a protocol which describes the roles of the federal and state governments in the ongoing management of the fishery resources of the Florida Keys National Marine Sanctuary. The collective objectives of the Florida Marine Fisheries Commission, the South Atlantic Fisheries Management Council, the Gulf of Mexico Fishery Council, NOAA's Marine Fisheries Service, and NOAA's Ocean Service are to: develop consistent (or one set of ) regulations within the FKNMS; provide for a flexible management system that minimizes regulatory delays while retaining substantial state, federal and public management decisions, and rapidly adapts to changes in resource abundance, new scientific information and changes in fishing patterns among user groups; and promote public comprehension of, voluntary compliance with, and effective enforcement of the fisheries regulations within the FKNMS

Status: This agreement became effective in January 1998 on the date of the last signature on the document.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

## **Protocol for Emergency Response Notifications**

The purpose of this document was to provide a protocol for notification and response to promote effective and efficient response by NOAA, USCG and the DEP to events that involve injury to Sanctuary resources, including vessel groundings and similar incidents. The protocol was to establish a general framework and objectives for coordinating on notification and response to such incidents.

Status: As the Damage Assessment and Restoration Program for the Florida Keys National Marine Sanctuary Program has evolved since the final Management Plan was adopted in 1997, the protocol for emergency response has also evolved. The protocol that is followed for large vessel groundings with oil or hazardous materials spills, or that pose the threat of such spill is led by the USCG and is contained in the Area Contingency Plan found at [http://homeport.uscg.mil/mycg/portal/ep/contentView.do?channelId=-17389&contentId=78475&programId=12623&programPage=%2Fep%2Fprogram%2Feditorial.jsp&pageTypeId=16440&contentType=EDITORIAL&BV\\_SessionID=@@@@0172244917.1199280288@@@@&BV\\_EngineID=ccceaddmjgkdedcfjgcfghdghj.0](http://homeport.uscg.mil/mycg/portal/ep/contentView.do?channelId=-17389&contentId=78475&programId=12623&programPage=%2Fep%2Fprogram%2Feditorial.jsp&pageTypeId=16440&contentType=EDITORIAL&BV_SessionID=@@@@0172244917.1199280288@@@@&BV_EngineID=ccceaddmjgkdedcfjgcfghdghj.0).

A formal protocol for smaller groundings and other events was not finalized or published. However, an interagency procedures document is in draft format and it is expected to be finalized and adopted within the year.

## **Certification/Authorization of Permits Agreement**

The purpose of the agreement (implemented as a Memorandum of Understanding) between the Florida Fish and Wildlife Conservation Commission and NOAA is to streamline the process for issuing FWC and NOAA permits related to collection of all coral species, sea fans (*Gorgonia* spp.), live rock and live sand in the FKNMS.

Status: This agreement became effective on July 2, 2002, the date of the last signature on the document. It will remain in effect until terminated by either party.

A full copy of this document can be found on the FKNMS Web site at [floridakeys.noaa.gov/regs/welcome.html](http://floridakeys.noaa.gov/regs/welcome.html)

## **Water Quality Protection Program Steering Committee Bylaws**

The purpose of the Steering Committee for the Water Quality Protection Program is to set guidance and policy for the development and implementation of the Program. The Committee will work together to insure that the components (corrective actions, monitoring, research and public education/outreach) of the Program are implemented. The By-Laws provide a framework for the Committee to operate by and within.

Status: The By-Laws were originally adopted on March 11, 1993. They were amended and re-adopted on September 24, 1996. They remain in effect until further amended.