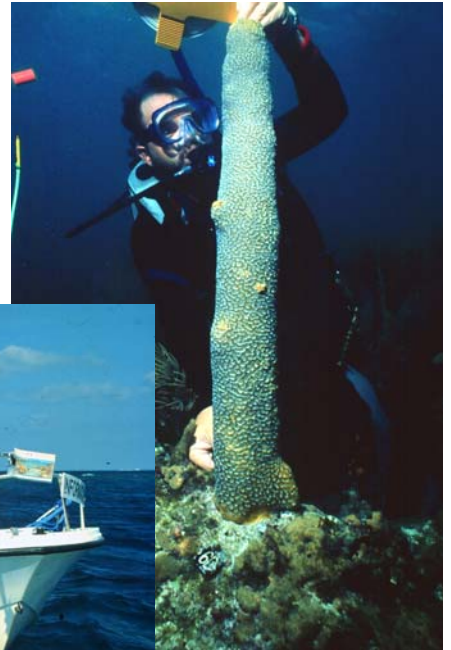


Florida Keys National Marine Sanctuary Draft Revised Management Plan



February 2005

U.S. Department of Commerce

National Oceanic and
Atmospheric Administration

National Ocean Service

National Marine Sanctuary Program

This document is the draft revised management plan for the Florida Keys National Marine Sanctuary. It replaces the management plan that was implemented in 1997 and will serve as the primary management document for the Sanctuary during the next five years.

Comments or questions on this management plan should be directed to:

Billy D. Causey
Superintendent
Florida Keys National Marine Sanctuary
P.O. Box 500368
Marathon, FL 33050
(305) 743-2437 x 26
billy.causey@noaa.gov

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) 743-2437 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: <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 1997 *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 just five years ago; 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 livelihoods for approximately 80,000 residents.

The Sanctuary is 2,900 square nautical miles of coastal waters, including the recent addition of the Tortugas Ecological Reserve. The Sanctuary overlaps six state parks and three state aquatic preserves. Three national parks have separate jurisdictions, and share a boundary with the Sanctuary. In addition, the region 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 ship groundings, pollution, and overfishing. Threats to the Sanctuary also include indirect human impacts, which are harder to identify but seem to be 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: <http://floridakeys.noaa.gov>.

Management Plan Organization

Within this document, the tools that the Sanctuary uses to achieve its goals, are presented under 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 1997 *Management Plan* generally retain their designations in this document. As in the 1997 plan, two or more action plans may share a strategy where their goals and aims converge.

Accomplishments and Highlights

The Sanctuary's programs and projects have made significant progress since the original management plan was implemented 1997. An overview of these accomplishments is provided in the Introduction. In addition, each action plan contains bulleted lists of accomplishments since the 1997 management plan was adopted.

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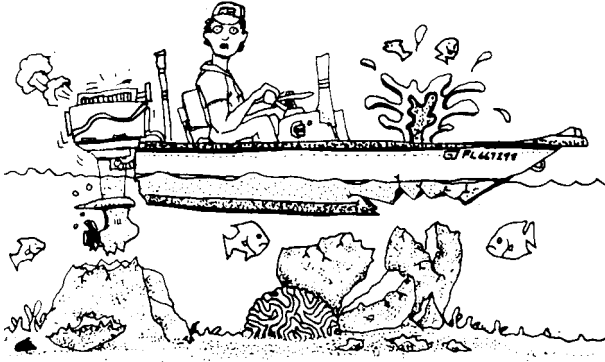
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Acronyms

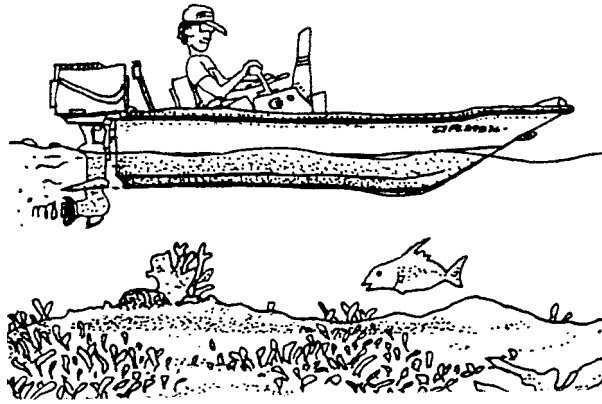
ASA	Abandoned Shipwreck Act
ATBAs	Areas to Be Avoided
AWT	Advanced Wastewater Treatment
CERCLA	Comprehensive Environmental Response, Compensation, and Liability Act
CFR	Code of Federal Regulations
DARP	Damage Assessment and Restoration Program
DMR	Department of Marine Resources (Monroe County)
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
F.S.	Florida Statutes
FAC	Florida Administrative Code
FDACS	Florida Department of Agriculture and Consumer Services
FDHR	Florida Division of Historical Resources
FDEP	Florida Department of Environmental Protection
FFWCC	Florida Fish and Wildlife Conservation Commission
FKNMS	Florida Keys National Marine Sanctuary
FKNMSPA	Florida Keys National Marine Sanctuary Protection Act
FPS	Florida Park Service
FWRI	Fish and Wildlife Research Institute
FWS	Fish and Wildlife Service
GIS	Geographic Information System
GPS	Global Positioning System
HAZMAT	Hazardous Materials
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
NEPA	National Environmental Protection Act
NGO	Non-governmental Organization
NHPA	National Historic Preservation Act
NMFS	National Marine Fisheries Service
NMS	National Marine Sanctuary
NMSA	National Marine Sanctuary Act
NMSP	National Marine Sanctuary Program
NOAA	National Oceanic and Atmospheric Administration
NOS	National Ocean Service
NPDES	National Pollutant Discharge Elimination System
NPS	National Park Service
OSDS	On-Site Disposal System
PSSA	Particularly Sensitive Sea Area

SAV	Submerged Aquatic Vegetation
SCR	Submerged Cultural Resources
SEFSC	Southeast Fisheries Science Center
SFWMD	South Florida Water Management District
SPA	Sanctuary Preservation Area
SWIM	Surface Water Improvement and Management Act
SWM	Stormwater Management
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
USGS	U.S. Geological Survey
WMA	Wildlife Management Area

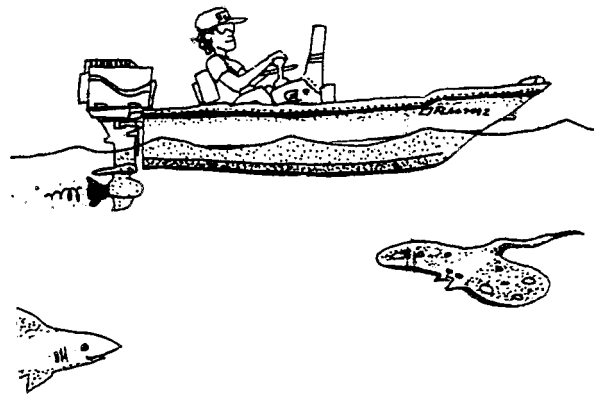
3.0 ACTION PLANS



BROWN, BROWN, RUN AGROUND



GREEN, GREEN, NICE AND CLEAN



BLUE, BLUE, SAIL ON THROUGH

What Are Action Plans?

Action plans are the means by which the Sanctuary identifies and organizes the wide variety of management tools it employs to manage and protect its marine resources. “Road maps” for management, action plans articulate the programs and projects used to address the resource issues identified in the Sanctuary and to fulfill the purposes and policies of the NMSA. Each action plan is composed of *strategies* sharing common management objectives and *activities*, which are the specific actions the Sanctuary and its partners will take to implement the strategies.

What Are The Action Plans In This Document?

The following chapters are the action plans that guide every aspect of sanctuary management. Readers should note that the 1997 *Final Management Plan* for the Sanctuary included ten action plans, presented in alphabetical order to address management needs related to:

- Channel/Reef Marking
- Education and Outreach
- Enforcement
- Mooring Buoys
- Regulatory
- Research and Monitoring
- Submerged Cultural Resources
- Water Quality
- Volunteer
- Zoning

In this revised management plan, four new action plans have been added: Science Management and Administration Action Plan, Damage Assessment and Restoration Action Plan, Operations Action Plan, and, Evaluation Action Plan. The Submerged Cultural Resources Action Plan has been changed to the Maritime Heritage Resources Action Plan, while the Channel/Reef Marking Action Plan has been renamed to more accurately reflect the intent, which is “Waterway Management”, and the word “Marine” has been added to the Zoning Action Plan to clarify the title.

Management Divisions

In this revised management plan, the individual action plans have been grouped into five management divisions. This was done to both improve the organization of the plan as well as to highlight the management goals for each of the plans. The individual action plans for the Sanctuary are organized in the following divisions:

Sanctuary Science

- Science Management and Administration Action Plan
- Research and Monitoring Action Plan

Education, Outreach and Stewardship

- Education and Outreach Action Pan
- Volunteer Action Plan

Enforcement and Resource Protection

- Regulatory Action Plan
- Enforcement Action Plan
- Damage Assessment and Restoration Action Plan
- Maritime Heritage Resources Action Plan

Resource Threat Reduction

- Marine Zoning Action Plan
- Mooring Buoy Action Plan
- Waterway Management Action Plan
- Water Quality Action Plan

Administration, Community Relations and Policy Coordination

- Operations Action Plan
- Evaluation Action Plan

Implementing Action Plans

The FKNMS defines a place where many governmental and non-governmental organizations work in partnership to achieve the Sanctuary’s goals: protect resources and their conservation, recreational, ecological, historical, research, educational, or aesthetic values through comprehensive long-term management. This management plan describes these collective efforts, and its implementation relies on resources and efforts from a variety of partners. Table 3.1 describes the extent to which each of the action plans and strategies within this revised management plan can be implemented under three funding scenarios. Funding from both NOAA and other partners, (e.g. EPA, Monroe County, etc.) is considered in ranking the level of implementation.

Table 3.1 Action Strategy Implementation Over Five Years Under Three Funding Scenarios

Implementation* with NOAA Funding	Implementation* with Partner Funding	Scenario 1: Level Funding	Scenario 2: 5% per year increase	Scenario 3: 10% per year increase
● - High ◎ - Medium ○ - Low	◆ - High ◇ - Medium ◇ - Low			
Sanctuary Science				
Science Management and Administration Action Plan				
	Strategy B.11 – Issuance of Sanctuary Research Permits	●	●	●
	Strategy W.29 – Dissemination of Findings	◎	◎	●
	Strategy W.32 – Maintaining a Technical Advisory Committee	●	●	●
	Strategy W.34 – Regional Science Partnerships and Reviews	◎	◎	●
	Strategy W.35 – Data Management	◇	◇	◆
Research and Monitoring Action Plan				

* Implementation ranking considers the priority of each strategy as well as the percentage of activities that could be initiated, maintained, and/or completed under differing funding scenarios.

	Strategy W.33 - Ecological Research and Monitoring	⊙◇	⊙◇	●◆
	Strategy Z.6 - Marine Zone Monitoring	⊙	⊙	●
	Strategy W.36 - Conducting Socioeconomic Research	●	●	●
	Strategy F.3 - Researching Queen Conch Population Enhancement Methods	●◆	●◆	●◆
	Strategy F.7 - Researching Impacts from Artificial Reefs	⊙◇	⊙◇	●◆
	Strategy F.6 - Fisheries Sampling	⊙◇	⊙◇	●◆
	Strategy F.11 - Evaluating Fishing Gear/Method Impacts	○◇	○◇	⊙◇
	Strategy F.15 - Assessing Sponge Fishery Impacts	⊙◇	⊙◇	●◆
	Strategy W.18 - Conducting Pesticide Research	○◇	○◇	⊙◇
	Strategy W.22 - Assessing Wastewater Pollutants Impacts	●◆	●◆	●◆
	Strategy W.23 - Researching Other Pollutants and Water Quality Issues	⊙◇	⊙◇	●◆
	Strategy W.24 - Researching Florida Bay Influences	⊙◇	⊙◇	●◆
	Strategy W.21 - Developing Predictive Models	⊙◇	⊙◇	●◆
Education, Outreach and Stewardship				
Outreach and Education Action Plan				
	Strategy E.4 - Developing Training, Workshops and School Programs	○	⊙	⊙
	Strategy E.6 - Continuing the Education Working Group	●	●	●
	Strategy E.10 - Establishing Public Forums	⊙	⊙	●
	Strategy E.11 - Participating in Special Events	⊙	⊙	●
	Strategy E.1 - Printed Product Development and Distribution	○	○	⊙
	Strategy E.2 - Continued Distribution of Audio-Visual Materials	⊙	●	●
	Strategy E.3 - Continue Development of Signs, Displays, Exhibits, and Visitor Centers	⊙	⊙	⊙
	Strategy E.5 - Applying Various Technologies	⊙	⊙	⊙
	Strategy E.12 - Professional Development of Outreach and Education Staff	○	○	⊙
Volunteer Action Plan				
	Strategy V.1 - Maintaining Volunteer Programs	⊙	⊙	⊙
	Strategy V.2 - Working with Other Organization/ Agency Volunteer Programs	○	○	○
	Strategy V.3 - Providing Support for Volunteer Activities	○	○	⊙
Enforcement and Research Protection				
Regulatory Action Plan				
	Strategy R.1 - Maintaining the Existing Permit Program	⊙	⊙	●
	Strategy R.2 - Regulatory Review	⊙	⊙	●
Enforcement Action Plan				
	Strategy B.6 - Acquiring Additional Enforcement Personnel	●	●	●
Damage Assessment and Restoration Action Plan				
	Strategy B.18 - Injury Prevention	○	○	⊙
	Strategy B.19 - Implementing DARP Notification and Response Protocols	○	○	⊙
	Strategy B.20 - Damage Assessment and Documentation	⊙◇	⊙◇	●◇
	Strategy B.21 - Case Management	◆	◆	◆
	Strategy B.22 - Habitat Restoration	◇	◇	◆
	Strategy B.23 - Data Management	○	⊙	⊙
Maritime Heritage Resources Action Plan				

	Strategy MHR.1 - MHR Permitting	●◆	●◆	●◆
	Strategy MHR.2 - Establishing an MHR Inventory	○◆	○◆	◎◆
	Strategy MHR.3 - MHR Research and Education	○◇	○◇	◎◆
	Strategy MHR.4 - Ensuring Permit Compliance through Enforcement	●◆	●◆	●◆
	Strategy MHR.5 - Ensuring Interagency Coordination	●◆	●◆	●◆
Resource Threat Reduction				
Marine Zoning Action Plan				
	Strategy Z.1 - Wildlife Management Areas	○	◎	●
	Strategy Z.2 - Ecological Reserves	◎	●	●
	Strategy Z.3 - Sanctuary Preservation Areas	○	◎	●
	Strategy Z.4 - Existing Management Areas	●	●	●
	Strategy Z.5 - Special-use Areas	○	◎	●
Mooring Buoy Action Plan				
	Strategy B.15 - Mooring Buoy Management	●	●	●
Waterway Management Action Plan				
	Strategy B.1 - Boat Access	◆	◆	◆
	Strategy B.4 - Waterway Management/Marking	◆	◆	◆
Water Quality Action Plan				
	Strategy W.19 - Florida Bay Freshwater Flow	●◆	●◆	●◆
	Strategy W.3 - Addressing Wastewater Management Systems	◇	◇	◆
	Strategy W.5 - Developing and Implementing Water Quality Standards	◇	◇	◇
	Strategy W.7 - Resource Monitoring of Surface Discharges	◆	◆	◆
	Strategy W.11 - Stormwater Retrofitting	◇	◇	◆
	Strategy W.14 - Instituting Best Management Practices	◆	◆	◆
	Strategy B.7 - Pollution Discharges	◎◆	◎◆	●◆
	Strategy L.1 - Elimination of Wastewater Discharge from Vessels	◎◆	◎◆	●◆
	Strategy L.3 - Marina Operations	◆	◆	◆
	Strategy L.7 - Assessing Solid Waste Disposal Problem Sites	◇	◇	◆
	Strategy W.15 - HAZMAT Response	○◆	○◆	◎◆
	Strategy W.16 - Spill Reporting	○◆	○◆	◎◆
	Strategy L.10 - HAZMAT Handling	◇	◇	◆
	Strategy W.17 - Refining the Mosquito Spraying Program	◇	◇	◆
	Strategy W.10 - Addressing Canal Water Quality	◇	◇	◆
Administration				
Operations Action Plan				
	Strategy OP.1 - Addressing Administrative Policy Issues	◎	◎	◎
	Strategy OP.2 - Addressing Resource Policy Issues	◎	◎	◎
	Strategy OP.3 - Addressing Legal Issues	◎	◎	●
Evaluation Action Plan				
	Strategy EV.1 - Measuring Sanctuary Performance Over Time	●	●	●