



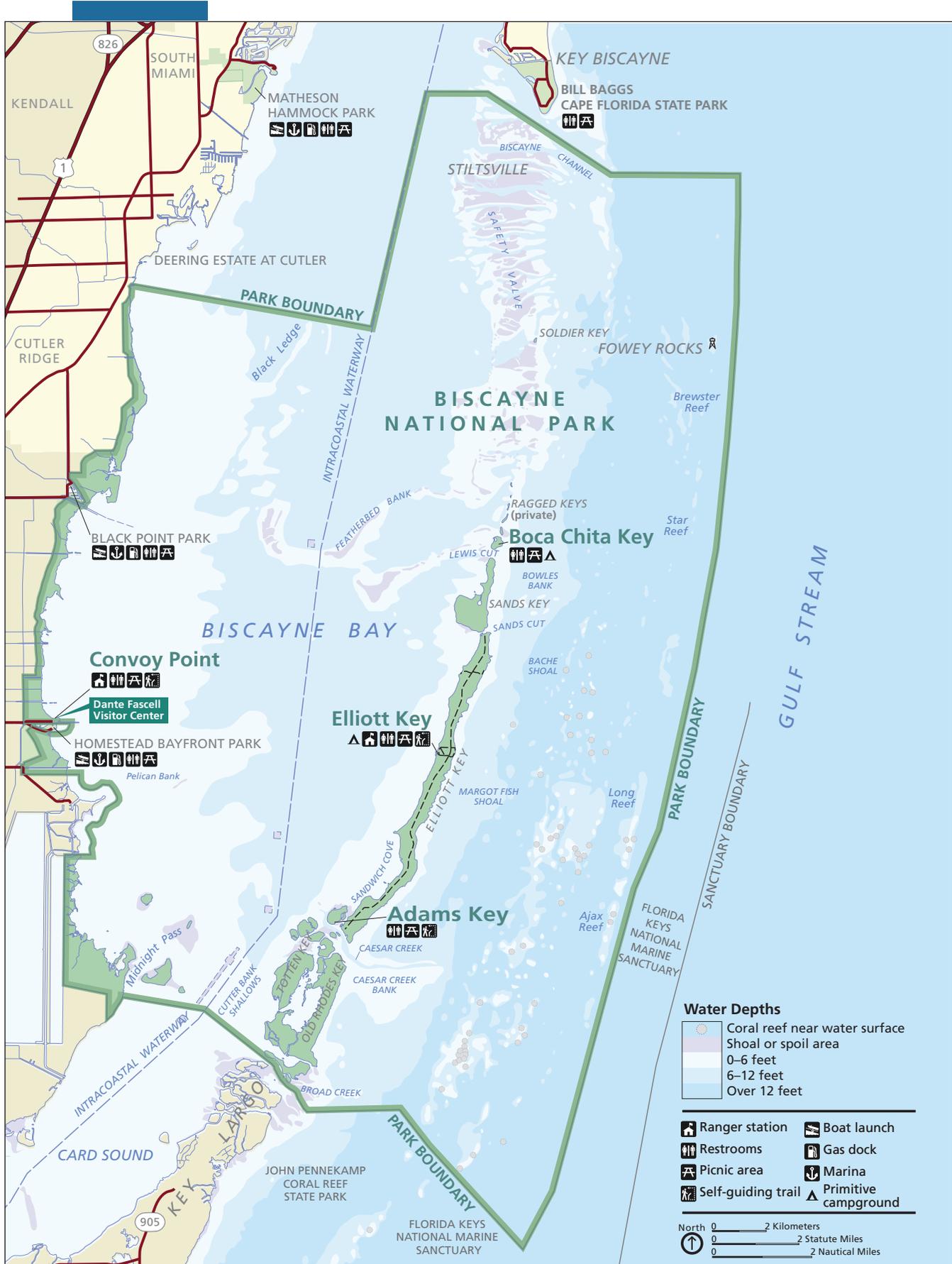
Foundation Document

Biscayne National Park

Florida

August 2018





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Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



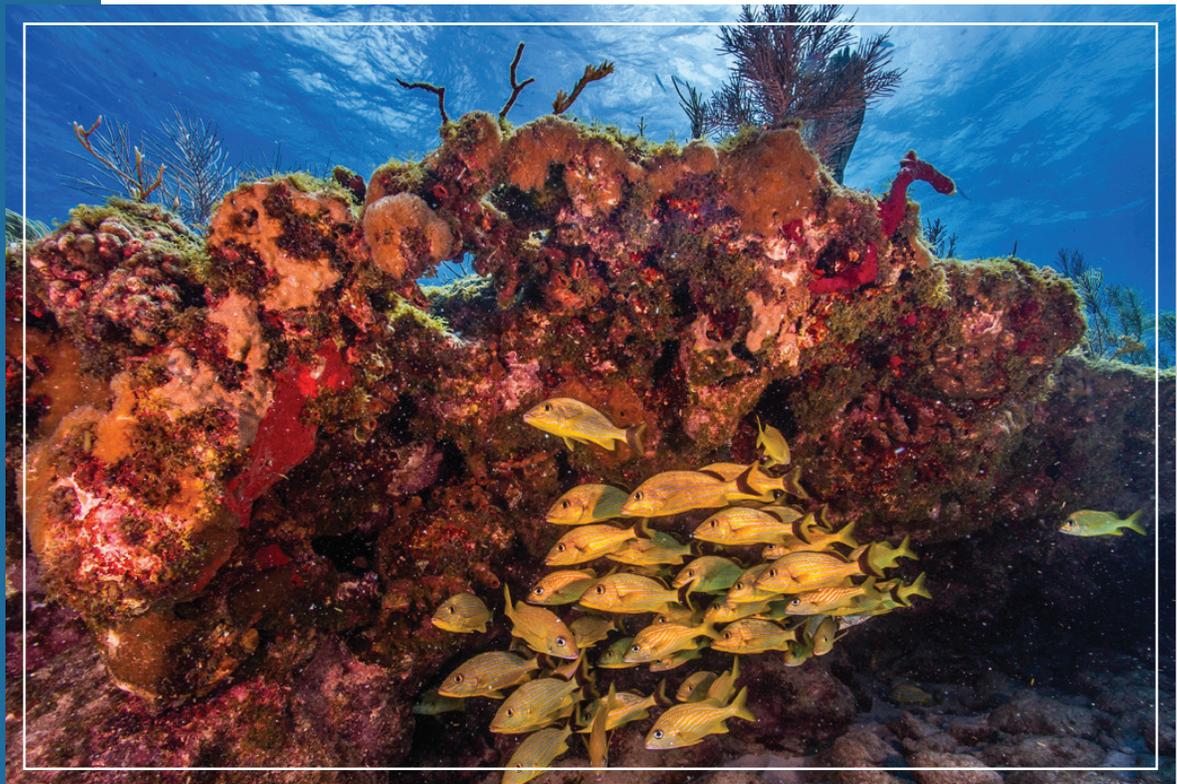
The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.

Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the park as well as the park’s purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for park planning. Along with the core components, the assessment provides a focus for park planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the park. The process of developing a foundation document begins with gathering and integrating information about the park. Next, this information is refined and focused to determine what the most important attributes of the park are. The process of preparing a foundation document aids park managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for park management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to park purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and park operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The park atlas for Biscayne National Park can be accessed online at: <http://insideparkatlas.nps.gov/>.



Part 1: Core Components

The core components of a foundation document include a brief description of the park, park purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

Brief Description of the Park

Biscayne National Park was established in order to preserve and protect for the education, inspiration, recreation, and enjoyment of present and future generations a rare combination of terrestrial, marine, and amphibious life in a tropical setting of great natural beauty.

Biscayne National Park is located south of Miami, Florida. It is a marine park consisting of mostly submerged land and includes coral reefs, sandy shoals, 4,825 acres of mostly undeveloped mangrove shoreline, and more than 40 keys or islands primarily composed of limestone and coral. The primary means of access to park waters is by private, partner, or commercial permit-holding operators. Visitors come to the area for recreational opportunities including boating, fishing, snorkeling, SCUBA diving, paddling, birding, and nature viewing.

Biscayne National Park is recognized for its natural resources, which represent a combination of terrestrial, estuarine, and marine resources in a subtropical setting of great natural beauty. The park can be divided generally into four prominent ecosystems: (1) terrestrial mangrove shorelines, (2) shallow estuarine system (Biscayne Bay) with diverse bottom communities, (3) keys (islands), and (4) coral reefs and hardbottom habitat. The coral reefs of Biscayne National Park are due east of the keys and are part of the Florida Reef Tract that stretches from the Dry Tortugas to Martin County. Much of the northern part of the Florida Reef Tract is in the park and makes up much of the northernmost extension of living coral reefs in the United States. Most of the shallow, protected waters of Biscayne Bay contain the estuarine environment of the park, which primarily supports seagrasses and hardbottom communities.





Biscayne National Park has a rich history of aboriginal occupation and use, Spanish and English exploration, pirates, smuggling, shipwrecks, marine salvaging, agriculture, and commercial development that reflects the continual link between humans and the sea that has characterized this area for the past 10,000 years. Remnants of this cultural history are present throughout the park and are represented by both terrestrial and submerged cultural resources. Terrestrial cultural resources include Native American occupation sites as well as historic structures, ruins, homesteads, and farmsteads. Submerged and shoreline cultural resources include materials associated with prehistoric sites as well as historic shipwrecks, ship strandings, wharfs and piers, and the remains of other structures and materials along the water's edge. Because of the park's natural history of rising sea levels, former terrestrial sites (possibly early prehistoric ones) may now be under water.

Land uses adjacent to the park's western boundary include agricultural fields interspersed with residential and commercial developments as well as industrial uses and utilities. The Florida Power & Light Inc. Turkey Point Power Plant facility site, Miami-Dade County solid waste landfill, and South Miami-Dade Black Point Sewage treatment site are visible from the Dante Fascell Visitor Center at Convoy Point. Two public marinas operated by Miami-Dade County Parks, Recreation and Open Spaces Department, at Black Point and Homestead Bayfront, are contiguous with park boundaries and provide public access to the marine parts of the park. Other Miami-Dade County noncontiguous marinas outside of park boundaries also contribute to public access to the park. The greater urban Miami skyline from Kendall to Key Biscayne is visible from the park visitor center building at Convoy Point.

Park Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular park. The purpose statement for Biscayne National Park was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. Biscayne National Monument was established when the enabling legislation adopted by Congress was signed into law on October 18, 1968. On June 28, 1980, Congress signed into law an amendment to the enabling legislation that created the monument in which it made the monument a park and added more land to the park (see appendix A for enabling legislation and legislative acts). The purpose statement lays the foundation for understanding what is most important about the park.

BISCAYNE NATIONAL PARK protects a rare combination of coral reefs and undeveloped islands, bay waters, mangrove coasts, and associated fisheries and wildlife of the northernmost Florida Keys and southern Biscayne Bay for the education, inspiration, recreation, and enjoyment of present and future generations.



Park Significance

Significance statements express why a park’s resources and values are important enough to merit designation as a unit of the national park system. These statements are linked to the purpose of Biscayne National Park, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the park and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in park planning and management.

The following significance statements have been identified for Biscayne National Park. (Please note that the sequence of the statements does not reflect the level of significance.)

- Biscayne National Park’s fabric of Florida coral reefs and keys, estuarine bay, and mangrove coast is a significant and integral part of the South Florida ecosystem within the wider Caribbean community where diverse, temperate, and tropical settings mingle.
- Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices.
- Biscayne National Park encompasses a large part of the northern extent of the Florida Reef Tract. Its fragile and dynamic coral reefs and coastal systems are characterized by numerous transitions in the physical and biological environment. The park preserves a largely undisturbed gene pool of tropical and subtropical flora.
- Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes.
- Biscayne National Park preserves unique marine habitat and nursery environments that are capable of sustaining diverse and abundant native fisheries.
- Biscayne National Park’s submerged and terrestrial resources represent a sequence of rich history encompassing early settlement, maritime activities, agriculture and development of the islands, and the melding of diverse cultures.
- Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.



Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the park and maintaining its significance. Fundamental resources and values are closely related to a park's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the park. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the park and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the park purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Biscayne National Park:

- **Coral Reefs.** The reefs of Biscayne National Park are part of a 150-mile-long chain of coral reefs extending down through the lower Florida Keys, and they are important to the function and dynamics of the larger Florida Reef Tract. The reefs provide important habitat for adults, larvae, and juveniles of a diverse array of species with two primary types of coral communities occurring in the park—patch reef and the spur and groove main reef tract. These communities provide the structure for a high diversity of fish and marine life.
- **Subtropical Coastal and Marine Ecosystems.** Biscayne National Park is a unique subtropical marine and estuarine environment that supports a rich base of natural resources including fishery resources, wildlife, and habitats that are more typical of the Caribbean than of mainland North America. With its shoreline mangrove swamp, bay waters, island ecosystem, and offshore coral reefs, the park supports important nursery grounds and life cycles for various species. The park provides habitat for more than 600 native fish species, more than 400 vascular plant species, more than 200 bird species, and 29 federally listed threatened and endangered species including 7 coral species.





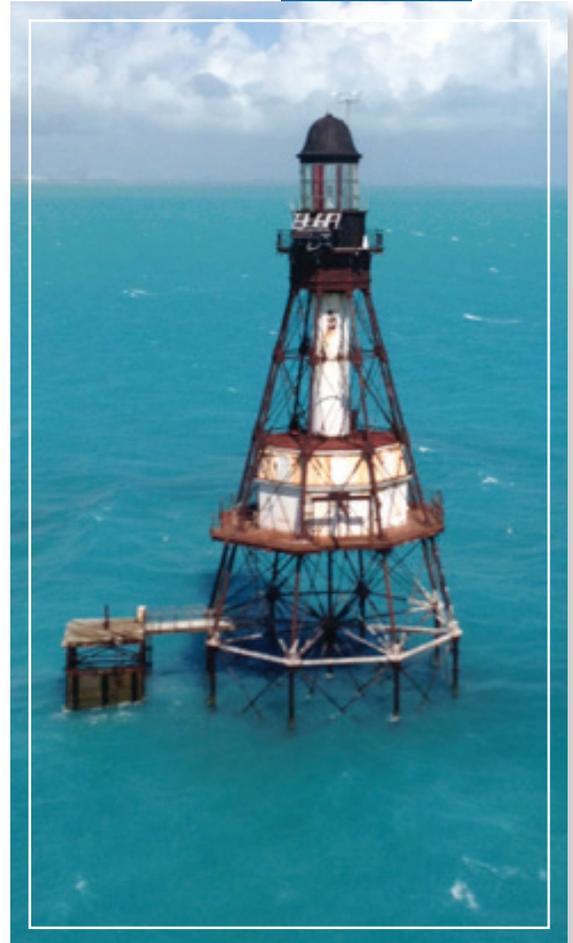
- **Opportunities for Public Enjoyment.** Biscayne National Park provides a beautiful setting that supports opportunities for passive and active recreation and learning opportunities close to a large metropolitan area. Recreational opportunities include paddling, hiking, camping, wildlife watching, cultural exploration, boating, snorkeling, diving, and fishing. The park setting ranges from relatively remote areas that support opportunities to experience solitude to the more developed areas that support opportunities for large group activities. As one of the world’s most accessible reefs, just a few miles by automobile from millions of residents and tourists, the park’s reefs provide opportunities to fish, dive, and snorkel. Visitors are exposed to a variety of learning opportunities related to park resources, park science, conservation, boating safety, and outdoor skills.
- **Sustainable Recreational Fisheries.** Biscayne National Park waters provide habitat for several fish species that are harvested recreationally. Sustainable recreational fisheries are critical to support one of the core experiences and one of the most popular activities at the park. The park’s fishery resources are co-managed with the State of Florida. With increasing pressure on the region’s fisheries, maintaining sustainable recreational fisheries at the park is of utmost importance and requires a broad, integrated strategy of protection, monitoring, assessment, modeling, and management. Recreational fishing is part of the local culture and for many represents a deep connection with the park’s resources.
- **Undeveloped Character.** The natural undeveloped character of Biscayne National Park is supported by the protection of natural landscapes, seascapes, and associated scenery. The park offers some of the best places to hear a “symphony” of natural sounds and to see, feel, and experience what early inhabitants and explorers saw. Because these experiences have been lost in much of the local area where, in contrast, human development abounds, the long-term protection of the park’s undeveloped character is all the more important. The readily accessible nature of the park allows visitors to find inspiration in the tranquility, solitude, scenic vistas, underwater environment, and diverse sounds of nature at the park.

Other Important Resources and Values

Biscayne National Park contains other resources and values that are not fundamental to the purpose of the park and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as “other important resources and values” (OIRV). These resources and values have been selected because they are important in the operation and management of the park and warrant special consideration in park planning.

The following other important resources and values have been identified for Biscayne National Park:

- **Cultural Resources.** Cultural sites include Boca Chita National Historic District, Jones Family Historic District, and Sweeting Homestead National Historic Site. Archeological sites include midden and shell works as well as submerged archeological sites, including shipwrecks on the Maritime Heritage Trail. The Offshore Reefs Archeological District includes many of the submerged archeological sites. This district is rich with examples of the international maritime heritage that has shaped the history of southeast Florida and the Caribbean region such as the Fowey Rocks Lighthouse and the system of historical navigational aids.
- **Stiltsville.** These seven structures built on the water in the bay south of Key Biscayne are not currently designated or treated by the park as historic structures. A 10-year cooperative agreement with the Stiltsville Trust (renewed in 2016) assigns the structures to the trust to manage maintenance and public access. Public use of the structures is managed by the trust via special use permits.



Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a park—they define the most important ideas or concepts communicated to visitors about a park unit. Themes are derived from, and should reflect, park purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for park staff to develop opportunities for visitors to explore and relate to all park significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by park resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the park and its resources. These themes help explain why a park story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the park.

The following interpretive themes have been identified for Biscayne National Park:

- **Biological Uniqueness.** As part of the wider Caribbean biological community, Biscayne National Park's four primary ecosystems (mangrove shoreline, subtropical estuarine bay, Florida Keys, and coral reef) are home to numerous tropical and subtropical animals and plants found nowhere in the United States but south Florida.
- **Biological Diversity.** Because of its location between tropical and temperate regions and its major marine ecosystems, Biscayne National Park is home to an incredible diversity of wildlife and plants, more than most U.S. national parks. Coral reefs are considered the second most biologically diverse ecosystem in the world.
- **Estuarine Restoration.** Biscayne National Park is the downstream receiving waters for the canal system that drains south Florida and as such is subject to the removal of inflow water necessary to the bay via redirection away from the bay. The Comprehensive Everglades Restoration Plan project teams are working to restore nursery habitat along the shorelines and reconnect the coastal freshwater wetlands with the bay.
- **Cultural Significance.** The unique geography and climate of Biscayne National Park and the major marine resources within the park's boundaries have set the stage for a significant cultural history, including a rich American Indian heritage, Spanish exploration, seafaring commerce, pirates, shipwrecks, sponge and sea turtle fishermen, island homesteaders, wealthy businessmen and entrepreneurs, presidents and politicians, and a lengthy grassroots environmental battle to preserve the area.
- **Sustainability.** The natural processes responsible for creation of the resources in Biscayne National Park have been and continue to be altered by human interaction on a regional and global level. Altered water delivery systems, reduced water quality, marine debris, damage to marine communities from vessel groundings, fishing pressures, pollution, rapid population growth, adjacent land development, increased water temperatures, and projected sea level rise all threaten the sustainability of these rich resources.
- **Opportunities to Connect With an Urban National Park.** Located between the Greater Miami urban area and the Florida Keys, Biscayne National Park offers neighbors and visitors from around the world opportunities to connect with the natural and cultural heritage preserved within the park. As the largest marine park in the national park system and one of the nation's southernmost national parks, Biscayne National Park represents the only continental subtropical coral reef and marine environment in the United States. These factors make the park an ideal place to connect with, learn from, and enjoy year round a variety of educational and recreational activities not available elsewhere.

Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

Special Mandates and Administrative Commitments

Many management decisions for a park unit are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a park that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the park, or through a judicial process. They may expand on park purpose or introduce elements unrelated to the purpose of the park. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the park and facilitate working relationships with other organizations. They are an essential component of managing and planning for Biscayne National Park.

For information about the existing special mandates and administrative commitments for Biscayne National Park, please see appendix B.

Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the park's fundamental and other important resources and values, and develop a full assessment of the park's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value.

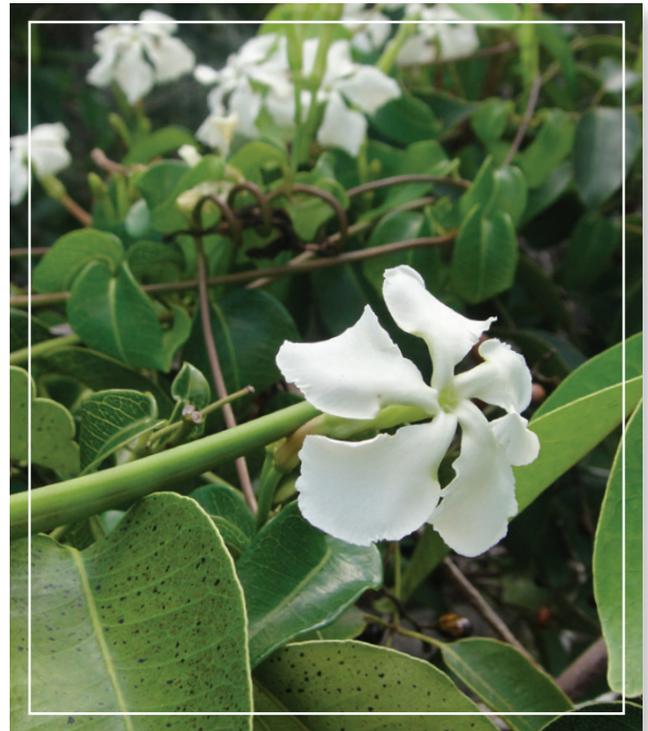


Fundamental Resource or Value	Coral Reefs
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Biscayne National Park’s fabric of Florida coral reefs and keys, estuarine bay, and mangrove coast is a significant and integral part of the South Florida ecosystem within the wider Caribbean community where diverse, temperate, and tropical settings mingle. • Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices. • Biscayne National Park encompasses a large part of the northern extent of the Florida Reef Tract. Its fragile and dynamic coral reefs and coastal systems are characterized by numerous transitions in the physical and biological environment. The park preserves a largely undisturbed gene pool of tropical and subtropical flora. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes. • Biscayne National Park preserves unique marine habitat and nursery environments that are capable of sustaining diverse and abundant native fisheries. • Biscayne National Park’s submerged and terrestrial resources represent a sequence of rich history encompassing early settlement, maritime activities, agriculture and development of the islands, and the melding of diverse cultures. • Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.

Fundamental Resource or Value	Coral Reefs
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The reefs inside Biscayne National Park are an economic engine for the region by drawing thousands of users to the area. • The condition of coral reefs within the park is declining. • Certain species are designated endangered or threatened. • There is a high prevalence of bleaching and disease outbreaks in the park’s coral reefs. • Coral cover is low (5%-7%) within the park’s coral reefs. • There is a high occurrence of impacts due to traps, anchors, anchor line and chain, and monofilament. • There is a 99% die-off of Acropora on Marker Reef 3 and recent die-off of Dendrogyra. <p>Trends</p> <ul style="list-style-type: none"> • Fewer boat groundings, which is good for the park’s corals. • Overall decline and dying of corals in the park. • Coral bleaching in 2014 and 2015 and disease outbreaks in 2015 and 2016, with impacts on overall coral cover and endangered coral species. • Phase shifts to algae and/or octocoral/sponge-dominated reefs and/or “weedy” coral species.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Warming, which leads to bleaching and diseases. • Acidification, which hinders the corals’ ability to make their shells. • Marine debris including fishing gear and derelict traps. • Physical damage to reef structures from vessel anchoring, groundings, and visitors. • Invasive/exotic species (e.g., lionfish feeding on native fish including herbivores). • Increased nutrients resulting in benthic or micro-algal blooms. • Algal growth, which prevents juvenile coral establishment. Diadema, a major reef herbivore, is still recovering from 1987 die-off. • Hurricane damage including scouring, sediment movement, toppling of gorgonians, sponge detachment, and removal of algal communities down to bare substrate. • Overfishing/cascade effects. • Poor water quality including large amounts of suspended sediment. <p>Opportunities</p> <ul style="list-style-type: none"> • Increase education/outreach. • Increase agency cooperation. • Increase visitor services. • Increase number of mooring balls. • Study stress tolerant corals. • Research outplantings. • Citizen science. • Boating education class, which would help decrease groundings and raise resource awareness.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Reef water quality survey. • Study of coral diseases, including pathogens, vectors, recovery dynamics, treatments, and prevention.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Resource stewardship strategy.

Fundamental Resource or Value	Coral Reefs
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Water Act of 1972 • Coastal Zone Management Act • Endangered Species Act of 1973 • Lacey Act, as amended • National Invasive Species Act of 1996 • National Parks and Recreation Act of 1978 • Outdoor Recreation Act of 1963 • Executive Order 11514, "Protection and Enhancement of Environmental Quality" • Executive Order 13089, "Coral Reef Protection" • Executive Order 13112, "Invasive Species" • Executive Order 13352, "Facilitation of Cooperative Conservation" • "Resource Protection, Public Use and Recreation" (36 CFR 2) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships" • NPS Management Policies 2006 (§4.4.1) "General Principles for Managing Biological Resources" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 7: <i>Volunteers in Parks</i> • Director's Order 14: <i>Resource Damage Assessment and Restoration</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • Director's Order 77-7: <i>Integrated Pest Management</i> • NPS Damage Assessment and Restoration Handbook • NPS-75 Natural Resources Inventory and Monitoring and Guideline • NPS Natural Resource Management Reference Manual 77





Fundamental Resource or Value	Subtropical Coastal and Marine Ecosystems
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Biscayne National Park’s fabric of Florida coral reefs and keys, estuarine bay, and mangrove coast is a significant and integral part of the South Florida ecosystem within the wider Caribbean community where diverse, temperate, and tropical settings mingle. • Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices. • Biscayne National Park encompasses a large part of the northern extent of the Florida Reef Tract. Its fragile and dynamic coral reefs and coastal systems are characterized by numerous transitions in the physical and biological environment. The park preserves a largely undisturbed gene pool of tropical and subtropical flora. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes. • Biscayne National Park preserves unique marine habitat and nursery environments that are capable of sustaining diverse and abundant native fisheries. • Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.

<p>Fundamental Resource or Value</p>	<p>Subtropical Coastal and Marine Ecosystems</p>
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The park is home to the longest stretch of mangrove forest along the U.S. East Coast, and the mangroves are in stable condition. • Rare plants within the park include the Florida semaphore cactus, beach clustervine, and endangered buccaneer palm. • Waterbird nesting colonies are on several islands in the park. • Schaus swallowtail butterfly was on verge of extinction, and a captive breeding program was started in 2012 to help its population. • NPS Exotic Plant Management Team plans are in place for removal and restoration activities for islands, water, and mainland. • Biscayne Bay was once an estuary and is now more of a freshwater-pulsed lagoon. • Altered freshwater inflow to Biscayne Bay is creating hypersaline conditions along the western shoreline. • Current shoreline conditions show very little mesohaline (estuarine) habitat. • Coastlines, bay, and reefs are affected by tons of marine debris. • Seagrass beds are affected by vessel groundings and by algal blooms, both of which diminish water clarity. <p>Trends</p> <ul style="list-style-type: none"> • Mangroves are stable. • Semaphore cactus population is stable. • Waterbird nesting colonies are stable. • Vessel groundings are declining as a result of improved GPS and technology. • Climax habitat is increasing in some areas and maintaining current levels in other areas. More data are needed to determine extent of this habitat. • Boating pressure is increasing as the population of the Miami metropolitan area increases. • Salinity is more persistent north of Black Point. • Salinity can change rapidly and the return to pre-event levels over a short period of time. • Estuarine habitat spatial area is decreasing. • Estuarine species are decreasing, showing changes in abundance and distribution related to changes in salinity. The abundance of pink shrimp is decreasing. • Exotic and native macro-algal overgrowth of sea grass beds and other native benthic communities is increasing, resulting in ecosystem shifts away from natural benthic habitat. • Invasive animals—Reptiles are expected to increase, Mexican red-bellied squirrels to decrease. • Fish species richness is decreasing as habitat species decline. • Lionfish abundance and distribution are increasing.

Fundamental Resource or Value	Subtropical Coastal and Marine Ecosystems
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Vessel groundings continue to disturb natural seagrass beds. • Annual agricultural drawdown of groundwater sends a pulse of freshwater into the bay at the beginning of the dry season, thus reducing the amount of water that can be slowly released throughout the dry season via the coastal wetlands. This reduction maintains or worsens hypersalinity conditions in the bay. • Reduced availability of freshwater flow affects coastal wetlands and bay ecosystem. • Marine debris destroys marine and terrestrial habitats. • Exotic animals help to disperse exotic plants by eating their seeds and fruits and can also prey on native plants and animals. Invasive animals include iguanas, pythons, tegus, fire ants, Mexican red-bellied squirrels, and lionfish. • Exotic plants may invade and out-compete native plants, especially at ecotones or hammock edges. Invasive plants such as seaside mahoe and Brazilian pepper crowd out native plants and can reduce habitat quality for native species including threatened and endangered species. • Increased hurricane occurrence and sea level rise could increase frequency of overwash events on islands and damage ecosystems. • External oil spills in adjacent water bodies could threaten the park’s ecosystems. • Sea level rise could affect sea turtle nesting habitat, vegetative community structure, and shoreline as well as the resources included within the eastern boundary of the park. <p>Opportunities</p> <ul style="list-style-type: none"> • Collaborate with state and federal agencies on the Biscayne Bay Coastal Wetlands project, a component of the Comprehensive Everglades Restoration Plan, to improve the volume, distribution, and timing of freshwater flows to the bay. • Outreach and boater education class. • Increase emphasis on “leave no trace.” • Alternative break / volunteer-led beach cleanups.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Lobster monitoring. • Sports fishing survey. • Stone crab and blue crab monitoring. • Visitor use survey.
Planning Needs	<ul style="list-style-type: none"> • Sea level rise quantification and mitigation plan.
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Water Act of 1972 • Coastal Zone Management Act • Endangered Species Act of 1973 • Federal Noxious Weed Act of 1974 • Lacey Act, as amended • National Invasive Species Act of 1996 • National Parks and Recreation Act of 1978 • Outdoor Recreation Act of 1963 • Executive Order 11990, “Protection of Wetlands” • Executive Order 13112, “Invasive Species” • “Resource Protection, Public Use and Recreation” (36 CFR 2)

Fundamental Resource or Value	Subtropical Coastal and Marine Ecosystems
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV (continued)</p> <ul style="list-style-type: none"> • “Endangered and Threatened Wildlife and Plants” (50 CFR 17) • Secretarial Order 3289, “Addressing the Impacts of Climate Change on America’s Water, Land, and Other Natural and Cultural Resources” <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§4.8.1.1) “Shorelines and Barrier Islands” • Director’s Order 6: <i>Interpretation and Education</i> • Director’s Order 75A: <i>Civic Engagement and Public Involvement</i> • Director’s Order 77-1: <i>Wetland Protection</i> • Director’s Order 77-7: <i>Integrated Pest Management</i> • NPS-75 Natural Resources Inventory and Monitoring and Guideline • NPS Natural Resource Management Reference Manual 77 • NPS Procedural Manual 77-1: <i>Wetland Protection</i>



Fundamental Resource or Value	Opportunities for Public Enjoyment
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Biscayne National Park’s fabric of Florida coral reefs and keys, estuarine bay, and mangrove coast is a significant and integral part of the South Florida ecosystem within the wider Caribbean community where diverse, temperate, and tropical settings mingle. • Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices. • Biscayne National Park encompasses a large part of the northern extent of the Florida Reef Tract. Its fragile and dynamic coral reefs and coastal systems are characterized by numerous transitions in the physical and biological environment. The park preserves a largely undisturbed gene pool of tropical and subtropical flora. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes. • Biscayne National Park preserves unique marine habitat and nursery environments that are capable of sustaining diverse and abundant native fisheries. • Biscayne National Park’s submerged and terrestrial resources represent a sequence of rich history encompassing early settlement, maritime activities, agriculture and development of the islands, and the melding of diverse cultures. • Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Winter is tourist season and favorable for land-based activities. • Local use is year-round and peaks during the winter. Summer is favorable for marine activities such as snorkeling, SCUBA diving, spearfishing, and angling. • An award-winning partnership with the City of Homestead offers free transportation from gateway city to park visitor center. • Award-winning partnership with Diving with a Purpose provides for citizen science in archeology. • An agreement with the Florida National Parks Association signed December 28, 2016, establishes the Biscayne National Park Institute to provide education tours in the park. • A successful partnership with Miami-Dade County Parks, Recreation and Open Spaces offers regular weekend public boat tours. • Private boater use accessing via non-park facilities is high. • Through a partnership with the Florida National Parks Association, the Biscayne National Park Institute provides hands-on educational opportunities for park visitors. • It is hard to reach boaters and visitors coming to offshore areas. • There are challenges of access due to proximity to reef as compared with areas such as Key Largo. Convoy Point is removed from urban center. <p>Trends</p> <ul style="list-style-type: none"> • Requests are increasing for commercial use authorizations to operate within the park providing interpretive, snorkel, dive, fishing, and/or paddle tours. • Increased visitation results in a need for increased infrastructure including bathrooms and parking. • Convoy Point is reaching and surpassing its capacity on busy weekends. Overflow from county park also impacts Convoy Point use. • Boat sales in Florida continue to increase and could result in added pressure on visitor facilities and park resources.

Fundamental Resource or Value	Opportunities for Public Enjoyment
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Awareness of visitors to recognize the area as Biscayne National Park. • Some boaters have limited experience navigating the shallow waters of Biscayne Bay and offshore coral areas, leading to safety concerns and groundings. • Overcrowding in high use areas. • Parking issues due to visitor capacity at Convoy Point. • Overfishing reducing opportunities to catch legal-sized fish. • Marine debris, vessel groundings, and pollution reducing available fish and wildlife for both wildlife viewing and public enjoyment opportunities. • Threats from mosquito borne illness such as Zika. • Decreased opportunities for peaceful boating experiences resulting from increased numbers of visitors and to boaters who want a more social experience. <p>Opportunities</p> <ul style="list-style-type: none"> • Expanded visitor services and opportunities for the public to engage in the park science and educational activities supported by Biscayne National Park Institute. • Partner with wide variety of local and national organizations. • Formalize and expand partnership agreement with institute and Miami-Dade County. • Biscayne National Park Institute to address deferred maintenance at Elliott Key Visitor Center and re-open center for regular public use and programming. • Redirect visitors to underutilized areas. • Increase aids to navigation to protect corals and seagrass from groundings and anchor damage. • Improve signage in and out of park. • Increase interpretation and educational programming. For example, park rangers could provide programs during high visitation at park islands/keys. • Establish presence and regular public access to the park closer to Miami (i.e., Dinner Key). • Improve and increase bathrooms, docks, and mooring buoys. • Provide boater education course and fisheries awareness class.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Visitor capacity analysis. • Visitor use survey.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Long-range interpretive plan. • Mooring buoy plan. • Visitor use management plan.

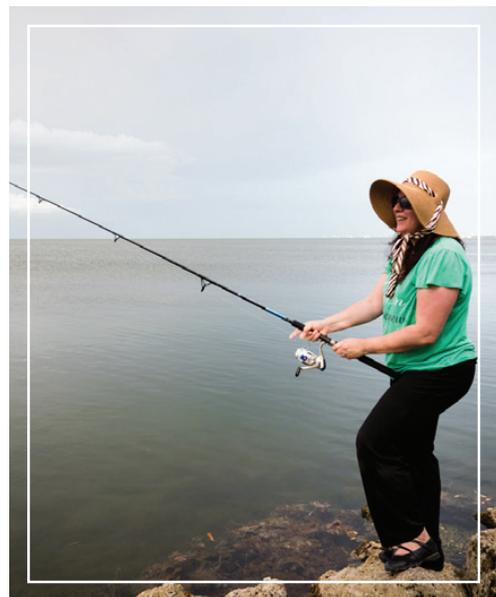
Fundamental Resource or Value	Opportunities for Public Enjoyment
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Architectural Barriers Act of 1968 • Federal Lands Recreation Enhancement Act • Lacey Act, as amended • National Parks Air Tour Management Act of 2000 • National Parks and Recreation Act of 1978 • National Parks Overflight Act of 1987 • NPS Concessions Management Improvement Act of 1998 • Noise Control Act of 1972 • Outdoor Recreation Act of 1963 • Rehabilitation Act of 1973 • Executive Order 11514, "Protection and Enhancement of Environmental Quality" • Executive Order 11539, "Protection and Enhancement of the Cultural Environment" • Executive Order 13006, "Locating Federal Facilities on Historic Properties" • "Nondiscrimination on the Basis of Disability by Public Accommodations and in Commercial Facilities" (28 CFR 36) • "Resource Protection, Public Use and Recreation" (36 CFR 2) • "Vehicles and Traffic Safety" (36 CFR 4) • "Commercial and Private Operations" (36 CFR 5) • "Concessions Contracts" (36 CFR 51) • "Final Guidelines for Outdoor Developed Areas" (36 CFR 1191) • "Nondiscrimination in Federally Assisted Programs of the Department of the Interior, Subpart B: Nondiscrimination on the Basis of Handicap" (43 CFR 17) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (chapter 7) "Interpretation and Education" • NPS <i>Management Policies 2006</i> (chapter 8) "Use of the Parks" • NPS <i>Management Policies 2006</i> (chapter 9) "Park Facilities" • NPS <i>Management Policies 2006</i> (chapter 10) "Commercial Visitor Services" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 14: <i>Resource Damage Assessment and Restoration</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • Director's Order 48A: <i>Concession Management</i> • Director's Order 52C: <i>Park Signs</i> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • NPS <i>Damage Assessment and Restoration Handbook</i>



Fundamental Resource or Value	Sustainable Recreational Fisheries
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Biscayne National Park’s fabric of Florida coral reefs and keys, estuarine bay, and mangrove coast is a significant and integral part of the South Florida ecosystem within the wider Caribbean community where diverse, temperate, and tropical settings mingle. • Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices. • Biscayne National Park encompasses a large part of the northern extent of the Florida Reef Tract. Its fragile and dynamic coral reefs and coastal systems are characterized by numerous transitions in the physical and biological environment. The park preserves a largely undisturbed gene pool of tropical and subtropical flora. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes. • Biscayne National Park preserves unique marine habitat and nursery environments that are capable of sustaining diverse and abundant native fisheries. • Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.

Fundamental Resource or Value	Sustainable Recreational Fisheries
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> • Recreational fishing, which occurs in both bay and ocean waters, targets species such as bonefish, snook, tarpon, permit, blue crab, stone crab, snapper, grouper, grunt, barracuda, spadefish, spiny lobster, and triggerfish. • Fishing in the park follows State of Florida fishing regulations as determined by the Florida Fish and Wildlife Conservation Commission. • Game bonefish and tarpon fishing in the park is in good condition and considered world class; however, because these fisheries are primarily or exclusively catch and release, data to confirm this are unavailable. • Sustainability of recreational fisheries is poor. Fishers have a hard time catching what they want (i.e., preferred species of legal size and meeting bag limits). <p>Trends</p> <ul style="list-style-type: none"> • Stable tarpon population. • Unclear bonefish trend. • Size truncation; most fish seen are below minimum size limit. • Declining abundance of some species. • Declining species richness for reef fish assemblages. • Decreasing catch per unit effort for many target species (i.e., it takes more time to catch a fish).
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> • Visitors unaware of fishing regulations. • Increased numbers of recreational fishing boats with improved technology (e.g., fishfinders, GPS, high horsepower engines) that makes it easier to access fishing grounds and harvest fish. • Overfishing resulting in critically low stock biomass and smaller and less desirable species. • Declining water quality affecting nursery habitat. • Declining habitat quality resulting from coral cover loss, coral bleaching / disease, and marine debris impacts (injuries from trap debris, monofilament, etc.). • Increasing water temperatures, sea level rise, and ocean acidification. • Fishing violations including harvesting of undersized fish and protected species. • Invasive lionfish thriving and decimating native reef fish. <p>Opportunities</p> <ul style="list-style-type: none"> • Strengthen relations with fishing industries; compliance with <i>Fishery Management Plan Final Environmental Impact Statement</i> and <i>Final General Management Plan / Environmental Impact Statement</i>. • Increased compliance via law enforcement efforts / operations. • Implementation of fishery management plan including commercial use authorizations for guide fishers, monthly catch logs, and park-specific state regulations. • Changes to Florida Fish and Wildlife Conservation Commission statewide regulations. • Fisheries awareness class. • Require use of concise statements of research needs by outside researchers to understand NPS research needs.
Data and/or GIS Needs	<ul style="list-style-type: none"> • Landing reports on bonefish and tarpon. • Lobster monitoring. • Sports fishing survey. • Visitor use survey.
Planning Needs	<ul style="list-style-type: none"> • Resource stewardship strategy. • Visitor use management plan.

Fundamental Resource or Value	Sustainable Recreational Fisheries
<p>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • Clean Water Act of 1972 • Coastal Zone Management Act • Endangered Species Act of 1973 • Lacey Act, as amended • National Invasive Species Act of 1996 • National Parks and Recreation Act of 1978 • Outdoor Recreation Act of 1963 • Executive Order 11514, "Protection and Enhancement of Environmental Quality" • Executive Order 13089, "Coral Reef Protection" • Executive Order 13112, "Invasive Species" • Executive Order 13352, "Facilitation of Cooperative Conservation" • "Resource Protection, Public Use and Recreation" (36 CFR 2) • "Commercial and Private Operations" (36 CFR 5) • "Final Guidelines for Outdoor Developed Areas" (36 CFR 1191) • "Endangered and Threatened Wildlife and Plants" (50 CFR 17) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§1.6) "Cooperative Conservation Beyond Park Boundaries" • NPS Management Policies 2006 (§4.1.4) "Partnerships" • NPS Management Policies 2006 (§4.4.1) "General Principles for Managing Biological Resources" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 75A: <i>Civic Engagement and Public Involvement</i> • NPS-75 <i>Natural Resources Inventory and Monitoring and Guideline</i> • NPS <i>Natural Resource Management Reference Manual 77</i>





Fundamental Resource or Value	Undeveloped Character
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Consistent with Biscayne National Park’s purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country’s major metropolitan centers. Visitors find inspiration in the park’s tranquility, solitude, scenic vistas, underwater environment, and sound of nature’s voices. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • The islands in the southern part of the park are undeveloped and those along the southern and western parts of the park receive few visitors. • Elliott Key has a high proportion of undeveloped forest and shoreline and provides an opportunity to explore nature. • The bay and offshore areas provide an opportunity for solitude for boaters on weekdays, although there can be hundreds of boats in those areas on weekends. • The shoreline between Convoy Point and Black Point is undeveloped and mostly quiet. • Inholdings are present within otherwise undeveloped areas (e.g., Ragged Keys). • Public Law 96-287 (1980) calls for a wilderness review, and a wilderness eligibility assessment was completed in 1983. There are no designated wild and scenic rivers and no designated wilderness in Biscayne National Park. <p>Trends</p> <ul style="list-style-type: none"> • Increasing visitor presence. • Decreasing opportunities for solitude.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Coastal development impacting viewshed, water quality, and habitat quality and availability. • Exotic invasive vegetation threatening natural habitat and native vegetation altering visual and functional services. • Noise from aircraft and boats affects undeveloped character. • Visual intrusion from Florida Power and Light facility and landfill. <p>Opportunities</p> <ul style="list-style-type: none"> • Establish visitor contact station at Elliott Key to tell story of park. • Expand camping programs. • Establish boardwalk to interpret dwarf mangrove habitat. • Increase interpretive programming. • Provide opportunities for visitation and interpretation of Jones Family Historic District. • Provide tours of Jones Lagoon.

Fundamental Resource or Value	Undeveloped Character
Data and/or GIS Needs	<ul style="list-style-type: none"> • Visitor capacity analysis. • Visitor use survey.
Planning Needs	<ul style="list-style-type: none"> • Wilderness eligibility assessment (update).
Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the FRV</p> <ul style="list-style-type: none"> • National Parks Air Tour Management Act of 2000 • National Parks Overflight Act of 1987 • Noise Control Act of 1972 • "Resource Protection, Public Use and Recreation" (36 CFR 2) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS Management Policies 2006 (§4.7) "Air Resource Management" • NPS Management Policies 2006 (§4.9) "Soundscape Management" • NPS Management Policies 2006 (§4.10) "Lightscape Management" • NPS Management Policies 2006 (§5.3.1.7) "Cultural Soundscape Management" • NPS Management Policies 2006 (chapter 8) "Use of the Parks" • NPS Management Policies 2006 (§8.2.3) "Use of Motorized Equipment" • NPS Management Policies 2006 (§8.4) "Overflights and Aviation Uses" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 47: <i>Soundscape Preservation and Noise Management</i> • NPS Natural Resource Management Reference Manual 77



Analysis of Other Important Resources and Values

Other Important Resource or Value	Cultural Resources
<p>Related Significance Statements</p>	<ul style="list-style-type: none"> • Consistent with Biscayne National Park's purpose and the NPS Organic Act, visitors enjoy opportunities for a multitude of recreational activities in proximity to one of the country's major metropolitan centers. Visitors find inspiration in the park's tranquility, solitude, scenic vistas, underwater environment, and sound of nature's voices. • Biscayne National Park provides a rare opportunity to experience mostly undeveloped Florida Keys surrounded by clear tropical waters and fresh sea breezes. • Biscayne National Park's submerged and terrestrial resources represent a sequence of rich history encompassing early settlement, maritime activities, agriculture and development of the islands, and the melding of diverse cultures. • Biscayne National Park offers outstanding opportunities for education and scientific research due to the diversity, complexity, and interrelatedness of its natural and cultural resources, and provides a dynamic laboratory for marine and terrestrial studies.
<p>Current Conditions and Trends</p>	<p>Conditions</p> <ul style="list-style-type: none"> • Archeological evaluations have been completed for the most significant prehistoric terrestrial archeological sites; however, other parts of the park need to be surveyed. • The most significant prehistoric terrestrial archeological sites are in fair condition. • Most prehistoric terrestrial archeological sites are not interpreted by the park. • Prehistoric terrestrial archeological sites are inaccessible due to site remoteness. • Fowey Rocks Lighthouse was transferred to the park in 2013. It is in very poor condition and closed to the public. It contains many environmental contaminants including asbestos, fuel oil, and lead paint. • The Coast Guard still maintains the operational light at Fowey Rocks Lighthouse but not the structure. The Coast Guard has an easement for light maintenance. • The National Oceanic and Atmospheric Administration has an easement to maintain its weather station at Fowey Rocks Lighthouse. • Fowey Rocks Lighthouse was listed in the national register in 2011. • The remaining historical navigational aids in the park are archeological remnants and no longer functioning. • The more than 100 submerged archeological sites in the park include shipwrecks, navigational aids, and individual artifacts. • Some of the shipwrecks including those within the Maritime Heritage Trail have maintained infrastructure to support visitation or protect sites from vandalism and erosion. • Shipwrecks are in poor to good condition depending on location and ease of access. • The Legare Anchorage restrictions on in-water activity, in place since about the time of Hurricane Andrew (1992), are designed to protect HMS Fowey shipwreck. • In 2014, a major stabilization project was carried out on the HMS Fowey shipwreck. • Archeological evaluations have been completed for some shipwrecks. • Most structures in the Boca Chita National Historic District are in good condition but need regular upkeep. • Ruins and associated material culture at the Sweeting Homestead National Historic Site are in good condition. • There is very little programming for the Boca Chita National Historic District, which is a highly visited site. • Ruins in the Jones Family Historic District are in poor condition. The site is not open to visitation, and its condition precludes opening. The Biscayne National Park <i>Final General Management Plan / Environmental Impact Statement</i> calls for opening this site.

Other Important Resource or Value	Cultural Resources
<p>Current Conditions and Trends</p>	<p>Trends</p> <ul style="list-style-type: none"> • More submerged archeological sites are found every year. • In recent years, shipwreck evaluations have increased. • The most significant prehistoric terrestrial archeological sites are eroding away as the result of sea level rise and storm events. • Many prehistoric terrestrial archeological sites identified in the 1970s have been lost to storm events. • Fowey Rocks Lighthouse continues to deteriorate and is estimated to reach catastrophic impairment within 25 years. • Looting and vandalism are slowly destroying the archeological shipwrecks and uncaptured historic data. • Ruins in the Jones Family Historic District continue to decline due to the nature of the construction materials, exposure, and vegetation. • Because the park does not have the maintenance capacity to maintain the masonry features of the structures in the Boca Chita National Historic District, incremental unaddressed deterioration will ultimately lead to unsafe conditions, structural failure, and loss of historic integrity.
<p>Threats and Opportunities</p>	<p>Threats</p> <ul style="list-style-type: none"> • Sea level rise and increasingly destructive storms threaten cultural resources in the park from the terrestrial archeological sites to the shipwrecks and aids to navigation. • Looting and vandalism of prehistoric terrestrial and shipwrecks archeological sites. • Vandalism in Boca Chita National Historic District. • Lack of maintenance of historic structures. • Vegetation overgrowth in Jones Family Historic District. <p>Opportunities</p> <ul style="list-style-type: none"> • Increase interpretation, programming, and displays for prehistoric terrestrial archeological sites. • Develop Jones Family Historic District as visitor destination to provide a new visitor experience and expand public understanding of the site. • Partner with universities to conduct shipwrecks evaluation. • Archeological research at Sweeting Homestead National Historic Site (homesteading activities). • Visitor opportunities and interpretation at Fowey Rocks Lighthouse if rehabilitated/restored. • Increase interpretation of Boca Chita National Historic District.
<p>Data and/or GIS Needs</p>	<ul style="list-style-type: none"> • Evaluation reports for prehistoric terrestrial archeological sites. • Submerged archeological inventory survey.
<p>Planning Needs</p>	<ul style="list-style-type: none"> • Cultural resources management plan.

Other Important Resource or Value	Cultural Resources
<p>Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance</p>	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> • Americans with Disabilities Act of 1990 • Antiquities Act of 1906 • Archaeological Resources Protection Act of 1979 • Archeological and Historic Preservation Act of 1974 • Architectural Barriers Act of 1968 • Historic Sites Act of 1935 • Museum Properties Management Act of 1955, as amended • National Historic Preservation Act of 1966, as amended • National Parks and Recreation Act of 1978 • Outdoor Recreation Act of 1963 • Rehabilitation Act of 1973 • Religious Freedom Restoration Act of 1993 • Volunteers in the Parks Act of 1969 • Executive Order 11539, "Protection and Enhancement of the Cultural Environment" • Executive Order 13287, "Preserve America" • "Resource Protection, Public Use and Recreation" (36 CFR 2) • "National Register of Historic Places" (36 CFR 60) • "National Historic Landmarks Program" (36 CFR 65) • "Curation of Federally-Owned and Administered Archaeological Collections" (36 CFR 79) • "Protection of Historic Properties" (36 CFR 800) • "Preservation of American Antiquities" (43 CFR 3) • "Archaeological Resources Protection" (43 CFR 7) • "Nondiscrimination in Federally Assisted Programs of the Department of the Interior, Subpart B: Nondiscrimination on the Basis of Handicap" (43 CFR 17) • "Preservation, Arrangement, Duplication, Exhibition of Records" (44 USC 2109) • Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources" <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</p> <ul style="list-style-type: none"> • NPS <i>Management Policies 2006</i> (chapter 5) "Cultural Resource Management" • Director's Order 6: <i>Interpretation and Education</i> • Director's Order 17: <i>National Park Service Tourism</i> • Director's Order 24: <i>NPS Museum Collections Management</i> • Director's Order 28: <i>Cultural Resource Management</i> • Director's Order 28A: <i>Archeology</i> • Director's Order 32: <i>Cooperating Associations</i> • Director's Order 42: <i>Accessibility for Visitors with Disabilities in National Park Service Programs and Services</i> • Director's Order 53: <i>Special Park Uses</i> • Director's Order 64: <i>Commemorative Works and Plaques</i> • Director's Order 80: <i>Real Property Asset Management</i> • NPS-28: <i>Cultural Resource Management Guideline</i> • NPS <i>Guidelines for the Treatment of Cultural Landscapes</i> • NPS <i>Museum Handbook</i>, parts I, II, and III • NPS <i>Reference Manual 53: Reference Manual Special Park Uses</i> • <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i> • <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i>

Other Important Resource or Value	Stiltsville
Related Significance Statements	<ul style="list-style-type: none"> Biscayne National Park’s submerged and terrestrial resources represent a sequence of rich history encompassing early settlement, maritime activities, agriculture and development of the islands, and the melding of diverse cultures.
Current Conditions and Trends	<p>Conditions</p> <ul style="list-style-type: none"> All seven Stiltsville structures are in good condition. Under a 10-year cooperative agreement (renewed 2016), the Stiltsville Trust manages maintenance and public access of the structures. Public use of the Stiltsville structures is managed by the Trust via special use permits. The Stiltsville structures are not currently designated or treated by the park as historic structures. In the 1990s, the State of Florida and private individuals nominated the Stiltsville structures to the National Register of Historic Places as individual structures and as a traditional cultural property, and the structures were deemed ineligible. The structures may yet have potential for being listed but are not currently managed by the park as potentially eligible for listing. The National Park Service has no architectural documentation of the seven Stiltsville structures. <p>Trends</p> <ul style="list-style-type: none"> Relationship with the Stiltsville Trust is good, and structures are regularly maintained by the trust.
Threats and Opportunities	<p>Threats</p> <ul style="list-style-type: none"> Hurricanes causing catastrophic damage to Stiltsville structures. Such damage would result in a complete loss of information because of the lack of architectural documentation. Damage to nearby seagrass by boats used to access the structures in very shallow surrounding water. <p>Opportunities</p> <ul style="list-style-type: none"> Highlight Stiltsville structures as part of Miami’s vibrant history. Enhance visitor services and provide public interpretive tours to Stiltsville.
Data and/or GIS Needs	<ul style="list-style-type: none"> Cultural landscape inventory for Stiltsville. Documentation of Stiltsville cultural resources.
Planning Needs	<ul style="list-style-type: none"> Historic structure report for Stiltsville.
Laws, Executive Orders, and Regulations That Apply to the OIRV, and NPS Policy-level Guidance	<p>Laws, Executive Orders, and Regulations That Apply to the OIRV</p> <ul style="list-style-type: none"> Executive Order 11539, “Protection and Enhancement of the Cultural Environment” “Resource Protection, Public Use and Recreation” (36 CFR 2) <p>NPS Policy-level Guidance (NPS Management Policies 2006 and Director’s Orders)</p> <ul style="list-style-type: none"> Director’s Order 6: <i>Interpretation and Education</i> Director’s Order 32: <i>Cooperating Associations</i> Director’s Order 53: <i>Special Park Uses</i> Director’s Order 80: <i>Real Property Asset Management</i> NPS Reference Manual 53: <i>Reference Manual Special Park Uses</i>

Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a park. Key issues often raise questions regarding park purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a park to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but that still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Biscayne National Park and the associated planning and data needs to address them:

- **Freshwater Flow Quality and Management.** The long-term health of park resources is highly dependent on the amount, flow rate, and quality of freshwater that enters the park from adjacent lands, either as groundwater or surface water. Marshes adjacent to the park have been extensively drained, and all natural overland flow of water is controlled and delivered to the coast through an extensive network of canals. Management of freshwater is shared by agencies such as the U.S. Environmental Protection Agency, U.S. Army Corps of Engineers, Florida Department of Environmental Protection, South Florida Water Management District, and Miami-Dade County. Runoff flows containing sediment, elevated concentrations of nutrients, hormonally active pharmaceutical products, other emerging pollutants of concern, and chlorophyll a are transported to the surface waters of the park via canals. Chlorophyll a and sedimentation directly influence surface water transparency; hormone-mimicking chemicals affect the reproduction and development of adult and juvenile animals; and increased salinity affects native flora and fauna. Due to these major challenges to park resources, and given that the park has no regulatory authority over freshwater management, a strategic plan and outreach strategy were identified as planning needs that would help address this parkwide issue.
- **Sustainability.** The park is losing coral reefs, a fundamental resource, in part due to bleaching diseases, ocean acidification, and increased water temperature. Sea level rise puts other fundamental resources such as hammocks and mangroves at risk. Increased frequency and intensity of hurricanes also could impact fundamental resources. Facilities are vulnerable to sea level rise and storms. The boundary of the park is at risk of shrinking because it is set at the 60-foot depth. Rising sea level would inundate more of the surrounding lands on the park's western border that may contain underground contaminants, washing these pollutants into the ground or surface waters of the park and decreasing water quality in the bay. Threatened and endangered species that live on islands (e.g., semaphore cactus) or that use limited beach habitat (e.g., sea turtles nesting on park beaches) could also become more vulnerable to or more threatened by the impacts of climate change. Temperature changes could affect when flowering occurs, disrupt migratory birds' patterns (phenology), and influence/skew gender determination of sea turtle eggs. Integrating climate change considerations into all park planning processes and framework was identified as a planning need that would help address this parkwide issue.



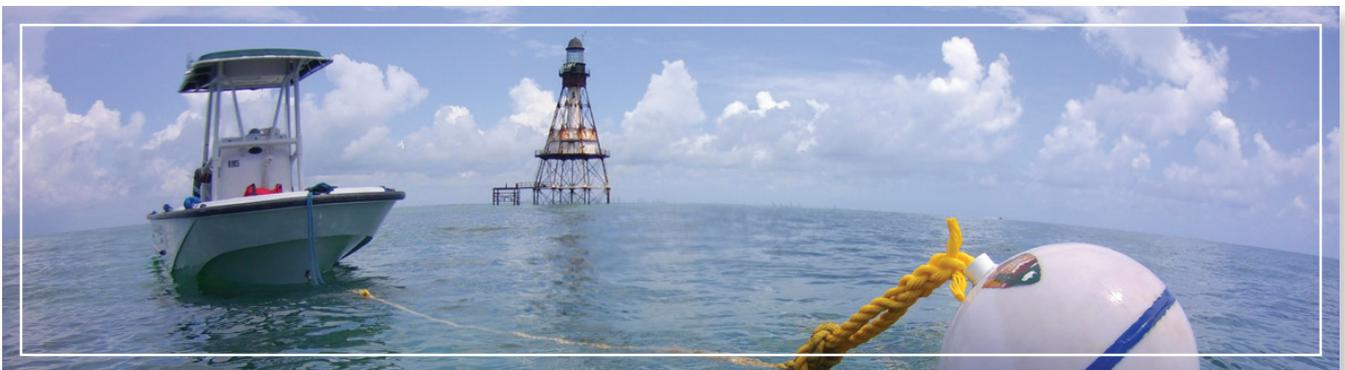
- **Relevancy, Awareness, and Visitor Use.** Biscayne National Park is a large marine park next to a growing metropolitan area of more than 4 million people. Many visitors entering the area by water are not aware that it is a national park because boundaries are not well marked and hard to identify. Thus, problems can arise when federal agents try to enforce federal laws that differ from state laws. Some progress has been made in the last decade; however, this issue persists, and park resources continue to suffer damage. Opportunities to address this issue include partnering with other entities in the area (Florida Fish and Wildlife Conservation Commission, National Oceanic and Atmospheric Administration, and marinas) to disseminate information about the park. Identified planning needs to address this parkwide issue include a sign plan, outreach strategy, and update of the long-range interpretive plan that would include a social media and app strategy.
- **External Pressures.** Human migration, drug running, and people using the park as a party destination create safety and legal challenges for the park's law enforcement division. The park suffers from one of the highest number of incidents of vandalism, especially relating to looting of shipwrecks, within the national park system. Adjacent development can affect park natural resources through runoff, water use, maintenance of a lower water table for flood protection, and introduction of exotic wildlife and plant species.
- **Fishing.** The park co-manages its fisheries resources with the State of Florida. Although a fishery management plan has been approved to manage the park fisheries, implementation is pending. Because overlapping jurisdictions in the park have different management objectives, it is difficult to explain fisheries management to the public, and support from the fishing community and elected officials varies. Collaboration with the State of Florida to implement science-based recommendations from recent plans is critical to addressing these issues. In addition, opportunities should be explored to improve relationships with the public and the sportfishing industry to maintain sustainable recreational fisheries while protecting fundamental park resources.
- **Marine Debris.** The large amount of marine debris that floats into the park and settles in coastal areas impacts multiple fundamental resources and values. Although volunteer initiatives assist with marine debris cleanup, it is difficult to keep up with cleanup, and staff time and resources are consumed to address it. Debris that washes into the reefs is almost exclusively derived locally, whereas debris that makes it to the shore is from global sources. Identified planning needs to address this issue include a strategic plan that includes the development of partnerships. Other local agencies and nonprofit groups are interested in cooperating on this issue.

Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, park significance, and park purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of park resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform park management efforts to secure funding and support for planning projects.

Planning Needs – Where A Decision-Making Process Is Needed			
Related to an FRV, OIRV, or Key Issue?	Planning Needs	Priority (H, M, L)	Notes
FRV	Mooring buoy plan	H	The mooring buoy plan would provide a comprehensive strategy of park-wide mooring buoy locations, visitor demand and support. The plan would evaluate visitor use, maintenance, and environmental monitoring protocol.
Key Issue	Outreach strategy	H	Part of annual interpretation plan and based on long-range interpretive plan. It could include a branding strategy that aligns with sign plan.
Key Issue	Sign plan	H	Internal and external signage to assist public in recognizing they are in a national park. It should be developed in coordination with other agencies and aligned with outreach strategy.
Key Issue	Strategic plan	H	Prioritize implementation of current management goals and approved plans for next 5 years; would inform annual planning.
FRV	Visitor use management plan	H	The planning process would examine current and potential visitor opportunities and develop long-term strategies for providing access, connecting visitors to key visitor experiences, and managing use. The plan would be informed by up-to-date visitor use data and visitor use capacity determination.
FRV, Key Issue	Long-range interpretive plan	M	Would provide a vision for the future (5-10 years) of interpretation, education, and visitor experience opportunities; identify and analyze interpretation, education, and visitor experience goals and issues; and recommend effective, efficient, and practical ways to address those goals and issues.
FRV	Sea level rise quantification and mitigation plan	M	
OIRV	Cultural resources management plan	L	
OIRV	Historic structure report for Stiltsville	L	
FRV	Resource stewardship strategy	L	Would inform 5-year resource management plan.
FRV	Wilderness eligibility assessment (update)	L	Update the 1983 assessment to meet current standards for wilderness eligibility assessments.



Data Needs – Where Information Is Needed Before Decisions Can Be Made			
Related to an FRV, OIRV, or Key Issue?	Data and GIS Needs	Priority (H, M, L)	Notes
FRV	Lobster monitoring	H	Fishing-independent data on population abundance are needed. Lobster sanctuary is within bay portion of park and extends outside of park; lobster fishery is in offshore areas of park.
FRV	Visitor capacity analysis	H	Visitor use analysis to inform identification of key issues in visitor use management plan.
FRV	Stone crab / blue crab monitoring	H	Stone and blue crabs are a highly valuable marine resource. These species are under fishing and commercial harvest pressure; therefore, balancing resource extraction with sustainability is a key management concern. Crab monitoring data will help inform status, variability, and trends for these invertebrates and will inform their management within the park.
FRV	Visitor use survey	H	Update of 2001 study. Questions to be addressed: What do park visitors look for? How does park management affect visitor experience? How effective are park's educational efforts such as museum exhibits and, ranger-led talks, and how they can be improved? Where do visitors come from?
FRV	Reef water quality survey	H	Monthly or quarterly; currently performed by the NPS South Florida/ Caribbean Network but could be expanded.
OIRV	Submerged archeological inventory and research	H	Archeological geophysical survey (with marine magnetometers) in unsurveyed areas followed by diver reconnaissance to characterize anomalies. Diver reconnaissance is also needed on backlogged surveys with anomalies that have not been followed up. Data collection would also include archeological and historic research on known sites in order to evaluate their historic significance, to identify strategies to prevent their deterioration, and provide interpretive opportunities.
OIRV	Documentation of Stiltsville cultural resources	M	Historic resource study; HAER documentation; archeological survey; story maps.
FRV	Landing reports on bonefish and tarpon	M	
OIRV	Evaluation reports for prehistoric terrestrial archeological sites	L	
OIRV	Cultural landscape inventory for Stiltsville	L	The cultural landscape inventory would identify contributing historic structures that may require Historic American Buildings Survey (HABS) documentation.
FRV	Mapping of newly listed coral species	L	Could include intense field collection effort.
FRV	Sports fishing survey	L	For tarpon, bonefish, permit. Required by fishery management plan. This would be a field survey because these are not harvested species.
FRV	Stone crab and blue crab monitoring	L	Basic data needed to manage harvesting.
FRV	Study of coral diseases, including pathogens, vectors, recovery dynamics, treatments, and prevention	L	Regional multipark need. Would inform management options to improve restoration/ recovery efforts.

Part 3: Contributors

Biscayne National Park

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Appendixes

Appendix A: Enabling Legislation and Legislative Acts for Biscayne National Park

Public Law 90-606

October 18, 1968
[H. R. 551]

AN ACT

To authorize the establishment of the Biscayne National Monument in the State of Florida, and for other purposes.

Biscayne
National Monu-
ment, Fla.
Establishment.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That, in order to preserve and protect for the education, inspiration, recreation, and enjoyment of present and future generations a rare combination of terrestrial, marine, and amphibious life in a tropical setting of great natural beauty, the Secretary of the Interior may establish the Biscayne National Monument within so much of the area in the State of Florida as generally depicted on the drawing entitled "Biscayne National Monument Boundary Map," numbered NM-BIS 7101, and dated May 1966, which drawing is superimposed on a photographic reproduction of a portion of Coast and Geodetic Survey Chart Numbered 1249 (eighth edition, December 20, 1965, correction numbered 22, dated May 28, 1966) as lies north of the north boundary of the channel easement shown thereon. The drawing shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary may revise the boundaries of the national monument from time to time, but the total acreage of the national monument shall not exceed ninety-six thousand three hundred acres and no boundary shall be revised outward or in such a manner as to obstruct any seaport channel which may be hereafter constructed outside the boundaries hereinbefore referred to.

Land acquisi-
tion.

SEC. 2. (a) Within the boundaries of the Biscayne National Monument, the Secretary of the Interior may acquire lands, waters, or interests therein by donation, purchase with donated or appropriated funds, or exchange. The Secretary may in addition acquire by any of the above methods not more than eighty acres of land or interests therein on the mainland for a headquarters site, and not more than forty acres of land or interests therein on Key Largo for a visitor contact site.

(b) When acquiring property by exchange the Secretary may accept title to any non-Federal property within the boundaries of the national monument, and outside of such boundaries within the limits prescribed in subsection (a) of this section, and in exchange therefor he may convey to the grantor of such property any federally owned property under his jurisdiction in the State of Florida which he classifies as

suitable for exchange or other disposal. The values of the properties so exchanged either shall be approximately equal, or if they are not approximately equal the values shall be equalized by the payment of cash to the grantor or to the Secretary as the circumstances require.

SEC. 3. Notwithstanding any other provision of this Act, lands and interests in land owned by the State of Florida or Dade County may be acquired solely by donation, and the Secretary shall not declare the Biscayne National Monument established until the State has transferred or agreed to transfer to the United States its right, title and interest in and to its lands within the boundaries of said national monument. The Secretary shall not acquire any other lands or interests in land pursuant to this Act except by donation or with donated funds until the State has made or obligated itself to make the aforesaid transfer: *Provided*, That nothing contained in this sentence shall preclude the Secretary from acquiring options for the purchase of lands and interests in land, other than lands and interests in land held by the State of Florida or Dade County, which are to be acquired pursuant to this Act and, upon the State's transferring or obligating itself to transfer as aforesaid, he shall proceed as expeditiously as possible to acquire the other lands and interests in land which are necessary to carry out the purposes of this Act.

SEC. 4. The Secretary of the Interior shall preserve and administer the Biscayne National Monument in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented. The waters within the Biscayne National Monument shall continue to be open to fishing in conformity with the laws of the State of Florida except as the Secretary, after consultation with appropriate officials of said State, designates species for which, areas and times within which, and methods by which fishing is prohibited, limited or otherwise regulated in the interest of sound conservation or in order to achieve the purposes for which the national monument is established.

SEC. 5. There are authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, but not to exceed \$24,575,000 for land acquisition and \$2,900,000 for development.

Approved October 18, 1968.

Administration.

Fishing.

Appropriation.

Public Law 93-477

AN ACT

To provide for increases in appropriation ceilings and boundary changes in certain units of the National Park System, to authorize appropriations for additional costs of land acquisition for the National Park System, and for other purposes.

October 26, 1974
[H. R. 14217]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

TITLE I—ACQUISITION CEILING INCREASES

SEC. 101. The limitations on appropriations for the acquisition of lands and interests therein within units of the National Park System contained in the following Acts are amended as follows:

(1) Biscayne National Monument, Florida: Section 5 of the Act of October 18, 1968 (82 Stat. 1188, 1189) is amended by changing "\$24,575,000" to "\$28,350,000";

National Park System.
Appropriation ceilings increase; boundary changes; appropriation authorization.

16 USC 450qq-4.

Public Law 96-287
96th Congress

An Act

To establish the Biscayne National Park, to improve the administration of the Fort Jefferson National Monument, to enlarge the Valley Forge National Historical Park, and for other purposes.

June 28, 1980
[H.R. 5926]

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

Biscayne
National Park.
Establishment.

TITLE I—BISCAYNE NATIONAL PARK

SEC. 101. In order to preserve and protect for the education, inspiration, recreation, and enjoyment of present and future generations a rare combination of terrestrial, marine, and amphibious life in a tropical setting of great natural beauty, there is hereby established the Biscayne National Park (hereinafter referred to in this title as the "park") in the State of Florida. The boundary of the park shall include the lands, waters, and interests therein as generally depicted on the map entitled "Boundary Map, Biscayne National Park", numbered 169-90,003, and dated April 1980, which map shall be on file and available for public inspection in the offices of the National Park Service, Department of the Interior. The Secretary of the Interior (hereinafter referred to as the "Secretary") shall publish in the Federal Register, not more than one year after the date of enactment of this Act, a detailed description of the boundary established pursuant to this section. Following reasonable notice in writing to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate of his intention to do so, the Secretary may make minor revisions in the boundary of the park by publication of a revised boundary map or other description in the Federal Register.

16 USC 410gg.

Boundary map,
availability for
public
inspection.

Boundary
description,
publication in
Federal
Register.
Minor boundary
revisions, notice
to congressional
committees and
publication in
Federal
Register.

SEC. 102. (a) Within the boundary of the park the Secretary is authorized to acquire lands, waters, and interests therein by donation, purchase with donated or appropriated funds, or exchange, except that property owned by the State of Florida or any political subdivision thereof may be acquired only by donation, and subject to such reservations and restrictions as may be provided by Florida law. Lands, waters, and interests therein within such boundary which are owned by the United States and under the control of the Secretary are hereby transferred to the administrative jurisdiction of the National Park Service to be managed for the purposes of the park. Any federally owned lands within the park which are not under the control of the Secretary shall be transferred to his control for purposes of the park at such time as said lands cease to be needed by the agencies which currently control them.

Property
acquisition;
donation by
Florida.
16 USC 410gg-1.

U.S. property,
transfer to
National Park
Service.

(b) It is the express intent of the Congress that the Secretary shall substantially complete the land acquisition program authorized herein within three complete fiscal years from the effective date of this Act. Any owner of property within the park may notify the

Time limitation
on land
acquisition.
Notification to
Secretary.

Secretary of the desire of such owner that his property be promptly acquired, and the Secretary shall give immediate and careful consideration, subject to the availability of funds, to the prompt acquisition of such property.

Preservation
and
administration.
16 USC 410gg-2.
Fishing.

SEC. 103. (a) The Secretary shall preserve and administer the park in accordance with the provisions of the Act of August 25, 1916 (39 Stat. 535; 16 U.S.C. 1-4), as amended and supplemented. The waters within the park shall continue to be open to fishing in conformity with the laws of the State of Florida except as the Secretary, after consultation with appropriate officials of said State, designates species for which, areas and times within which, and methods by which fishing is prohibited, limited, or otherwise regulated in the interest of sound conservation to achieve the purposes for which the park is established: *Provided*, That with respect to lands donated by the State after the effective date of this Act, fishing shall be in conformance with State law.

Biscayne
National
Monument,
abolition.

(b) The Biscayne National Monument, as authorized by the Act of October 18, 1968 (82 Stat. 1188; 16 U.S.C. 450qq), as amended, is abolished as such, and all lands, waters, and interests therein acquired or reserved for such monument are hereby incorporated within and made a part of the park. Any funds available for the purposes of such monument are hereby made available for the purposes of the park, and authorizations of funds for the monument shall continue to be available for the park.

Designation of
wilderness areas,
report to
President and
Congress.
16 USC 410gg-3.
16 USC 1132.

SEC. 104. Within three complete fiscal years from the effective date of this Act, the Secretary shall review the area within the park and shall report to the President and the Congress, in accordance with subsections 3 (c) and (d) of the Wilderness Act (78 Stat. 890), his recommendations as to the suitability or nonsuitability of any area within the park for designation as wilderness. Any designation of any such areas as wilderness shall be accomplished in accordance with said subsections of the Wilderness Act.

Management
plan, submittal
to congressional
committees.
16 USC 410gg-4.

SEC. 105. Within two complete fiscal years from the effective date of this Act, the Secretary shall submit to the Committee on Interior and Insular Affairs of the United States House of Representatives and the Committee on Energy and Natural Resources of the United States Senate, a revised comprehensive general management plan for the park consistent with the provisions of this title and pursuant to the provisions of section 12(b) of the Act of August 18, 1970 (84 Stat. 825), as amended (16 U.S.C. 1a-1 et seq.).

16 USC 1a-7.
Appropriation
authorization.
16 USC 410gg-5.

SEC. 106. In addition to the sums previously authorized to be appropriated for Biscayne National Monument, there are authorized to be appropriated such sums as may be necessary for the administration of the park, and not to exceed \$8,500,000 for the acquisition of lands and interests therein, as provided in this title. Notwithstanding any other provision of law, no fees shall be charged for entrance or admission to the park.

Appendix B: Inventory of Special Mandates and Administrative Commitments

Special Mandates

Fishing

Section 4 of Public Law 90-606 (October 18, 1968), which established Biscayne National Monument, provides that the waters within the monument “shall continue to be open to fishing in conformity with the laws of the State of Florida except as the Secretary [of the Interior], after consultation with appropriate officials of said State, designates species for which, areas and times within which, and methods by which fishing is prohibited, limited or otherwise regulated in the interest of sound conservation or in order to achieve the purposes for which the national monument is established.”

Section 103(a) of Public Law 96-287 (June 28, 1980), which established Biscayne National Park and added new land to the park north of Boca Chita Key, reiterated much the same language regarding fishing. It states that “waters within the park shall continue to be open to fishing in conformity with the laws of the State of Florida except as the Secretary [of the Interior], after consultation with appropriate officials of said State, designates species for which, areas and times within which, and methods by which fishing is prohibited, limited, or otherwise regulated in the interest of sound conservation to achieve the purposes for which the park is established: Provided, That with respect to lands donated by the State after the effective date of this Act, fishing shall be in conformance with State law.”

Congress therefore directed the National Park Service to “manage this area in a positive and scientific way to protect the area’s natural resource integrity.” Also, and in accordance with Title 16 of the United States Code, Congress directed that “the waters within the park shall continue to be open to fishing in conformity with the laws of the State of Florida” (16 USC 410gg-2).

Although the enabling legislation for Biscayne National Park establishes that fishing would continue in park waters in accordance with state regulations, Biscayne National Park must also manage its fishery resources according to park and NPS mandates and legislation. For example, Congress directed that the Secretary of the Interior, after consultation with appropriate officials of the state, may designate species for which, areas, and times within which, and methods by which fishing is prohibited, limited, or otherwise regulated in the interest of sound conservation to achieve the purposes for which Biscayne National Park was established (16 USC 410gg-2). Thus, even though fishing regulations in park waters should conform to state regulations, the Secretary of the Interior has the ability to establish additional fishing regulations pertaining strictly to Biscayne National Park. Complicating this issue, however, is the provision that expansion areas donated by the state after the act’s effective date must be managed in conformance with state law. In terms of management, Biscayne National Park can be divided into two zones: (1) the original monument zone, in which fishing regulations follow state regulations, with the opportunity for the Secretary of the Interior to enforce additional regulations as deemed necessary, and (2) the expansion zone, in which state regulations are enforced and in which the Secretary of the Interior cannot institute additional regulations (see 16 USC 410gg-2).



Regulatory responsibility of the State of Florida with respect to fishing on additional lands conveyed to the national park after the effective date of Public Law 96-287 was set forth in a board of trustees of the Internal Improvement Trust Fund Dedication dated December 13, 1985, which contains the following special reservation: “All rights to fish on the waters shall be retained and not transferred to the United States and fishing on the waters shall be subject to the laws of the State of Florida.” To avoid a confusing array of different fishing regulations within park boundaries, the National Park Service has long used state fishing regulations throughout the park. Park law enforcement rangers enforce State of Florida fishing regulations in the park. State of Florida law enforcement officers with the Florida Fish and Wildlife Conservation Commission also have jurisdiction within the park. By working together, the National Park Service and Florida Fish and Wildlife Conservation Commission hope to enhance coordination of the park’s fishery resources.

A memorandum of understanding among the State of Florida, the Florida Fish and Wildlife Conservation Commission, and the National Park Service, Biscayne National Park, was executed on October 10, 2002 (renewed in 2007 for five years and in 2012 for two years), to facilitate management, protection, and scientific study of fish and aquatic resources within the park. In the memorandum, the parties agreed to manage fishery resources within the national park and Biscayne Bay “according to applicable Federal and State laws, and in a manner that promotes healthy, self-sustaining fish populations and recognizes the biological characteristics and reproductive potential of individual species.” The parties have developed “a comprehensive fishery management plan” for the “long-term management of fish and aquatic resources” within the national park. That plan was completed in July 2014 and the National Park Service worked within the framework of the memorandum of understanding, which states: “The Florida Fish and Wildlife Conservation Commission and the park recognize that the park intends to consider the establishment of one or more marine reserves (no-fishing areas) under its GMP [general management plan] process for purposes other than sound fishery management.” The park continues to work with the Florida Fish and Wildlife Conservation Commission to follow through with the recommendations of the *Fishery Management Plan Final Environmental Impact Statement* (2014) and, where appropriate, the *Final General Management Plan / Environmental Impact Statement* (2015). For more information on the fishery management plan, please visit <http://www.nps.gov/bisc/parkmgmt/fishery-management-plan.htm>.



Personal Watercraft

Motorized personal watercraft use is prohibited in units of the national park system, except in designated areas. On March 21, 2000, the National Park Service designated units of the national park system where personal watercraft use may be allowed using the criteria and procedures in 36 CFR 1.5, “Closures and Public Use Limits” and 36 CFR 1.7, “Public Notice.” Biscayne National Park was not listed as one of the units of the national park system where personal watercraft use could be designated. Therefore, personal watercraft use is not allowed in the park.

Easements

The U.S. Department of Defense holds an easement for the Air Force Sea Survival School to conduct activities in a 4-nautical square mile surface area near the seaward end of the Turkey Point Channel entrance marker. The school was moved to Key West after the destruction of its facilities by Hurricane Andrew in 1992. This easement should be reviewed for possible elimination.

The Miami-Dade County Parks, Recreation and Open Spaces Department operates two county parks and public marinas with navigational easements through Biscayne National Park—Black Point and Homestead Bayfront. Both easements were granted by the state in 1970. These county easements are preserved through (1) a 1974 memorandum of agreement between the county and the National Park Service, and (2) a 1979 deed transferring submerged lands to the U.S. government from the state. Both the Black Point and Homestead Bayfront channel easements extend from the county parks to or toward the Intracoastal Waterway (ICW) with specified dimensions of 31,000 feet in length and 150 feet in width. Two other easements are held by Florida Power & Light Company, one of which is for its Turkey Point Channel. The other was established east of the Military Canal when a large refinery was proposed for the area around the canal during the late 1960s. That proposal called for a channel to be dredged between the Military Canal and Lewis Cut and then across the coral reef platform. Controversy over this proposal was a primary reason for establishment of Biscayne National Park.

There are six channel easements in the park reserved by the state. These reservations, which were effected by resolution (Dade County Resolution No. 280-69, March 12, 1969, and State of Florida Resolution, May 20, 1969) and in the agreement on the Offer to Sell Real Property (May 20, 1969) executed by the United States with the State of Florida, consist of six 150-foot-wide navigation channels in the submerged lands in Biscayne Bay. Three of these channels (Turkey Point Oil Barge Channel, Goulds and Black Creek Canals [Black Point Marina], and Homestead Bayfront Park) are currently in use. The remaining three easements, which are unnamed, are totally undeveloped. Any proposed alteration to the existing conditions would require an environmental study and NPS approval.

Jurisdiction

Lands within park boundaries are administered under concurrent jurisdiction with local law enforcement agencies, meaning that any commissioned law enforcement officer may enforce state and federal laws within the park.

The Intracoastal Waterway bisects Biscayne National Park. The Florida Inland Water Department was established by the U.S. Congress and mandated to maintain the waterway to a depth of 7 feet throughout its length in the park. This mandate affects two areas in the park—Featherbed Bank in the central part of Biscayne Bay and Cutter Bank on the park’s southern boundary. The remainder of the waterway in the park has a depth of more than 10 feet—3 feet deeper than the minimum depth established by congressional mandate.

The City of Islandia, within park boundaries on Ragged Key No. 3, was formerly a legal jurisdiction established under Florida state law. In 2012, Islandia was dissolved by resolution of the Miami-Dade County Board of County Commissioners.

Special Use Permits

Biscayne National Park issues one-year research permits via the NPS Research Permit and Reporting System. There are national general conditions and general conditions specific to the park associated with these permits. A review team consisting of the park research permit coordinator and subject matter experts review the plan, propose permit-specific conditions, and recommend approval or disapproval of the permit to the park superintendent. Researchers could request to perform their studies in any zone in any of the alternatives proposed in the *Final General Management Plan / Environmental Impact Statement* (2015); the review team would continue to determine appropriateness per environmental sensitivity and NPS standards for each research proposal.

One-time special use permits are also issued by Biscayne National Park for special events such as weddings, picnics, and scout camporees.

Public Law 105-391, section 418, authorizes the National Park Service to issue commercial use authorizations for any visitor services activity by an individual or group for commercial gain (e.g., guided fishing, boat tours, tow boats). A commercial visitor service activity is defined as any or all goods, activities, services, agreements, or anything offered to park visitors and/or the general public for recreational purposes that use park resources and are undertaken for or results in compensation, monetary gain, benefit, or profit to an individual, organization, or corporation, whether or not such entity is organized for purposes recognized as nonprofit under local, state, or federal law. A commercial use authorization may overlap the operations undertaken by a concessioner that operates under a concessions contract.

Public Law 106-206 requires that all commercial filming activities undertaken in any national park system unit must be accomplished under the authority of a commercial filming permit. Any filming (video or sound recording) production intended for a commercial market will require the advance issue of a commercial filming permit from the park. Commercial still photography requires a commercial filming permit only when the activity will occur in areas normally closed to the public, when the photographer will use props or models not normally associated with the national park system unit, or when management of the activity is required to ensure safety or resource protection.

Administrative Commitments

Title/Agency/ Organization	Purpose/Description	Start Date – Expiration Date	Responsible Party
Commercial air tour voluntary agreement	N/A	2012 –	N/A
Agencywide memorandum of understanding with Ministry of Education, Culture, and Sport of the Kingdom of Spain	Protection and preservation for public benefit of Spanish sites and other resources of historic, cultural and/or archeological significance (park sites include Populo and as yet unidentified Spanish colonial sites)	04/17/2013 – 04/17/2018	WASO
General agreement with Florida National Park Association for interpretation and education services	Establishment of Biscayne National Park Institute	12/28/2016 – 12/2019 (pilot project)(intended to be 10-year recurring)	Chief of staff, chief of interpretation
Wildlife Rescue of Dade County	Rescue/rehabilitation of native wildlife injured/ orphaned by human activity	12/2014 – 12/2019	Chief of resource management and planning
Memorandum of understanding with Everglades National Park and City of Homestead Trolley	Public transportation to Biscayne and Everglades National Parks	06/30/2015 – 06/30/2020	Chief of interpretation
Cooperative agreement with Florida National Park Association	Bookstores	11/2015 – 11/2020	Chief of staff
Memorandum of understanding with State of Florida Department of Corrections	Use of state firing ranges for firearms qualification and training	11/08/2013 – 11/07/2021	Chief ranger
Memorandum of agreement with U.S. Army Corps of Engineers	Transfer of funds for salinity monitoring	03/26/2015 – 09/30/2024	Chief of resource management and planning
Cooperative agreement with Stiltsville Trust	Management of seven Stiltsville houses, including maintenance and public use	01/2016 – 01/2026	Chief of staff
Memorandum of agreement with South Florida Water Management District	Flowage over coastal wetlands	09/15/2016 – Life of project	Chief of resource management and planning

Title/Agency/ Organization	Purpose/Description	Start Date – Expiration Date	Responsible Party
Memorandum of understanding with United Kingdom re: HMS Fowey shipwreck	Acknowledges that United Kingdom owns and NPS manages HMS Fowey shipwreck	08/13/2015 – Permanent, unless terminated by one party	Chief of resource management and planning
Memorandum of understanding with U.S. Customs and Border Patrol	Docking space for Customs and Border Patrol marine interceptor vessel at Convoy Point docks	11/05/2015 – Indefinite	Chief of law enforcement
Miami-Dade County rights-of-way	Easements on mainland in coastal wetlands for access and administrative purposes. Walden Drive - SW 280th St. No folio: in between 30-6033-000-0060 & 30-7009-000-0050	N/A	Naples lands office
Miami-Dade County rights-of-way	Easements on mainland in coastal wetlands for access and administrative purposes. Avocado Drive-SW 296th St. No Folio: in between 30-7009-000-0030 & 30-7004-000-0016	N/A	Naples lands office
Florida Power and Light channel easement for Turkey Point Channel; these channel PAToNs maintained by FPL	Turkey Point channel easement and PAToN management	N/A	Maintenance
Fowey Lighthouse easement to U.S. Coast Guard (described in property transfer)	Maintenance of light	10/04/2012 – Indefinite	Chief of resource management and planning
Fowey Lighthouse easement to National Weather Service (described in property transfer)	Maintenance of weather station	10/04/2012 – Indefinite	Chief of resource management and planning
Memorandum of understanding with City of Miami	For park to dock concession boat tour from Dinner Key and sell tickets	01/2017 – TBD	Chief of staff

Appendix C: Past and Ongoing Park Planning and Data Collection Efforts

Document	Year
Biscayne National Park Final General Management Plan / Environmental Impact Statement	2015
Fishery Management Plan Final Environmental Impact Statement	2014
Coral Reef Restoration Plan	2012
Lionfish Response Plan	2012
South Florida and Caribbean Parks Exotic Plant Management Plan	2010
Miami Circle Special Resource Study	2008
Virginia Key Beach Park Special Resource Study	2008
South Florida Parks Collections Management Plan	2007
Fire Management Plan	2004
General Management Plan Amendment Stiltsville Management Plan	2003
Biscayne National Park Visitor Study	2001
Homestead-Biscayne Buffer Area Report	1997
Adjacent Lands Protection Plan	1991
Mooring Buoy and Marker Plan	Incomplete

List taken from Biscayne National Park *Final General Management Plan / Environmental Impact Statement* (2015).



Southeast Region Foundation Document Recommendation
Biscayne National Park
July 2018

This Foundation Document has been prepared as a collaborative effort between park and regional staff and is recommended for approval by the Southeast Regional Director.

M. L. Goodro

7/16/18

RECOMMENDED

Margaret L. Goodro, Superintendent, Biscayne National Park

Date

Sarah Chapman

8/7/18

APPROVED

for Bob Vogel, Regional Director, Southeast Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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