

CHAPTER 2 – ALTERNATIVES, INCLUDING THE PREFERRED ALTERNATIVE

1 INTRODUCTION

2
3 Many aspects of the desired future condition
4 of Fort Matanzas National Monument are
5 defined in the establishing legislation, the
6 National Monument’s purpose and
7 significance statements, and the servicewide
8 mandates and policies that were described
9 earlier. Within these parameters, the NPS
10 solicited input from the public, NPS staff,
11 government agencies, and other organizations
12 regarding issues and desired conditions for
13 the park. Planning team members gathered
14 information about existing visitor use and the
15 condition of the National Monument’s
16 facilities and resources. They considered
17 which areas of the National Monument attract
18 visitors, and which areas have sensitive
19 resources.

20
21 Using the above information the planning
22 team developed a set of management
23 prescriptions and two action alternatives to
24 reflect the range of ideas proposed by the
25 national park staff and the public.

26
27 This chapter describes the management zones
28 and the alternatives for managing the
29 National Monument for the next 20 years.
30 The NPS planning process requires
31 development of action alternatives
32 (alternatives B, and C) for comparison with
33 no change in current park management and
34 trends (no-action, alternative A). The chapter
35 includes tables that summarize the key
36 differences between the alternatives and the
37 key differences in the impacts that are
38 expected from implementing each alternative.
39 (The summary of impacts table is based on
40 the analysis in Chapter 4, "Environmental
41 Consequences.") This chapter also describes
42 mitigative measures that would be used to
43 lessen or avoid impacts, the future studies that
44 would be needed, and the environmentally
45 preferred alternative.

46 FORMULATION OF ALTERNATIVES

49 The building blocks for reaching an approved
50 plan for managing a national park system unit
51 are the management zones and the
52 alternatives. The alternatives in the GMP/EIS
53 or EA must be consistent with the purpose of
54 the park, its significance, its administrative
55 and legal mandates, and its enabling
56 legislation. They must be developed with the
57 protection of the park’s resources and values,
58 including opportunities for visitor enjoyment,
59 as the primary determinants. In other words,
60 the alternatives should propose different
61 approaches to achieving a park’s purpose,
62 while at the same time protecting or
63 minimizing impacts to the park’s resources
64 and values. Management zones are
65 descriptions of desired conditions for park
66 resources and visitor experiences in different
67 areas of the park. Management zones are
68 determined for each national park system
69 unit; however the management zones for one
70 unit will likely not be the same for any other
71 national park system unit (although some
72 might be similar). The management zones
73 identify the widest range of potential
74 appropriate resource conditions, visitor
75 experiences, and facilities for the park that
76 fall within the scope of the park’s purpose,
77 significance, and special mandates. Five
78 management zones have been identified for
79 Fort Matanzas National Monument (see Table
80 3 later in this chapter).

81
82 The alternatives in this general management
83 plan are the different futures that could be
84 created with the management zones available.
85 Each of the action alternatives has an overall
86 management concept and a description of
87 how different areas of the park would be
88 managed. The concept for each alternative
89 gives the NPS staff the idea for what the
90 alternative is going to look like. For example,
91 perhaps one management zone is called
92 “natural resource” and another zone is called
93 “recreation.” An alternative whose concept is
94 to keep most of the park in an undeveloped
95 and natural/wild condition would have more
96 of the natural resource than the recreation
97 zone. Both zones might also be larger or

1 smaller and in different locations in different
2 alternatives, depending on the overall concept
3 for each alternative.

4
5 The alternatives focus on *what* resource
6 conditions and visitor uses and experiences/
7 opportunities should be at the national park
8 rather than on details of *how* these conditions
9 and uses/ experiences should be achieved.
10 Thus, the alternatives do not include many
11 details on resource or visitor use
12 management.

13
14 More detailed plans or studies will be
15 required before most conditions proposed in
16 the alternatives are achieved. The
17 implementation of any alternative also
18 depends on future funding and staffing and
19 environmental compliance.

20
21 This *Final General Management*
22 *Plan/Environmental Impact Statement*
23 presents three alternatives, including the
24 NPS's preferred alternative, for future
25 management of Fort Matanzas National
26 Monument. Alternative A, the "no-action"
27 alternative that presents a continuation of
28 existing management direction, is included as
29 a baseline for comparing the consequences of
30 implementing each alternative. The other
31 "action" alternatives are alternative B (the
32 NPS preferred alternative) and alternative C.
33 The action alternatives present different ways
34 to manage resources and visitor use and
35 improve facilities and infrastructure at Fort
36 Matanzas National Monument. The two
37 action alternatives embody the range of what
38 the public and the NPS want to see
39 accomplished with regard to natural resource
40 conditions, cultural resource conditions,
41 visitor use and experience, the socioeconomic
42 environment, transportation, and park
43 operations. The National Park Service would
44 continue to follow existing agreements and
45 servicewide mandates, laws, and policies
46 regardless of the alternatives considered in
47 this plan. However, actions or desired
48 conditions not mandated by policy, law, or
49 agreements can differ among the alternatives.
50 These alternative actions are discussed in this
51 chapter.

52

53 The approval of a general management plan
54 does not guarantee that funding and staffing
55 needed to implement the plan will be
56 forthcoming. Funding for capital construction
57 improvements is not currently shown in NPS
58 construction programs. It is not likely that all
59 potential capital improvements arising from
60 this plan will be totally implemented during
61 the life of the plan. Larger capital
62 improvements may be phased over several
63 years, and full implementation of the general
64 management plan could be many years into
65 the future. Additionally, the NPS is required
66 to maintain all new or acquired assets in a
67 good condition so they do not fall into
68 disrepair. New and/or expanded assets will
69 only be provided relative to the NPS's ability
70 to maintain those facilities in good condition.

71 72 **IDENTIFICATION OF THE** 73 **PREFERRED ALTERNATIVE**

74
75 The alternatives were considered from a
76 number of different perspectives, including
77 comments received on the alternatives
78 newsletter and during public meetings, and a
79 preliminary analysis of potential impacts.
80 With these and other elements in mind, the
81 preferred alternative was chosen by the NPS
82 through a process called Choosing by
83 Advantages. Choosing by Advantages, or
84 "CBA," is a logical, trackable, decision-
85 making process that allows evaluation of the
86 relationship between results and costs to
87 identify the alternative with the greatest value
88 in accomplishing NPS functional goals and
89 objectives. Developed for use in the public
90 agency decision-making environment, CBA
91 focuses on the advantages between
92 alternatives, and determines the importance of
93 those advantages based on the park's purpose
94 and the agency's mission. Cost is then
95 introduced to the evaluation process,
96 establishing an importance-to-cost ratio. This
97 allows a planning team to identify which
98 alternative or components of alternatives
99 provide the greatest benefit for each dollar
100 spent.

101
102 This process evaluated alternatives by
103 identifying and comparing the relative
104 advantages of each according to a set of
105 criteria or factors. The alternatives were rated

1 on how well they addressed the following
2 factors and to what extent each had an
3 advantage over the others in addressing each
4 of the following factors:

- 5
- 6 1. Protection of natural resources
- 7
- 8 2. Protection of cultural resources
- 9
- 10 3. Creation or enhancement of educational
11 and interpretive opportunities
- 12
- 13 4. Creation or enhancement of recreational
14 opportunities for fishing, birding,
15 walking, etc.
- 16
- 17 5. Providing for public health, safety, and
18 welfare
- 19

20 Based on an evaluation of these factors and
21 the preliminary costs estimates for the
22 different alternatives for one year (including
23 one time capital expenditures), Alternative B
24 was determined to be the NPS preferred
25 alternative.

26 **USER (CARRYING) CAPACITY**

27
28
29 General management plans for national park
30 system units must address user capacity
31 management. The National Park Service
32 defines user capacity as the type and extent of
33 use that can be accommodated while
34 sustaining the quality of a park unit's
35 resources and visitor experiences consistent
36 with the park unit's purpose.

37
38 User capacity management involves
39 establishing desired conditions, monitoring,
40 and taking actions to ensure the park unit's
41 values are protected. The premise is that with
42 any visitor use comes some level of impact
43 that must be accepted; therefore, it is the
44 responsibility of the NPS to decide what level
45 of impact is acceptable and what management
46 actions are needed to keep impacts within
47 acceptable limits.

48
49 Instead of just tracking and controlling the
50 number of visitors, NPS staff manages the
51 levels, types, and patterns of visitor use as
52 needed to preserve the condition of the
53 resources and quality of the visitor

54 experience. The monitoring component of
55 this process helps NPS staff evaluate the
56 effectiveness of management actions and
57 provides a basis for informed management of
58 visitor use.

59
60 The foundation for user capacity decision
61 making is the qualitative descriptions of
62 desired resource conditions, visitor
63 experience opportunities, and general levels
64 of development and management described in
65 the management zones. Based on these
66 desired conditions, indicators and standards
67 are identified. An indicator is a measurable
68 variable that can be used to track changes in
69 resource and social conditions related to
70 human activity, so that existing conditions
71 can be compared to desired conditions. A
72 standard is the minimum acceptable condition
73 for an indicator.

74
75 User capacity decision making is a
76 continuous process; decisions are adjusted
77 based on monitoring the indicators and
78 standards. Management actions are taken to
79 minimize impacts when needed. The
80 indicators and standards included in this
81 management plan would generally not change
82 in the future. However, as monitoring of the
83 park's conditions continues, managers may
84 decide to modify, add, or delete indicators if
85 better ways are found to measure important
86 changes in resource and social conditions.
87 Information on the NPS' monitoring efforts,
88 related visitor use management actions, and
89 any changes to the indicators and standards
90 would be available to the public.

91
92 This *General Management Plan* addresses
93 user capacity in the following ways:

- 94
- 95 • The management zones described
96 earlier in this chapter provide the basis
97 for managing user capacity. Each zone
98 prescribes desired resource conditions,
99 visitor experiences, and recreational
100 opportunities for different areas of the
101 park. The zones also prescribe the
102 types and levels of developments
103 necessary to support these conditions,
104 experiences, and opportunities. This
105 element of the framework is the most
106 important to long-term user capacity

1 management in that it directs the NPS
2 on how to best protect resources and
3 visitor experiences while offering a
4 diversity of visitor opportunities.
5
6 • A description of the park's most
7 pressing use-related resource and
8 visitor experience concerns, existing
9 and potential, given the park's purpose,
10 related desired conditions, and the
11 vulnerability of specific resources and
12 values. This helps NPS managers focus
13 limited resources on the most
14 significant indicators.
15

16
17 • Identification of indicators and
18 standards that will be monitored in the
19 future to determine if desired
20 conditions are not being met due to
21 unacceptable impacts from visitor use.
22
23 • Representative examples of
24 management strategies that might be
25 used to avoid or minimize unacceptable
26 impacts from visitor use.
27
28 • Priorities for monitoring attention, if
29 appropriate.
30
31 The following tables are the results of the
32 user capacity analysis for Fort Matanzas.



Fort Matanzas Interior Room

TABLE 2. INDICATORS AND STANDARDS

Indicator	Applicable Zone	Standard	Management Strategies
Indicator Topic: Impacts to threatened and endangered species, species of concern, and important habitats			
Number of incidental takes* *Incidental take is defined by the Endangered Species Act as an otherwise legal action that results in death, harm, habitat damage, or the disruption of the feeding, breeding, and sheltering behavior of protected species.	Natural Resource Zone and Recreation Zone	Incidental take not exceeded as authorized	<ul style="list-style-type: none"> • Protect or increase the size of the protected area • Monitor area • Visitor education • Assistance from visitors in monitoring areas • Control of domestic and feral nuisance animals
Number of unauthorized (user-created) trails	Natural Resource Zone and Recreation Zone	No unauthorized trails	<ul style="list-style-type: none"> • Signage • Provide restrooms (to eliminate need for trail) • Visitor education • Provide authorized trail • Enforcement • Barricade existing unauthorized trails
Indicator Topic: Park-wide vehicle hazards to visitors including pedestrians			
Average number of incidents per 5-year anywhere in park	All zones	Not to exceed 5-year average of vehicle/pedestrian incidents	<ul style="list-style-type: none"> • Visitor education • Coordinate with DOT to add crosswalks, lights, decrease speeds, etc... • Close beach to driving • Separate pedestrian and vehicular traffic on beach • Enforce speed limit on beach
Indicator Topic: Car clouting			
Number of car clouting incidents	Visitor Services Zone & Recreation Zone	Zero incidents	<ul style="list-style-type: none"> • Visitor education regarding leaving valuables in view in vehicle • Enforcement tools (cameras, staff presence, etc.) • Cooperative efforts with other agencies for prevention and investigation
Indicator Topic: Trash/Litter (River shore, boardwalks, etc.)			
Amount of litter	All zones	When litter detracts from visitor experience and resources are impacted as determined by any visitor complaints and staff observations	<ul style="list-style-type: none"> • Visitor education • Signage • Provide additional trash receptacles and increased pick-up • Extra efforts to keep areas clear of litter to deter others from littering • Enforcement • Community and staff volunteer pick-up efforts
Indicator Topic: Visitor crowding related to VISITOR CENTER and fort visitation (visitor center, dock/fort, video room)			
Number of people in the book store/visitor center at one time	Visitor Services Zone and Historic Resource Zone	No more than 6 people in the bookstore at one time* *based on current	<ul style="list-style-type: none"> • Redirect people to other nearby activities (video room, nature trail, viewing fort and scene from dock, view interpretive panels)

Indicator	Applicable Zone	Standard	Management Strategies
		building configuration	<ul style="list-style-type: none"> • Provide additional self-guided or park lead interpretive activities outside the visitor center
Number of people in video room at one time	Visitor Services Zone and Historic Resource Zone	No more than 15 people in the video room at one time* *based on current building configuration	<ul style="list-style-type: none"> • Provide additional self-guided or park lead interpretive activities outside the video room • Divide groups and rotate them in shifts • Explore new technological options (podcasts, video kiosk, add monitor in other location)
Number of people waiting for boat to fort	Visitor Services Zone	No more than 70 people waiting	<ul style="list-style-type: none"> • More frequent trips with less time for visitors at the fort • Additional interpretive programming • Hand out turn-away tickets
Indicator Topic: Inadequate/crowded parking, maneuvering			
Number of vehicles parking outside designated areas	Visitor Services Zone	No vehicles parking outside designated areas	<ul style="list-style-type: none"> • Issue tickets • Tow • Additional signage • Redirect to other lots not filled to capacity • Explore additional lots or expanded lots • Close lots when full

1

2

1 **MANAGEMENT ZONES FOR FORT**
2 **MATANZAS NATIONAL MONUMENT**

3
4 Management zones are descriptions of desired
5 conditions for park resources and visitor
6 experiences in different areas of the park.
7 Management zones are determined for each
8 national park system unit; however, the
9 management zones for one unit will likely not be
10 the same for any other national park system unit
11 (although some might be similar). The
12 management zones identify the widest range of
13 potential appropriate resource conditions, visitor
14 experiences, and facilities for the park that fall
15 within the scope of the park's purpose,
16 significance, and special mandates. Five

17 management zones have been developed for Fort
18 Matanzas National Monument: Visitor Services,
19 Park Services, Historic* Resource, Natural*
20 Resource, and Recreation.

21 *The use of the terms *Historic* and *Natural* in this context
22 should be understood to mean that either natural or
23 historic resources may occur in both zones and that both
24 will be protected and preserved in either zone.

25
26 In formulating the action alternatives (alternatives
27 B & C), management zones were placed in
28 different locations or configurations on a map of
29 the park according to the overall intent (concept)
30 of each of the alternatives. (Because Alternative A
31 represents existing conditions, and there are no
32 existing management zones, the Alternative A
33 map does not show the management zones.)



Wood Stork on Rattlesnake Island

TABLE 3. MANAGEMENT ZONE DESCRIPTIONS AT FORT MATANZAS NATIONAL MONUMENT

	VISITOR SERVICES ZONE	PARK SERVICES ZONE	HISTORIC RESOURCE ZONE	NATURAL RESOURCE ZONE	RECREATION ZONE
APPROPRIATE KINDS & LEVELS OF VISITOR ACTIVITIES	<ul style="list-style-type: none"> • Visitor activities could include entering the National Monument grounds, paying fees, and receiving orientation to the resources and programs of the National Monument. 	<ul style="list-style-type: none"> • Visitors would not typically enter this zone except to obtain information or assistance. 	<ul style="list-style-type: none"> • Typical visitor activities in this zone could include participating in interpretive programs, viewing resources and interpretive displays, photography, and appropriate recreational pursuits. 	<ul style="list-style-type: none"> • Visitor activities would be limited to low-impact activities such as kayaking/canoeing, bird watching, photography and recreational fishing and shellfish harvesting. • Use levels would likely remain low and would be monitored to assure achievement of zone objectives. 	<ul style="list-style-type: none"> • Appropriate visitor activities could include sightseeing, picnicking, bird watching, fishing, hiking, swimming, etc. • Visitor activities might be self-directed or they might use interpretive services to plan their activities.
DESIRED RESOURCE CONDITIONS	<ul style="list-style-type: none"> • Necessary visitor facilities in this zone would be placed as unobtrusively as possible in an appropriate setting. • The area would be modified for visitor access and park operations in a way that aesthetically blends with the natural and cultural environment. 	<ul style="list-style-type: none"> • Non-historic elements such as maintenance facilities, administrative offices, and facilities of cooperating partners, would predominate in this type of zone. • Minimizing the impacts of these facilities on the natural and cultural resources of the National Monument would be a high priority. 	<ul style="list-style-type: none"> • Cultural resources in this zone could accommodate expanded visitor use, while maintaining historic resource integrity and while representing the period of significance to the greatest degree feasible. • Some resources would be stabilized at the existing condition. • Maintain the cultural landscape while screening for modern intrusions. • There would be minimum tolerance for adverse visitor impact. 	<ul style="list-style-type: none"> • This zone would constitute natural habitats subject to little or no direct human disturbance. • Its primary function is to support the diversity of native flora and fauna within those habitats. • Resources in this zone would be carefully protected from degradation. • Some modification of the natural environment could occur to prevent resource degradation. • Generally, the area would exhibit the free play of natural forces and natural ecosystem succession. 	<ul style="list-style-type: none"> • This zone supports both recreation and natural resource functions and values. • Within this zone, coexistence between recreational users and natural resources would be emphasized. • Sounds and sights of human activity would be apparent. • Balanced management would likely result in minor resource impacts.

	VISITOR SERVICES ZONE	PARK SERVICES ZONE	HISTORIC RESOURCE ZONE	NATURAL RESOURCE ZONE	RECREATION ZONE
DESIRED VISITOR EXPERIENCE	<ul style="list-style-type: none"> This area would provide for a high level of visitor activity and administrative operations. In this zone, visitors would enter the National Monument and they would have opportunities to receive orientation and information, interact with park staff and other visitors, and experience and learn about the monument's physical resources and interpretive themes. 	<ul style="list-style-type: none"> Visitors would not typically enter this zone. Should they enter, either unintentionally or to obtain information or assistance, they might encounter maintenance or administrative buildings, equipment, machinery in operation, loud sounds, and park staff. 	<ul style="list-style-type: none"> Observation, education, reflection, and learning would be the primary visitor experiences desired. Living history demonstrations and interpretive programs could occur in this zone type. Visitors could also find the opportunity for solitary, individual exploration and discovery, quiet, and reflective experiences. Appropriate recreational activities such as participating in interpretive programs, viewing historic structures and exhibits, and photography would be permitted. 	<ul style="list-style-type: none"> The visitor would perceive the area to be undisturbed and essentially natural. Visitors would appreciate the beauty of the area and gain new understanding of the forces of nature in the coastal environment. Access would be limited to waterways and designated trails. The probability of seeing or encountering other visitors or park staff would be low most of the time. 	<ul style="list-style-type: none"> Visitors would have a variety of opportunities to participate in recreational activities and interpretive programs. Providing opportunities for people to interact with the resources in this area would be important. The probability of seeing or encountering other visitors or park staff would range from low to moderate most of the time.
APPROPRIATE KINDS & LEVELS OF DEVELOPMENT	<ul style="list-style-type: none"> A visitor center with restrooms, drinking water fountains, museum, fee-collection facility, roads, parking, and walkways are the types of facilities found in this zone. 	<ul style="list-style-type: none"> The facilities found in this zone could include maintenance buildings, vehicle storage facilities, park offices, roads, parking areas, utilities, and artifact storage buildings as well as facilities, park housing, and equipment storage structures of cooperating partners. 	<ul style="list-style-type: none"> The minimum development necessary for visitor access, safety, resource protection, and interpretive purposes would occur in this zone. Development could include signage, trails, pathways, benches, or other appropriate facilities. Adaptive use of some cultural resources would also be permitted in this zone. 	<ul style="list-style-type: none"> There would be no buildings, comfort stations, or other structures in this zone. Some trails or interpretive markers would be possible in less environmentally sensitive areas. 	<ul style="list-style-type: none"> There could be specialized recreational facilities or structures compatible with natural resource uses in this zone. There could be trails, campground, parking areas, or comfort stations in this zone where compatible with the environmental conditions of the site. Additions to the landscape, including signs, markers, fishing piers, and accessibility features might be used to enhance visitor experience and public safety as well as to protect resources.

	VISITOR SERVICES ZONE	PARK SERVICES ZONE	HISTORIC RESOURCE ZONE	NATURAL RESOURCE ZONE	RECREATION ZONE
APPROPRIATE KINDS & LEVELS OF MANAGEMENT ACTIVITIES	<ul style="list-style-type: none"> • Management activities could include regular maintenance of both the structural and landscape elements in the zone, fee collection, interpretive services, and law enforcement. 	<ul style="list-style-type: none"> • Moderate to intensive management in this zone would be directed toward maintenance of its buildings and grounds as well as staging and preparation for maintenance and resource protection activities in other zones. 	<ul style="list-style-type: none"> • Management activities that could occur in this zone include interpretation, grounds maintenance, preservation, rehabilitation, restoration, stabilization, visitor protection and law enforcement, and archeological investigations. 	<ul style="list-style-type: none"> • Management/data collection activities in this zone would be minimal, only as necessary to maintain natural processes and/or protect resources from degradation, protect areas from negative visitor impact and occasionally remove invasive, nuisance, and exotic species to promote health of the natural ecology. • Cooperation with other entities having jurisdiction over natural resources would be an important aspect of management in this zone. 	<ul style="list-style-type: none"> • Management actions would focus on enhancing visitor experience and safety, protecting resources, minimizing impacts from visitor use. • Appropriate management actions could include: <ul style="list-style-type: none"> • Determining types and levels of use; • Managing access; and • Conducting research and restoring and stabilizing resources.

1 **ACTIONS COMMON TO ALL**
2 **ALTERNATIVES**

3
4 **Protecting Coastal Resources**

5
6 It is an objective of this plan under all alternatives
7 to enhance the ability of the park to monitor and
8 protect coastal resources on the Atlantic Ocean
9 side of Anastasia Island. This area is divided in
10 ownership between the State of Florida (from the
11 mean high tide line eastward into the territorial
12 waters of the State) and the NPS (from the mean
13 high tide line westward to the right-of-way for
14 State Route A1A). To accomplish this, the park
15 would work cooperatively with St. Johns County,
16 which manages the state lands.

17
18 Other ongoing actions common to all alternatives
19 include the following:

- 20
21 • The NPS Inventory & Monitoring (I&M)
22 program for the Southeast Coastal Network
23 has begun and would continue to collect
24 data on coastal shoreline change, salt marsh
25 accretion or subsidence, and trends in plant
26 communities. The I&M program is also
27 planning to develop a protocol and analyze
28 data to determine the status and trends of
29 groundwater levels in existing groundwater
30 wells and identify potential relationships
31 between changes in groundwater dynamics
32 and changes in landscape dynamics for the
33 park.
- 34
35 • The State of Florida is conducting
36 vegetation classification and mapping of
37 the park.
- 38
39 • The NPS continues to monitor and treat the
40 National Monument for a variety of exotic
41 invasive plants.
- 42
43 • Removal of exotics, nuisance, and invasive
44 species would continue.
- 45
46 • Fort stabilization work would be ongoing.

47
48
49 **ALTERNATIVE A: THE NO-ACTION**
50 **ALTERNATIVE**

51 **Concept**
52

53
54 The primary purpose of the no-action alternative,
55 required by NEPA, is to serve as a baseline for
56 comparing the effects of the action alternatives to
57 the effects of the status quo. The no-action
58 alternative is the continuation of current
59 management actions and direction into the future,
60 i.e., continuing with the present course of action
61 until that action is changed. “No action” does not
62 mean that the park does nothing. Rather, the no-
63 action alternative presents how the park would
64 continue to manage natural resources, cultural
65 resources, and visitor use and experience if a new
66 GMP was not approved and implemented.

67
68 The no-action alternative is a viable course of
69 action and must be presented as an objective and
70 realistic representation of continuing the current
71 park management direction otherwise it will not
72 be an accurate baseline against which to compare
73 action alternatives and their potential impacts.

74
75 The park’s enabling legislation and NPS
76 management policies would provide guidance for
77 all of the alternatives. The park would continue to
78 be managed as it is today, with no major change
79 in management direction. Visitors would enjoy a
80 quiet, reflective experience on the west side of
81 Anastasia Island and on Rattlesnake Island. The
82 experience on the east side of Anastasia Island
83 would be that of a natural coastal beach
84 environment in which driving private vehicles
85 within the National Monument boundary is
86 prohibited in accord with Presidential Executive
87 Orders and NPS regulations. Park managers
88 would preserve and maintain both the natural
89 environment and the park’s principal cultural
90 resources to the fullest extent according to
91 applicable laws and policies, standards and
92 guidelines.

93
94 **Natural Resources**

- 95
96 • NPS would preserve and maintain the
97 natural environment to the fullest extent
98 possible according to applicable laws and
99 policies, standards and guidelines.
- 100
101 • The NPS Inventory & Monitoring program
102 for the Southeast Coastal Network has
103 begun the process of collecting data on salt
104 marsh accretion or subsidence.

- 1 • The NPS Inventory & Monitoring program
2 for the Southeast Coastal Network is
3 planning to develop a protocol and analyze
4 data to determine the status and trends of
5 groundwater levels in existing groundwater
6 wells and identify potential relationships
7 between changes in groundwater dynamics
8 and changes in landscape dynamics for the
9 park.
10
- 11 • NPS continues to monitor and treat the
12 National Monument for a variety of exotic,
13 invasive, and nuisance plants.
14
- 15 • The University of North Florida is
16 conducting research into the dispersion of
17 invasive Green Mussels, *Perna viridis*.
18
- 19 • The University of North Florida is
20 conducting research using the river system
21 around the park as a model for comparing
22 the effects of nutrient loads for estuaries.
23

24 Cultural Resources

- 25 • NPS would preserve the park's principal
26 cultural resources according to applicable
27 laws and policies, standards and guidelines.
28
- 29 • Use of the New Deal era structures would
30 continue as a visitor center and park
31 offices.
32
- 33 • The park's museum collections would
34 continue to be stored in a multi-park facility
35 in Jacksonville, Florida. The collections
36 would continue to be available for research
37 and educational purposes within the
38 framework of NPS Management Policies
39 2006, Chapter 5.3.5.5 and the park's
40 approved scope of collection statement.
41
- 42 • Archeological resources – continue current
43 protection measures and investigations
44 according to regulations.
45

46 Visitor Uses and Experiences

- 47 • Visitors would enjoy a quiet, reflective
48 experience on west side of Anastasia Island
49 and Rattlesnake Island.
50
51
52

- 53 • Visitors would enjoy a natural coastal
54 beach environment on east side of Highway
55 A1A.
56
- 57 • Visitors would receive information about
58 the fort at the Anastasia Island visitor
59 center by means of a short film, books and
60 pamphlets, and programs presented at the
61 amphitheater nearby.
62
- 63 • Weather permitting, visitors would board
64 the ferry at the dock behind the visitor
65 center for a short trip to Rattlesnake Island
66 and the historic fort. Visitors would be free
67 to explore the fort on their own or
68 participate in interpretive programs on the
69 lower level of the structure.
70

71 Vehicular Beach Access

72 Driving off established park roads and parking
73 lots would continue to be prohibited in accord
74 with existing legal authorities, Presidential
75 Executive Orders, Regulations and NPS policy.
76

77 Interpretation

78 Interpretive programs at Fort Matanzas would
79 continue to consist of an 8-minute orientation film
80 at the visitor center and a program presented
81 either on the boat or at the fort for each fort
82 visitor. Nature programs and bird walks are
83 presented on the park trails and/or beach twice
84 each month. The first Saturday of each month is
85 "Living History Day" with re-enactors portraying
86 Spanish soldiers of the 1740s on duty at the fort
87 with cannon and sometimes musket
88 demonstrations. Musket demonstrations would
89 continue to be presented most Saturdays as
90 staffing allows. In addition, evening "Torchlight
91 Living History Tours" would continue to be
92 presented usually three evenings each year.
93 Curriculum-based education programs would
94 continue to be presented at the amphitheater next
95 to the visitor center. Occasionally, off-site
96 programs would be presented at local schools or
97 for organizations. In Fiscal Year 2012, 66,189
98 people attended ranger programs and 24,032
99 watched the film. These figures represent 3.8 %
100 and 21 % increases respectively, over the Fiscal
101 Year 2008 numbers.
102
103
104

1 **Parking**

- 2
- 3 • The park has implemented design changes to address unsafe conditions with existing parking lots.
- 4
- 5
- 6
- 7 • There would be two bus parking spaces added to the visitor center parking lot. This project would be accomplished through restriping and no new ground disturbance, paving, or construction.
- 8
- 9
- 10
- 11
- 12

13 **Visitor Center**

14
15 No new visitor center would be constructed and there would be no major renovations to existing visitor center.

16
17
18
19 Finally, Fort Matanzas National Monument exists entirely within the Atlantic coastal plain of the State of Florida and predominantly within a 100-year flood plain. The historic coquina watchtower on Rattlesnake Island as well as the entire historic visitor center complex, the Johnson house, the maintenance facility, and beach access parking lots are all vulnerable to ongoing sea-level rise, hurricanes and other storms and associated storm surge. While the action alternatives propose a range of facility expansions and adaptations to address visitor experience concerns and visitor services (e.g. availability of parking), NPS will evaluate proposed facility investments prior to project approvals using a variety of climate change mitigation strategies that can be found near the end of Chapter 2 to ensure the long-term sustainability of these investments. Due to the park’s location and potential vulnerabilities, it is feasible that the NPS may conclude, following analysis of the best scientific information available, that such financial investments would be unwise and that other options would be considered or the project would not be pursued. Additional adaptation strategies will be developed relevant to climate change projections and scenarios as part of GMP implementation.

47
48 **ALTERNATIVE B (The NPS Preferred Alternative)**

49
50
51 **Concept**

52
53 This concept envisions managing the National Monument in tune with its history as a small military outpost within a sometimes harsh, but beautiful and rich natural environment.

- 54
- 55
- 56
- 57
- 58 • There would be minimal development of new facilities, which would consist of some expanded parking.
- 59
- 60
- 61
- 62 • The primary interpretive themes of the park would continue to be the fort, its construction from locally available coquina stone, and its strategic location relative to the defense of St. Augustine. However, there would be increased interpretation of the natural environment as well.
- 63
- 64
- 65
- 66
- 67
- 68
- 69
- 70 • Low-impact recreational activities would be emphasized.
- 71
- 72

73 **Natural Resources**

74
75 Alternative B, like Alternative A, would preserve and maintain natural environment to the fullest extent possible according to applicable laws and policies, standards and guidelines. It would also include the same inventory and monitoring, vegetation classification and mapping, and exotic species removal activities and practices that are elements of Alternative A plus:

76
77
78
79
80
81
82
83
84 There would be minimal modification of the natural environment such as natural surface trails, boardwalks in wet areas to protect sensitive plants, and interpretive signs and wayside exhibits. The extent and type of these modifications would vary by management zone and within each zone according to the specific site conditions proposed for such modifications. There would also be some expansion of off-beach parking to compensate for the loss of on-beach parking. Additional environmental impact analysis and public review would take place when specific projects are proposed.

97
98 **Cultural Resources**

- 99
- 100 • Fort stabilization work would be ongoing.
- 101
- 102 • The park’s museum collections would continue to be stored in a multi-park facility in Jacksonville, Florida. The collections
- 103
- 104

1 would continue to be available for research
2 and educational purposes within the
3 framework of NPS Management Policies
4 2006, Chapter 5.3.5.5 and the park's
5 approved scope of collection statement.

- 6
- 7 • Archeological resources –current protection
8 measures and investigations would
9 continue according to regulations.
- 10
- 11 • Explore adaptive reuse of the existing New
12 Deal era visitor center, minimizing changes
13 to the natural environment. Because this
14 structure and the adjacent building as well
15 as the surrounding landscape, roads, drives,
16 and parking areas have been included in the
17 National Register of Historic Places, all
18 future planning regarding the use of these
19 structures and facilities will incorporate
20 compliance with Section 106 of the NHPA.

21 **Visitor Use and Experience**

- 22
- 23
- 24 • Visitors would enjoy a quiet, reflective
25 experience on the west side of A1A and
26 Rattlesnake Island.
- 27
- 28 • Visitors would enjoy a natural coastal
29 beach environment on the east side of
30 Highway A1A.
- 31
- 32 • There would be an expanded emphasis on
33 interpretation of the natural environment.
- 34
- 35 • Driving off established park roads and
36 parking lots would continue to be
37 prohibited in accord with existing
38 Presidential Executive Orders, Regulations,
39 and NPS policy.
- 40
- 41 • Interpretation of cultural resources would
42 remain the same as in Alternative A.
- 43

44 **Vehicular Beach Access**

45
46 Driving off established park roads and parking
47 lots would continue to be prohibited in accord
48 with existing legal authorities, Presidential
49 Executive Orders, Regulations and NPS policy.

50 **Interpretation**

- 51
- 52
- 53 • There would be an expanded emphasis on
54 interpretation of the natural environment.
- 55
- 56 • Interpretation of cultural resources would
57 remain the same as Alternative A.
- 58

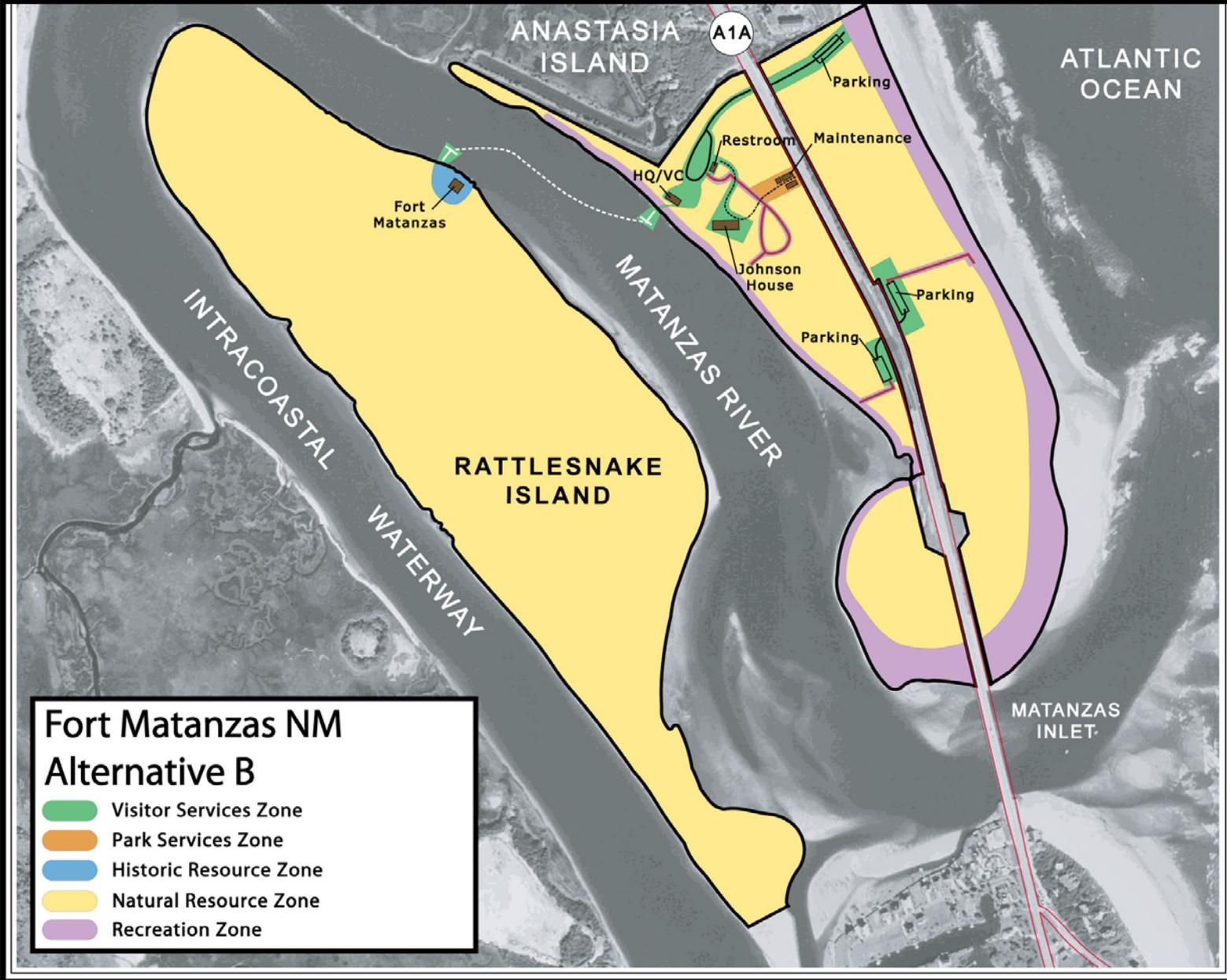
59 **Parking**

- 60
- 61 • The existing visitor center parking would
62 remain with the possible addition of spaces
63 within the existing footprint through
64 redesign, reorientation, and/or restriping.
65 The footprint of the parking area would not
66 be expanded.
- 67
- 68 • Expansion of other parking lots could occur
69 if adverse resource (including threatened
70 and endangered species) impacts could be
71 avoided. Visitor Center
- 72

73 Visitation at the park has increased through the
74 years to the extent that the 1937 visitor center is
75 too small to provide adequate space for
76 orientation and interpretive programs and
77 displays. Meeting the needs of increased visitation
78 and increased local population, especially school-
79 age population, would be accomplished through
80 adaptive re-use of existing structures on the west
81 side of SR A1A (Johnson House and New Deal
82 era structures).

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1 **ALTERNATIVE C**

2
3 **Concept**

4
5 This vision of Fort Matanzas combines the history
6 of the Rattlesnake Island fortified outpost with its
7 establishment as a National Monument and the
8 further development and evolution of the park to
9 its present day configuration.

- 10
- 11 • Interpretive programs and media would
- 12 begin in time with the massacre of French
- 13 Huguenots by Spanish soldiers, the event
- 14 which gave the fort and the river their
- 15 names, continue through the construction
- 16 and operation of the fort and ultimately the
- 17 establishment of the National Monument
- 18 and expansion of the park’s boundary and
- 19 mission.
- 20
- 21 • The north end of the Anastasia Island part
- 22 of the park that is west of Highway A1A
- 23 would be maintained in its present
- 24 condition, which is largely unchanged since
- 25 its initial development in the mid-1930s.
- 26 Therefore, the two buildings, the
- 27 surrounding landscape including the
- 28 entrance road and parking area would serve
- 29 as an exhibit that commemorates and
- 30 interprets the efforts of local citizens to
- 31 create a permanent monument to the
- 32 Spanish history of the site with New Deal
- 33 funding. Wayside exhibits and interpretive
- 34 media and programs would be used to tell
- 35 these stories.
- 36
- 37 • The donations of land by local citizens that
- 38 expanded the boundaries to include most of
- 39 the southern 1 mile of Anastasia Island
- 40 would also be interpreted through various
- 41 media, wayside exhibits, and ranger-led
- 42 programs.

43
44 **Natural Resources**

45
46 Same as Alternative A except:

47
48 There would be some modification of the natural
49 environment to accommodate new trails,
50 expanded parking lots, and visitor circulation
51 patterns.

52
53 **Cultural Resources**

- 54
- 55 • Fort stabilization work would be ongoing.
- 56
- 57 • The park’s museum collections would
- 58 continue to be stored in a multi-park facility
- 59 in Jacksonville, Florida. The collections
- 60 would continue to be available for research
- 61 and educational purposes within the
- 62 framework of NPS Management Policies
- 63 2006, Chapter 5.3.5.5 and the park’s
- 64 approved scope of collection statement.
- 65
- 66 • Archeological resources –current protection
- 67 measures and investigations would
- 68 continue according to regulations.

69
70 **Visitor Uses and Experience**

- 71
- 72 • There would be enhanced opportunities
- 73 throughout the park for interpreting the
- 74 park’s evolution and development.
- 75
- 76 • There would be more interpretive emphasis
- 77 on the cultural history than the natural
- 78 history of the site.
- 79
- 80 • Visitors could have motorized vehicular
- 81 access to the beach by the promulgation of
- 82 a special regulation followed by an Off
- 83 Road Vehicle (ORV) Plan and
- 84 Environmental Impact Statement (EIS) that
- 85 demonstrates no impairment of resources.
- 86
- 87 • There would be a focus on the north end of
- 88 the Anastasia Island (west of A1A) section
- 89 of the park with the New Deal era visitor
- 90 center and interpretation of the land
- 91 donations and other activities of St.
- 92 Augustine organizations to restore and
- 93 commemorate the Fort for local residents
- 94 and tourists.

95
96 **Vehicular Beach Access**

97
98 Driving off established park roads and parking
99 lots would continue to be prohibited in accord
100 with existing legal authorities, Presidential
101 Executive Orders, Regulations, and NPS policy.
102
103 However, upon final approval of the GMP, NPS
104 would:

- 1
- 2 • Seek authority to permit driving on the
- 3 Anastasia Island beach within the Fort
- 4 Matanzas boundary through the
- 5 promulgation of a Special Regulation
- 6 followed by the preparation of an ORV
- 7 Plan and an EIS. Both the rulemaking
- 8 process and the ORV planning process
- 9 involve public notice and review and
- 10 comment phases.
- 11
- 12 • Beach driving access and the
- 13 boundaries/geographical limits within
- 14 which beach driving would be permitted
- 15 would be based on the environmental
- 16 impacts analysis.
- 17

18 Interpretation

- 19
- 20 • There would be enhanced opportunities
- 21 throughout the park for interpreting the
- 22 park's evolution and development.
- 23
- 24 • There would be more interpretive emphasis
- 25 on the cultural history than the natural
- 26 history of the site
- 27
- 28 • There would be a focus on the north end of
- 29 the Anastasia Island (west of A1A) section
- 30 of the park with the New Deal era visitor
- 31 center and interpretation of the land
- 32 donations and other activities of St.
- 33 Augustine organizations to restore and
- 34 commemorate the Fort for local residents
- 35 and tourists.
- 36

37 Parking

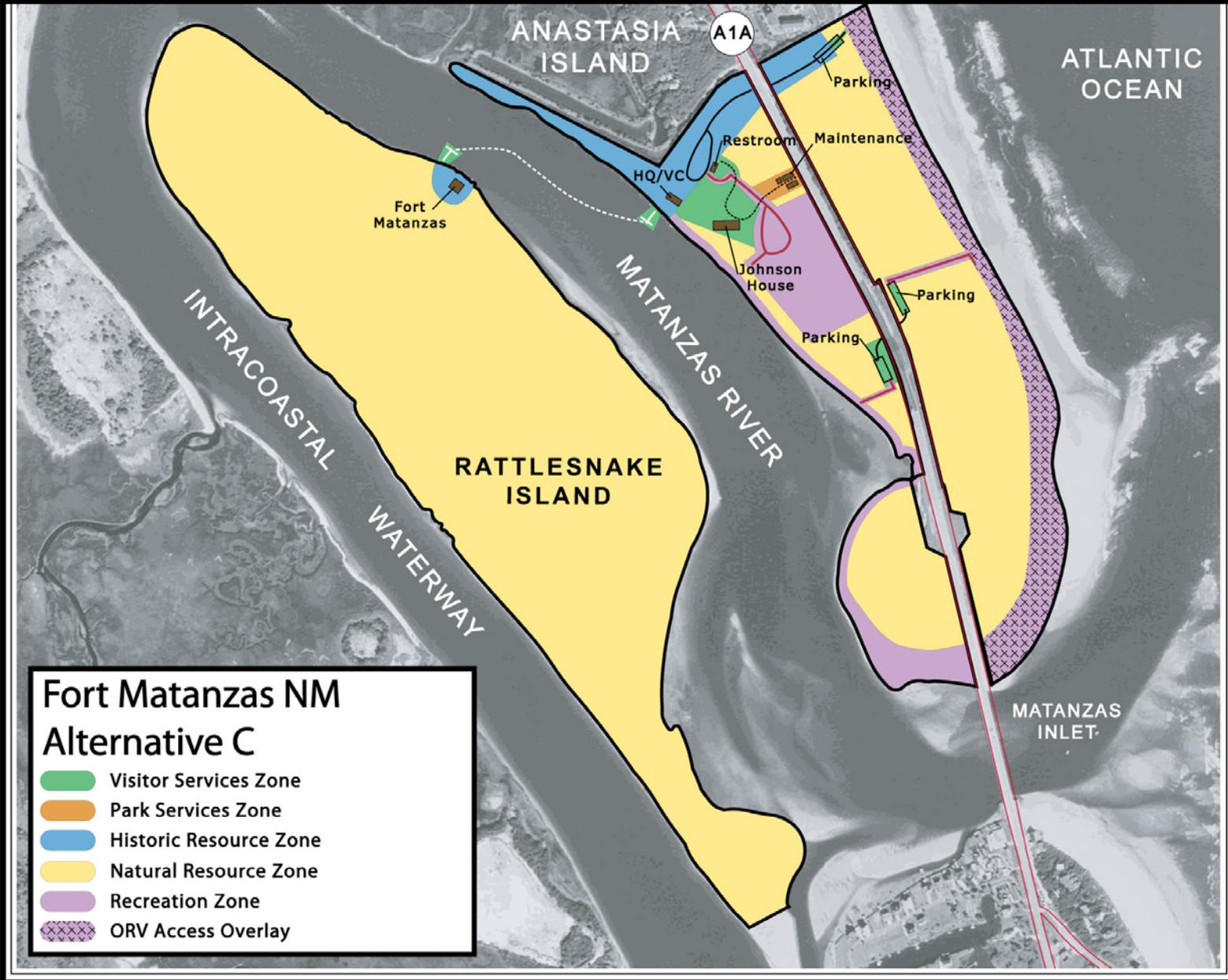
- 38
- 39 • There could be minimal expansion of
- 40 following parking areas: beach ramp and
- 41 both parking areas at south end of
- 42 Anastasia Island.
- 43
- 44 • The current visitor center parking lot
- 45 expansion would be limited to
- 46 accommodate bus/RV parking and possible
- 47 small vehicle parking within the existing
- 48 footprint through redesign, reorientation,
- 49 and/or restriping. There would be no
- 50 expansion of the existing parking area
- 51 footprint.
- 52

53 Visitor Center

- 54
- 55 Same as Alternative B plus:
- 56
- 57 The 1937 visitor center and park headquarters,
- 58 having been approved for listing on the National
- 59 Register of Historic Places in 2008, would be
- 60 interpreted along with contributing elements such
- 61 as the entrance road, parking area, and the
- 62 Matanzas Ramp as part of the story of the
- 63 development and evolution of the National
- 64 Monument, especially the contributions of local
- 65 citizens to the effort.

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1 **DEVELOPMENT OF COST ESTIMATES**

2
3 NPS decision makers and the public must
4 consider an overall picture of the complete costs
5 and advantages of various alternatives, including
6 the no-action alternative, to make wise planning
7 and management decisions for the park. Such
8 consideration can shed light on the cost of the no-
9 action alternative and make possible a more
10 legitimate comparison to the action alternatives.

11
12 Class C estimates are used which are rough,
13 order-of-magnitude estimates based on NPS and
14 industry standards to the extent available. These
15 figures are not to be used for budgetary purposes
16 or implementation funding requests. It is
17 important that the cost estimates contain the same
18 elements and that they be developed with the
19 same general assumptions so that there can be
20 consistency and comparability among
21 alternatives. The main components of these cost
22 estimates are as follows:

23 **Initial One-Time Costs**

- 24 • New development (including infrastructure
- 25 costs)
- 26 • Major rehabilitation or restoration of
- 27 existing facilities
- 28 • Interpretive media (audiovisual materials,
- 29 exhibits, waysides, and publications)
- 30 • Resource management and visitor service
- 31 costs (resource and visitor inventories,
- 32 implementation planning, compliance)
- 33
- 34

35 **Annual Costs**

- 36 • Annual park operating costs (staff salary
- 37 and benefits, maintenance, utilities,
- 38 monitoring, contract services)
- 39 • Ongoing repair and rehabilitation of
- 40 facilities
- 41
- 42

43 **NPS Facilities Model**

44
45
46 The National Park Service has developed facility
47 models for several types of facilities, such as
48 visitor centers and maintenance facilities, based
49 on a number of factors unique to each national
50 park system unit. This model was used in
51 estimating the costs for adapting existing facilities
52 for new uses.

53

54 **Implementation**

55
56 The cost figures shown here and throughout the
57 plan are intended only to provide an estimate of
58 the relative costs of alternatives. NPS and industry
59 cost estimating guidelines were used to develop
60 the costs (in 2008 dollars) to the extent possible,
61 but the estimates should not be used for budgeting
62 purposes. Specific costs will be determined in
63 subsequent, more detailed planning and design
64 exercises, and considering the design of facilities,
65 identification of detailed resource protection
66 needs, and changing visitor expectations. Actual
67 costs to the NPS will vary depending on if and
68 when the actions are implemented, and on
69 contributions by partners and volunteers.

70
71 The implementation of the approved plan, no
72 matter which alternative is selected, will depend
73 on future NPS funding levels and servicewide
74 priorities, and on partnership funds, time, and
75 effort. The approval of a GMP does not guarantee
76 that funding and staffing needed to implement the
77 plan will be forthcoming. Full implementation of
78 the plan could be many years in the future.

TABLE 4. COSTS OF ALTERNATIVES

ITEM	ALTERNATIVES		
	Alt. A	Alt. B	Alt. C
Annual Operating Costs (ONPS) ⁽¹⁾	\$577,693	\$853,598	\$993,223
Staffing - FTE ⁽²⁾	9.6	11.6	13.6
Total One-Time Costs	\$17,317	\$1,889,952	\$2,380,572
One-Time Facility Costs ⁽³⁾	\$17,317	\$1,889,952	\$2,380,572
One-Time Non-Facility Costs ⁽⁴⁾	\$0	\$0	\$750,000

(1) Annual operating costs are the total costs per year for maintenance and operations associated with each alternative, including utilities, supplies, staff salaries and benefits, leasing, and other materials. Cost and staffing estimates assume that the alternative is fully implemented as described in the narrative.

(2) The total number of FTEs is the number of person-years of staff required to maintain the assets of the park at a good level, provide acceptable visitor services, protect resources, and generally support the park's operations. The FTE number indicates ONPS-funded NPS staff only, not volunteer positions or positions funded by partners. FTE salaries and benefits are included in the annual operating costs. The proposed increases in total FTEs would be for law enforcement and protection rangers related to patrol and enforcement of the ban on beach driving, interpretation and education specialists for increased emphasis on the natural environment and the New Deal era development and expansion of the park, and facility maintenance staff related to expanded parking areas and additional trails.

(3) One-time facility costs include those for the design, construction, rehabilitation, or adaptive reuse of visitor centers, roads, parking areas, administrative facilities, comfort stations, educational facilities, entrance stations, fire stations, maintenance facilities, museum collection facilities, and other visitor facilities. For Alternative A facility costs would consist of an additional 2 bus parking spaces in the visitor center parking lot. For Alternative B, facility costs would include the 2 bus parking spaces for the visitor center, expanded parking on the east and west sides of Highway A1A and the beach ramp parking lot, adaptation of existing structures for visitor services and administrative needs, and interpretive signs. For Alternative C, facility costs would include most of the same items that are included in Alternative B plus 2500 linear feet of trails on the west side of Highway A1A.

(4) One-time non-facility costs include actions for the preservation of cultural or natural resources not related to facilities, the development of visitor use tools not related to facilities, and other park management activities that would require substantial funding above park annual operating costs. Examples include preparing historic structures reports and an historic resource study. For Alternative C one-time non-facility costs include the writing, analysis, and economic analysis associated with the promulgation of a special rule and an Off-Road Vehicle Plan and Environmental Impact Statement.

The following applies to costs presented throughout this GMP:

- The costs are presented as estimates and are not appropriate for budgeting purposes.
- The costs presented have been developed using NPS and industry standards to the extent available.
- Specific costs will be determined at a later date, considering the design of facilities, identification of detailed resource protection needs and changing visitor expectations.
- Actual costs to the NPS will vary depending on if and when the actions are implemented, and on contributions by partners and volunteers.
- Approval of the GMP does not guarantee that funding or staffing for proposed actions will be available.
- The implementation of the approved plan, no matter which alternative, will depend on future NPS funding levels and Service- wide priorities, and on partnership funds, time, and effort.

1 **SUMMARY COMPARISON OF THE**
2 **ALTERNATIVES**

3
4 Table 5 beginning on the next page, provides a
5 comparison of the major features of the alternatives.
6 The comparison is based on the major issue categories
7 that were developed during public scoping of the
8 general management plan. The comparison also
9 provides a summary for each alternative of how that
10 alternative addresses visitor experience, natural
11 resource conditions and cultural resource conditions.
12 The alternatives were designed to address the major
13 issues. The last column in the table discusses the
14 differences between alternatives for each issue topic.
15



Fort Matanzas Tour Boat

TABLE 5. COMPARISON OF ALTERNATIVES

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
General Theme	Continue current management policies and practices into the foreseeable future. For NEPA purposes, this is known as the No-Action alternative.	<ul style="list-style-type: none"> • This concept envisions managing the National Monument in tune with its history as a small military outpost within a sometimes harsh, but beautiful and rich natural environment. • There would be minimal development of new facilities. • The primary interpretive mission of the park would continue to be the fort, its construction from locally available coquina stone, and its strategic location relative to the defense of St. Augustine. However, there would be increased interpretation of the natural environment as well. • Low-impact recreational activities would be emphasized. 	<ul style="list-style-type: none"> • This vision of Fort Matanzas combines the history of the Rattlesnake Island fortified outpost with its establishment as a National Monument and the further development and evolution of the park to its present day configuration. • Interpretive programs and media would begin in time with the massacre of French Huguenots by Spanish soldiers, the event which gave the fort and the river their names, continue through the construction and operation of the fort and ultimately the establishment of the National Monument and expansion of the park's boundary and mission. • The north end of the Anastasia Island part of the park that is west of Highway A1A would be maintained in its present condition and interpreted as an exhibit that commemorates the efforts of the PWA and local citizens to create a permanent monument to the Spanish history of the site. • The donations of land by local citizens that expanded the boundaries to include most of the southern 1 mile of Anastasia Island would also be interpreted through various media and programs. 	<ul style="list-style-type: none"> • B has more emphasis on protecting natural resources by continuing the prohibition of beach driving and by limiting development of new facilities. In addition, environmental education and natural resource interpretation could be increased. • C expands the interpretation of history to include the creation, development, and evolution of the park, including efforts, donations, and other contributions of local citizens.

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
<p>Visitor Experience</p> <ul style="list-style-type: none"> • Rattlesnake Island • Anastasia Island west of Highway A1A (including west of the Matanzas inlet Bridge) • Anastasia Island east of Highway A1A 	<ul style="list-style-type: none"> • Quiet, reflective experience on west side of Anastasia Island and Rattlesnake Island. • Enjoyment of a natural coastal beach environment on east side of Highway A1A. Driving private vehicles within the National Monument boundary is prohibited in accord with Presidential Executive Orders and NPS regulations. • Visitors receive information about the fort at the Anastasia Island visitor center by means of a short film, books and pamphlets, and programs presented at the amphitheater nearby. • Weather permitting, visitors board the ferry at the dock behind the visitor center for a short trip to Rattlesnake Island and the historic fort. Visitors are free to explore the fort on their own or participate in interpretive programs on the lower level of the structure. 	<ul style="list-style-type: none"> • Quiet, reflective experience on west side of A1A and Rattlesnake Island. • Enjoyment of a natural coastal beach environment on east side of Highway A1A. • Expanded interpretive emphasis of natural environment. • Driving off established park roads would be prohibited in accord with existing Presidential Executive Orders and NPS policy. • Interpretation of cultural resources would remain the same as Alternative A. 	<ul style="list-style-type: none"> • Enhanced opportunities throughout the park interpreting the park's evolution and development. • More interpretive emphasis on the cultural history than the natural history of the site. • Visitors may obtain personal vehicular access to the beach if a special regulation is approved that is preceded by an Off Road Vehicle Plan and Environmental Impact Statement that demonstrates no impairment of resources. • There would be a focus on the north end of the Anastasia Island (west of A1A) section of the park with the New Deal era visitor center and interpretation of the land donations and other activities of St. Augustine organizations to restore and commemorate the Fort for local residents and tourists. 	<ul style="list-style-type: none"> • B provides a visitor experience that emphasizes the natural environment by limiting facility development and by increasing interpretation of natural resources. • C provides a visitor experience that emphasizes the cultural history and evolution of the park and expands some recreational trail/boardwalk opportunities.
<p>Natural Resource Conditions</p> <ul style="list-style-type: none"> • Dune System • T & E Animals • T & E Plants • Exotics and invasives • Other 	<ul style="list-style-type: none"> • Preserve and maintain natural environment to the fullest extent possible according to applicable laws and policies, standards and guidelines. • NPS Inventory & Monitoring program for the Southeast Coastal Network has begun the process of collecting data on coastal shoreline change. • NPS Inventory & Monitoring 	<p>Same as Alternative A except:</p> <ul style="list-style-type: none"> • Minimal modification of the natural environment. 	<p>Same as Alternative A except:</p> <ul style="list-style-type: none"> • Some modification of natural environment to accommodate new trails, expanded parking lots, and visitor circulation patterns. 	<ul style="list-style-type: none"> • B provides the highest level of preservation to the natural environment due to increased interpretive emphasis, prohibition of beach driving, and minimal facility development. • C allows a level of beach driving (only after promulgation of a special regulation and completion of an ORV plan with an EIS) which does not impair resources.

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
	<p>program for the Southeast Coastal Network has begun the process of collecting data on salt marsh accretion or subsidence.</p> <ul style="list-style-type: none"> • NPS Inventory & Monitoring program for the Southeast Coastal Network has begun the process of collecting data on trends in plant communities. • State of Florida is conducting vegetation classification and mapping of the park. • NPS Inventory & Monitoring program for the Southeast Coastal Network is planning to develop a protocol and analyze data to determine the status and trends of groundwater levels in existing groundwater wells and identify potential relationships between changes in groundwater dynamics and changes in landscape dynamics for the park. • NPS continues to monitor and treat the National Monument for a variety of exotic invasive plants. • University of North Florida is conducting research into the dispersion of invasive green mussels, <i>Perna viridis</i>. • University of North Florida is conducting research using the river system around the park as a model for comparing the effects of nutrient loads for estuaries <p>.</p> <ul style="list-style-type: none"> • Removal of exotic, nuisance, and 			<ul style="list-style-type: none"> • B does not permit off-road (beach) driving.

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
<p>Cultural Resource Conditions</p> <ul style="list-style-type: none"> • Coquina Watchtower • New Deal era Visitor Contact Facility • Museum Collections • Archeological Resources • Ethnographic Resources • Cultural Landscapes 	<p>invasive species would continue.</p> <ul style="list-style-type: none"> • Preserve the park's principal cultural resources according to applicable laws and policies, standards and guidelines. • Fort stabilization work would be ongoing. • Use of the New Deal era structure would continue as a visitor center and temporary quarters for park staff. • The park's museum collections would continue to be stored in a multi-park facility in Jacksonville, Florida. The collections would continue to be available for research and educational purposes within the framework of NPS Management Policies 2006, Chapter 5.3.5.5 and the park's approved scope of collection statement. • Archeological resources – continue current protection measures and investigations according to regulations. 	<p>Same as Alternative A except:</p> <ul style="list-style-type: none"> • Explore adaptive reuse of existing New Deal era VC minimizing changes to the natural environment. 	<p>Same as Alternative A except:</p> <ul style="list-style-type: none"> • First floor of current VC would be used for visitor interpretation and exhibits pertaining to the New Deal era structure itself. 	<ul style="list-style-type: none"> • B includes the possibility of adaptive reuse of the entire VC structure and/or the Johnson House for visitor services. • C retains the historic character of the visitor center/park headquarters area while adapting the interiors for more effective visitor services and administrative purposes. • Because the visitor center, the adjacent structure to the north and the surrounding roads, parking area, and landscape are included in the National Register of Historic Places, all proposed adaptive reuse of these areas would have to be submitted to the Florida SHPO for the Section 106 (National Historic Preservation Act) review.
<p>Visitor Center</p>	<ul style="list-style-type: none"> • No new visitor center would be constructed and there would be no major renovations to existing visitor center. 	<ul style="list-style-type: none"> • Visitation at the park has increased through the years to the extent that the 1937 visitor center is too small to provide adequate space for orientation and interpretive programs and displays. • Meeting the needs of increased visitation and increased local population, especially school-age 	<ul style="list-style-type: none"> • Same as Alternative B plus: The 1937 VC and park HQ would be interpreted as a National Register site. These structures and the internal roads, parking areas, as well as the Matanzas Ramp and parking (access to the Atlantic Ocean beach) were listed in the National Register of Historic Places on December 31, 2008. 	<ul style="list-style-type: none"> • B & C preserve and maintain the historic character of existing buildings within their existing footprints and adapt them to achieve desired visitor experience and administrative goals.

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
		children, would be accomplished through adaptive re-use of existing structures on the west side of SR A1A (Johnson House and New Deal era structures).		
Parking	<ul style="list-style-type: none"> The park is currently exploring alternatives to address unsafe conditions with existing parking lots. There would be two bus parking spaces added to the visitor center parking lot by restriping the existing paved area. 	<ul style="list-style-type: none"> Existing VC parking would remain with possible addition of one or two spaces for bus/RV parking. This would be accomplished by restriping the existing paved area. Expansion of other parking lots would occur if adverse resource impacts (including threatened and endangered species) can be avoided. 	<ul style="list-style-type: none"> Potential minimal expansion of following parking areas: beach ramp, both parking areas at south end of Anastasia Island. Current VC lot expansion limited to accommodate bus/RV parking and possible small vehicle parking. This would be accomplished by restriping the existing paved area. 	<ul style="list-style-type: none"> B expands the existing parking lots on the east and west sides of A1A to mitigate loss of parking on the beach. C expands parking on the east and west sides of A1A to a lesser degree than B to mitigate crowding and parking on shoulders at peak times.
Administrative HQ/Facilities	<ul style="list-style-type: none"> Administrative offices remain in the adapted structure next to the Visitor Center. 	<ul style="list-style-type: none"> Explore adaptive reuse of existing park structures for administrative offices, minimizing changes to the natural environment. 	<ul style="list-style-type: none"> The exterior of the Johnson House and the immediate site would be used partially for interpretation. 	<ul style="list-style-type: none"> B and C locate administrative offices in an existing adapted structure.

Topic	Alternative A	Alternative B	Alternative C	Differences Between B & C
Vehicle Access	<ul style="list-style-type: none"> Driving off established park roads is prohibited in accord with existing legal authorities, Presidential Executive Orders and NPS policy. 	<ul style="list-style-type: none"> Driving off established park roads remains prohibited in accord with existing legal authorities, Presidential Executive Orders and NPS policy. 	<p>Same as A & B except:</p> <ul style="list-style-type: none"> Beach driving would continue to be prohibited unless authorization to allow it is successfully established by the promulgation of a special regulation followed by completion of an ORV plan and environmental impact statement. If beach driving were authorized, the boundaries/geographical limits and other conditions such as nesting season closures, within which it would be permitted, would be based on an approved Off Road Vehicle plan and Environmental Impact Statement. 	<ul style="list-style-type: none"> B does not allow beach driving. C would only provide for beach driving following promulgation and approval of a special regulation followed by preparation and approval of an ORV plan and environmental impact statement.



Fort Matanzas Boardwalk to Anastasia Island Ocean Beach

TABLE 6. SUMMARY OF IMPACTS

Impact Topic	Alternative A	Alternative B	Alternative C
CULTURAL RESOURCES			
Archeological Resources	Under Alternative A, impacts on archeological resources would be permanent, negligible to minor, and adverse. The actions contained in Alternative A would contribute a negligible increment to this cumulative impact.	Under Alternative B, impacts on archeological resources would be permanent, negligible to minor, and adverse. Cumulative impacts would be permanent, minor, and adverse. The actions contained in Alternative B would contribute a negligible increment to this cumulative impact.	Under Alternative C, impacts on archeological resources would be permanent, negligible to minor, and adverse. Cumulative impacts would be permanent, minor to moderate, and adverse. The actions contained in Alternative C would contribute a negligible increment to this cumulative impact.
Museum Collections	Under Alternative A, impacts to museum collections would be permanent and beneficial. Cumulative impacts would be permanent, minor, and adverse. The actions contained in Alternative A would contribute a negligible increment to this cumulative impact.	Under Alternative B, impacts to museum collections would be permanent and beneficial. Cumulative impacts would be permanent, minor, and adverse. The actions contained in Alternative B would contribute a negligible increment to this cumulative impact.	Under Alternative C, impacts to museum collections would be permanent and beneficial. Cumulative impacts would be permanent, minor to moderate, and adverse. The actions contained in Alternative C would contribute a negligible increment to this cumulative impact.
Historic Structures	Under Alternative A, impacts to historic structures would be long-term, negligible to minor, and adverse, mostly due to normal wear and tear. Cumulative impacts would be moderate to major and adverse due to continued development in the local and regional area. The actions contained in Alternative A would constitute a negligible increment to this cumulative impact.	Under Alternative B, impacts to historic structures would be long-term, negligible to minor, and adverse, mostly due to normal wear and tear. Cumulative impacts would be moderate to major and adverse due to continued development in the local and regional area. The actions contained in Alternative B would constitute a negligible increment to this cumulative impact.	Under Alternative C, impacts to historic structures would be would for the most part be local, long-term, direct and indirect, moderate and beneficial. Some short-term, negligible to minor adverse impacts would occur, mostly due to normal wear and tear. Cumulative impacts would be minor to moderate and adverse due to continued development in the local and regional area. The beneficial actions contained in Alternative C would offset these cumulative adverse impacts to a negligible degree.
Potential Cultural Landscapes	Under Alternative A, there would be long-term, beneficial, and minor impacts on the potential cultural landscape due to a gradual reduction in non-native vegetation. Cumulative impacts would be long-term, minor to moderate, beneficial and adverse.	Under Alternative B, there would be long-term, beneficial, and minor to moderate adverse impacts on the potential cultural landscape due to the removal of exotic vegetation and the maintenance of native vegetation surrounding the historic structures of the park. Cumulative impacts would be long-term, moderate, and beneficial. Alternative B would	Under Alternative C, impacts would be local, long-term, direct and indirect and beneficial from the maintenance of the area as a potential cultural landscape. Cumulative impacts would be long-term, minor to moderate, and beneficial. Alternative C would contribute a moderate, beneficial increment to this cumulative impact.

Impact Topic	Alternative A	Alternative B	Alternative C
	Alternative A would contribute a minor increment to this cumulative impact.	contribute a minor increment to this cumulative impact.	
NATURAL RESOURCES			
Geology and Soils	Under Alternative A, impacts to soils and geologic resources would be long-term, negligible to minor, adverse, and localized. There would be a long-term, moderate to major, adverse cumulative impact on soils and geologic resources. The actions contained in Alternative A would contribute a negligible increment to this cumulative impact.	Under Alternative B, impacts to soils and geologic resources would be localized, long-term, minor, and adverse. There would be a long-term, moderate to major, adverse cumulative impact on soils and geologic resources. The actions contained in Alternative B would contribute a negligible increment to this cumulative impact.	Impacts would include those discussed under Alternative B, together with additional erosion from construction and use of new trails, other recreational facilities, and the potential for future use of ORVs if a regulation is pursued and approved. Impacts to soils would be local, short-term, moderate adverse and local, long-term, moderate adverse. There would be a long-term, moderate to major, adverse cumulative impact on soils and geologic resources. The actions contained in Alternative C would contribute a minor increment to this cumulative impact.
Plant Communities and Vegetation (including Exotic/Non-native Plants)	Under Alternative A, impacts on plant communities and vegetation would be long-term, adverse, negligible to minor, and localized. There could be long-term, moderate to major, and adverse cumulative impacts to vegetation and plant communities in the surrounding region. The actions contained in Alternative A would contribute a negligible increment to this cumulative impact. Under Alternative A, impacts from exotic plants and nonnative vegetation would be long-term, adverse, and moderate. There could be a long-term, moderate to major, adverse cumulative impacts on native natural processes. The actions contained in Alternative A would contribute a very small increment to this cumulative impact.	Under Alternative B, impacts on plant communities and vegetation would be local, short- and long-term, direct, minor, and adverse. There could be long-term, moderate to major and adverse cumulative impacts to vegetation and plant communities in the surrounding region. The actions contained in Alternative B would contribute a very small increment to this cumulative impact Under Alternative B, impacts from exotic plants and nonnative vegetation would be long-term, adverse, and moderate to major. There could be a long-term, moderate to major, adverse cumulative impacts on native natural processes. The actions contained in Alternative B would offset these cumulative adverse impacts to a negligible degree.	Under Alternative C, impacts on plant communities and vegetation would be local, short-term, direct, minor to moderate adverse and long-term, direct, minor to moderate adverse. There could be long-term, moderate to major and adverse cumulative impacts to vegetation and plant communities in the surrounding region. The actions contained in Alternative C would contribute a minor increment to this cumulative impact. Potential adverse impacts to dune vegetation are possible if ORV beach driving is approved. Under Alternative C, impacts from exotic plants and nonnative vegetation would be long-term, adverse, and moderate to major. There could be a long-term, moderate to major, adverse cumulative impacts on native natural processes. The actions for exotic plant control contained in Alternative C would offset these cumulative adverse impacts to a negligible degree.
Fish and Wildlife	Under Alternative A, impacts on fish and	Under Alternative B, impacts on fish and wildlife would be local,	Under Alternative C, impacts on fish and wildlife would be local, short-

Impact Topic	Alternative A	Alternative B	Alternative C
	wildlife from the continuation of current management would be long-term, minor, and both beneficial and adverse. Minor adverse impacts to soil, water quality, and vegetation would result in minor adverse effects on some fish and wildlife species. In contrast, the removal of exotic, nuisance, and invasive species would result in minor beneficial effects on some wildlife species. This alternative would result in long-term, moderate, adverse cumulative impacts on fish and wildlife. The actions contained in Alternative A would contribute a very small increment to this cumulative impact.	short- and long-term, direct and indirect, minor, and both beneficial and adverse. Impacts would result primarily from the potential expansion of parking lots on the east and west sides of Highway A1A. Minor adverse impacts to soil, water quality, and vegetation would result in minor adverse effects on some fish and wildlife species. In contrast, the removal of exotic, nuisance, and invasive species would result in minor beneficial effects on some wildlife species. This alternative would result in long-term, moderate, adverse cumulative impacts on fish and wildlife. The actions contained in Alternative B would contribute a very small increment to this cumulative impact.	and long-term, direct and indirect, minor to moderate, and both beneficial and adverse. Impacts would result primarily from modifications of the natural environment to accommodate new trails, expanded parking lots on the east and west sides of Highway A1A, and visitor circulation patterns. Minor adverse impacts to soil, water quality, and vegetation would result in minor adverse effects on some fish and wildlife species. In contrast, the removal of exotic, nuisance, and invasive species would result in minor beneficial effects on some wildlife species. If this alternative were selected, NPS would seek to promulgate an ORV regulation with an ORV plan and environmental impact statement that would fully assess the effects of re-established driving on the beach under a number of alternative scenarios.
Water Quality	Under Alternative A, impacts on water quality would be long-term, negligible to minor, adverse, and localized. There would be a long-term, adverse cumulative impact on water quality in the watershed. The intensity of the impact is unknown. The actions contained in Alternative A would contribute a very small adverse increment to this cumulative impact.	Under Alternative B, impacts on water quality would be local, short- and long-term, direct, minor, and adverse. There would be a long-term, adverse cumulative impact on water quality in the watershed. The intensity of the impact is unknown. The actions contained in Alternative B would contribute a very small adverse increment to this cumulative impact.	Under Alternative C, impacts on water quality would be local, short- and long-term, minor, and adverse. There would be a long-term, adverse cumulative impact on water quality in the watershed. The intensity of the impact is unknown. The actions contained in Alternative C would contribute a minor increment to this cumulative impact. Impacts would be partially mitigated by use of best management practices during clearing and site recovery.
Floodplains	Impacts to floodplain functions under Alternative A would be local, direct and indirect, negligible to minor, and adverse. Impacts to infrastructure in the event of flooding would be short- and long-term, moderate to major, and adverse.	Impacts to floodplain functions under Alternative B would be local, direct and indirect, negligible to minor, and adverse. Impacts to infrastructure in the event of flooding would be short- and long-term, moderate to major, and adverse.	Impacts to floodplain functions under Alternative C would be local, direct and indirect, negligible to minor, and adverse. Impacts to infrastructure in the event of flooding would be short- and long-term, moderate to major, and adverse.
Wetlands	Under Alternative A, past impacts on wetlands would continue and would be long-term, minor, adverse, and	Under Alternative B, past impacts on wetlands would continue and would be long-term, minor, adverse, and localized. There would be a	Under Alternative C, past impacts on wetlands would continue and would be long-term, minor, adverse, and localized. There would be a long-term, minor to major, adverse

Impact Topic	Alternative A	Alternative B	Alternative C
	localized. There would be a long-term, minor to major, adverse cumulative impact on wetlands. The actions contained in Alternative A would not contribute any new impacts to this cumulative impact.	long-term, minor to major, adverse cumulative impact on wetlands. The actions contained in Alternative B would not contribute any new impacts to this cumulative impact.	cumulative impact on wetlands. The actions contained in Alternative C would not contribute any new impacts to this cumulative impact.
Soundscape	Alternative A would have a continued long-term, minor effect on the natural soundscape and a temporary, minor adverse effect to the soundscape during the time of construction of the expansion of the parking lots.	Alternative B would have a continued long-term, minor effect on the natural soundscape and a temporary, minor adverse effect to the soundscape during the time of expansion of the parking lots within the visitor center complex by redesign and restriping.	Alternative C would have a long-term, minor adverse effect on the soundscape from ongoing visitor and park management sources and a temporary, minor adverse effect during the construction phase for expanded parking lots on the east and west sides of Highway A1A and new trails. Pursuant to the promulgation and issuance of a special regulation, should the effort be successful, an ORV plan and environmental impact statement would evaluate the effects on the soundscape resulting from alternative ORV plans.
VISITOR USE AND EXPERIENCE			
Visitation of Historic Sites / Recreational Activities	Under the no-action alternative, impacts on visitor use and experience would be long-term, major, adverse and long-term major beneficial. The cumulative impact on visitor use and experience in the monument would be long-term, negligible to minor, and beneficial. The actions contained in the no-action alternative would not contribute an appreciable increment to this cumulative impact.	Impacts to visitor use and experience would stem primarily from the creation of additional parking and the adaptive reuse of the visitor center and would be local, short- and long-term, moderate, and both beneficial and adverse, depending on a given visitor's individual preferences.	Impacts to visitor use and experience would stem primarily from the creation of additional parking, the adaptive reuse of the visitor center, and the pursuit of a special regulation followed by an ORV plan and environmental impact statement to allow ORV use on the beach. Impacts would be local, short- and long-term, moderate, and both beneficial and adverse, depending on a given visitor's individual preferences.
Public Health & Safety	Under all alternatives there would be improvements to parking and circulation of visitors which would alleviate some of the congestion in the park and result in a minor, beneficial effect to public safety.	Under all alternatives there would be improvements to parking and circulation of visitors which would alleviate some of the congestion in the park and result in a minor, beneficial effect to public safety.	Under all alternatives there would be improvements to parking and circulation of visitors which would alleviate some of the congestion in the park and result in a minor, beneficial effect to public safety.
SOCIOECONOMIC ENVIRONMENT			

Impact Topic	Alternative A	Alternative B	Alternative C
Local Economy	Because there would be negligible changes to visitor spending or construction activity within St. Johns County under Alternative A, long-term and short-term impacts on the socioeconomic environment would be localized, negligible, and neutral. As a result, county employment, housing, and sales would remain constant. In terms of cumulative impacts, long-term and short-term impacts would be localized, moderate, and beneficial. Alternative A would contribute a negligible increment to this total cumulative effect.	Because there would be only slight increases to visitor spending or park expenditures within St. Johns County under Alternative B, long-term and short-term impacts on the socioeconomic environment would be localized, negligible, and beneficial. As a result, county employment, housing, and sales would not be measurably affected. In terms of cumulative impacts, long-term and short-term impacts would be localized, moderate, and beneficial. Alternative B would contribute a negligible increment to this total cumulative effect.	Because there would be only slight increases to visitor spending or park expenditures within St. Johns County under Alternative C, long-term and short-term impacts on the socioeconomic environment would be localized, negligible, and beneficial. As a result, county employment, housing, and sales would not be measurably affected. In terms of cumulative impacts, long-term and short-term impacts would be localized, moderate, and beneficial. Alternative C would contribute a negligible increment to this total cumulative effect.
NPS OPERATIONS AND MANAGEMENT			
NPS Operations and Management	Operation of existing visitor and administrative facilities in the monument would result in continuing minor, long-term, neutral impacts on NPS operations. The cumulative impacts of the no-action alternative and other reasonably foreseeable future actions required of park staff would be minor to moderate, long-term, and neutral.	Operation of existing and projected visitor and administrative facilities in the monument would result in minor, long-term, neutral impacts on NPS operations. The cumulative impacts of Alternative B and other reasonably foreseeable future actions required of park staff would be minor to moderate, long-term, and neutral.	The impacts of Alternative C on park operations would include those of Alternative A and B. Four new permanent employees would be necessary to implement Alternative C. This additional staffing would have minor to moderate beneficial effects on operations from the point of view of effectively achieving critical park work goals and objectives. The impacts on park operations resulting from re-established driving on the beach, should Alternative C be selected and should the effort to promulgate a regulation permitting beach driving be successful, would be determined in detail in the required ORV plan and environmental impact statement.

Impact Topic	Alternative A	Alternative B	Alternative C
Transportation	<p>Although the direct effects of construction and rerouting of traffic for any additional parking spaces would be noticeable, the result of additional parking could alleviate some congestion at the park in the immediate area. The effects of Alternative A would be long-term, negligible to minor adverse and long-term beneficial. The cumulative impacts of Alternative A and other reasonably foreseeable future and past actions regarding transportation would be long-term, minor, and adverse.</p>	<p>Planning and environmental analysis for the expansion of the existing parking lots adjacent to Highway A1A would be initiated under this alternative. If the planning and analysis result in a conclusion that no unacceptable adverse impacts to natural resources would occur, then further planning and design would occur. Although the direct effects of construction would be noticeable, the result of additional parking would alleviate some congestion at the park. The effects of Alternative B would be long-term, minor, and beneficial. The cumulative impacts of Alternative B and other reasonably foreseeable future and past actions regarding transportation would be long-term, minor, and adverse.</p>	<p>Although the direct effects of construction would be noticeable, the result of additional parking would alleviate some congestion at the park. The effects of Alternative C would be short-term, minor and long-term, beneficial. The cumulative impacts of Alternative C and other reasonably foreseeable future and past actions regarding transportation would be long-term, minor, and adverse.</p>



Matanzas River Beach Boardwalk

1 **MITIGATIVE MEASURES COMMON TO**
2 **ALL ACTION ALTERNATIVES**

3
4 Congress charged the NPS with managing the
5 lands under its stewardship “in such manner and
6 by such means as will leave them unimpaired for
7 the enjoyment of future generations” (NPS
8 Organic Act, 16 USC 1). As a result, the NPS
9 routinely mitigates adverse effects or impacts
10 whenever conditions occur that could adversely
11 affect the sustainability of national park system
12 resources.

13
14 To ensure that implementation of the action
15 alternatives protects natural and cultural resources
16 and the quality of the visitor experience, a
17 consistent set of mitigative measures would be
18 applied to actions proposed in this plan. The
19 National Park Service would prepare appropriate
20 environmental reviews (i.e., those required by
21 NEPA, NHPA, and other relevant legislation) for
22 these future actions. As part of the environmental
23 review, the NPS would avoid, reduce or minimize
24 adverse impacts when practicable. The
25 implementation of a compliance-monitoring
26 program would be considered to stay within the
27 parameters of National Environmental Policy Act
28 and NHPA compliance documents, U.S. Army
29 Corps of Engineers Section 404 permits, etc.
30 Compliance with Section 106 and 36 CFR 800
31 will be guided by the 2008 Programmatic
32 Agreement between the NPS, the Advisory
33 Council for Historic Preservation, and the
34 National Conference of State Historic
35 Preservation Officers (NCSHPO). The
36 compliance-monitoring program would oversee
37 these mitigative measures and would include
38 reporting protocols.

39
40 The following mitigative measures and best
41 management practices would be applied to avoid,
42 minimize, mitigate, or compensate for potential
43 impacts from implementation of the alternatives.
44 These measures would apply to all alternatives.

45
46 **Management Strategies to Address**
47 **Climate Change**

48
49 Climate change has very high potential to
50 adversely affect the future condition of coastal
51 resources such as Fort Matanzas National
52 Monument. As global and regional climates
53 continue to change, a management approach that

54 enhances the protection and resilience of climate-
55 sensitive resources is becoming increasingly
56 important. The following outlines such a strategy
57 that adapts to our growing understanding of
58 climate change influences and the effectiveness of
59 management to contend with them.

60
61 Climate change science is a rapidly advancing
62 field and new information is continually being
63 collected and released, yet the full extent of
64 climate change impacts on resource conditions is
65 unknown. As such, park managers and policy
66 makers have not determined the most effective
67 response mechanisms for minimizing impacts and
68 adapting to change. Because of this, this proposed
69 management strategy does not provide definitive
70 solutions or directions; rather it provides science-
71 based and scholarship-based management
72 principles to consider when implementing the
73 broader management direction of the National
74 Monument.

75
76 **Strategy**

77
78 The NPS Climate Change Response Program
79 aims to prepare the agency and its parks for the
80 anticipated management needs that result from
81 climate change. To help parks cope with the
82 uncertainty in future climate conditions, this
83 Climate Change Response Program serves to help
84 park managers determine the extent to which they
85 can and should act to protect the parks' current
86 resources while allowing the parks' ecosystems to
87 adapt to new conditions. Efforts of the NPS
88 Climate Change Response Program focus on the
89 following strategies:

90
91 **Science**

- 92
- 93 • Conduct scientific research and
94 vulnerability assessments necessary to
95 support NPS adaptation, mitigation, and
96 communication efforts.
- 97
- 98 • Collaborate with scientific agencies and
99 institutions to meet the specific needs of
100 management as it confronts the challenges
101 of climate change.
- 102
- 103 • Learn from and apply the best available
104 climate change science.
- 105

106 **Mitigation**

- 1
- 2 • Reduce carbon footprint of NPS.
- 3 • Promote energy efficient practices, such as
- 4 alternative transportation.
- 5 • Enhance carbon sequestration as one of
- 6 many ecosystem services.
- 7 • Integrate mitigation into all business
- 8 practices, planning, and the NPS culture.

9
10 **Adaptation**

- 11
- 12 • Develop the adaptive capacity for
- 13 managing natural and cultural resources
- 14 and infrastructure under a changing
- 15 climate.
- 16 • Inventory resources at risk and conduct
- 17 vulnerability assessments.
- 18 • Prioritize and implement actions, and
- 19 monitor the results.
- 20 • Explore scenarios, associated risks, and
- 21 possible management options.
- 22 • Integrate climate change impacts into
- 23 facilities management.

24
25 **Communication**

- 26
- 27 • Provide effective communication about
- 28 climate change and impacts to the public.
- 29
- 30 • Train park staff and managers in the
- 31 science of climate change and decision
- 32 tools for coping with change.
- 33
- 34 • Lead by example.

35
36 With the guidance of the above strategies, Fort
37 Matanzas will use the following management
38 approach to address climate change throughout
39 the implementation of this general management
40 plan. Many of these specific management
41 strategies are adopted from the publication,
42 “Some guidelines for helping natural resources
43 adapt to climate change” (IHDP 2008). Further
44 elaboration and adaption of these are anticipated
45 as implementation of the general management
46 plan proceeds.

- 47
- 48 • Identify key natural and cultural resources,
- 49 processes, and park facilities that are at risk
- 50 from climate change and associated effects
- 51 such as sea level rise. Establish baseline
- 52 conditions for these resources, identify their

53 thresholds, and monitor for change.
54 Increase reliance on adaptive management
55 to minimize risks.

- 56
- 57 • Restore key ecosystem features and
- 58 processes, and protect cultural resources to
- 59 increase their resilience to climate change.
- 60
- 61 • Use best management practices to reduce
- 62 human-caused stresses (e.g., park
- 63 infrastructure and visitor-related
- 64 disturbances) that hinder the ability of
- 65 species or ecosystems to withstand climatic
- 66 events.
- 67
- 68 • Form partnerships with other resource
- 69 management entities to maintain regional
- 70 habitat connectivity and refugia that allow
- 71 species dependent on National Monument
- 72 resources to better adapt to changing
- 73 conditions.
- 74
- 75 • Use climate change projections and
- 76 scenarios to develop adaptation strategies
- 77 for park resources and assets.
- 78
- 79 • Reduce or mitigate greenhouse gas
- 80 emissions associated with National
- 81 Monument operations and visitor use, such
- 82 as alternative transportation options (e.g.,
- 83 shuttles and low-emission vehicles for the
- 84 park’s fleet) and biofuels and other
- 85 renewable energy sources for visitor center
- 86 and administrative buildings.
- 87
- 88 • Use the fragile environments of Fort
- 89 Matanzas National Monument such as the
- 90 Atlantic Ocean facing dunes of Anastasia
- 91 Island and the wetlands of both Anastasia
- 92 Island and Rattlesnake Island as an
- 93 opportunity to educate visitors about the
- 94 effects of climate change on the resources
- 95 they are enjoying. Inspire visitors to take
- 96 action through leadership and education.
- 97
- 98 • Manage National Monument facilities and
- 99 infrastructure (structures, trails, roads,
- 100 docks, drainage systems, etc.) in a way that
- 101 prepares for and adapts to the effects of
- 102 climate change.
- 103

104 **Cultural Resources**

1 The National Park Service would preserve and
 2 protect, to the greatest extent possible, resources
 3 that reflect the history, events, and people
 4 associated with Fort Matanzas National
 5 Monument. Specific mitigative measures would
 6 include but not be limited to the following:
 7

- 8 • Continue to develop inventories for and
 9 oversee research about archeological
 10 resources, historic structures, cultural
 11 landscapes, and ethnographic resources to
 12 better understand, interpret, and manage the
 13 resources. Conduct any needed
 14 archeological or other resource specific
 15 surveys, National Register evaluations, and
 16 identify recommended treatments through
 17 completion of resource-specific treatment
 18 plans (historic structure reports, cultural
 19 landscape reports, collections management
 20 plans, etc.). Incorporate the results of these
 21 efforts into site-specific planning and
 22 compliance documents.
- 23
- 24 • Continue to manage cultural resources and
 25 collections following federal regulations
 26 and NPS guidelines. Inventory the park’s
 27 collection and keep in a manner that would
 28 meet NPS curatorial standards.
- 29
- 30 • Subject projects to site-specific planning
 31 and compliance procedures. For
 32 archeological resources, by locating
 33 projects and designing facilities in
 34 previously disturbed (which may represent
 35 historical developments requiring treatment
 36 as cultural resources) or existing developed
 37 areas, make efforts to avoid resources and
 38 thus adverse impacts.
- 39
- 40 • Use screening and/or sensitive design that
 41 would be compatible with historic
 42 resources and potential cultural landscapes
 43 and not adjacent to ethnographic resources.
 44 If adverse impacts could not be avoided,
 45 mitigate these impacts through a
 46 consultation process with all interested
 47 parties.
- 48
- 49 • Conduct archeological site monitoring and
 50 routine protection. Conduct data recovery
 51 excavations at archeological sites
 52 threatened with destruction, where
 53 protection or site avoidance during design

54 and construction is infeasible. Strictly
 55 adhere to NPS standards and guidelines on
 56 the display and care of artifacts. This would
 57 include artifacts used in exhibits in the
 58 visitor center.
 59

- 60 • Mitigative measures for structures and
 61 landscapes include documentation
 62 according to standards of the Historic
 63 American Buildings Survey/Historic
 64 American Engineering Record/Historic
 65 American Landscape Survey (HABS/
 66 HAER/HALS). The level of this
 67 documentation, which includes
 68 photography, archeological data recovery,
 69 and/or a narrative history, would depend on
 70 significance (national, state, or local) and
 71 individual attributes (an individually
 72 significant structure, individual elements of
 73 a cultural landscape, etc.) and be
 74 determined in consultation with the SHPO
 75 and other parties with an interest in the
 76 effects of the undertaking on historic
 77 properties. The agency official may be a
 78 state, local, or tribal government official
 79 who has been delegated legal responsibility
 80 for compliance with section 106 in
 81 accordance with Federal law.

82
 83 **Natural Resources**

84
 85 **Air Quality.** Air quality has been dismissed from
 86 consideration as an impact topic for the reasons
 87 cited in Chapter 1.
 88

89 **Exotic Plant Species.** The National Monument
 90 will continue to monitor, treat, and remove exotic,
 91 invasive, and nuisance species.
 92

93 **Soundscapes.** Effects on soundscapes are most
 94 likely from short-term construction projects,
 95 regular maintenance such as using lawnmowers,
 96 chainsaws, etc. and from traffic noise on the state
 97 highway that bisects the Anastasia Island portion
 98 of the park.
 99

100 **Soils.**

- 101
- 102 • Build facilities on soils suitable for
 103 development. Minimize soil erosion by
 104 limiting the time that soil is left exposed
 105 and by applying erosion control measures,

1 such as erosion matting, silt fencing, and
2 sedimentation basins in construction areas
3 to reduce erosion, surface scouring, and
4 discharge to water bodies. Once work is
5 completed, revegetate construction areas
6 with native plants in a timely manner.

- 7
- 8 • Place construction equipment in previously
9 disturbed areas.
- 10
- 11 • Locate trails on soils with low erosion
12 hazards small changes in slope, and
13 develop proper signs to minimize social
14 trails.
- 15
- 16 • Ensure proper drainage of parking areas.
- 17

18 **Threatened and Endangered Species and**

19 **Species of Concern.** Actions would occur during
20 normal park operations as well as before, during,
21 and after construction to avoid, minimize, or
22 compensate for immediate and long-term impacts
23 on rare, threatened, and endangered species.
24 These actions would vary by specific project and
25 area of the National Monument affected, and
26 additional measures will be added depending on
27 the specific action and location. Many of the
28 measures listed below for vegetation and wildlife
29 would also benefit rare, threatened, and
30 endangered species by helping to preserve habitat.
31 Actions specific to rare, threatened, and
32 endangered species would include the following:

- 33
- 34 • Conduct surveys for rare, threatened, and
35 endangered species as warranted.
- 36
- 37 • Locate and design facilities/actions to avoid
38 adverse effects on rare, threatened, and
39 endangered species. Where and when
40 adverse effects are unavoidable, minimize
41 and compensate for such effects as
42 appropriate and in consultation with the
43 appropriate resource agencies. Conduct
44 work outside of critical periods for the
45 specific species.
- 46
- 47 • Develop and implement restoration and/or
48 monitoring plans as warranted. Plans
49 should include methods for
50 implementation, performance standards,
51 monitoring criteria, and adaptive
52 management techniques.
- 53

- 54 • Implement measures to reduce adverse
55 effects of nonnative plants and wildlife on
56 rare, threatened, and endangered species.
- 57

58 **Vegetation.**

- 59
- 60 • Monitor areas used by visitors (e.g., trails)
61 for signs of native vegetation disturbance.
62 Use public education, revegetation of
63 disturbed areas with native plants, erosion
64 control measures, and barriers to control
65 potential impacts on plants from trail
66 erosion or unauthorized trails.
- 67
- 68 • Use barriers and closures to prevent
69 trampling and loss of riparian vegetation.
- 70
- 71 • Develop revegetation plans for areas
72 disturbed by construction or unauthorized
73 visitor use and require the use of native
74 species. Revegetation plans should specify
75 seed/plant source, seed/ plant mixes, soil
76 preparation, etc. Salvage vegetation from
77 construction activities should be used to the
78 extent possible.
- 79
- 80 • Based in part on the findings of a
81 completed study (at Cumberland Island
82 National Seashore) of the role of natural
83 fire in a southeastern barrier island
84 ecosystem, Fort Matanzas National
85 Monument would consider the use
86 prescribed fire and/or mechanical thinning
87 to restore coastal scrub habitat that has
88 become overgrown in recent years. The
89 primary beneficiary of this strategy would
90 be the gopher tortoise, which is a keystone
91 species in the park. A keystone species is
92 one that plays a critical role in maintaining
93 the structure of an ecological community
94 and whose impact on the community is
95 greater than would be expected based on its
96 relative abundance.
- 97

98 **Water Resources.**

- 99
- 100 • Contractors for construction projects would
101 be required to develop and implement a
102 storm water pollution prevention plan.
- 103
- 104 • Standard best management practices to
105 limit erosion and control sediment release

1 would be employed. Such measures would
2 include but not be limited to the use of silt
3 fencing, limiting the area of vegetative
4 disturbance, use of erosion mats, and
5 covering banked soils to protect them until
6 they are reused. To avoid introduction of
7 exotic plant species, no hay bales would be
8 used to control soil erosion.

10 **Wildlife**

11
12 The Service will adopt park resource preservation,
13 development, and use management strategies that
14 are intended to maintain the natural population
15 fluctuations and processes that influence the
16 dynamics of individual plant and animal
17 populations, groups of plant and animal
18 populations, and migratory animal populations in
19 parks.

20
21 In addition to maintaining all native plant and
22 animal species and their habitats inside parks, the
23 Service will work with other land managers to
24 encourage the conservation of the populations and
25 habitats of these species outside parks whenever
26 possible. To meet its commitments for
27 maintaining native species in the National
28 Monument, the Service will cooperate with states,
29 tribal governments, the U.S. Fish and Wildlife
30 Service, and NOAA, as appropriate, to

- 31
32 • participate in local and regional scientific
33 and planning efforts, identify ranges of
34 populations of native plants and animals,
35 and develop cooperative strategies for
36 maintaining or restoring these populations in
37 the parks;
- 38
39 • employ techniques to reduce impacts on
40 wildlife, including visitor education
41 programs, restrictions on visitor activities,
42 and park ranger patrols.
- 43
44 • prevent the introduction of exotic, invasive,
45 or nuisance species into the National
46 Monument, and remove, when possible, or
47 otherwise contain individuals or populations
48 of these species that have already become
49 established in the unit.

51 **Wetlands**

53 The first priority for siting new facilities would be
54 to avoid wetlands and sensitive areas and to place
55 them as close to existing disturbances as feasible.
56 In addition, the NPS would delineate wetlands
57 and apply protection measures during
58 construction. Wetlands would be delineated by
59 qualified NPS staff or certified wetland specialists
60 and clearly marked before construction work. The
61 National Monument would perform construction
62 activities in a cautious manner to prevent damage
63 caused by equipment, erosion, siltation, etc.

65 **Visitor Safety and Experiences**

66
67 While recognizing that there are limitations on its
68 capability to totally eliminate all hazards, Fort
69 Matanzas and its concessioners, contractors, and
70 cooperators will seek to provide a safe and
71 healthful environment for visitors and employees.
72 The National Monument will work cooperatively
73 with other federal, tribal, state, and local agencies;
74 organizations; and individuals to carry out this
75 responsibility. Fort Matanzas will strive to
76 identify and prevent injuries from recognizable
77 threats to the safety and health of persons and to
78 the protection of property by applying nationally
79 accepted codes, standards, engineering principles,
80 and the guidance contained in Director's Orders
81 #50B (Occupational Safety and Health Program),
82 #50C (Park Signs), #58 (Structural Fire
83 Management), and #83 (Public Health) and their
84 associated reference manuals.

85
86 The National Monument recognizes that the
87 natural and cultural resources it protects are not
88 only visitor attractions, but that some may also be
89 potentially hazardous. Therefore, when
90 practicable and consistent with congressionally
91 designated purposes and mandates, Fort Matanzas
92 will reduce or remove known hazards and apply
93 other appropriate measures, including closures,
94 guarding, signing, or other forms of education. In
95 doing so, the National Monument's preferred
96 actions will be those that have the least impact on
97 park resources and values.

98
99 Specific strategies with regard to mitigative
100 measures that are common to all alternatives for
101 visitor safety and experiences would include:

- 102
103 • Implementation of traffic control plans, as
104 warranted. Standard measures include

- 1 strategies to maintain safe and efficient
2 traffic flow during any construction period.
3
4 • Consideration of accessibility in each project
5 to understand barriers to programs and
6 facilities. Provide the maximum level of
7 accessibility that is consistent with law,
8 regulation, and policy.
9
10 • Implementation of adaptive visitor use
11 management, as outlined in the user capacity
12 section of this plan, when resource and
13 visitor experience conditions are trending
14 towards or violating a user capacity
15 standard. Management strategies may
16 include visitor education, site management,
17 visitor use regulations, rationing or
18 reallocation of visitor use, and enforcement.
19

20 **Hazardous Materials**

21
22 Implement a spill prevention and pollution control
23 program for hazardous materials. Standard
24 measures could include, but are not limited to
25 hazardous materials storage and handling
26 procedures; spill containment, cleanup, and
27 reporting procedures; and limitation of refueling
28 and other hazardous activities to upland/ non-
29 sensitive sites.
30

31 **Noise Abatement**

32
33 Mitigative measures would be applied to protect
34 the natural sounds in the National Monument.
35 Specific mitigative measures would include but
36 not be limited to the following:
37

- 38 • Implement standard noise abatement
39 measures during typical maintenance (grass
40 cutting and use of other types of power
41 equipment) and construction activities.
42 Standard noise abatement measures could
43 include, but are not limited to the following
44 strategies: a schedule that minimizes impacts
45 visitor experiences, the use of the best
46 available noise control techniques wherever
47 feasible, and the location of stationary noise
48 sources as far from sensitive uses as
49 possible.
50
51 • Implement standard noise abatement
52 measures during park operations. Standard
53 noise abatement measures could include, but

- 54 are not limited to the following strategies: a
55 schedule that minimizes impacts on adjacent
56 noise-sensitive uses, use of the best available
57 noise control techniques wherever feasible,
58 use of hydraulically or electrically powered
59 impact tools when feasible and appropriate
60 for the situation, and location of stationary
61 noise sources as far from sensitive uses as
62 possible.
63
64 • Site and design facilities to minimize
65 objectionable noise.
66

1
2 **Socioeconomic Environment**

3
4 During the future planning and implementation of
5 the approved management plan for Fort Matanzas
6 National Monument, the NPS would work with
7 local communities and county governments to
8 further identify potential impacts and mitigative
9 measures that would best serve the interests and
10 concerns of both the NPS and the local and
11 regional communities. Partnerships would be
12 pursued to improve the quality and diversity of
13 community amenities and services.

14
15 **Sustainable Design and Aesthetics**

16
17 Projects would avoid or minimize adverse impacts
18 on natural and cultural resources. Development
35

19 projects (e.g., buildings, facilities, utilities, roads,
20 bridges, trails, etc.) or reconstruction projects
21 (e.g., internal road and driveway reconstruction,
22 building rehabilitation, utility upgrade, etc.)
23 would be designed to work in harmony with the
24 surroundings, particularly to blend with its natural
25 surroundings. Projects would reduce, minimize, or
26 eliminate air and water nonpoint-source pollution.
27 Projects would be sustainable whenever
28 practicable, by recycling and reusing materials, by
29 minimizing materials, by using alternative
30 materials such as shells versus asphalt when
31 feasible, by minimizing energy consumption
32 during the project, and by minimizing energy
33 consumption throughout the lifespan of the
34 project.



36 **Rattlesnake Island Dock**
37

1 **FUTURE STUDIES AND**
2 **IMPLEMENTATION PLANS NEEDED**

3
4 After completion and approval of a general
5 management plan for managing the National
6 Monument, other more detailed studies and plans
7 would be needed for implementation of specific
8 actions. As required, additional environmental
9 compliance (National Environmental Policy Act,
10 NHPA, and other relevant laws and policies) and
11 public involvement would be conducted.

12 Additional studies needed include, but are not
13 limited to the following:

- 14
15 • Completion of a cultural landscape report –
16 A cultural landscape report (CLR) is the
17 primary guide to treatment and use of a
18 cultural landscape. Based on the historic
19 context provided in a historic resource study,
20 a CLR documents the characteristics,
21 features, materials, and qualities that make a
22 landscape eligible for the National Register.
23
- 24 • Completion of a historic structure report for
25 the New Deal era visitor center and the
26 associated structure that now houses ranger
27 offices. This should be done prior to
28 embarking on any modifications
29 recommended in the action alternatives.
30
- 31 • Ethnographic Overview and Assessment –
32 The most comprehensive background study,
33 this document reviews existing information
34 on park resources traditionally valued by
35 stakeholders. This study also documents the
36 need for further research on cultural
37 affiliations, important events and associated
38 places in the park, and traditional uses and
39 ways of life.
40
- 41 • Fire management plan – A fire management
42 plan is required for all parks that have
43 vegetation that will sustain fire. The fire
44 management plan is a public document
45 (requires a public comment period).
46
- 47 • Comprehensive interpretive plan – The
48 Comprehensive Interpretive Plan (CIP)
49 process is the basic planning component for
50 interpretation and education in a park. The
51 CIP is a tool to help parks decide priorities
52 for their objectives, determine what stories
53 to tell, identify their audiences and describe

54 the most effective mix of media and
55 personal services to use.
56

- 57 • Climate Change Scenario Planning – This is
58 a process that informs the park of the
59 plausible climate futures projected for the
60 region and associated impacts, based on the
61 latest climate models. Parks can then test
62 management strategies/actions under the
63 range of plausible climate futures to help
64 validate future park investments, which
65 includes identifying “no regrets” actions or
66 “no gainer” actions.
67
- 68 • Conduct vulnerability assessments of park
69 natural and cultural resources to sea level
70 rise and increased storm frequency and
71 intensity. Storms are the primary drivers of
72 change along the coast. The NPS, in
73 cooperation with various universities and
74 government agencies, is undertaking a series
75 of investigations to assess the vulnerability
76 of natural and cultural resources to storms
77 and sea level rise in coastal parks. These
78 projects will allow managers to better
79 understand the level of vulnerability,
80 improve the park’s pre-storm preparedness
81 and post-storm response, and increase the
82 safety of park visitors and employees.
83
- 84 • Initiate data collection and research projects
85 that address climate change effects on the
86 park’s natural and cultural resources, as well
87 as on visitors’ experiences, health, safety,
88 and overall enjoyment of the Fort Matanzas
89 National Monument. These efforts could
90 include scenario planning via the assistance
91 of the NPS Climate Change Response
92 Program and partnership research efforts
93 with other agencies/institutions.
94
- 95 • Resource Stewardship Strategy - A Resource
96 Stewardship Strategy is a long-range plan --
97 with an expected life of 20 years -- for a
98 park to achieve its desired natural and
99 cultural resource conditions. Desired
100 conditions are established by the park's
101 General Management Plan and current
102 scientific and scholarly understanding of
103 park resources. As a program planning
104 document, the RSS serves as a linkage
105 between the park's GMP and its strategic
106 planning, wherein the park's personnel and

1 financial resources are allocated to
2 implement resource stewardship actions.

3
4 **ENVIRONMENTALLY PREFERRED**
5 **ALTERNATIVE**

6
7 The environmentally preferable alternative is
8 defined as the alternative that will promote the
9 national environmental policy as expressed in
10 section 101 of NEPA. That section indicates that
11 it is the continuing responsibility of the federal
12 government to do the following:

- 13
14 1. Fulfill the responsibilities of each
15 generation as trustee of the environment
16 for succeeding generations.
- 17
18 2. Ensure safe, healthful, productive, and
19 esthetically and culturally pleasing
20 surroundings for all Americans.
- 21
22 3. Attain the widest range of beneficial uses
23 of the environment without degradation,
24 risk of health or safety, or other
25 undesirable and unintended
26 consequences.
- 27
28 4. Preserve important historic, cultural, and
29 natural aspects of our national heritage
30 and maintain, wherever possible, an
31 environment that supports diversity and a
32 variety of individual choices.
- 33
34 5. Achieve a balance between population
35 and resource use that will permit high
36 standards of living and a wide sharing of
37 life's amenities.
- 38
39 6. Enhance the quality of renewable
40 resources and approach the maximum
41 attainable recycling of depletable
42 resources.

43
44 A description of how each alternative would or
45 would not achieve the requirements of sections
46 101 and 102(1) of NEPA is provided below and
47 illustrated through a rating system shown in Table
48 7.

49
50 **Criterion 1** – Fort Matanzas National Monument
51 is a unit of the national park system, and as trustee
52 of this area, the NPS would continue to fulfill its
53 obligation to protect this area for future

54 generations. Under Alternatives A and B driving
55 off of established roads and parking areas would
56 be prohibited in accord with current Executive
57 Orders, policies, and regulations. Under
58 Alternative C, the National Monument would
59 pursue a special regulation and an Off Road
60 Vehicle Plan and Environmental Impact
61 Statement with the goal of re-establishing some
62 limited level of vehicular access that would
63 protect the habitats of nesting birds, sea turtles,
64 and other threatened and endangered species in
65 the area. Therefore, Alternative C ranked slightly
66 lower in this criterion than either Alternative A or
67 B.

68
69 **Criterion 2** – All the alternatives would ensure
70 safe, healthful, productive, and culturally pleasing
71 surroundings for all Americans. Alternative B
72 would provide the most safe and healthful
73 surroundings by continuing the prohibition on
74 beach driving, minimal modification of the
75 natural environment, and increased environmental
76 education as compared with Alternatives A and C.

77
78 **Criterion 3** – Alternatives A and B would both
79 attain the widest range of beneficial uses of the
80 environment without degradation, risk of health or
81 safety, or other undesirable and unintended
82 consequences due to the continued prohibition
83 against driving on the beach south of the
84 Matanzas ramp. Alternative C provides for the
85 possibility of future driving on the beach and thus
86 achieves this goal to a lesser degree.

87
88 **Criterion 4** – Alternative C achieves the most
89 preservation of important historic and cultural
90 aspects of our national heritage by emphasizing
91 the retention of the historic character of the visitor
92 center and park headquarters area as a potential
93 cultural landscape and interpreting the
94 contributions of local citizens to the creation,
95 development and evolution of the National
96 Monument.

97
98 **Criterion 5** – Alternative C, by providing an
99 expanded area for trails on the west side of
100 Highway A1A and by offering the possibility of
101 re-establishing vehicular access to the Atlantic
102 Ocean beach of Fort Matanzas National
103 Monument, provides the greatest balance between
104 population and resource use that would permit
105 high standards of living and a wide sharing of
106 life's amenities.

1
 2 **Criterion 6** – Alternative B achieves the highest
 3 quality of renewable resources by continuing the
 4 ban on off-road vehicular access and by
 5 emphasizing environmental education and by
 6 limiting development of new facilities.
 7 Alternative A would do so to a slightly lesser
 8 extent than B and Alternative C would achieve
 9 this goal to the least extent due to the potential

10 creation of new trails and the possibility of
 11 restored driving on the beach.
 12
 13 The environmentally preferable alternative for
 14 Fort Matanzas National Monument’s *General*
 15 *Management Plan / Environmental Impact*
 16 *Statement* is Alternative B, the preferred
 17 alternative by the NPS.

TABLE 7. ENVIRONMENTALLY PREFERRED ALTERNATIVE SCORING

CRITERIA	ALTERNATIVES		
	A	B	C
1. Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.	4	5	3
2. Ensure safe, healthful, productive, and aesthetically and culturally pleasing surroundings for all Americans.	4	5	3
3. Attain the widest range of beneficial uses of the environment without degradation, risk of health or safety, or other undesirable and unintended consequences.	5	5	3
4. Preserve important historic, cultural, and natural aspects of our national heritage and maintain, wherever possible, an environment that supports diversity and a variety of individual choices.	3	3	5
5. Achieve a balance between population and resource use that will permit high standards of living and a wide sharing of life’s amenities.	4	4	5
6. Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.	4	5	3
Total Points*	24	27	22
* Five points were given to the alternative if it fully meets the criterion; four points if it meets nearly all of the elements of the criterion; three points if it meets more than one element of the criterion; two points if it meets only one element of the criterion; and one point if the alternative does not meet the criterion.			

1 **ALTERNATIVES AND ACTIONS**
2 **CONSIDERED BUT DISMISSED FROM**
3 **DETAILED EVALUATION**
4

5 During the planning process for Fort Matanzas
6 National Monument, other alternative concepts
7 and elements of concepts were presented and then
8 dismissed from further consideration as discussed
9 below.

10
11 **Retaining or Removing from**
12 **Wetlands, Structures and Facilities in**
13 **Existence Prior to May 28, 1980**
14

15 General Management Plans (GMPs) or
16 subsequent planning documents for NPS units
17 should include inventories of structures or
18 facilities in existence prior to May 28, 1980
19 (original publication date of the NPS Floodplain
20 Management and Wetland Protection Guidelines)
21 that are located in or otherwise have the potential
22 to have adverse impacts on wetlands. The only
23 structure within the boundary of Fort Matanzas
24 National Monument that was in existence prior to
25 May 28, 1980 that has the potential to have an
26 adverse impact on wetlands is the Fort Matanzas
27 watchtower itself on Rattlesnake Island. There are
28 wet areas on the island in close proximity to the
29 Fort, but its impact on the adjacent wetlands is
30 probably miniscule and no consideration
31 whatsoever was given to removing it to protect
32 these wetlands.

33
34 **Proposal to Acquire the Beach Below**
35 **Mean High Tide from the State of**
36 **Florida**
37

38 General management plans for units of the
39 National Park System are required by statute to
40 include, among other elements, consideration and
41 analysis of potential modifications to the external
42 boundaries of the park – if any – and the reasons
43 for the proposed changes. The planning team **did**
44 consider recommending acquisition of the portion
45 of the Anastasia Island section of the park that lies
46 between the mean high tide line (the National
47 Monument’s current eastern boundary) and the
48 Atlantic Ocean. The purpose would have been to
49 simplify enforcement of driving restrictions given
50 the fact that the beach between the Matanzas ramp
51 and the Matanzas Inlet is divided between State
52 and Federal ownership. This proposal was

53 dismissed from further consideration because it
54 would have required an act of Congress **and** the
55 prior acquiescence of the State of Florida to
56 accomplish.

57
58 **Proposals for Addressing Visitor**
59 **Center Deficiencies**
60

61 Three alternatives were initially discussed for
62 providing additional space for visitor services.
63 The first was to expand the current visitor center.
64 This idea was rejected because the entire district
65 that contains the 1937 Visitor Center and Garage,
66 the entrance drive and parking areas, and the
67 Matanzas Ramp and parking area on the east side
68 of Highway A1A were added to the National
69 Register of Historic Places in 1978. Therefore any
70 expansion was judged to be detrimental to the
71 character of the site that justified its addition to
72 the National Register.

73
74 The second alternative was to build a new visitor
75 center, but the costs, potential impacts to natural
76 and cultural resources, and lack of a good location
77 resulted in the rejection of this alternative. The
78 third alternative was adaptation of an existing
79 structure within the current footprint and this one
80 was retained.



81
82
83
84 **Fort Matanzas Interpretive Program**



MATANZAS IN 1671
- as described by an old document

Fort Matanzas Watchtower Circa 1671

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