

**STATE OF FLORIDA
DEPARTMENT OF ENVIRONMENTAL PROTECTION
GRANT WORK PLAN
DEP AGREEMENT NO.: R1926**

ATTACHMENT 3

Project Title: McKissack Beach Land Management Plan and Beach Access Facilitation

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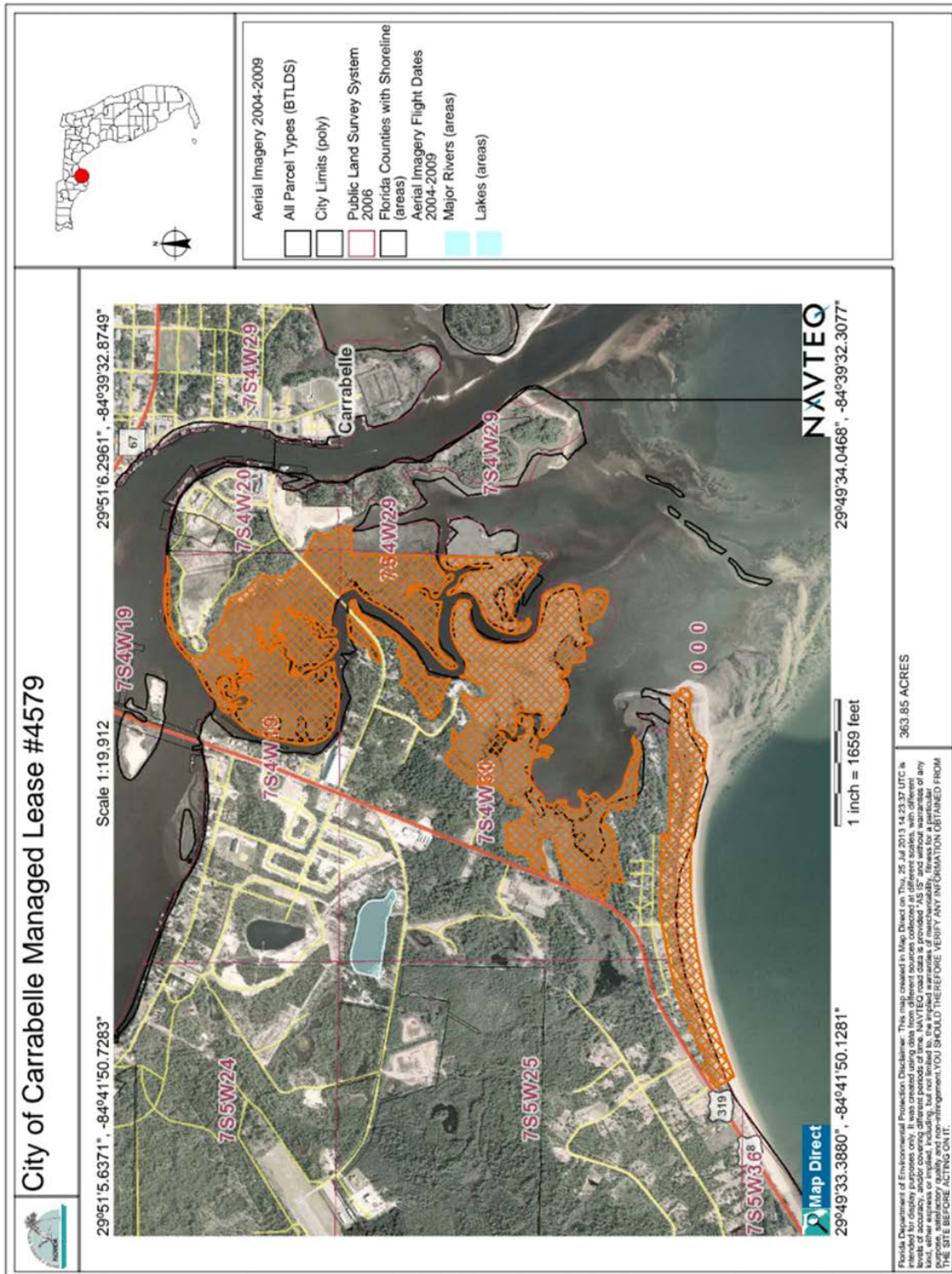
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FEID No.: 59-6000287

DUNS No.: 024733529

PROJECT LOCATION: City of Carrabelle



WORK PLAN

1. **Project Summary:** The development of a Land Management Plan (LMP) for the City of Carrabelle's McKissack Beach and the associated 372.56 acres leased by the City of Carrabelle per Lease Agreement 4579. The LMP is long overdue and its absence is associated with a potential revocation of the lease. The absence of this plan greatly reduces the resilience of the property with increased risk to near-shore capital facilities, infrastructure and private property without a guiding document. Evidence of this risk is illustrated in several proximate repetitive loss properties as well as intensive efforts to maintain roads and other real property.
2. **Project Description:** The primary objective of this project will be the satisfactory development of a Land Management Plan for this property.

Per the Land Stewardship section of the Division of State Lands:

"A... Land Management Plan is required for all uplands under lease from the state of Florida. ...Land Management Plans are required for conservation lands. Both Florida Statutes (Section 253.034(5), F.S.) and the lease from the state require that an initial Land Use or Land Management Plan be submitted to the Division within one year from the date the land is first leased. The plan must be updated and submitted again at least every 10 years thereafter... Failure to comply with Land Management Plan or Land Use Plan requirements can result in revocation of a state lands lease."

The Division of State Lands provides a "Compliance Checklist" to facilitate the completion of all associated tasks. These tasks can be broken into eight discrete sections:

- Section A: Acquisition Information Items
- Section B: Use Items
- Section C: Public Involvement Items
- Section D: Natural Resources
- Section E: Water Resources
- Section F: Historical, Archeological and Cultural Resources
- Section G: Facilities (Infrastructure, Access, Recreation)
- Section H: Other/ Managing Agency Tools

Some sections will require significantly more work to complete than others. Section C, D, E, G, and H are the largest undertakings separate from facilitation and design. During this process, a minimum of three public meetings will be held with professional facilitation to work through dune management and access concerns. These meetings will result in conceptual designs of methods to maintain natural dune processes while allowing access to Apalachicola Bay.

3. Project Need and Benefit:

a. Explain the demonstrated need, which the project addresses.

The McKissack Beach community has experienced frequent flooding events associated with heavy rainfall and/or storm surge from various scales of meteorological events.

McKissack Beach's dune line has been segmented to accommodate for pedestrian and vehicular beach access. Recreational vehicles have negatively impacted sensitive nesting areas in and around the dunes. The county-owned access road, Gulf Beach Drive, has been graded and compacted repeatedly correlating with direct access for storm surge to the McKissack Beach community (it is at the terminus of this road that the dune break exists). Water that finds itself on the access road lingers in the compacted soil, sometimes prompting the County to dig a drainage ditch through the line directly to Apalachicola Bay (the Bay). Residents have taken upon themselves to barricade the dunes to prevent

passenger and recreational vehicle access to protect their homes. The break in the dune line has connections to local repetitive loss properties.

The 2016 Franklin County Flood Mitigation Assistance Plan states:

“The McKissack Beach area of Carrabelle has several repetitive loss properties and the county discussed the restoration of emergency berms to mitigate flooding issues in these areas.”

Beach access, while technically restricted to pedestrians in the County, has been allowed for commercial fishermen wishing to launch from this site, generally to fish for mullet in the Bay. This access point has been a strong point of contention in the past between McKissack Beach residents and fishermen. City staff has suggested intensive community outreach will be required in order to develop a set of agreeable alternatives. There is evidence of this fishermen’s access point existing for 70+ years but there is also evidence of the associated danger from the dune line gap.

These problems are due in part to insufficient communication between Franklin County and the City of Carrabelle. A strong LMP for this area may be the reference point needed to alleviate these issues. The most restrictive alternative would allow the dunes to restore and ensure a successful moratorium on vehicular access would greatly improve the natural system and the resilience of the community. However, this would likely require a softer stance and a compromise based on public input.

b. Explain how the proposed project meets the purpose of one or more of the Goals and/or Priority Areas for the funding source you are applying for.

This project addresses the need for a Resilience plan separate from the need of Peril of Flood requirements indicated as the third priority area. This LMP, due to its coastal nature, is critical in for this community’s future resilience. Without any management plan, natural processes that protect coastal properties face the continued danger of repetitive loss, as evidenced in the Franklin County Flood Mitigation Assistance Plan. Requirements of the LMP such as hydrological preservation management needs and goals, as well as the *location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding beaches and dunes* will be critical in developing a more resilient coastline and community.

c. Discuss how the project is feasible and can be completed by the Deadline.

The City of Carrabelle has extensive local support for the completion of this project. The public interest is anticipated to be high. Through careful public timing of meetings throughout the project and support through topic experts, this grant will be completed in a timely schedule.

4. **Budget Summary:** Allowable budget categories and costs for this project are listed in the table below.

FIXED PRICE	Grant Amount Requested
AGREEMENT TOTAL	\$74,500

5. **Project Timeline:** All tasks are to be completed and submitted no later than the Deliverable due date listed in the table below. Request for any change must be submitted prior to the current deliverable due date listed in the project timeline. Request are to be sent via separate email to the Department’s Grant Manager, with the details of the request being made and the reason for the request.

PROJECT TIMELINE

Task No.	Task Title	Deliverable Due Date	Funding Amount
1	Land Management Plan Development: Section A and B	09/27/2019	\$5,800
2	Land Management Plan Development: Section D, E, and F	01/17/2020	\$18,000
3	Professional Meeting Facilitation and Land Management Plan Section C and G	03/04/2020	\$21,720
4	Beach Access Conceptual Design	04/19/2020	\$24,000
5	Land Management Plan Development: Section H and Final Review	04/30/2020	\$4,980

6. **Performance Measure:** The Department's Grant Manager will review the deliverables to verify that they meet the specifications in the Grant Work Plan and this task description, to include any work being performed by any sub-contractor(s). Upon review and written acceptance by the Department's Grant Manager of all deliverables under this task, the Grantee may proceed with payment request submittal. All deliverable documents must be provided in an electronic downloadable format.
7. **Consequences for Non-Performance:** The Department will reduce each Task Funding Amount by 5% for every day that the Deliverable(s) is not received on the specified due date in the most recent Project Timeline, for the Agreement. Should a Change Order or Amendment be requested on the date of or after the most current Deliverable Due Date, the 5% reduction of that Task Funding Amount will be imposed until the date of the requested change is received, via email by the Department.
8. **Payment Request Schedule:** Grantee may submit a request for the Task Funding Amount to be paid using the Exhibit C, after all Deliverables for that Task have been approved by the Department. Request(s) for payment must include the Exhibit A showing 100% completion of that Task and must be submitted within 45 days of the Deliverable Due Date.

Or

Grantee may submit one request for the Grant Amount Awarded, by using the Exhibit C, after the project is 100% completed. The request for the Grant Amount Awarded, must include an Exhibit A showing 100% completion for all Tasks, and must be submitted within 45 days of the Deliverable Due Date.

TASKS & DELIVERABLES

Task # 1

- A. **Title:** Land Management Plan Development: Section A and B
- B. **Description:** Section A: Acquisition Information will require legal verification of the status of the property and method of acquisition. Section B: Use Items, will indicate uses and management of the property. Examples for Section A range from items 1-10 and Section B, items 11-18 below.

3.	Degree of title interest held by the Board, including reservations and encumbrances such as leases.	18-2.021
5.	A map showing the approximate location and boundaries of the property, and the location of any structures or improvements to the property.	18-2.018 & 18-2.021
8.	Identification of adjacent land uses that conflict with the planned use of the property, if any.	18-2.021
9.	A statement of the purpose for which the lands were acquired, the projected use or uses as defined in 253.034 and the statutory authority for such use or uses.	259.032(10)
10.	Proximity of property to other significant State, local or federal land or water resources.	18-2.021
11.	The designated single use or multiple use management for the property, including use by other managing entities.	18-2.018 & 18-2.021
12.	A description of past and existing uses, including any unauthorized uses of the property.	18-2.018 & 18-2.021
13.	A description of alternative or multiple uses of the property considered by the lessee and a statement detailing why such uses were not adopted.	18-2.018
14.	A description of the management responsibilities of each entity involved in the property's management and how such responsibilities will be coordinated.	18-2.018
15.	Include a provision that requires that the managing agency consult with the Division of Historical Resources, Department of State before taking actions that may adversely affect archeological or historical resources.	18-2.021
16.	Analysis/description of other managing agencies and private land managers, if any, which could facilitate the restoration or management of the land.	18-2.021
17.	A determination of the public uses and public access that would be consistent with the purposes for which the lands were acquired.	259.032(10)
18.	A finding regarding whether each planned use complies with the 1981 State Lands Management Plan, particularly whether such uses represent "balanced public utilization," specific agency statutory authority and any other legislative or executive directives that constrain the use of such property.	18-2.021

C. Deliverable: Completed LMP Section A: Acquisition Information Items and Section B: Use Items. A total of 23 items will be submitted from the FDEP Division of State Lands per the Land Management Compliance Checklist. Section A has 10 items including legal descriptions and maps. Section B has 13 items including use descriptions, an assessment of the impact of planned uses on the renewable and non-renewable resources of the property and others. These items will be submitted as PDF documents.

Task # 2

A. Title: Land Management Plan Development: Section D, E, and F

B. Description: Section D includes Habitat Restoration and Improvement, Sustainable Forest Management, Imperiled Species, and Exotic and Invasive Species Management sections that are all very comprehensive. Extra costs are associated with detail heavy management plans and quantitative data descriptions, among other requirements. Section E requires the development of a Hydrological Preservation and Restoration section. These extra costs are similar to Section D. Section F calls for a

Cultural and Historical Resources section. Development of management needs, goals, objectives, etc. similar to sections E and D will be comprehensive. Section G will be associated with some of the Public Involvement concerns including Capital Facilities and Infrastructure as well as the Public Access and Recreational Opportunities sections. These contentious issues will likely require many alternatives and consecutive iterations. As indicated in Task 2, facilitators will be utilized to supplement this task.

46.	***Quantitative data description of the land regarding an inventory of exotic and invasive plants and associated acreage. <i>See footnote.</i>	253.034(5)
47.	Place the Arthropod Control Plan in an appendix. If one does not exist, provide a statement as to what arrangement exists between the local mosquito control district and the management unit.	BOT requirement via lease language
50.	Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding water resources, including water classification for each water body and the identification of any such water body that is designated as an Outstanding Florida Water under Rule 62-302.700, F.A.C.	18-2.021
51.	Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding swamps, marshes and other wetlands.	18-2.021
54.	**Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding archeological and historical resources. <i>Include maps of all cultural resources except Native American sites, unless such sites are major points of interest that are open to public visitation.</i>	18-2.018, 18-2.021 & per DHR's request
55.	***Quantitative data description of the land regarding an inventory of significant land, cultural or historical features and associated acreage.	253.034(5)

C. Deliverable: The deliverables will be three completed sections (57 items) of the LMP Compliance Checklist: Section D. Natural Resources (38 items), Section E: Water Resources (10 items), and Section F: Historical, Archeological and Cultural Resources (9 items). Examples of items are in the table below. These items will be submitted as PDF documents.

Task # 3

A. Title: Professional Meeting Facilitation and Land Management Plan Section C and G

B. Description: This section will involve significant public outreach and coordination due to the contentious nature of Gulf Beach Drive and other concerns. The deliverable will cover certified meeting facilitation for a minimum of three meetings in Carrabelle and resulting documents. Extra costs involve, meeting supplies, meeting summaries and recommendations. It is anticipated that a certified facilitator will charge approximately \$4,000 per meeting this facilitator will be supported by staff. Additionally, a situational assessment will be conducted before the first meeting. This will be a series of small group or one-on-one interviews with stakeholders to determine concerns and issues. These meetings will continue throughout the process, supporting more comprehensive results of the three primary meetings.

Section C is the Public Involvement section which includes standing up an advisory group and other needs. Section G will be associated with some of the Public Involvement concerns including Capital Facilities and Infrastructure as well as the Public Access and Recreational Opportunities sections.

These contentious issues will likely require many alternatives and consecutive iterations. Due to the access concerns the facilitator will be addressing, this section will be conducted simultaneously.

59-A.	Management needs, problems and a desired outcome (see requirement for # 42-A).	259.032(10) & 253.034(5)
59-B.	Detailed description of both short and long-term management goals (see requirement for # 42-B).	259.032(10) & 253.034(5)
50.	Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding water resources, including water classification for each water body and the identification of any such water body that is designated as an Outstanding Florida Water under Rule 62-302.700, F.A.C.	18-2.021
51.	Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding swamps, marshes and other wetlands.	18-2.021
54.	**Location and description of known and reasonably identifiable renewable and non-renewable resources of the property regarding archeological and historical resources. <i>Include maps of all cultural resources except Native American sites, unless such sites are major points of interest that are open to public visitation.</i>	18-2.018, 18-2.021 & per DHR's request
55.	***Quantitative data description of the land regarding an inventory of significant land, cultural or historical features and associated acreage.	253.034(5)

- C. Deliverable:** This deliverable will include meeting sign-in sheets, agendas and meeting summaries for each public meeting held. These meetings will address the Apalachicola Bay access recommendations to be utilized in Task 4. Additionally, the requirements for the LMP Section C and G will be completed. Example items follow. These items will be submitted as PDF documents.

Task # 4

A. Title: Beach Access Conceptual Design

- B. Description:** Conceptual Designs of access to Apalachicola Bay at the terminus of Gulf Beach Drive are a critical step in resolving access concerns. Beach access, while technically restricted to pedestrians, has been allowed for commercial fishermen wishing to launch from this site, generally to fish for mullet in the Bay. This access point has been a strong point of contention in the past between McKissack Beach residents and fishermen. City staff has suggested intensive community outreach will be required in order to develop a set of agreeable alternatives. There is evidence of the fishermen's access point existing for 70+ years but there is also evidence of the associated danger from the dune line gap. A minimum of three public meetings (Task 3) will be held with professional facilitation. These meetings will address access concerns.

Conceptual Designs of access to Apalachicola Bay will be developed in coordination with the professionally facilitated public meetings. Conceptual Designs are envisioned to include a conceptual site plan for a park with a pavilion or other shelter and parking. This may be similar to Franklin County's "Island View Park." The agreed upon method to overcome the dune disturbances will be designed as well. This may be a boardwalk going over the existing dune line but will be determined through stakeholder collaboration.

- C. Deliverable:** Conceptual Designs of the agreed upon solution will be created and submitted as a PDF or series of PDFs.

Task # 5

A. Title: Land Management Plan Development: Section H and Final Review

B. Description: Section H includes comprehensive summarization on long-range outlooks on the management plan and associated potential incomes. Development of cost estimates for management activities and budgets for management activities will be labor-intensive.

65.	Key management activities necessary to achieve the desired outcomes regarding other appropriate resource management.	259.032(10)
66.	Summary budget for the scheduled land management activities of the LMP including any potential fees anticipated from public or private entities for projects to offset adverse impacts to imperiled species or such habitat, which fees shall be used to restore, manage, enhance, repopulate, or acquire imperiled species habitat for lands that have or are anticipated to have imperiled species or such habitat onsite. The summary budget shall be prepared in such a manner that it facilitates computing an aggregate of land management costs for all state-managed lands using the categories described in s. 259.037(3) which are resource management, administration, support, capital improvements, recreation visitor services, law enforcement activities.	253.034(5)
67.	Cost estimate for conducting other management activities which would enhance the natural resource value or public recreation value for which the lands were acquired, include recommendations for cost-effective methods in accomplishing those activities.	259.032(10)

C. Deliverable: This deliverable will include LMP Section H: Other/ Managing Agency Tools. It will also include any other items needed to finalize the LMP. Example items follow. These items will be submitted as PDF documents.