

SKYWAY FISHING PIERS STATE PARK

UNIT MANAGEMENT PLAN

APPROVED

**STATE OF FLORIDA
DEPARTMENT OF ENVIRONMENTAL PROTECTION
Division of Recreation and Parks**

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INTRODUCTION

The Skyway Fishing Piers State Park is located in Pinellas, Hillsborough, and Manatee Counties about 5 miles south of St. Petersburg. Access to the park is from Interstate 275 (see Vicinity Map).

The park consists of approximately 4.63 upland acres. On December 20, 1994, the Florida Department of Transportation (FDOT) leased the property to the Department of Environmental Protection (DEP), Division of Recreation and Parks (DRP) under a Lease and Maintenance Agreement for a term of twenty years with automatic twenty-year renewals (see Addendum 1). On February 13, 1995, DEP granted Pier Associates, Inc. an exclusive privilege to operate recreation and concession facilities and to provide goods and services at The Skyway Fishing Piers State Park. The agreement expires on March 31, 2005.

In accordance with DEP's lease agreement with FDOT, the property must be used for public outdoor recreation and related purposes. Addendum 1 contains the outstanding reservations and encumbrances that apply to this unit. There are no legislative or executive directives that constrain the use of this property.

PURPOSE AND SCOPE OF THE PLAN

This plan serves as the basic statement of policy and direction for the management of The Skyway Fishing Piers State Park as a unit of Florida's state park system. It identifies the objectives, criteria and standards that guide each aspect of park administration, and sets forth the specific measures that will be implemented to meet management objectives. The plan is intended to meet the requirements of Sections 253.034 and 259.032, Florida Statutes, Chapter 18-2, Florida Administrative Code, and intended to be consistent with the State Lands Management Plan. All development and resource alteration encompassed in this plan is subject to the granting of appropriate permits; easements, licenses, and other required legal instruments. Approval of the management plan does not constitute an exemption from complying with the appropriate local, state, or federal agencies. This plan is also intended to meet the requirements for beach and shore preservation, as defined in Chapter 161, Florida Statutes, and Chapters 62B-33, 62B-36 and 62R-49, Florida Administrative Code.

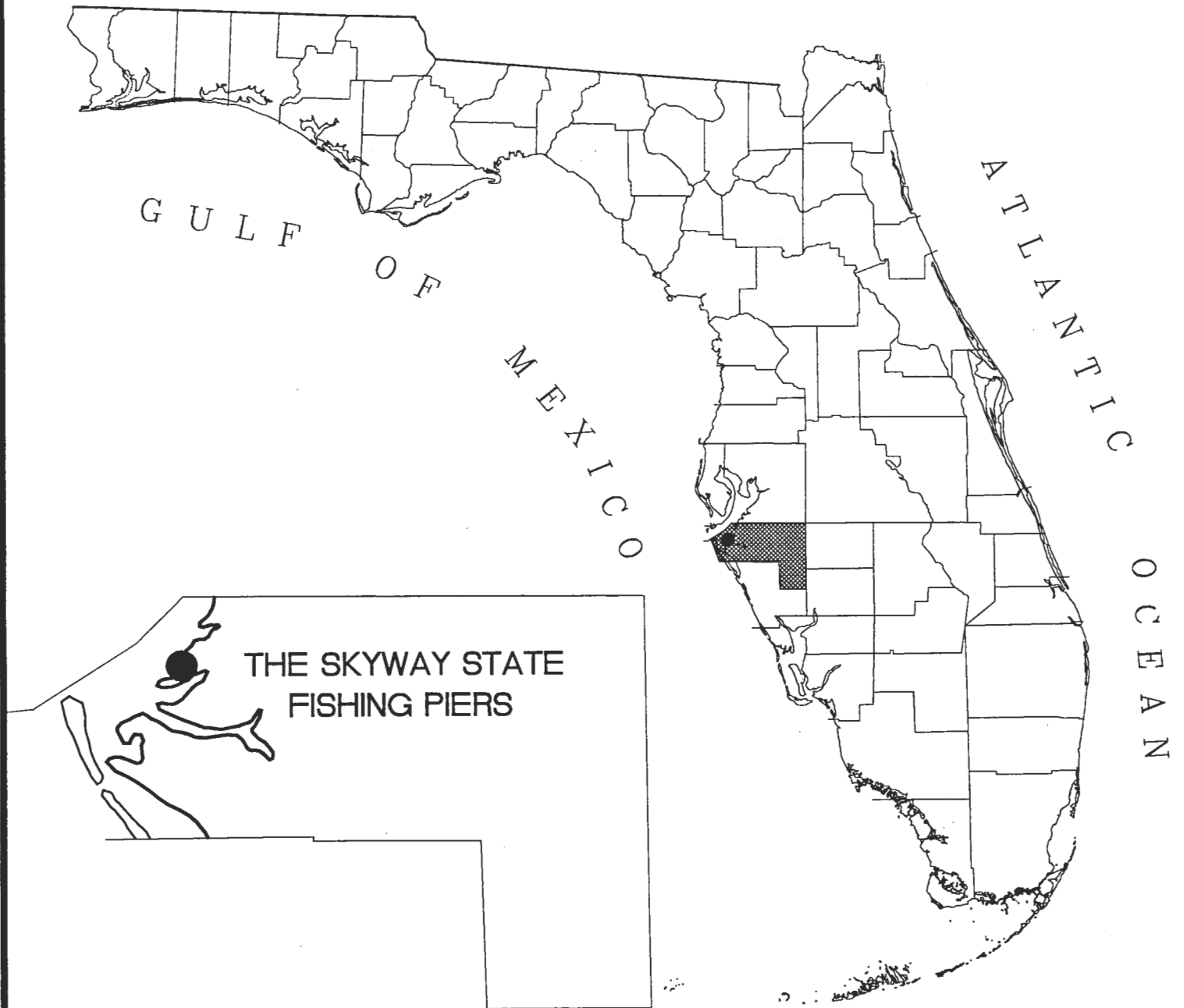
The plan consists of two interrelated components. Each component corresponds to a particular aspect of the administration of the park. The resource management component provides a detailed inventory and assessment of the natural and cultural resources of the park. Resource management problems and needs are identified, and specific management objectives are established for each resource type. This component provides guidance on the application of such measures as prescribed burning, exotic species removal, and restoration of natural conditions.

The land use component is the recreational resource allocation plan for the unit. Based on considerations such as access, population, and adjacent land uses, an optimum allocation of the physical space of the park is made, locating use areas and proposing types of facilities and volume of use to be provided.

In the development of this plan, the potential of the park to accommodate secondary management purposes ("multiple uses") was analyzed. These secondary purposes were considered within the context of the Division's statutory responsibilities and an analysis of the resource needs and values of the park. This analysis considered the park natural and cultural resources, management needs, aesthetic values, visitation, and visitor experiences. For this park, it was determined that no secondary purposes could be accommodated in a manner that would not interfere with the primary purpose of resource-based outdoor recreation and conservation. Uses such as, water resource development projects, water supply projects, stormwater management projects, linear facilities and sustainable agriculture and forestry (other than those forest management activities specifically identified in this plan) are not consistent with this plan or the management purposes of the park and should be discouraged.

The potential for generating revenue to enhance management was also analyzed. Visitor fees and

LOCATION MAP

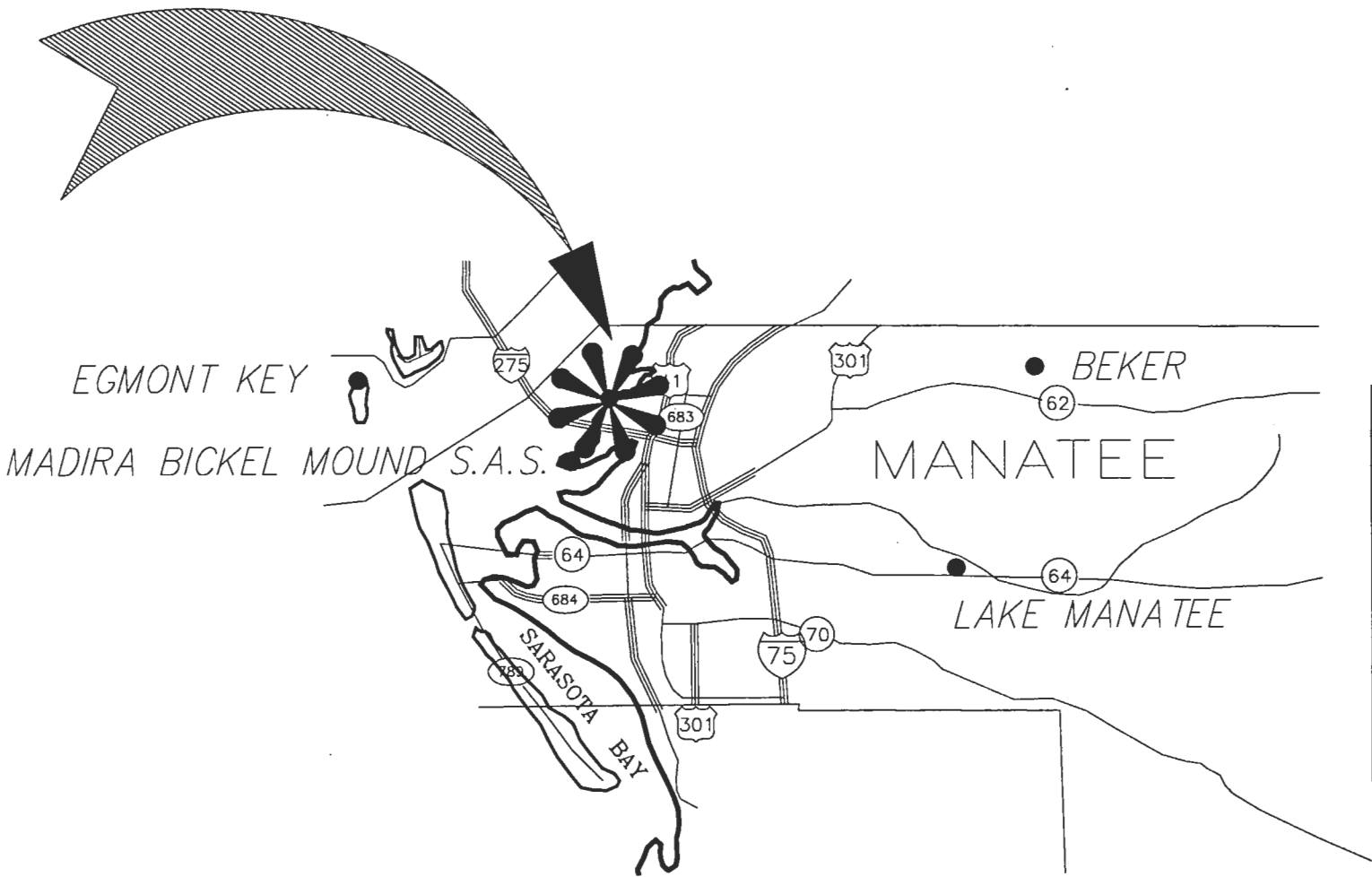


THE SKYWAY STATE FISHING PIERS

MANATEE COUNTY



VICINITY MAP



THE SKYWAY STATE FISHING PIERS

MANATEE, HILLSBOROUGH,
AND PINELLAS COUNTIES



NORTH

charges are the principal source of revenue generated by the park. It was determined that multiple-use management activities would not be appropriate as a means of generating revenues for land management. Instead, techniques such as entrance fees, concessions, and similar measures will be employed on a case-by-case basis as a means of supplementing park management funding.

The use of private land managers to facilitate restoration and management of this unit was also analyzed. Decisions regarding this type of management (such as outsourcing, contracting with the private sector, use of volunteers, etc.) will be made on a case-by-case basis as necessity dictates.

MANAGEMENT PROGRAM OVERVIEW

Management Authority and Responsibility

In accordance with Chapter 258, Florida Statutes, and Chapter 62D-2, Florida Administrative Code, the Division of Recreation and Parks (DRP) is charged with the responsibility of developing and operating Florida's recreation and parks system. These are administered in accordance with the following policy:

It shall be the policy of the Division of Recreation and Parks to promote the state park system for the use, enjoyment, and benefit of the people of Florida and visitors; to acquire typical portions of the original domain of the state which will be accessible to all of the people, and of such character as to emblemize the state's natural values; conserve these natural values for all time; administer the development, use and maintenance of these lands and render such public service in so doing, in such a manner as to enable the people of Florida and visitors to enjoy these values without depleting them; to contribute materially to the development of a strong mental, moral, and physical fiber in the people; to provide for perpetual preservation of historic sites and memorials of statewide significance and interpretation of their history to the people; to contribute to the tourist appeal of Florida.

The Trustees have also granted management authority of certain sovereign submerged lands to the DRP under Management Agreement MA 68-086 (as amended January 19, 1988). The management area includes a 400-foot zone from the edge of mean high water where a park boundary borders sovereign submerged lands fronting beaches, bays, estuarine areas, rivers or streams. Where emergent wetland vegetation exists, the zone extends waterward 400 feet beyond the vegetation. The agreement is intended to provide additional protection to resources of the park and nearshore areas and to provide authority to manage activities that could adversely impact public recreational uses.

In the management of The Skyway Fishing Piers State Park, emphasis is placed on maximizing recreational potential. Depletion of a resource by any recreational activity is not permitted. Active recreational pursuits are fishing and sightseeing. In order to realize the unit's recreational potential, development in the park will provide facilities that are accessible, convenient and safe, as needed, to support recreational use of the unit's natural, aesthetic, and educational attributes.

Park Goals and Objectives

Natural Resources and Cultural Resources

1. Keep the upland portion of the site free of exotic plants.

Recreational Goals

2. Continue to manage the piers for saltwater fishing.
3. Provide opportunity for walking, sightseeing, and picnicking.

Management Coordination

The park is managed in accordance with all applicable Florida Statutes and administrative rules. Agencies having a major or direct role in the management of the park are discussed in this plan.

The Department of Agriculture and Consumer Services, Division of Forestry (DOF), assists park staff in the development of wildfire emergency plans and furnishes permits required for prescribed burning. The Florida Fish and Wildlife Conservation Commission (FFWCC), assists staff in the

enforcement of state laws pertaining to wildlife, freshwater fish and other aquatic life existing within park boundaries. In addition, the FFWCC aids the Division of Recreation and Parks with wildlife management programs, including the development and management of Watchable Wildlife programs. The Department of State, Division of Historical Resources (DHR) assists staff to assure protection of archaeological and historical sites. The Department of Environmental Protection (DEP), Office of Coastal and Aquatic Managed Areas (CAMA) aids staff in aquatic preserves management programs. The DEP, Bureau of Beaches and Coastal Systems aids staff in planning and construction activities seaward of the Coastal Construction Line. In addition, the Bureau of Beaches and Coastal Systems aids the staff in the development of erosion control projects. Emphasis is placed on protection of existing resources as well as the promotion of compatible outdoor recreational uses.

Public Participation

A public workshop was held on October 22, 2001.. The purpose of this meeting was to present this proposed management plan to the public.

Other Designations

The Skyway Fishing Piers State Park is not within An Area Of Critical State Concern as defined in section 380.05, Florida Statutes. Currently it is not under study for such designation.

All waters within the unit have been designated as Outstanding Florida Waters, pursuant to Chapter 62-302 Florida Administrative Code. Surface waters in this unit are also classified as Class III waters by DEP. This unit adjacent to the Terra Ceia Aquatic Preserve an aquatic preserve as designated under the Florida Aquatic Preserve Act of 1975 (section 258.35, Florida Statutes).

Several other significant land and water resources exist near the park. They include the Terra Ceia and Cockroach Bay Aquatic Preserves, Egmont Key National Wildlife Refuge, Pinellas and Passage Key National Wildlife Refuges, Little Manatee River State Park, Madira Bickel Mound State Archaeological Site, and Judah P. Benjamin Confederate Memorial at Gamble Plantation Historic State Park.

RESOURCE MANAGEMENT COMPONENT

INTRODUCTION

The Division of Recreation and Parks has implemented resource management programs for preserving for all time the representative examples of natural and cultural resources of statewide significance under its administration. This component of the unit plan describes the natural and cultural resources of the park and identifies the methods that will be used to manage them. The stated management measures in this plan are consistent with the Department's overall mission in ecosystem management.

The Division's philosophy of resource management is natural systems management. Primary emphasis is on restoring and maintaining, to the degree practicable, the natural processes that shape the structure, function and species composition of Florida's diverse natural communities as they occurred in the original domain. Single species management may be implemented when the recovery or persistence of a species is problematic provided it is compatible with natural systems management.

The management goal of cultural resources is to preserve sites and objects that represent all of Florida's cultural periods as well as significant historic events or persons. This goal may entail active measures to stabilize, reconstruct or restore resources, or to rehabilitate them for appropriate public use.

Because park units are often components of larger ecosystems, their proper management is often affected by conditions and occurrences beyond park boundaries. Ecosystem management is implemented through a resource management evaluation program (to assess resource conditions, evaluate management activities, and refine management actions), review of local comprehensive plans, and review of permit applications for park/ecosystem impacts.

RESOURCE DESCRIPTION AND ASSESSMENT

Natural Resources

Topography

The Skyway Fishing Piers State Park is a unique facility. It consists of the two old bridge approaches which are flat by design and stand approximately 15 feet above mean low water. Submerged land at the structures is approximately 12 feet below mean low water. The four upland acres, located in Pinellas County, are slightly sloped with the highest elevation at four feet above mean sea level. Eighteen artificial reefs were created on the seaward side of the north pier, while at the south pier, 55 artificial reefs were created on both sides of the pier: 25 reefs on the bay side and 30 on the seaward side. The reefs are oriented parallel to the prevailing currents. They are 40-feet wide, four-foot high and vary in length from 150 to 300 feet.

Geology

The following description is extrapolated from what is generally known about the geology of the region. The Florida basement lies approximately 12,000 feet below. These basement rocks presumably consist of Jurassic volcanics and are overlain by several thousand feet of Cretaceous carbonates, siliclastics and anhydrites. Overlying that sequence are Paleocene carbonates, the uppermost unit of which is Suwannee Limestone. The top of this Upper Oligocene formation is approximately 400 feet below mean sea level (MSL) and is uncomfortably overlain by carbonates and siliclastics of the Hawthorne Group. In this vicinity the Hawthorne Group sediments are approximately 325 feet thick and are encountered 50 to 60 feet below MSL. Surficial sediments of this site are comprised of Pleistocene to Recent undifferentiated sand and shells.

Soils

Soils in the four acres of upland located in Pinellas County are mixed, due to the land having been created by the dumping of material from the bay bottom and from hauling in fill from elsewhere.

Minerals

No mineral deposits are known to be within the park boundaries.

Hydrology

Hydrology is not a consideration at this site.

Natural Communities

The system of classifying natural communities employed in this plan was developed by the Florida Natural Areas Inventory (FNAI). The premise of this system is that physical factors, such as climate, geology, soil, hydrology and fire frequency generally determine the species composition of an area, and that areas which are similar with respect to these factors will tend to have natural communities with similar species compositions. Obvious differences in species composition can occur, despite similar physical conditions. In other instances, physical factors are substantially different, yet the species compositions are quite similar. For example, coastal strand and scrub--two communities with similar species compositions--generally have quite different climatic environments, and these necessitate different management programs.

The unit contains no distinct natural communities. The Skyway Fishing Piers State Park is considered to be developed.

Designated Species

Designated species are those which are listed by the Florida Natural Areas Inventory (FNAI), U.S. Fish and Wildlife Service (USFWS), Florida Fish and Wildlife Conservation Commission (FFWCC), and the Florida Department of Agriculture and Consumer Services (FDA) as endangered, threatened or of special concern. Addendum 2 contains a list of the designated species and their designated status for this park. Management measures will be addressed later in this plan.

While the Skyway Fishing Piers State Park is man-made, several designated species can be observed on a frequent basis. Usually the wildlife is observed feeding or resting. This activity causes several problems which will be discussed under Management Needs and Problems.

Special Natural Features

There are no special natural features within the park boundaries.

Cultural Resources

Evaluating the condition of cultural resources is accomplished using a three part evaluative scale, expressed as good, fair, poor. These terms describe the present state of affairs, rather than comparing what exists against the ideal, a newly constructed component. Good describes a condition of structural stability and physical wholeness, where no obvious deterioration other than normal occurs. Fair describes a condition in which there is a discernible decline in condition between inspections, and the wholeness or physical integrity is and continues to be threatened by factors other than normal wear. A fair judgment is cause for concern. Poor describe an unstable condition where there is palpable, accelerating decline, and physical integrity is being compromised quickly. A resource in poor condition suffers obvious declines in physical integrity from year to year. A poor condition suggests immediate action to reestablish physical stability.

Prior to 1926, travel from St. Petersburg to Bradenton by automobile required a drive of 46 miles. That meant a trip across Tampa Bay via the Gandy Bridge through Tampa, Ruskin, and at last, into Bradenton. In 1926, the Bee Line Ferry Service began between Piney Point Landing (Bradenton) and Pinellas Point Landing in St. Petersburg. The ferry provided a leisurely 45-minute trip for 35 automobiles. Number 36 in line for the last crossing of the evening had to drive through Tampa to St. Petersburg.

The St. Petersburg Port Authority purchased the Bee Line Ferry in 1944 and began plans to build a bridge between St. Petersburg and Manatee County. The project was taken over in 1949 by the State Road Department which began construction of the 11.4 miles of bridges and causeways. The first Sunshine Skyway Bridge, accommodating two lanes of traffic, was completed and opened to the public on September 6, 1954.

Toll charges were a rather substantial \$1.75. To accommodate the ever increasing population growth of the region, a second parallel bridge was constructed by 1971, and the toll was reduced to \$.50 per automobile. Each bridge now carried one-way traffic. Soon, over 4 million cars per year were crossing the two bridges.

During the years from 1954 to 1980, thousands of large ships and boats passed underneath without

any recorded damage or loss of life. But 1980 would be different. Before the year was three months old, the most disastrous peacetime accident in Coast Guard history occurred in the shipping channel beneath the Sunshine Skyway. A nighttime collision between the United States Coast Guard Cutter, Blackthorn, and the tanker, Capricorn, killed 23 Coast Guardsmen and sent the Blackthorn to the bottom. A memorial to the men lost on the Blackthorn may be visited at the rest station just north of the pier.

On May 9, 1980, less than three months after the Blackthorn sinking, the ship, Summit Venture, rammed the west bridge, bringing down the center span, parts of which fell on the Summit Venture. Within the next forty-eight hours, 13 bodies were recovered from Tampa Bay. Several automobiles and a Greyhound bus, which held 23 passengers, had fallen from the bridge. Only one man survived the collision. His pickup truck hit the bow of the Summit Venture, before falling into the water, allowing him to escape.

The outcome of the Summit Venture's unfortunate accident was a decision to construct a larger, single span, four-lane, bridge to replace the remaining undamaged east section. As for both old bridges, the center portions were taken down, but the end portions where they met the causeway were left to serve as public fishing piers, with artificial reefs created nearby using debris from the removed sections of the old bridges. The reefs have been monitored by divers from the Department of Environmental Protection and have been shown to provide a good substrate for the growth of soft and hard corals, barnacles and anemones. These new growths have attracted small and large fishes looking for food and hiding places.

The 3,300-foot long northern portion of the Skyway Fishing Piers State Park opened to the public on November 14, 1994 and has proved popular with anglers from all parts of the country. The two piers of the southern portion will extend 1.6 miles into Tampa Bay, providing over three miles of fishing platform and, these two parallel piers together, will form the longest fishing pier in the world. Second place will go to the previous record holder: Southend Pier at Southend-on Sea, Great Britain which is 1.34 miles in length.

RESOURCE MANAGEMENT PROGRAM

Special Management Considerations

Timber Management Analysis

Chapters 253 and 259, Florida Statutes, require an assessment of the feasibility of managing timber in land management plans for parcels greater than 1,000 acres if the lead agency determines that timber management is not in conflict with the primary management objectives of the land. The feasibility of harvesting timber at this park during the period covered by this plan was considered in context of the Division's statutory responsibilities, and an analysis of the park's resource needs and values. The long term management goal for forest communities in the state park system is to maintain or re-establish old-growth characteristics to the degree practicable, with the exception of early successional communities such as sand pine scrub and coastal strand.

A timber management analysis was not conducted for this park. The total acreage for the unit is below the 1,000-acre threshold established pursuant to Florida Statutes.

Additional Considerations

Operation of the facility is contracted to a concessionaire, therefore a cooperative approach to resource management is required. If a practice creates a hardship on the concessionaire it may be necessary to solicit help from other parks or agencies to accomplish a specific goal.

Management Needs and Problems

There are several problems that arise, or may arise due to the unique attributes of this facility. Various birds are attracted to the piers by the fish that can be found near the piles and reefs, and by visitors feeding them. Two problems arise from this situation. First, birds have no place to roost or rest except to sit on the coarse concrete, which causes them to develop lesions on their feet. Birds afflicted in this way are sometimes captured and cared for by area wildlife rehabilitation organizations. Secondly, the birds frequently become entangled in fishing line and require medical attention or die from the injuries.

It is hazardous to allow boats and divers in close proximity to the piers. Boats traveling under the

pier, foul fishing lines damaging the tackle and could cause injury to fishermen on the pier. Frequently, visitors are fishing for large fish species or sharks and use big treble hooks which could injure a diver or damage the diver's equipment. Boats and divers should be kept clear of the piers by at least 100 feet.

Regular inspections need to be made of the pile and support system to insure that erosion or other factors are not adversely effecting the structure.

Management Objectives

The resources administered by the Division of Recreation and Parks are divided into two principal categories: natural resources and cultural resources. The Division's primary objective in natural resource management is to maintain and restore, to the extent possible, to the conditions that existed before the ecological disruptions caused by man. The objective for managing cultural resources is to protect these resources from human-related and natural threats. This will arrest deterioration and help preserve the cultural resources for future generations to enjoy.

Management Measures for Natural Resources

Hydrology

No hydrological measures are needed at this park.

Prescribed Burning

The objectives of prescribed burning are to create those conditions that are most natural for a particular community, and to maintain ecological diversity within the unit's natural communities. To meet these objectives, the unit is partitioned into burn zones, and burn programs are implemented for each zone. These programs are periodically reviewed and maintained in the unit's burn plan. All prescribed burns are conducted after authorization from the Department of Agriculture and Consumer Services, Division of Forestry (DOF). Wildfire suppression activities will be coordinated between the DRP and the DOF.

Prescribed burning is not a factor at the Skyway Fishing Piers State Park.

Designated Species Protection

The welfare of designated species is an important concern of the Division. In many cases, these species will benefit most from proper management of their natural communities. At times, however, additional management measures are needed because of the poor condition of some communities, or because of unusual circumstances which aggravate the particular problems of a species.

No management needs for designated species have been identified at this site.

EXOTIC SPECIES CONTROL

Exotic species are those plants or animals that are not native to Florida, but were introduced as a result of human-related activities. Exotics have fewer natural enemies and may have a higher survival rate than do native species, as well. They may also harbor diseases or parasites that significantly impact non-resistant native species. Thus, the policy of the Division is to remove exotic species from native natural communities.

Australian pines (*Casuarina equisetifolia*) are the primary exotic plants on the four-acres of uplands at this site. The Brazilian peppers have been eradicated, however the Australian pines are being replaced more slowly since they are the only source of shade. They are being replaced with native species as they die from natural causes.

Problem Species

Problem species are defined as native species whose habits create specific management problems or concerns. Occasionally, problem species are also a designated species, such as alligators. The Division will consult and coordinate with appropriate federal, state and local agencies for management of designated species that are considered to be a threat or problem.

There are no problem species at the present time at the Skyway Fishing Piers State Park.

Management Measures for Cultural Resources

The management of cultural resources is often complicated because these resources are irreplaceable and extremely vulnerable to disturbances. The advice of historical and archaeological

experts is required in this effort. Approval from Department of State, Division of Historical Resources (DHR) must be obtained before taking any actions, such as development or site improvements, that could affect or disturb the cultural resources on state lands. A statement of DHR's policies and procedures for the management and protection of cultural resources is contained in Addendum 3.

Actions that require permits or approval from DHR include development, site excavations or surveys, disturbances of sites or structures, disturbances of the substrate, and any other actions that may affect the integrity of the cultural resources. These actions could damage evidence that would someday be useful to researchers attempting to interpret the past.

There are no known cultural sites at this unit other than the pier itself. Being a remnant of the first highway over Tampa Bay it possesses some historical interest. And as the world's largest fishing pier it may be presumed to have cultural interest on that account.

Research Needs

Natural Resources

Any research or other activity that involves the collection of plant or animal species on park lands requires a collecting permit from the Department of Environmental Protection. Additional permits from the Florida Fish and Wildlife Conservation Commission, the Department of Agriculture and Consumer Services, or the U.S. Fish and Wildlife Service may also be required.

Management should encourage other state and county agencies to engage periodically in creel surveys and monitoring of the reefs. There is a growing concern regarding the ecotoxicology of lead fishing weights, which should be monitored.

Resource Management Schedule

A priority schedule for conducting all management activities which is based on the purposes for which these lands were acquired, and to enhance the resource values, is contained in Addendum 4. Cost estimates for conducting priority management activities are based on the most cost effective methods and recommendations currently available (see Addendum 4).

Land Management Review

Section 259.036, Florida Statutes, established land management review teams to determine whether conservation, preservation, and recreation lands titled in the name of the Board of Trustees of the Internal Improvement Trust Fund (board) are being managed for the purposes for which they were acquired and in accordance with a land management plan adopted pursuant to s. 259.032, the board of trustees, acting through the Department of Environmental Protection (department). The managing agency shall consider the findings and recommendations of the land management review team in finalizing the required 5-year update of its management plan.

There has been no land management review of this property.

LAND USE COMPONENT

INTRODUCTION

Land use planning and park development decisions for the state park system are based on the dual responsibilities of the Division of Recreation and Parks. These responsibilities are to preserve representative examples of original natural Florida and its cultural resources, and to provide outdoor recreation opportunities for Florida's citizens and visitors.

The general planning and design process begins with an analysis of the natural and cultural resources of the unit, then proceeds through the creation of a conceptual land use plan that culminates in the actual design and construction of park facilities. Input to the plan is provided by experts in environmental sciences, cultural resources, park operation and management, through public workshops, and environmental groups. With this approach, the Division's objective is to provide quality development for resource-based recreation throughout the state with a high level of sensitivity to the natural and cultural resources at each park.

This component of the unit plan includes a brief inventory of the external conditions and the recreational potential of the unit. Existing uses, facilities, special conditions on use, and specific areas within the park that will be given special protection, are identified. The land use component then summarizes the current conceptual land use plan for the park, identifying the existing or proposed activities suited to the resource base of the park. Any new facilities needed to support the proposed activities are described and located in general terms.

EXTERNAL CONDITIONS

An assessment of the conditions that exist beyond the boundaries of the unit can identify any special development problems or opportunities that exist because of the unit's unique setting or environment. This also provides an opportunity to deal systematically with various planning issues such as location, adjacent land uses, and the park interaction with other facilities.

Existing Use of Adjacent Lands

The Skyway Fishing Piers State Park is located in Tampa Bay, surrounded by one of the largest urban areas in Florida. The development on the adjacent mainland is primarily multi-family housing and zero-lot-line condominiums. The Interstate 275 Sunshine Skyway Bridge, which spans Tampa Bay, roughly parallels the state fishing pier.

Heavy shipping traffic occurs in the adjacent waters in association with port facilities located in Tampa Bay. The surrounding waters are also extremely popular with recreational boaters and fishermen.

Planned Use of Adjacent Lands

The adjacent land uses are not anticipated to change. Rapid urbanization is expected to continue as a land use trend in west Florida, especially near the coast. The surrounding mainland will most likely be developed to its potential. Recreational boating in the surrounding waters will continue to increase in proportion to the surrounding population.

The heavy boat traffic associated with the shipping channel could negatively impact the aquatic resources if an oil or chemical spill occurs.

PROPERTY ANALYSIS

Effective planning requires a thorough understanding of the unit's natural and cultural resources. This section describes the resource characteristics and existing uses of the property. The unit's recreation resource elements are examined to identify the opportunities and constraints they present for recreational development. Past and present uses are assessed for their effects on the property, compatibility with the site, and relation to the unit's classification.

Recreation Resource Elements

This section assesses the unit's recreation resource elements those physical qualities that, either singly or in certain combinations, supports the various resource-based recreation activities. Breaking down the property into such elements provides a means for measuring the property's capability to support individual recreation activities. This process also analyzes the existing spatial

factors that either favor or limit the provision of each activity.

The Skyway Fishing Piers State Park occupies a portion of the old Sunshine Skyway Bridge, owned by the Florida Department of Transportation. With a combined length of more than three miles into Tampa Bay, it is the longest fishing pier in the world. Along the west side of the pier, artificial reefs have been formed by placing debris from sections of the old bridge. These artificial reefs provide a good substrate for the growth of soft and hard corals, barnacles, and anemones. They also attract small and large fish looking for food and hiding places. Water depths of 12 - 15 feet are typically encountered adjacent to the pier.

The north side of the fishing pier is optimally developed for public use with vehicle parking, a tollbooth, sewage disposal and potable water, restrooms, a bait and tackle shop, and fish cleaning tables. The south side of the pier is currently operating with portable buildings that will be replaced with permanent structures in the future. The Skyway Fishing Piers State Park provides the unique opportunity of being able to fish out in the bay without having to use a boat. Many visitors enjoy the convenience of drive-up fishing access for species not normally found near the shoreline.

Archaeological and Historical Features

Although the waters of Tampa Bay have played an important role in all phases of Florida's past, there are no known archaeological or historic features associated with the Skyway Fishing Piers State Park.

Assessment of Use

All legal boundaries, significant natural features, structures, facilities, roads, trails and easements existing in the unit are delineated on the base map (see Base Map). Specific uses made of the unit are briefly described in the following sections.

Past Uses

Construction of the old Skyway Bridge began in 1949, to span Tampa Bay from St. Petersburg to Bradenton. The 11 miles of bridges and causeways were completed and opened to the public in 1954. To accommodate the ever increasing population growth of the area, a second span of the bridge was constructed in 1971. In 1980, the ship, Summit Venture, rammed the west span of the Skyway Bridge causing the collapse of the center span.

Because of the unfortunate accident, a decision was made to construct a larger single span bridge to replace the remaining undamaged east section. With the new Sunshine Skyway Bridge under construction, the Florida Department of Transportation proposed the idea of converting a portion of the old bridge into a fishing pier. The Division of Recreation and Parks entered into a lease agreement with the FDOT to manage the fishing pier as a unit of the state park system. The north section of the fishing pier was opened to the public in 1994, and the south section was opened in 1996.

Recreational Uses

While fishing is the primary recreational use, other activities such as bird watching, running/walking, sun bathing, and sightseeing occur. The pier is open 365 days a year and features drive-up fishing access for species like Tarpon and Grouper. Both anglers and non-anglers can enjoy beautiful sunrises and sunsets, and an excellent view of ships and sailing vessels on the bay.

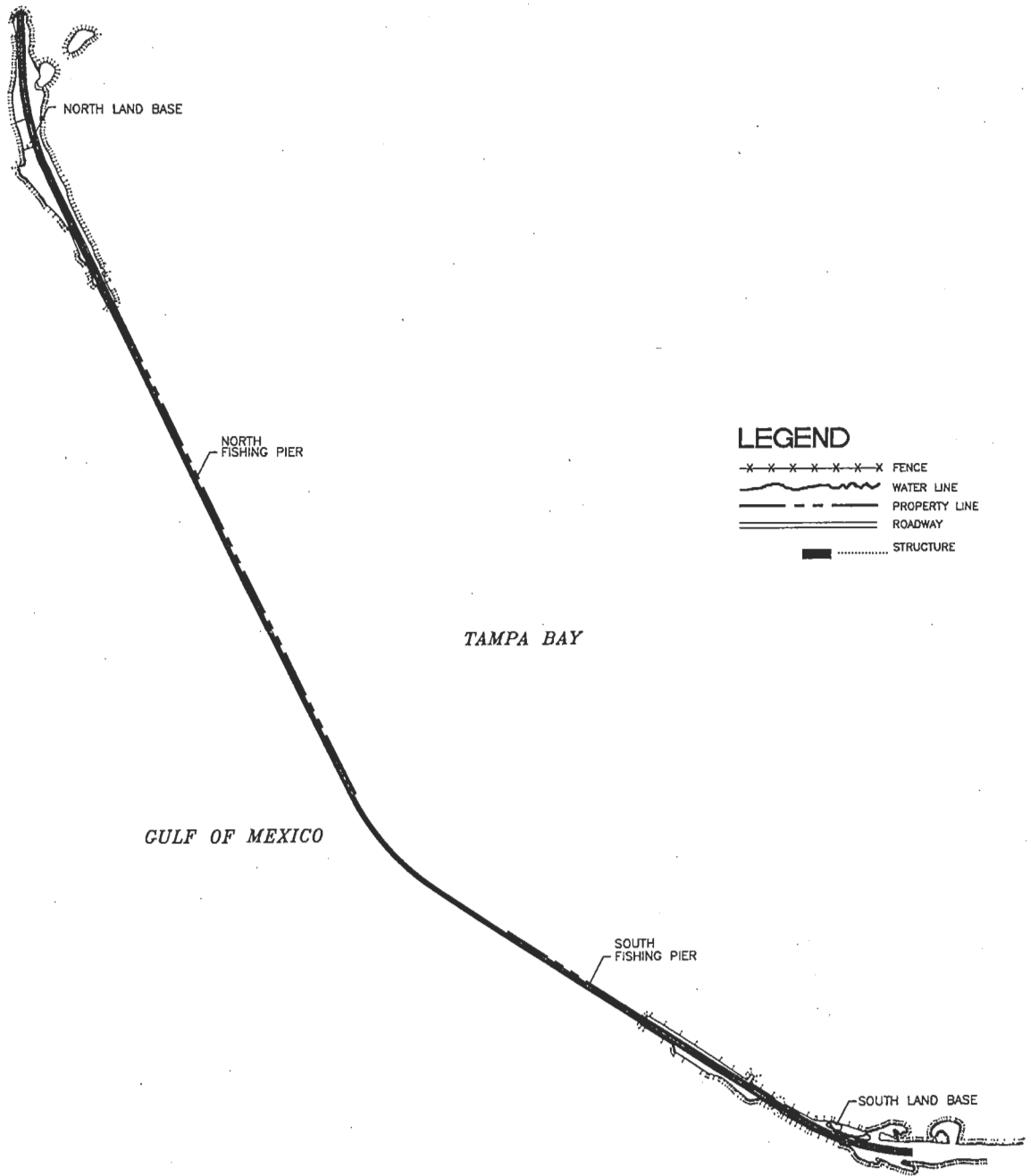
Protected Zones

A protected zone is an area of high sensitivity or outstanding character from which most types of development are excluded as a protective measure. Generally, facilities requiring extensive land alteration or resulting in intensive resource use, such as parking lots, camping areas, shops or maintenance areas, are not permitted in protected zones. Facilities with minimal resource impacts, such as trails, interpretive signs, and boardwalks are generally allowed. All decisions involving the use of protected zones are made on a case-by-case basis after careful site planning and analysis.

CONCEPTUAL LAND USE PLAN

The following narrative represents the current conceptual land use proposal for this park. As new information is provided regarding the environment of the park, cultural resources, recreational use, and as new land is acquired, the conceptual land use plan may be amended to address the new

BASE MAP



LEGEND

- x x x x x — FENCE
- ~~~~~ WATER LINE
- - - - - PROPERTY LINE
- ==== ROADWAY
- █ STRUCTURE

TAMPA BAY

GULF OF MEXICO

SOUTH FISHING PIER

SOUTH LAND BASE



THE SKYWAY STATE FISHING PIERS

Prepared by
Florida Department of Environmental Protection
Division of Recreation and Parks
Office of Park Planning
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conditions. A detailed development plan for the park and a site plan for specific facilities will be developed based on this conceptual land use plan, as funding becomes available.

During the development of the unit management plan, the Division assesses potential impacts of proposed uses on the resources of the property. Uses that could result in unacceptable impacts are not included in the conceptual land use plan. Potential impacts are more thoroughly identified and assessed through the site planning process once funding is available for the development project. At that stage, design elements, such as sewage disposal and stormwater management, and design constraints, such as designated species or cultural site locations, are more thoroughly investigated. Advanced wastewater treatment or best available technology systems are applied for on-site sewage disposal. Stormwater management systems are designed to minimize impervious surfaces to the greatest extent feasible, and all facilities are designed and constructed using best management practices to avoid impacts and to mitigate those that cannot be avoided. Federal, state and local permit and regulatory requirements are met by the final design of the projects. After new facilities are constructed, the park staff monitors conditions to ensure that impacts remain within acceptable levels.

Potential Uses and Proposed Facilities

The north side of the fishing pier is developed for public use with adequate concession and restroom facilities. A full service restaurant is recommended on the north side pier structure. Compatibility with current recreational activities and the availability of parking should be primary considerations in designing this facility.

The south side of the pier is currently operating with portable buildings. These are to be replaced with permanent structures which will include a tollbooth, sewage disposal and potable water, restrooms, a concession / bait and tackle shop, and fish cleaning tables. A welcome / visitor center is also recommended on the south pier. The proposed visitor center could feature natural and cultural interpretation of the area as well as general information about the state park system. Since funding for construction and staffing may be difficult to obtain, the possibility of a partnership with a local government or private enterprise should be considered.

Optimum Boundary

As additional needs are identified through park use, development, research, and as adjacent land uses change on private properties, modification of the unit's optimum boundary may occur for the enhancement of natural and cultural resources, recreational values and management efficiency.

At this time, no lands are considered surplus to the needs of the park. No additional lands are identified for acquisition.

Addendum 1—Acquisition History

SKYWAY FISHING PIERS STATE PARK

ACQUISITION HISTORY

Purpose and Sequence of Acquisition

The Florida Department Of Environmental Protection (FDEP) has acquired the Skyway Fishing Piers State Park to use solely as a recreational site for activities compatible for the use of the premises as a fishing pier and park facility.

On December 20, 1994, FDEP leased certain lands and structures, collectively referred to as the sunshine skyway fishing piers, which later became the Skyway Fishing Piers State Park, from the Florida Department Of Transportation (FDOT). The lease represents approximately 20.49 acres, and it is for a period of 20 years, which will expire on December 20, 2014. Since this lease, FDEP has not acquired any parcel to add to the pier; thus, the area of the pier is unchanged.

According to the lease agreement between FDEP and FDOT, FDEP will manage the property only for a recreational site for activities compatible with FDEP's primary use of the premises as a fishing pier and park facility.

Title Interest

FDOT holds fee simple title to the Skyway Fishing Piers State Park.

Special Conditions On Use

The Skyway Fishing Piers State Park is designated single-use to provide resource-based public outdoor recreation and other related uses.

Outstanding Reservation

Following is a listing of outstanding rights, reservations, and encumbrances that apply to the Skyway Fishing Piers State Park.

<u>Instrument:</u>	Concession Agreement
<u>Instrument holder:</u>	FDEP
<u>Beginning date:</u>	February 13, 1995
<u>Ending date:</u>	March 31, 2005
<u>Outstanding rights, uses, etc.:</u>	FDEP grants pier associates, inc. Exclusive privilege of operating the recreational and concession facilities at the pier.
<u>Instrument:</u>	Lease And Maintenance Agreement
<u>Instrument holder:</u>	FDOT
<u>Beginning date:</u>	December 20, 1994
<u>Ending date:</u>	December 19, 2000
<u>Outstanding rights, uses, etc.:</u>	If FDEP used the leased premises for any other purpose than that specified in the lease, FDOT has the right to immediately terminate the lease.

ADDENDUM 2—DESIGNATED SPECIES LIST

**RANK EXPLANATIONS
FOR FNAI GLOBAL RANK, FNAI STATE RANK, FEDERAL STATUS,
AND STATE STATUS**

The Nature Conservancy and the Natural Heritage Program Network (of which FNAI is a part) define an element as any exemplary or rare component of the natural environment, such as a species, natural community, bird rookery, spring, sinkhole, cave, or other ecological feature. An element occurrence (EO) is a single extant habitat that sustains or otherwise contributes to the survival of a population or a distinct, self-sustaining example of a particular element.

Using a ranking system developed by The Nature Conservancy and the Natural Heritage Program Network, the Florida Natural Areas Inventory assigns two ranks to each element. The global rank is based on an element's worldwide status; the state rank is based on the status of the element in Florida. Element ranks are based on many factors, the most important ones being estimated number of Element occurrences, estimated abundance (number of individuals for species; area for natural communities), range, estimated adequately protected EOs, relative threat of destruction, and ecological fragility.

Federal and State status information is from the U.S. Fish and Wildlife Service; and the Florida Game and Freshwater Fish Commission (animals), and the Florida Department of Agriculture and Consumer Services (plants), respectively.

FNAI GLOBAL RANK DEFINITIONS

- G1 = Critically imperiled globally because of extreme rarity (5 or fewer occurrences or less than 1000 individuals) or because of extreme vulnerability to extinction due to some natural or man-made factor.
- G2 = Imperiled globally because of rarity (6 to 20 occurrences or less than 3000 individuals) or because of vulnerability to extinction due to some natural or man-made factor.
- G3 = Either very rare and local throughout its range (21-100 occurrences or less than 10,000 individuals) or found locally in a restricted range or vulnerable to extinction of other factors.
- G4 = apparently secure globally (may be rare in parts of range)
- G5 = demonstrably secure globally
- GH = of historical occurrence throughout its range, may be rediscovered (e.g., ivory-billed woodpecker)
- GX = believed to be extinct throughout range
- GXC = extirpated from the wild but still known from captivity or cultivation
- G#? = tentative rank (e.g., G2?)
- G#G# = range of rank; insufficient data to assign specific global rank (e.g., G2G3)
- G#T# = rank of a taxonomic subgroup such as a subspecies or variety; the G portion of the rank refers to the entire species and the T portion refers to the specific subgroup; numbers have same definition as above (e.g., G3T1)
- G#Q = rank of questionable species - ranked as species but questionable whether it is species or subspecies; numbers have same definition as above (e.g., G2Q)
- G#T#Q = same as above, but validity as subspecies or variety is questioned.
- GU = due to lack of information, no rank or range can be assigned (e.g., GUT2).
- G? = not yet ranked (temporary)
- S1 = Critically imperiled in Florida because of extreme rarity (5 or fewer occurrences or less than 1000 individuals) or because of extreme vulnerability to extinction due to some natural or man-made factor.
- S2 = Imperiled in Florida because of rarity (6 to 20 occurrences or less than 3000 individuals) or because of vulnerability to extinction due to some natural or man-made factor.
- S3 = Either very rare and local throughout its range (21-100 occurrences or less than 10,000 individuals) or found locally in a restricted range or vulnerable to extinction of other factors.
- S4 = apparently secure in Florida (may be rare in parts of range)
- S5 = demonstrably secure in Florida
- SH = of historical occurrence throughout its range, may be rediscovered (e.g., ivory-billed woodpecker)
- SX = believed to be extinct throughout range
- SA = accidental in Florida, i.e., not part of the established biota
- SE = an exotic species established in Florida may be native elsewhere in North America

**RANK EXPLANATIONS
FOR FNAI GLOBAL RANK, FNAI STATE RANK, FEDERAL STATUS,
AND STATE STATUS**

- SN = regularly occurring, but widely and unreliably distributed; sites for conservation hard to determine
SU = due to lack of information, no rank or range can be assigned (e.g., SUT2).
S? = not yet ranked (temporary)

LEGAL STATUS

- N = Not currently listed, nor currently being considered for listing, by state or federal agencies.

FEDERAL (Listed by the U. S. Fish and Wildlife Service - USFWS)

- LE = Listed as Endangered Species in the List of Endangered and Threatened Wildlife and Plants under the provisions of the Endangered Species Act. Defined as any species which is in danger of extinction throughout all or a significant portion of its range.
PE = Proposed for addition to the List of Endangered and Threatened Wildlife and Plants as Endangered Species.
LT = Listed as Threatened Species. Defined as any species which is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.
PT = Proposed for listing as Threatened Species.
C = Candidate Species for addition to the list of Endangered and Threatened Wildlife and Plants. Defined as those species for which the USFWS currently has on file sufficient information on biological vulnerability and threats to support proposing to list the species as endangered or threatened.
E(S/A) = Endangered due to similarity of appearance.
T(S/A) = Threatened due to similarity of appearance.

STATE

Animals (Listed by the Florida Fish and Wildlife Conservation Commission - FFWCC)

- LE = Listed as Endangered Species by the FFWCC. Defined as a species, subspecies, or isolated population which is so rare or depleted in number or so restricted in range of habitat due to any man-made or natural factors that it is in immediate danger of extinction or extirpation from the state, or which may attain such a status within the immediate future.
LT = Listed as Threatened Species by the FFWCC. Defined as a species, subspecies, or isolated population which is acutely vulnerable to environmental alteration, declining in number at a rapid rate, or whose range or habitat is decreasing in area at a rapid rate and as a consequence is destined or very likely to become an endangered species within the foreseeable future.
LS = Listed as Species of Special Concern by the FFWCC. Defined as a population which warrants special protection, recognition, or consideration because it has an inherent significant vulnerability to habitat modification, environmental alteration, human disturbance, or substantial human exploitation which, in the foreseeable future, may result in its becoming a threatened species.

Plants (Listed by the Florida Department of Agriculture and Consumer Services - FDACS)

- LE = Listed as Endangered Plants in the Preservation of Native Flora of Florida Act. Defined as species of plants native to the state that are in imminent danger of extinction within the state, the survival of which is unlikely if the causes of a decline in the number of plants continue, and includes all species determined to be endangered or threatened pursuant to the Federal Endangered Species Act of 1973, as amended.
LT = Listed as Threatened Plants in the Preservation of Native Flora of Florida Act. Defined as species native to the state that are in rapid decline in the number of plants within the state, but which have not so decreased in such number as to cause them to be endangered.

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DESIGNATED SPECIES

PLANTS

Common Name/ Scientific Name	DESIGNATED SPECIES STATUS		
	FDA	USFWS	FNAI
Common Snook <i>Centropomis undecimalis</i>	SSC		
Eastern brown pelican <i>Pelecanus occidentalis</i>	SSC		
Magnificent frigatebird <i>Fregata magnificens</i>			S1
Great egret <i>Casmerodius albus</i>			S4
Royal tern <i>Sterna maxima</i>			S3
Sandwich tern <i>Sterna sandvicensis</i>			S2

Addendum 3—DHR Cultural Management Statement

**Management Procedures For
Archaeological And Historical Sites And Properties
On State -- Owned Or Controlled Lands
(Revised August, 1995)**

A. GENERAL DISCUSSION

Archaeological and historic sites are defined collectively in 267.021(3), F.S., as "historic properties" or "historic resources." They have several essential characteristics that must be recognized in a management program.

First of all, they are a finite and non-renewable resource. Once destroyed, presently existing resources, including buildings, other structures, shipwreck remains, archaeological sites and other objects of antiquity, cannot be renewed or revived. Today, sites in the State of Florida are being destroyed by all kinds of land development, inappropriate land management practices, erosion, looting, and to a minor extent even by well-intentioned professional scientific research (e.g., archaeological excavation). Measures must be taken to ensure that some of these resources will be preserved for future study and appreciation.

Secondly, sites are unique because individually they represent the tangible remains of events that occurred at a specific time and place.

Thirdly, while sites uniquely reflect localized events, these events and the origin of particular sites are related to conditions and events in other times and places. Sites can be understood properly only in relation to their natural surroundings and the activities of inhabitants of other sites. Managers must be aware of this "systemic" character of historic and archaeological sites. Also, it should be recognized that archaeological sites are time capsules for more than cultural history; they preserve traces of past biotic communities, climate, and other elements of the environment that may be of interest to other scientific disciplines.

Finally, the significance of sites, particularly archaeological ones, derives not only from the individual artifacts within them, but equally from the spatial arrangement of those artifacts in both horizontal and vertical planes. When archaeologists excavate, they recover, not merely objects, but also a record of the positions of these objects in relation to one another and their containing matrix (e.g., soil strata). Much information is sacrificed if the so-called "context" of archaeological objects is destroyed or not recovered, and this is what archaeologists are most concerned about when a site is threatened with destruction or damage. The artifacts themselves can be recovered even after a site is heavily disturbed, but the context -- the vertical and horizontal relationships -- cannot. Historic structures also contain a wealth of cultural (socio-economic) data that can be lost if historically sensitive maintenance, restoration or rehabilitation procedures are not implemented, or if they are demolished or extensively altered without appropriate documentation. Lastly, it should not be forgotten that historic structures often have associated potentially significant historic archaeological features that must be considered in land management decisions.

B. STATUTORY AUTHORITY

Chapter 253, Florida Statutes ("State Lands") directs the preparation of "single-use" or "multiple-use" land management plans for all state-owned lands and state-owned sovereignty submerged lands. In this document, 253.034(4), F.S., specifically requires that "all management plans, whether for single-use or multiple-use properties, shall specifically describe how the managing agency plans to identify, locate, protect and preserve, or otherwise use fragile non-renewable resources, such as archaeological and historic sites, as well as other fragile resources..."

Chapter 267, Florida Statutes is the primary historic preservation authority of the state. The importance of protecting and interpreting archaeological and historic sites is recognized in 267.061(1)(a), F.S.: The rich and unique heritage of historic properties in this state, representing more than 10,000 years of human presence, is an important legacy to be valued and conserved for present and future generations. The destruction of these nonrenewable historic resources will engender a significant loss to the state's quality of life, economy, and cultural environment. It is therefore declared to be state policy to:

1. Provide leadership in the preservation of the state's historic resources; [and]
2. Administer state-owned or state-controlled historic resources in a spirit of stewardship and trusteeship;...

Responsibilities of the Division of Historical Resources in the Department of State pursuant to 267.061(3), F.S., include the following:

1. Cooperate with federal and state agencies, local Governments, and private organizations and individuals to direct and conduct a comprehensive statewide survey of historic resources and to maintain an

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inventory of such responses.

2. Develop a comprehensive statewide historic preservation plan.
3. Identify and nominate eligible properties to the National Register of Historic Places and otherwise administer applications for listing properties in the National Register of Historic Places.
4. Cooperate with federal and state agencies, local governments, and organizations and individuals to ensure that historic resources are taken into consideration at all levels of planning and development.
5. Advise and assist, as appropriate, federal and state agencies and local governments in carrying out their historic preservation responsibilities and programs.
6. Carry out on behalf of the state the programs of the National Historic Preservation Act of 1966, as amended, and to establish, maintain, and administer a state historic preservation program meeting the requirements of an approved program and fulfilling the responsibilities of state historic preservation programs as provided in subsection 101(b) of that act.
7. Take such other actions necessary or appropriate to locate, acquire, protect, preserve, operate, interpret, and promote the location, acquisition, protection, preservation, operation, and interpretation of historic resources to foster an appreciation of Florida history and culture. Prior to the acquisition, preservation, interpretation, or operation of a historic property by a state agency, the Division shall be provided a reasonable opportunity to review and comment on the proposed undertaking and shall determine that there exists historic authenticity and a feasible means of providing for the preservation, interpretation and operation of such property.
8. Establish professional standards for the preservation, exclusive of acquisition, of historic resources in state ownership or control.
9. Establish guidelines for state agency responsibilities under subsection (2).

Responsibilities of other state agencies of the executive branch, pursuant to 267.061(2), F.S., include:

1. Each state agency of the executive branch having direct or indirect jurisdiction over a proposed state or state-assisted undertaking shall, in accordance with state policy and prior to the approval of expenditure of any state funds on the undertaking, consider the effect of the undertaking on any historic property that is included in, or eligible for inclusion in, the National Register of Historic Places. Each such agency shall afford the division a reasonable opportunity to comment with regard to such an undertaking.
2. Each state agency of the executive branch shall initiate measures in consultation with the division to assure that where, as a result of state action or assistance carried out by such agency, a historic property is to be demolished or substantially altered in a way that adversely affects the character, form, integrity, or other qualities that contribute to [the] historical, architectural, or archaeological value of the property, timely steps are taken to determine that no feasible and prudent alternative to the proposed demolition or alteration exists, and, where no such alternative is determined to exist, to assure that timely steps are taken either to avoid or mitigate the adverse effects, or to undertake an appropriate archaeological salvage excavation or other recovery action to document the property as it existed prior to demolition or alteration.
3. In consultation with the division [of Historical Resources], each state agency of the executive branch shall establish a program to locate, inventory, and evaluate all historic properties under the agency's ownership or control that appear to qualify for the National Register. Each such agency shall exercise caution to assure that any such historic property is not inadvertently transferred, sold, demolished, substantially altered, or allowed to deteriorate significantly.
4. Each state agency of the executive branch shall assume responsibility for the preservation of historic resources that are owned or controlled by such agency. Prior to acquiring, constructing, or leasing buildings for the purpose of carrying out agency responsibilities, the agency shall use, to the maximum extent feasible, historic properties available to the agency. Each agency shall undertake, consistent with preservation of such properties, the mission of the agency, and the professional standards established pursuant to paragraph (3)(k), any preservation actions necessary to carry out the intent of this paragraph.
5. Each state agency of the executive branch, in seeking to acquire additional space through new construction or lease, shall give preference to the acquisition or use of historic properties when such acquisition or use is determined to be feasible and prudent compared with available alternatives. The acquisition or use of historic properties is considered feasible and prudent if the cost of purchase or

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lease, the cost of rehabilitation, remodeling, or altering the building to meet compliance standards and the agency's needs, and the projected costs of maintaining the building and providing utilities and other services is less than or equal to the same costs for available alternatives. The agency shall request the division to assist in determining if the acquisition or use of a historic property is feasible and prudent. Within 60 days after making a determination that additional space is needed, the agency shall request the division to assist in identifying buildings within the appropriate geographic area that are historic properties suitable for acquisition or lease by the agency, whether or not such properties are in need of repair, alteration, or addition.

6. Consistent with the agency's mission and authority, all state agencies of the executive branch shall carry out agency programs and projects, including those under which any state assistance is provided, in a manner which is generally sensitive to the preservation of historic properties and shall give consideration to programs and projects which will further the purposes of this section.

Section 267.12 authorizes the Division to establish procedures for the granting of research permits for archaeological and historic site survey or excavation on state-owned or controlled lands, while Section 267.13 establishes penalties for the conduct of such work without first obtaining written permission from the Division of Historical Resources. The Rules of the Department of State, Division of Historical Resources, for research permits for archaeological sites of significance are contained in Chapter 1A-32, F.A.C.

Another Florida Statute affecting land management decisions is Chapter 872, F.S. Section 872.02, F.S., pertains to marked grave sites, regardless of age. Many state-owned properties contain old family and other cemeteries with tombstones, crypts, etc. Section 872.05, F.S., pertains to unmarked human burial sites, including prehistoric and historic Indian burial sites. Unauthorized disturbance of both marked and unmarked human burial site is a felony.

C. MANAGEMENT POLICY

The choice of a management policy for archaeological and historic sites within state-owned or controlled land obviously depends upon a detailed evaluation of the characteristics and conditions of the individual sites and groups of sites within those tracts. This includes an interpretation of the significance (or potential significance) of these sites, in terms of social and political factors, as well as environmental factors. Furthermore, for historic structures architectural significance must be considered, as well as any associated historic landscapes.

Sites on privately owned lands are especially vulnerable to destruction, since often times the economic incentives for preservation are low compared to other uses of the land areas involved. Hence, sites in public ownership have a magnified importance, since they are the ones with the best chance of survival over the long run. This is particularly true of sites that are state-owned or controlled, where the basis of management is to provide for land uses that are minimally destructive of resource values.

It should be noted that while many archaeological and historical sites are already recorded within state--owned or controlled--lands, the majority of the uplands areas and nearly all of the inundated areas have not been surveyed to locate and assess the significance of such resources. The known sites are, thus, only an incomplete sample of the actual resources - i.e., the number, density, distribution, age, character and condition of archaeological and historic sites - on these tracts. Unfortunately, the lack of specific knowledge of the actual resources prevents formulation of any sort of detailed management or use plan involving decisions about the relative historic value of individual sites. For this reason, a generalized policy of conservation is recommended until the resources have been better addressed.

The generalized management policy recommended by the Division of Historical Resources includes the following:

1. State land managers shall coordinate all planned activities involving known archaeological or historic sites or potential site areas closely with the Division of Historical Resources in order to prevent any kind of disturbance to significant archaeological or historic sites that may exist on the tract. Under 267.061(1)(b), F.S., the Division of Historical Resources is vested with title to archaeological and historic resources abandoned on state lands and is responsible for administration and protection of such resources. The Division will cooperate with the land manager in the management of these resources. Furthermore, provisions of 267.061(2) and 267.13, F.S., combined with those in 267.061(3) and

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- 253.034(4), F.S., require that other managing (or permitting) agencies coordinate their plans with the Division of Historical Resources at a sufficiently early stage to preclude inadvertent damage or destruction to known or potentially occurring, presently unknown archaeological and historic sites. The provisions pertaining to human burial sites must also be followed by state land managers when such remains are known or suspected to be present (see 872.02 and 872.05, F.S., and 1A-44, F.A.C.)
2. Since the actual resources are so poorly known, the potential impact of the managing agency's activities on historic archaeological sites may not be immediately apparent. Special field survey for such sites may be required to identify the potential endangerment as a result of particular management or permitting activities. The Division may perform surveys, as its resources permit, to aid the planning of other state agencies in their management activities, but outside archaeological consultants may have to be retained by the managing agency. This would be especially necessary in the cases of activities contemplating ground disturbance over large areas and unexpected occurrences. It should be noted, however, that in most instances Division staff's knowledge of known and expected site distribution is such that actual field surveys may not be necessary, and the project may be reviewed by submitting a project location map (preferably a 7.5 minute U.S.G.S. Quadrangle map or portion thereof) and project descriptive data, including detailed construction plans. To avoid delays, Division staff should be contacted to discuss specific project documentation review needs.
 3. In the case of known significant sites, which may be affected by proposed project activities, the managing agency will generally be expected to alter proposed management or development plans, as necessary, or else make special provisions to minimize or mitigate damage to such sites.
 4. If in the course of management activities, or as a result of development or the permitting of dredge activities (see 403.918(2)(6)a, F.S.), it is determined that valuable historic or archaeological sites will be damaged or destroyed, the Division reserves the right, pursuant to 267.061(1)(b), F.S., to require salvage measures to mitigate the destructive impact of such activities to such sites. Such salvage measures would be accomplished before the Division would grant permission for destruction of the affected site areas. The funding needed to implement salvage measures would be the responsibility of the managing agency planning the site destructive activity. Mitigation of historic structures at a minimum involves the preparation of measured drawings and documentary photographs. Mitigation of archaeological resources involves the excavation, analysis and reporting of the project findings and must be planned to occur sufficiently in advance to avoid project construction delays. If these services are to be contracted by the state agency, the selected consultant will need to obtain an Archaeological Research Permit from the Division of Historical Resources, Bureau of Archaeological Research (see 267.12, F.S. and Rules 1A-32 and 1A-46 F.A.C.).
 5. For the near future, excavation of non-endangered (i.e., sites not being lost to erosion or development) archaeological site is discouraged. There are many endangered sites in Florida (on both private and public lands) in need of excavation because of the threat of development or other factors. Those within state-owned or controlled lands should be left undisturbed for the present - with particular attention devoted to preventing site looting by "treasure hunters". On the other hand, the archaeological and historic survey of these tracts is encouraged in order to build an inventory of the resources present, and to assess their scientific research potential and historic or architectural significance.
 6. The cooperation of land managers in reporting sites to the Division that their field personnel may discover is encouraged. The Division will help inform field personnel from other resource managing agencies about the characteristics and appearance of sites. The Division has initiated a cultural resource management training program to help accomplish this. Upon request the Division will also provide to other agencies archaeological and historical summaries of the known and potentially occurring resources so that information may be incorporated into management plans and public awareness programs (See Management Implementation).
 7. Any discovery of instances of looting or unauthorized destruction of sites must be reported to the agent for the Board of Trustees of the Internal Improvement Trust Fund and the Division so that appropriate action may be initiated. When human burial sites are involved, the provisions of 872.02 and 872.05, F.S. and Rule 1A-44, F.A.C., as applicable, must also be followed. Any state agent with law enforcement authority observing individuals or groups clearly and incontrovertibly vandalizing, looting or destroying archaeological or historic sites within state-owned or controlled lands without demonstrable permission from the Division will make arrests and detain those individuals or groups under the provisions of 267.13, 901.15, and 901.21, F.S., and related statutory authority pertaining to such illegal activities on

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state-owned or controlled lands. County Sheriffs' officers are urged to assist in efforts to stop and/or prevent site looting and destruction.

In addition to the above management policy for archaeological and historic sites on state-owned land, special attention shall be given to those properties listed in the National Register of Historic Places and other significant buildings. The Division recommends that the Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings (Revised 1990) be followed for such sites.

The following general standards apply to all treatments undertaken on historically significant properties.

1. A property shall be used for its historic purpose or be placed in a new use that requires minimal change to the defining characteristics of the building and its site and environment.
2. The historic character of a property shall be retained and preserved. The removal of historic materials or alterations of features and spaces that characterize a property shall be avoided.
3. Each property shall be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or architectural elements from other buildings, shall not be undertaken.
4. Most properties change over time; those changes that have acquired historic significance in their own right shall be retained and preserved.
5. Distinctive features, finishes, and construction techniques or examples of craftsmanship that characterize a historic property shall be preserved.
6. Deteriorated historic features shall be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature shall match the old in design, color, texture, and other visual qualities and, where possible, materials. Replacement of missing features shall be substantiated by documentary, physical, or pictorial evidence.
7. Chemical or physical treatments, such as sandblasting, that cause damage to historic materials shall not be used. The surface cleaning of structures, if appropriate, shall be undertaken using the gentlest means possible.
8. Significant archaeological resources affected by a project shall be protected and preserved. If such resources must be disturbed, mitigation measures shall be undertaken.
9. New additions, exterior alterations, or related new construction shall not destroy materials that characterize the property. The new work shall be differentiated from the old and shall be compatible with the massing, size, scale, and architectural features to protect the historic integrity of the property and its environment.
10. New additions and adjacent or related new construction shall be undertaken in such a manner that if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired. (see Secretary of the Interior's Standards for Rehabilitation and Guidelines for Rehabilitating Historic Buildings [Revised 1990]).

Divisions of Historical Resources staff are available for technical assistance for any of the above listed topics. It is encouraged that such assistance be sought as early as possible in the project planning.

D. MANAGEMENT IMPLEMENTATION

As noted earlier, 253.034(4), F.S., states that "all management plans, whether for single-use or multiple-use properties, shall specifically describe how the managing agency plans to identify, locate, protect and preserve, or otherwise use fragile non-renewable resources, such as archaeological and historic sites..." The following guidelines should help to fulfill that requirement.

1. All land managing agencies should contact the Division and send U.S.G.S. 7.5 minute quadrangle maps outlining the boundaries of their various properties.
2. The Division will in turn identify site locations on those maps and provide descriptions for known archaeological and historical sites to the managing agency.
3. Further, the Division may also identify on the maps areas of high archaeological and historic site location probability within the subject tract. These are only probability zones, and sites may be found outside of these areas. Therefore, actual ground inspections of project areas may still be necessary.
4. The Division will send archaeological field recording forms and historic structure field recording forms to representatives of the agency to facilitate the recording of information on such resources.

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5. Land managers will update information on recorded sites and properties.
6. Land managers will supply the Division with new information as it becomes available on previously unrecorded sites that their staff locate. The following details the kind of information the Division wishes to obtain for any new sites or structures that the land managers may report:

A. Historic Sites

- (1) Type of structure (dwelling, church, factory, etc.).
- (2) Known or estimated age or construction date for each structure and addition.
- (3) Location of building (identify location on a map of the property, and building placement, i.e., detached, row, etc.).
- (4) General Characteristics: (include photographs if possible) overall shape of plan (rectangle, "L" "T" "H" "U", etc.); number of stories; number of vertical divisions of bays; construction materials (brick, frame, stone, etc.); wall finish (kind of bond, coursing, shingle, etc.); roof shape.
- (5) Specific features including location, number and appearance of:
 - (a) Important decorative elements;
 - (b) Interior features contributing to the character of the building;
 - (c) Number, type, and location of outbuildings, as well as date(s) of construction;
 - (d) Notation if property has been moved;
 - (e) Notation of known alterations to building.

B. Archaeological Sites

- (1) Site location (written narrative and mapped location).
 - (2) Cultural affiliation and period.
 - (3) Site type (midden, burial mound, artifact scatter, building rubble, etc.).
 - (4) Threats to site (deterioration, vandalism, etc.).
 - (5) Site size (acreage, square meters, etc.).
 - (6) Artifacts observed on ground surface (pottery, bone, glass, etc.).
 - (7) Description of surrounding environment.
7. No land disturbing activities should be undertaken in areas of known archaeological or historic sites or areas of high site probability without prior review by the Division early in the project planning.
 8. Ground disturbing activities may proceed elsewhere but land managers should stop disturbance in the immediate vicinity of artifact finds and notifies the Division if previously unknown archaeological or historic remains are uncovered. The provisions of Chapter 872, F.S., must be followed when human remains are encountered.
 9. Excavation and collection of archaeological and historic sites on state lands without a permit from the Division are a violation of state law and shall be reported to a law enforcement officer. The use of metal detectors to search for historic artifacts shall be prohibited on state lands except when authorized in a 1A-32, F.A.C., research permit from the Division.
 10. Interpretation and visitation which will increase public understanding and enjoyment of archaeological and historic sites without site destruction or vandalism is strongly encouraged.
 11. Development of interpretive programs including trails, signage, kiosks, and exhibits is encouraged and should be coordinated with the Division.
 12. Artifacts found or collected on state lands are by law the property of the Division. Land managers shall contact the Division whenever such material is found so that arrangements may be made for recording and conservation. This material, if taken to Tallahassee, can be returned for public display on a long term loan.

**Management Procedures For
Archaeological And Historical Sites And Properties
On State -- Owned Or Controlled Lands
(Revised August, 1995)**

E. ADMINISTERING AGENCY

Questions relating to the treatment of archaeological and historic resources on state lands may be directed to:

Compliance Review Section
Bureau of Historic Preservation
Division of Historical Resources
R.A. Gray Building
500 South Bronough Street
Tallahassee, Florida 32399-0250

Contact Person:

Susan M. Harp
Historic Preservation Planner
Telephone (904) 487-2333
Suncom 277-2333
FAX (904) 922-0496

ADDENDUM 4
PRIORITY SCHEDULE AND COST ESTIMATES

**THE SKYWAY FISHING PIERS STATE PARK
PRIORITY SCHEDULE AND COST ESTIMATES**

Estimates are developed for the funding and staff resources needed to implement the management plan based on goals, objectives and priority management activities. Funding priorities for all state park management and development activities are reviewed each year as part of the Division's legislative budget process. The Division prepares an annual legislative budget request based on the priorities established for the entire state park system. The Division also aggressively pursues a wide range of other funds and staffing resources, such as grants, volunteers, and partnerships with agencies, local governments and the private sector for supplementing normal legislative appropriations to address unmet needs. The ability of the Division to implement the specific goals, objectives and priority actions identified in this plan will be determined by the availability of funding resources for these purposes.

1. Plant native plants to replace Australian pines that have died from natural causes. ESTIMATED COST: \$1,000.

Florida Department of Environmental Protection
Division of Recreation and Parks
Office of Park Planning

District 4

The Skyway Fishing Piers State Park

Item	Quantity	Unit	Unit Price	Multiplier	Amount
Recreation Facilities					
Fish Cleaning Tables	30.000	ea.	\$ 500.00	1.25	\$ 18,750.00
Interpretive Display / Kiosk	2.000	ea.	\$ 20,000.00	1.25	\$ 50,000.00
Support Facilities					
Connect restrooms to DOT treatment facility	1.000	LS	\$ 460,000.00	1.25	\$ 575,000.00
Sub-Total					\$ 643,750.00
20 % Contingency Fee					\$ 128,750.00
Total					\$ 772,500.00

NOTE: These preliminary cost estimates, based on Divisions standards, do not include costs for site-specific elements not evident at the conceptual level of planning. Additional costs should be investigated before finalizing budget estimates.