

FLORIDA'S BEACH MANAGEMENT PROGRAM A 2017 Initiative to Ensure the Future Health of our Beaches, Bulletin 2

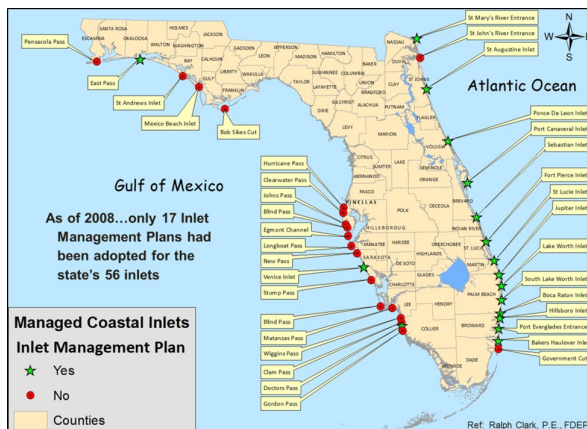
Debbie Flack, President and Jackie Larson, Executive Director

FSBPA's 2017 Legislative strategy to promote Florida's beaches as part of a major economic and resource management initiative is no surprise to our members. In the wake of Amendment 1, the reestablishment of a predictable source and minimum amount of annual funding is imperative to maintain Florida's beaches, its number 1 tourist attraction and an important source of revenues. We are off to a promising start given the enthusiasm and commitment of the incoming Senate Appropriations Chair, Senator Jack Latvala, as he expressed at our annual conference.

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FEATURED ARTICLE

A Cursory Review of FDEP's Inlet Project Funding Ranking Process



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In pursuing this effort, FSBPA launched an economic evaluation of Florida’s beaches in [Shoreline last June](#) to help message the importance of increased and predictable state funding for beaches as an economic driver. The bulletin, relying on documentation from the Legislature’s economic forecasting unit - the Office of Economic & Demographic Research, highlighted the economic value of healthy beaches to Florida. FSBPA continues in our second bulletin to build a case for a predictable amount of annual funding to support beaches by providing the historic beach funding profile and reasoned approaches for determining future funding needs.

A dedicated funding source and increased annual beach funding will not be an easy lift in 2017 with the growing and significant list of competing water resource interests. Uncommitted dollars from the Amendment 1 doc stamp allocation are in increasingly short supply. Our responsibility is not to determine a funding source(s) or even an amount for beaches, but to justify the need for increased and reasoned funding. Beaches can and will be left behind without an enormous effort on this Association’s part, but more importantly the support and visible presence of every coastal community and interest that benefits from Florida’s beach management program.

Please take a few minutes to review Bulletin 2, Beaches 2017 & Beyond in the following pages or visit our website for the [pdf file](#). We hope with your help to get the message out:

**Predictable, annual funding is essential to sustain
the statewide beach management program**



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Bulletin 2

BEACHES 2017 & BEYOND

A Funding Initiative for Statewide Beach Management

Healthy beaches are vital to protecting Florida's tourism industry, upland public and private properties, unique wildlife and quality of life, and it is important to protect and maintain them. Inarguably, the economic benefits to property values, tourism, and jobs by maintaining healthy beaches far outweigh the investment needed to combat coastal erosion.

Introduction

Part I. The Funding Need

Part II. Economic Benefits

Part III. (TBD) Supportive Statutory Changes for Sustaining the Statewide Beach Management Program Going Forward

Beach erosion is caused by coastal storms, imprudent construction, sea level rise, and coastal inlets that interrupt sand movement. Recognizing beach erosion is a statewide problem and not confined to governmental jurisdictions, the Florida Legislature created a comprehensive statewide beach and inlet management program with a required long-term management plan and dedicated funding to partner with coastal communities for beach restoration. The state's funding commitment was often the financial lift communities needed to move forward with shoreline protection. Having partnered with communities in the restoration or maintenance of 227 miles of eroding shoreline, the State's program has been very successful in generating state and local benefits.

Over 130 miles of the state's managed beaches also includes the Federal government as a partner, funding an average of 62% of the cost for Florida's 25 federally-authorized projects.

With the passage of Amendment 1, the dedicated trust fund and set aside of documentary stamp taxes for the beach management program were replaced by statutory reference to the single Amendment 1 trust fund. It is time to begin a new and timely conversation on the importance of healthy beaches and renew the case for predictable, annual funding needed to sustain the beach management program and maintain the miles of beaches already restored.

Join FSBPA as we ask the Legislature to write the next chapter for the protection of Florida's beaches



PART I: THE FUNDING NEED

Setting the Stage

- Florida's 825 miles of sandy beaches define the state's brand and drive our tourism economy.
- 411 miles, approximately half of Florida's beaches, are critically-eroded (DEP, 2016). Of those miles, 227 are part of an active beach management project.
- Just to maintain the historical legislative commitment (1998) to the statewide beach program of \$30M annually in documentary stamp revenues to leverage federal and local government matching funds, if simply adjusted for inflation, would now require \$44M.
- Inflation alone does not take into consideration that during this same timeframe (1998 to 2016), Florida has experienced numerous hurricanes and other coastal storms which has contributed to the critically-eroded miles of shoreline having increased over 30% (from 317 to 411 miles); the miles participating in the state's beach program have increased over 50% (from 150 to 227 miles); and 45% of the currently-designated miles of critically-eroded beaches are still not part of any solution.

Funding Profile

- The 1998 \$30M statutory documentary stamp tax allocation was truly the magic number for several years until significant storm damages in 2004/2005. For the next few years the average legislative appropriation was \$56M.
- During the "recession years" that followed, the state provided funding for a modest mix of 12 projects per year and an average annual appropriation of \$16.7M, despite annual requests averaging \$86M. Funding was mostly from General Revenue and used exclusively to leverage federal dollars.
- Following passage of Amendment 1, the historical 1998 allocation and the corresponding designated beach management trust fund are no longer in place. However, s. 161.091, F.S., was amended to authorize the Legislature to make disbursements from the Amendment 1's Land Acquisition Trust Fund (LATF) to DEP to carry out the state's responsibility for erosion control in a comprehensive long-term beach management plan.
- With FY 15/16 Amendment 1 implementation, beach projects have received partial annual funding from its only recognized trust fund, LATF.
- A comparison of beach funding from just the first two years following Amendment 1 implementation, the number of beach projects funded and amount of funding have declined when compared to the two preceding years. In the current year, FY 2016/17, only 35% of the number of local government projects requesting state match received funding, and the amount of state funding totaled just 33% of the total dollars requested.

APPROPRIATIONS VS. REQUESTED DOLLARS				
	Pre-Amendment 1		Post-Amendment 1	
	FY 2013/14	FY 2014/15	FY 2015/16	FY 2016/17
Appropriation Amount	\$37.5M	\$47.3M	\$32.1M (\$25M Trust Fund)	\$32.6M (\$21.2M Trust Fund)
Percentage of project requests funded (% of total)	49%	45%	42%	35%
Amount of state funding requested (% of total)	42%	53%	32%	33%

- Unfortunately, the result is a growing project backlog, which leaves far too many worthy projects unfunded year after year and too many miles of beach left to further erode along with their tourism and storm damage reduction contributions to Florida's economy.
- In the first two years since passage of Amendment 1, **the historical beach doc stamp allocation, now from the LATF, has been just \$25M and \$21.2M respectively** with the difference in annual funding coming from non-recurring general revenue.
- In both fiscal years, implementing bills set aside the statutory requirement of 10% of the statewide total being made available to ranked inlet sand bypassing/management projects.
- Significant opportunities to leverage federal and local match may be missed without adequate funding. There are 25 federally authorized projects addressing 134.4 miles of shoreline. Florida has the largest federal shore protection program in the Nation. Total Florida Federal obligations to date for FY 1980-2016 are \$1,155,000,000. The Federal funding obligation for Florida shore protection projects is projected to be **\$1.3 billion** over the next 20-year period (Total cost \$2.2B, remainder non-federal share).
- **Consider the American Society of Civil Engineers 2016 Report Card for Florida's Infrastructure. The grade for the condition and management of Florida's beaches is a dismal D+.** There is however a positive narrative—"Florida's economy relies heavily on its beaches, the state's invisible coastal infrastructure that protects Florida's communities." "The State and the U.S. Army Corps of Engineers experience shows the most cost-effective, socially and environmentally suitable way to reduce storm damages and coastal flooding on most open coast sites occurs through beach nourishment."
- While there may be certain questionable assumptions and interpretations in the ASCE report, the bottom line is a **\$5.6 billion need for the next 20 years** (based on estimated costs per year per mile). Before we challenge this estimate because they included all critically-eroding miles of beach not just those included in existing projects or viable for future projects, keep in mind the Corps cost estimate for just its 134.4 miles for 20 years is \$2.2 billion, and to that we must add the 93 miles of already managed beach that are part of Florida's non-federal (state and local only) subgroup of projects. Further, their cost considerations appear to include inlet management projects that are not or are only minimally considered in any program cost funding needs we attempt to justify herein.

Dedicated Funding Level for a Healthy Economic Future

1) Leverage Federal Dollars

- Almost 60% (134.4 of 227) of the critically-eroded miles of beach in Florida's program, which includes 25 named projects, are part of a Congressionally-authorized shore-protection project. This means **the Federal Government covers an average of 62% of the total project cost, and virtually all project storm damage recovery costs**. This helps stretch state dollars for the remaining separate subgroup of **state/local only** projects that address the miles of program-managed beaches. For both subgroups of projects, the non-federal cost share or total cost is, as a general rule of thumb, divided equally between state and local government.

2) Expect New Projects to Come On-line

- When determining future funding need, we should recognize that Florida's beach program is transitioning to a maintenance mode. There may be a few more federally-authorized projects but they will more likely be transfers of existing nonfederal (state/local only) projects to the federally-authorized category versus new projects. New projects in Florida are more likely to be non-federal, increasing the state and local cost-shares considerably given the absence of federal funding participation.
- There are no predictors for the annual mix of federal vs nonfederal (state/local only) projects seeking state cost-sharing in a given fiscal year.
- There are 50% more miles participating in the beach program now than in 1998, requiring funding of at least \$45M, and this amount does not include the inflation index (\$14M) or, more importantly, escalating construction and regulatory costs.

The Future of Funding

- *Look for opportunities to leverage.*
The Federal government funds a minimum of 46.6% of project costs, and up to 100%.
- *Expect new state and local only projects.*
Miles participating in beach management program increased 50% since dedicated funding came on-line.
- *Support federal-state-local partnerships*
A projected \$58M / year is needed to match federal and local dollars for just beach nourishment projects.
- *Fund inlet management & sand bypassing projects.*
Florida's separate program component for inlet sand bypassing/management projects is not as effective as legislatively intended because of inadequate emphasis and funding as well as arbitrary statutory incentives and thresholds.

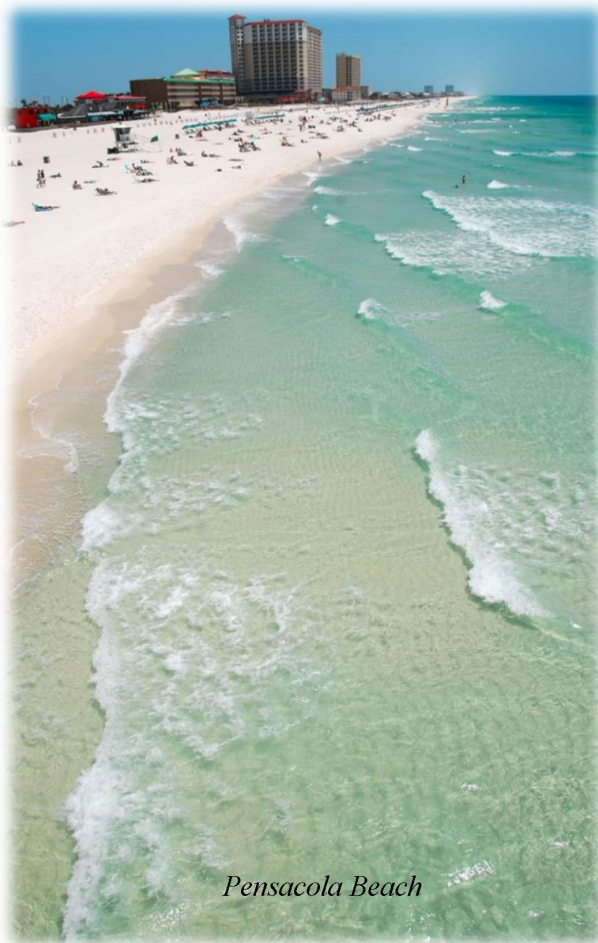
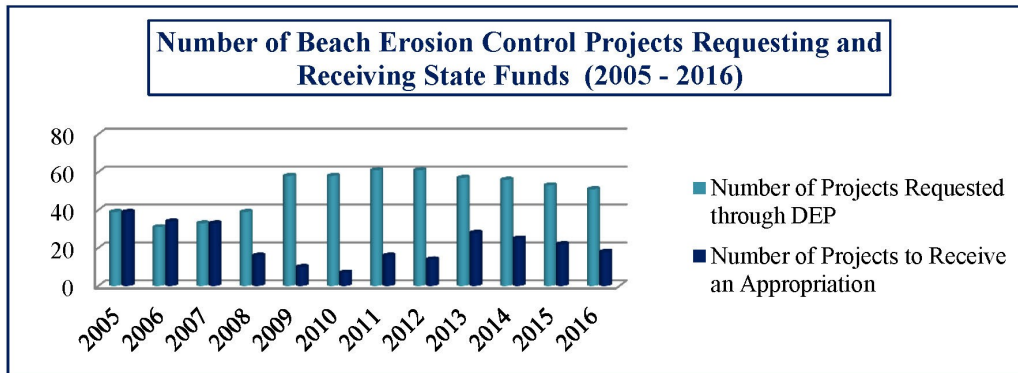
3) Annualize the State's Cost Share

- If we recognize all active Florida projects and employ an **annualized state cost-share per project for a 20 year period (like Amendment 1)**, a measure of cost using Corps average annual project cost data from 2014 **would be \$63.8M for beach projects** (includes arbitrary minimum percentages for monitoring and inlet management).
- All **active** beach projects (est. 60) would require a low figure \$58 million annually in state funding to match both the federal and local project contribution. (This also includes post-construction monitoring costs of 3.8 %.) When the separate statutory minimum (161.143) of 10% for inlet sand bypassing/inlet management is added, the total is **\$63.8 million for this project-based estimate**. It's not a precise calculation and can't accommodate expected fluctuations in the timing, number, and specific mix of projects in a given year, but merits consideration as a long-term average. Unexpectedly, the ASCE Report, previously referenced, used a variation of this annualized approach.
- For the immediate future focusing on project backlog should be the only consideration. However, occasional surplus funds may be put toward accommodating an increasing number of difficult existing projects experiencing significantly higher mitigation and risk aversion costs; funding a select number of new projects for the +180 miles of critically-eroded shoreline currently not part of the State's beach program; securing increasingly scarce and expensive sand sources; and preparing a post-storm recovery component of the comprehensive long-term management plan (Office of Economic and Demographic Research (EDR) Report, 2015).
- As noted, this **\$63.8 million scenario continues to follow the arbitrary 10% inlet funding threshold (\$5.8M) despite its obvious shortfall**, especially its failure to fund major new construction initiatives that will greatly reduce future long-term costs to nourish adjacent eroding beaches. For perspective, the inlet sand bypassing / management project requests for FY 2017/18 are anticipated to be in the \$30M range. Why is this so important? Because inlets interrupt the natural flow of sand, especially on Florida's East Coast, virtually starving downdrift beaches.

4) Consider the Middle Ground

- To keep it simple, we can also examine multiple years and take averages to capture the usual mix of project phases with very different costs (feasibility, PED, initial restoration, renourishment, structures, monitoring) or just focus on the current fiscal year to decide how much healthy beaches are worth to the State going forward.
For FY 2016/17, 51 specific projects requested funding of \$97,645,260. Only 18 projects received funding with this year's mix of funded projects including initial restoration, nourishment, structures, design, and a generic post construction monitoring category. The total amount appropriated for statewide beach management was **\$32,562,424**. This year's beach program addresses 35% of the project requests and 33% of the state funding requested.

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To fund just half of the FY 2016/17 individual local government requests would have a state cost share of **\$48.9M**. (25.5 projects at \$1.9M average per project)

This level of funding is intended to keep the project backlog from growing measurably in the short-term, given all other factors remaining constant, which is unlikely.

And this increased level of funding (\$50M range) **does not even accommodate inlet sand bypassing/management** minimum statutory allocations, much less actual need, or address any portion of the **45% or 184 miles of critically eroded miles of beach that are not part of the statewide program.**

Storm impacts are also not in the equation. (A 2015 EDR Report identified \$80M in 2014 nourishment costs would be needed for a single high-impact event and \$40M for a medium impact event.)

PART II: ECONOMIC BENEFITS OF HEALTHY BEACHES

Beaches and Tourism

Florida greeted historic numbers of more than 105 million out-of-state visitors in 2015 and is on track to have another record breaking year in 2016.

Trip Advisor ranks 6 Florida beaches inside the top 10 on its 2016 Travelers' Choice Awards.

These beaches are restored or adjacent to a restored beach helping to maintain Florida's brand.

Clearwater Beach ranks #1!

The Office of Economic and Demographic Research (EDR) was asked by the Legislature to evaluate the strength or the relationship between Florida's beaches and tourism. In their 2015 report:

- EDR's research found that pristine beaches are the most important feature of Florida's brand, topping the list as our # 1 tourist attraction. Florida's beaches have the strongest effect of attracting tourists over other destinations such as theme parks.

- EDR determined over 18.6 million visitors came to Florida in 2013 just because of our beaches. EDR also estimated the 18.6 million beach visitors spent over \$2 billion, all directly attributable to Florida's beaches!

- Healthy beaches are critical to maintaining Florida's brand, and if they are not maintained, visitors will travel elsewhere. Because of this, beach nourishment was characterized by EDR as a form of quality control to ensure Florida's most important feature is a quality product when visitors arrive.

EDR's study produced an unprecedented **Return on Investment of 5.4 for the beach program**, and concluded a state investment of \$44M in the beach program resulted in an average GDP increase of \$2.4B per year that increased the collection of state revenues by \$237.9M.



Clearwater Beach

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Beaches, Storm Damage, Coastal Flooding

Healthy beaches have additional economic related benefits including storm damage reduction benefits and increased property values.

- Beaches provide protection to upland properties from storm damages. The wider or more elevated a beach, the greater the protection to upland properties.
- The protection afforded by beaches benefits coastal properties by maintaining values or limiting value reductions as a result of coastal storms. After the 2004 and 2005 hurricane seasons, restored beaches in only eight coastal counties prevented a loss of \$1.8 billion in property values. (FAU, 2007)
- More recently, EDR estimated the anticipated lost state revenues and storm specific beach nourishment appropriations needed to repair impacted beaches for high, medium and low impact disasters. The economic impacts are represented in the table below.

Estimated Impact of Potential Shocks in Millions of 2014 Dollars			
	High-impact Disaster	Medium-impact Disaster	Low-impact Disaster
Storm-specific Beach Restoration Appropriation	\$79.9 M	\$33.9 M	\$13.1 M
State Tax Revenue Loss from Reduced Visitor Spending	\$56.8 M	\$30.0 M	\$3.3 M

- In addition to these fiscal impacts, a 2010 report prepared for the Florida Department of Financial Services by Milliman, Inc., estimated impacts from a high impact storm would result in **\$159.5 billion in property damage, of which \$80.4 billion would be uninsured.**
- It is important to protect beaches from erosion and quickly address severe storm-related damage. (EDR)
- Beach nourishment is a cost-effective and recognized adaptation strategy for addressing coastal resiliency and sea level rise initiatives.



2007 Subtropical Storm Andrea, Lantana Beach, Palm Beach

The Overriding Messages

Healthy beaches result in higher coastal property values, which increase documentary stamp tax revenues, so more money is available to fund Amendment 1 programs. Simply put, managed beaches will increase the size of the pie for the benefit of all water and land interests.

Consistent dedicated state funding is vital to match local and federal funding for beach nourishment. Without it, many beaches, communities, and even state revenues will suffer significant economic losses.

With a ROI of 5.4 to 1, Florida's financial commitment to the statewide beach management program is a solid investment. Florida's expenditure of \$44M resulted in \$238M in additional state revenues (EDR, 2015).

Annual Funding Levels – What is the Magic Number for Projects?

- **\$44M / year** –
 - Amount for inflation alone since 1998
- **\$59M / year** –
 - Amount for inflation plus 50% growth in program miles
- **\$50M / year** –
 - Amount to fund half of the annual (16/17) funding requests
- **\$63M / year** –
 - Amount needed to employ an annualized state cost share for active projects for a 20-year period

Experience shows the most cost-effective, socially and environmentally suitable way to reduce storm damages and coastal flooding on most open coast sites occurs through beach nourishment. Using a cost per yr. per mile calculation results in a 20-year need of **\$5.6 billion** (American Society of Civil Engineers, 2016 Report Card for Florida's Infrastructure). If we revisit and consider the Florida beach program's historical objective of equal partners (Federal, state and local government) the state cost share per year would be \$93M.

Revised October 3, 2016

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A Cursory Review of FDEP's Inlet Project Funding Ranking Process

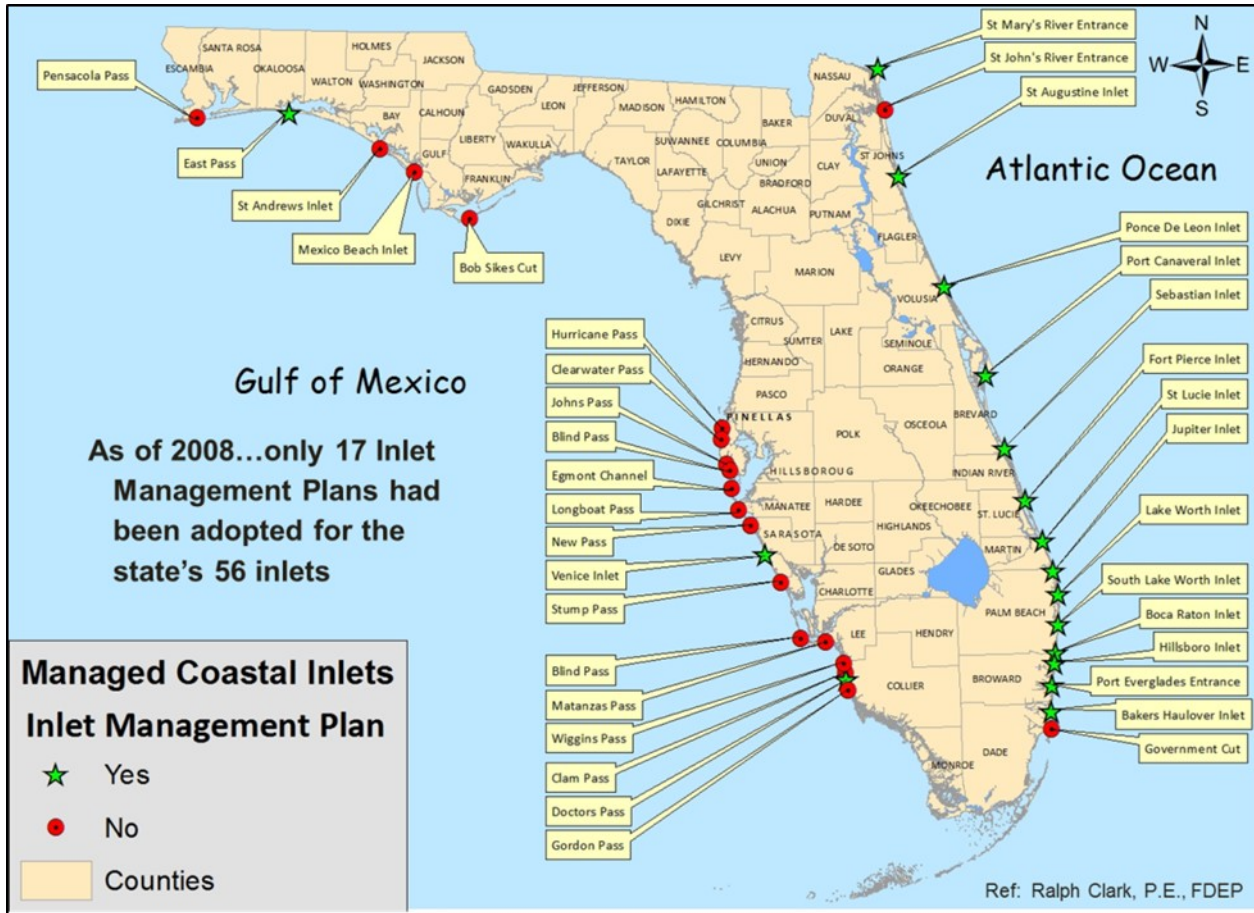
Christopher G. Creed, P.E., D. CE, Vice President, Olsen Associates, Inc.

Many local governments in Florida work tirelessly to improve and manage the coastal inlets in their communities. Local governments' interests in inlet management are principally related to the benefits that effective inlet management--and, in many cases, effective sand bypassing--have upon the beaches adjacent to their inlets. Yet we all have a vested interest in how inlet management projects across the State are evaluated and compared for purposes of allocating funding available through the Florida Department of Environmental Protection's (FDEP's) Local Government Funding Request Program.

While assisting clients with the development of the FY 17/18 State funding request submittals, I took a closer look into the State's inlet management project ranking procedures, and the results of project ranking for the past four years. I originally presented these findings at the 2016 FSBPA Annual Conference in Naples. In this article, I will briefly summarize the history of the inlet funding program and my findings related to the current inlet project ranking system, and I will offer some suggestions for consideration as possible improvements to the inlet ranking process. This article does not address project funding, how projects are funded, or the source of funds. These topics, although important, are for a completely separate discussion--and likely for someone else to tackle.

In 1986, inlets were formally recognized as a significant source of beach erosion (upwards of 80%) throughout the State of Florida. At the same time, the Legislature expressed its intent to reduce beach erosion across the State through funding and implementing improvements to the inlets that were contributing to the state-wide beach erosion problem. In the 1986 legislation, the Legislature directed FDEP, through cooperation of local communities, to evaluate each improved, modified, or altered inlet in the State (56 inlets); determine the extent to which each inlet may be contributing to beach erosion; and provide recommendations for actions to reduce the inlet-induced erosion. The findings of these efforts were to be described in an inlet management plan (IMP) study, and the recommendations were to be adopted by the State as the agreed-upon approach to improve each inlet. Between 1986 and 2008, there were only 17 inlet management plans adopted by FDEP.

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As of 2008, it had been eight years since a plan had been completed and adopted. Many of the adopted plans were only partially implemented and some sand bypassing efforts were not meeting objectives. One reason for the low implementation rate is likely related to the fact that between 2000-2008, only 7%, on average, of the total fixed capital outlay funds for state-wide beach management was utilized for inlet sand bypassing or other inlet improvement projects.

Why? At that time, inlet management projects competed directly with beach nourishment projects for available funding. Both types of projects were evaluated and ranked, using common criteria that did not adequately capture the benefits of effective inlet management and improvements. As a result, inlet projects were not competing well for available State funds. With little chance of obtaining cost-sharing from the State, many local communities chose not to pursue inlet projects. Senator Dennis Jones, a champion of inlet management in the State, recognized this dilemma and spearheaded legislation to re-invest in inlet projects. The 2008 inlet management legislation created a separate ranking process for inlet projects and earmarked a percentage of annual appropriations to fund the top three projects each year. The new inlet-specific ranking criteria were adopted as part of a rule that went into effect for the FY 2014/15 funding cycle.

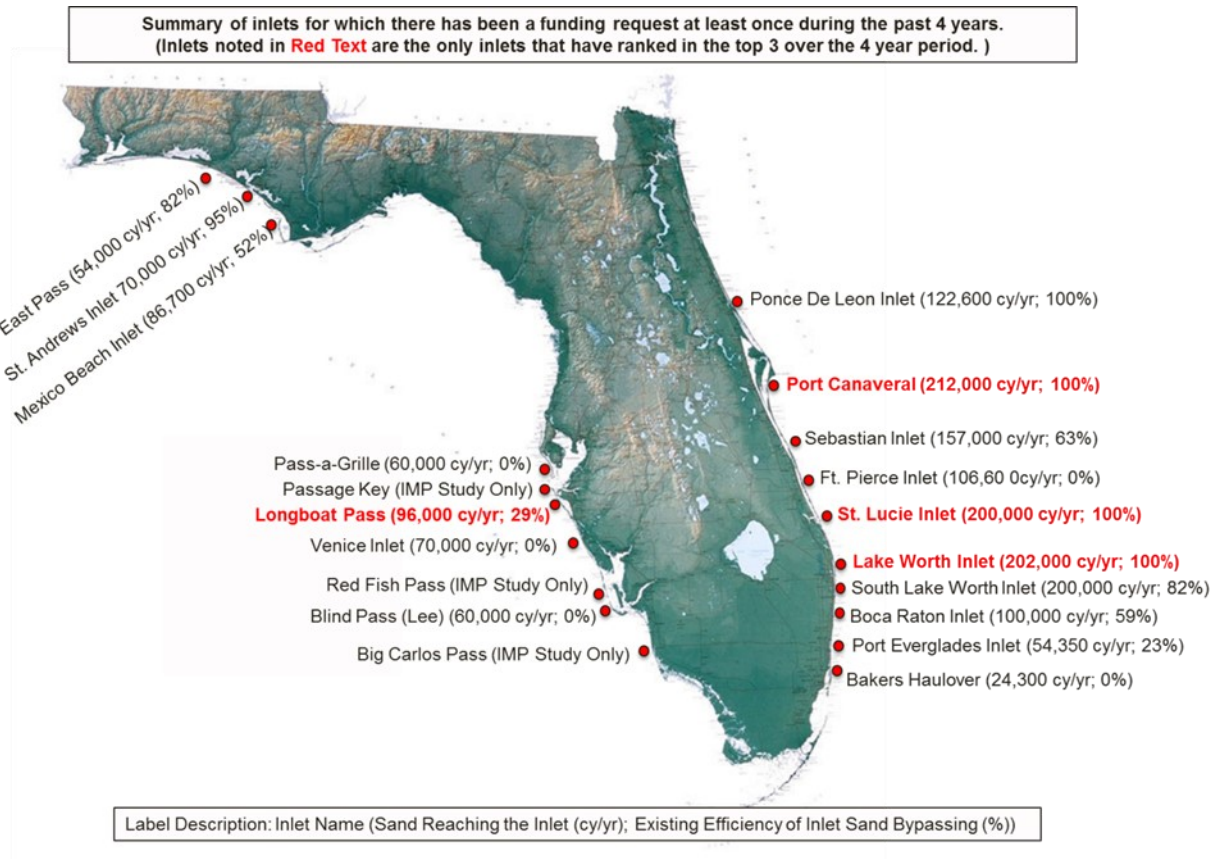
In my investigation, I analyzed the ranking results for the four years (FY 2014/15 – FY 2017/18) of FDEP project assessments. I reviewed the ranking results and details for points assigned to each project for the various ranking criteria. Very quickly, I noticed several trends. Most apparent, the same inlet projects held the top three positions for four consecutive years, with the exception of FY 15/16, when a Longboat Pass project broke through among the top three inlet projects. Further, the top three inlets each year did not necessarily include the construction of inlet infrastructure improvements that would decrease the inlet's impact to the adjacent eroding beaches; in some instances, only funding for monitoring was requested for these high ranking inlets. Also, inlet studies (i.e.; feasibility studies and inlet management plan studies) were consistently at the bottom of the list. Recall that an implicit goal of the 2008 legislation was to create and improve sand bypassing at all inlets around the State that were causing significant beach erosion.

Inlet project ranking results and stated work for requested funding.

Rank	FY 2014-15		FY 2015-16		FY 2016-17		FY 2017-18 (Preliminary Results from Sept 2016)	
1	Port Canaveral Entrance	Feasibility Study/ Design	Port Canaveral Entrance	Design/ Construction	Port Canaveral Entrance	Design/ Construction/ Monitoring	Lake Worth Inlet	Monitoring
2	Lake Worth Inlet	Monitoring	Lake Worth Inlet	Monitoring	Lake Worth Inlet	Monitoring	Port Canaveral Entrance	Monitoring
3	St. Lucie Inlet	Construction/ Monitoring	Longboat Pass	Design/ Construction	St. Lucie Inlet	Construction/ Monitoring	St. Lucie Inlet	Construction/ Monitoring
4	East Pass	Construction	St. Lucie Inlet	Construction	Port Everglades Entrance	Design/ Construction	Port Everglades Entrance	Construction
5	St. Andrews Inlet	Design/ Construction	Ft. Pierce Inlet	Design	Ponce de Leon Inlet	Feasibility Study	Ponce de Leon Inlet	Feasibility Study
6	S. Lake Worth Inlet	Construction/ Monitoring	S. Lake Worth Inlet	Monitoring	S. Lake Worth Inlet	Monitoring	S. Lake Worth Inlet	Monitoring
7	Sebastian Inlet	Monitoring	Port Everglades Entrance	Construction	Blind Pass (Lee)	Feasibility Study	Pass-a-Grille	Feasibility Study
8	Longboat Pass	Design/ Construction	Boca Raton Inlet	Construction/ Monitoring	Pass-a-Grille	Feasibility Study	Boca Raton Inlet	Construction/ Monitoring
9	Boca Raton Inlet	Design/ Construction	Sebastian Inlet	Monitoring	Boca Raton Inlet	Construction/ Monitoring	Bakers Haulover	Feasibility Study
10	Venice Inlet	Construction	Venice Inlet	Construction	Longboat Pass	Feasibility Study/ Monitoring	Longboat Pass	Feasibility Study/ Monitoring

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The reason for these results is that the current ranking criteria place a relatively large emphasis on the amount of “sand reaching the inlet” and the existing efficiency of inlet sand bypassing (i.e., “balancing the sediment budget (existing not proposed).” This emphasis consistently favors inlets with existing and well performing sand bypass projects, where sand transport rates in the State are highest. Further, rate of sand transport to the inlet and the existing efficiency of the inlet do not change annually, so these inlets will maximize these points each year. The points available for these two criteria alone (30 points) account for essentially one-half of the points that were awarded to these inlets each year. Many inlets without an existing sand bypass program, located in areas of the State with relatively lower transport rates, can barely achieve 30 total points using all other available criteria.



Furthermore, there is no differentiation regarding the proposed inlet management activity (e.g., Studies, Design, Construction, and Monitoring). The current ranking system does not consider the value of the sand derived from a sand bypass project relative to the cost of sand from offshore borrow areas or upland mines. This suggests that the current approach to inlet ranking is more heavily weighted towards rewarding existing projects located geographically in areas of the State with naturally occurring high transport rates. Various pending studies and inlet improvement projects that need the monetary incentive of state cost-sharing to

proceed fail to score high enough to compete with the established projects. The bottom line is that in the current system, rewards outweigh incentives.

To summarize,

- The list of highest ranking inlets has become more or less stagnant,
- Transport rate to the inlet and existing inlet efficiency are heavily weighted ranking criteria,
- There is no differentiation between the types of inlet management activities for which funding assistance is being requested,
- In most cases, inlets that rank lower require infrastructure improvements to improve efficiency to improve scoring,
- There are many inlet projects with significant long-term benefits that have a low chance of qualifying for funding assistance using the current ranking approach,
- Relatively low consideration is given for inlet management plan development, and
- No consideration is given for the scope of the proposed activity (e.g., construction vs. monitoring).

What do I see are the challenges of the program?

- Rewards for existing projects outweigh incentives for new inlet management components. This can be addressed through further legislative action and rule revisions.
- Limited benefits are afforded to new projects/activities. This, too, can be addressed with revisions to the ranking criteria. Consideration should be given to the fundamental premise of the legislative intent, which is to offer incentives to communities to improve inlets that are impacting adjacent shorelines.
- Limited funding. Improvements to the ranking system will not solve the issue of funding availability. However, funding may increase if a ranking system is in place for which the Legislature has a high level of confidence.

My two cents on the future of the inlet management program:

- Revise the statute and/or the rule to better reflect legislative intent and emphasize incentives.
- Balance the consideration of incentives and rewards.
- Increase, or do not limit, the number of ranked inlets that can qualify for funding each year.
- Consider the economic benefit of effective inlet management, not just quantified as reduced erosion.
- Place emphasis on cost-effectiveness / value of sand (not just the quantity). The cost of bypass and

alternate sand sources at each inlet in the State is not consistent.

- Emphasize/prioritize the scope of the inlet management activity (i.e., construction vs. monitoring).
 - ◊ Higher emphasis should be placed on actual improvements to inlets.
- Seek to increase funding for inlet improvements.
- Reserve 75% cost-sharing for improvement activities (i.e., IMPs, capital expenses that result in inlet improvements with measureable benefits).
- Consider funding inlet operation and maintenance activities at levels consistent with beach projects.

That is,

- ◊ 50% cost-sharing for sand bypass events (same as beach nourishment), and
 - ◊ 50% cost-sharing for monitoring, design, permitting, etc.
- Focus on Incentives.

In summary, after several years of ranking inlet projects under the guidelines outlined in the 2008 legislation and FY2014/15 FDEP Rule, the process strongly favors inlets located in those areas of the State where natural sand transport rates are highest and inlets have existing, well-performing sand bypassing solutions in place. The process currently does not appear to be adequately addressing new components of inlet projects that would reduce beach erosion along adjacent beaches. By not prioritizing new components that address the erosive effects of inlets, it seems that the program is not fully tapping into potential Legislative support. Notably, the same projects are consistently ranked at the top of the priority list and those projects are not pursuing actual improvements to those inlets (e.g., monitoring only efforts). Inlet infrastructure improvements, including inlet sand bypassing and the beneficial use of sand, are activities we can all agree are priorities and important to the overall success of the State's inlet management program. It's time to put our heads together and discuss how to improve the inlet management program to focus incentives on actual improvements to inlets that will gain the attention of the Legislature, and bring renewed interest in consistent funding for the State's inlet management program.

More information on this topic is included the presentation made to the 2016 FSBPA Annual Meeting in Naples which can be found at <http://www.fsbpa.com/16AnnualConfPresentations/CreedandSharp.pdf>

2017 Tech Conference February 8-10 Hutchinson Island Marriott Stuart, Florida



We hope you plan to join us for the 30th annual National Conference on Beach Preservation Technology to be held February 8-10, 2017, at the Hutchinson Island Marriott in Stuart, Florida.

We've made it easy to register – just visit the [conference website](#) and sign-up online. It's quick and easy, plus you'll save **\$50 if you register by January 19, 2017.**

Save the Date postcards will be mailed out the first week in December as a reminder to register and make hotel reservations in addition to announcing when the digital brochure and program will be made available. Remember to visit the conference website, www.fsbpa.com/tech-conference.html, for the most up-to-date version of the program.



Hotel reservations should be made directly with the conference hotel, the Hutchinson Island Marriott. [Click here to make your reservation online](#) or call **(800) 775-5936**. The group rate is **\$159 single or double, plus tax**. To ensure room availability, **make your reservation early!** The hotel will honor the group rate as long as rooms remain in FSBPA's block or by **January 19, 2017**, whichever occurs first.

Finally, should you have any interest in conference sponsorships, exhibits, advertising in the program, or questions regarding conference or hotel registration, please contact us at (850) 906-9227 or mail@fspba.com.

We hope you will join us in Stuart for "America's largest annual conference on beach preservation technology."

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2017 Tech Conference

Student Scholarships

The Florida Shore and Beach Preservation Association, organizer of the National Conference on Beach Preservation Technology, is pleased to announce that it will be awarding one student a \$500 stipend for travel and other expenses to the 2017 Tech Conference which will also include a registration waiver. In addition, four other students will receive a gift card and registration waiver to the conference. A poster presentation is required by the selected students. The posters will be displayed in the exhibit area and presented during the professional exchange breaks. Please click on the link below for further details and to view/print the flyer and application. Don't miss out on this excellent opportunity!

The deadline for applications is January 9, 2017.

[Click here for the Flyer and Application](#)

For more information, please contact Teri Besse
Email: teri@sbpa.com

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Federal Project Status Updates

November 2016



**US Army Corps
of Engineers®**

FEASIBILITY STUDIES:

- **Flagler County**

The Chief of Engineer's Report was signed by Lieutenant General Thomas Bostick on December 23, 2014. With this signing, the USACE is certifying that the beach and dune project is environmentally sound and economically beneficial to the nation. The report was transmitted to Congress by the Assistant Secretary of the Army for Civil Works (ASA(CW)) and is scheduled to be authorized in the next WRDA. The non-federal sponsor and the USACE plan to execute a contributed funds design agreement in early March 2017.



*Area hard hit by Hurricane Matthew,
photo courtesy of FDEP*

<http://webapps.dep.state.fl.us/DwrMCoasts/>

- **St. Johns County**

The St. Johns County feasibility study includes beach and dune nourishment within the Vilano Beach reach and a small portion of the South Ponte Vedra Beach reach. The design includes construction of a 60 foot equilibrated berm extension from the +8.0 foot 1988 North Atlantic Vertical Datum (NAVD88) contour between the reference monuments R103.5 and R116.5 along 2.6 miles of shoreline. The project template will include a dune feature varying in height between +14.0 to +20.0 feet NAVD88, reflecting the average 2015 dune position. One thousand foot tapers will extend from the northern and southern ends of the berm extension, connecting the extension to the existing shoreline. The addition of tapers results in sand placement from R102.5 to R117.5 along 3 miles of shoreline. The St. Augustine Inlet system will be the sand source for the Recommended Plan. The next milestone is the Civil Works Review Board (CWRB) which is scheduled for February 2017. The purpose of the CWRB is to determine that the final decision and NEPA documents, and the proposed Report of the Chief of Engineers are ready to release for State and Agency (S&A) Review. The Final Chiefs Report is scheduled to be signed in May 2017.

- **St. Lucie County**

Re-scoping efforts were completed in FY2014 to modify the scope of the study to WRRDA 2014 USACE SMART Planning 3x3x3 standards. Vertical team concurrence that the St. Lucie feasibility study is in compliance with SMART planning was received on October 21, 2014. The team presented the focused array of alternatives at the Alternatives Milestone Meeting (AMM) in June 2015 and the Tentatively Selected Plan at the Tentatively Selected Plan (TSP) Milestone Meeting in April 2016. The draft report was then released to the agencies and the public for comment. The next milestone is the Agency Decision Milestone (ADM) in which the USACE vertical team endorses the recommended plan. The ADM is scheduled for November 2017. Following the ADM is the CWRB scheduled for July 2017.

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OTHER MAJOR PLANNING REPORTS:

- **Brevard County North & South Reach**

A Project Information Report (PIR) is underway for the North and South Reaches of Brevard County, FL.



Hurricane Matthew photos courtesy of FDEP <http://webapps.dep.state.fl.us/DwrmCoasts/>

- **Broward County Shore Protection Project - Segment III**

Broward County submitted a letter of interest in March 2016 to request extension of the Federal project an additional 15 years. Broward County is under procurement to obtain an A/E to initiate the LRR for Segment III. Additionally a PIR is underway for the Segments II and III.

- **Ft. Pierce Shore Protection Project**

Limited activities related to the 11th renourishment will begin in October 2016. The 11th renourishment in FY 2016 is dependent on either work plan funding OR FCCE funding from Hurricane Matthew (a Project Information Report (PIR) is underway). The County is assisting in obtaining surveys that will be used to calculate quantity lost by the Hurricane and will be used for the PIR.

- **Jupiter/Carlin Shore Protection Project**

Palm Beach County has submitted a draft Section 934 report and NEPA document for the Jupiter/Carlin Segment to extend Federal participation for the next renourishment and out to 50 years of Federal participation. Following review of the data and report, revisions were recommended to the Beach-fx model. Having received Federal funds for Palm Beach County projects, the model revisions and completion of the 934 report are being conducted at the Jacksonville District. The next milestone is the Tentatively Selected Plan (TSP) Milestone Meeting which is scheduled for November 2016. Additionally a PIR is being prepared in response to Hurricane Matthew.

- **Lee County, Gasparilla**

A Section 934 report has been initiated to determine the Federal interest in extension of Federal participation in cost-sharing from the current 10 years to a 50-year period of Federal participation, or an additional 40 years. The Tentatively Selected Plan (TSP) Milestone Meeting was held on October 17, 2016. The draft report will be released for agency and public comment.

- **Manatee County Shore Protection Project**

The Project Delivery Team (PDT) is working on various activities in preparation for the 2022 renourishment and permitting of the expanded borrow area. The sponsor has provided funding for this effort. The next team meeting scheduled for November 2016.

- **Pinellas County**

There was a Congressional Visit on July 26, 2016 to investigate Shell Key preserve as a potential CAP Section 206 or as a borrow source for the shore protection project. Local interest includes homeowners, Tampa Bay Watch, and the County, no formal CAP request has been received to date.

Sand Key: Multiple activities are underway to prepare for the 4th Renourishment of Sand Key. The 4th Renourishment is expected to be advertised in January of 2017 and awarded in February. The PIR prepared for the Sand Key Segment recommends P.L. 84-99 assistance due to Hurricane Hermine. The PIR was transmitted to SAD on 28 October 2016.



*Indian Rocks Beach,
Post Hurricane Hermine*

Long Key: The 7th Post construction monitoring data assessment is underway. The PIR does not recommend P.L. 84-99 assistance for Long Key.

Treasure Island: The 10th Post-construction monitoring data assessment is underway. The PDT is investigating the ability to utilize current Construction General (CG) funds on hand to initiate Section 1037 WRRDA 14 analysis for the extension of 15 years of federal participation. Treasure Island federal participation is set to expire in 2022. The PIR does not recommend P.L. 84-99 assistance for Treasure Island.

REGIONAL SEDIMENT MANAGEMENT (RSM):

The Jacksonville District has been officially named the South Atlantic Division's Center of Expertise (CX) for RSM. With this designation, SAJ will lead a virtual team of subject matter experts from SAD to further operationalize RSM throughout the District. Work has begun to quantify the value of RSM provided by jointly managing navigation, coastal storm risk management (CSRMS), and ecosystem restoration projects.

- **South Atlantic Comprehensive Coastal Study (SACCS) / RSM Strategy**

Initial coordination to include scope and Project Management Plan (PMP) development are tentatively moving forward as determination of path forward regarding Authority and funding are finalized.

- **SAD RSM Optimization Pilot**

The pilot has been presented to USACE Major Subordinate Command (MSC) Operations Chiefs as well as USACEHQ Navigation and other HQ leaders. Feedback has been extremely positive and a meeting will be scheduled with MG Jackson and Mr. Stockton. Roll out to begin with other MSC's.

ENGINEERING AND DESIGN:

- **Nassau County**

The Nassau County Shore Protection Project (NCSPP) is located from FDEP "R" monuments R-13 to R-33; there has been an existing RSM strategy of placing beach quality material dredged from the Kings Bay

Entrance Channel (KBEC) maintenance dredging project and placing within the NCSPP template. An acquisition strategy has been developed which will allow for a more effective placement of material within the NCSPP which minimizing overall costs to the NCSPP and KBEC Project. The current acquisition for the KBEC Project (which includes a NCSPP renourishment component) has been advertised; award is expected sometime in December 2016. A PIR is underway due to Hurricane Matthew.

- **St. Johns County, St. Augustine Beach**

The engineering team is currently evaluating monitoring data to revise the erosion rates and quantities for the next renourishment event. Investigation into potential offshore sand sources is ongoing. The next renourishment is scheduled for 2017. A PIR is underway due to Hurricane Matthew.

- **Sarasota County, Lido Key**

Two Big Key Milestones Achieved: The PDT release the draft EA/draft FONSI for public comment/review on 30 Mar 2015. The FDEP JCP application was also submitted to the State on 15 Mar 2015. The application represent the latest design of the groins. This is a significant cost savings to the project (reduction of approximately 11,000 Tons of Granite Armor Stone) and it removes a major hurdle for the project to overcome. A NEPA public meeting was held on 15 Apr 2015 at City Hall City of Sarasota. The public comment period for NEPA closed on 15 May and the PDT is addressing over 300 comments provided by the public through the NEPA process. FDEP provided RAI comment on 15 Apr 2015. PDT has finalized responses to RAI and submitted response to FDEP on 04 September 2015. FDEP requested 2nd RAI on 07 October 2015. PDT is working to respond to 2nd RAI. A newly proposed mitigation site has been identified and the PDT is coordinating with FDEP and FWSS for acceptance. Sarasota County's consultant (ATKINS) has released comments to their Peer review. PDT is working on response to the ATKINS report. PED phase will be complete with acquisition of permit and project will be ready for New Start Construction funding by 1st quarter FY17. SAJ PDT responded to FDEP for 2nd RAI on 1 August 2016. On 31 August the team requested a 30 day waiver to provide FDEP with additional time to review the submitted package and to obtain additional documentation needed from Manatee County. Manatee County approved the use of Perico Seagrass Mitigation site on 28 September. Team received Notice of Completeness from FDEP on 30 September. The Notice of Intent is anticipated to be given by FDEP 27 December 2016.

CONSTRUCTION:

- **Brevard County Mid-Reach**

The General Reevaluation Report (GRR) and Supplemental EIS (SEIS) was approved in September 2014 with the ROD signed by the Assistant Secretary of the Army for Civil Works. The Design Agreement was executed in October 2014 and the Pre-Construction Engineering and Design (PED) kickoff meeting was held in December 2014. The contract was awarded to Shoreline Foundation, Inc on 29 Sept 2016. Construction Division is preparing for the pre-construction conference.

- **Broward County Shore Protection Project - Segment II 2nd Renourishment**

Construction recommencement was kicked off on October 27. Construction is scheduled to be complete at the end of January. Approximately 565,000 of the 665,000 cy of sand has been placed on the project (85% complete). A PIR for Segments II and III are underway in response to Hurricane Matthew.

- **Dade County Renourishment**

Final approval of the Limited Re-evaluation Report (LRR) and Environmental Assessment (EA) from South Atlantic Division was completed on 24 March 2016. A PIR is underway in response to Hurricane Matthew.

FY 16 Renourishment: The team held several public meetings in Miami as the kickoff to this summer's Miami Beach renourishment. The Truck Haul project will place an estimated 200,000 cy of material at two troublesome hot spots in Miami Beach for a total of \$11.9m. Construction at the 46th street location 1 of 2 is now completed. The contractor is demobilizing and returning to complete 55th street in January. The period of performance is until April of 2017.

FY 17 Renourishment (Sunny Isles): Team working on completion of draft plans and specs. R-7 through R-15 is currently permitted for truck haul. PM would like to add use of IWW material to help curb costs of truck haul and enlarge placement from R-15 to R-19. Two separate FDEP permit modifications are needed. ETOF is needed from EN-DW to initiate these permit actions.

- **Duval County**

Renourishment is currently underway with the \$13.5M awarded contract to Great Lakes. Approximately 700k cy of sand will be placed along Jacksonville, Atlantic and Neptune beaches. Scheduled completion is early Dec 2016. A PIR is underway in response to Hurricane Matthew.



Photo of Duval County Prior to the Beach Renourishment (June 2016)



Photos of damaged dunes post Hurricane Matthew, October 2016

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- **Sarasota County, Venice**

LRR: SAD provided comments on the Draft LRR on 24 Nov 2014. LRR has been endorsed to SAD on 27 Jan 2016.

FY14 Award: Contract was awarded to GLDD on 25 Sep 2014 under MATOC Group 4. Estimated quantity to be placed on the beach is approximately 750,000 CY. The Pre-Con meeting was held on 13 Nov 2014.

Dredging commenced on 16 Jan 2015. Project was physically completed on 12 Apr 2015. On 02 April 2015, approximately 2000 CY of material was leaked from the floating dredge pipeline. GLDD has performed the corrective action plan and FDEP has provided clearance on the remediation action. Area Office has finalized the Final Estimated Quantities modification (a decreased of approx. \$403K).

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FDEP Division of Water Resource Management Agency Updates



DEP Announces New Appointments to Regulatory Programs

DEP announces new appointments to its leadership team. Secretary Jon Steverson appointed Ryan Matthews as Deputy Secretary for Regulatory Programs on November 16th. Deputy Secretary Matthews will provide oversight and direction to the divisions of air, water and waste, and the department's regulatory districts. Matthews most recently served as DEP's Director of Water Policy, where he was responsible for overseeing the coordination and implementation of Florida's statewide water-policy issues with water management districts and other agencies.

John Coates was appointed to administer over the resource extraction programs within the Department, including mining, oil and gas, and related minerals processing facilities. John will report directly to Deputy Secretary Matthews. Justin Green will fill Mr. Coates former role and serve as the Interim Director of Water Resource Management.

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“Guess the Grain Size”

And the winner is....our very own board member and coastal engineer with Indian River County, Mr. James Gray. James won the “Guess the Grain Size Contest” at the 2016 FSBPA Conference in Naples sponsored by American Vibracore Services. The sand sample was taken from Naples Beach and determined to be 0.310 mm. Congratulations, James, on your stellar performance. Other worthy honorable mentions:

1st Place: .289mm - James Gray – Indian River County

2nd Place .275mm - Rudd Jones – Stewart Materials

3rd Place: .265mm - Martin Smithson – Sebastian Inlet District

4th Place: .252mm - Erin Hodel – CSA Ocean Sciences



James Gray, Coastal Engineer, Indian River County

Shoreline

A monthly electronic publication of the Florida Shore & Beach Preservation Association.

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CALENDAR OF EVENTS

FSBPA Conferences

February 8 - 10, 2017

2017 Tech Conference

**Hutchinson Island Marriott
 Stuart, Florida**

September 27-29, 2017

2017 FSBPA Annual Conference

**Westin Fort Lauderdale Beach Resort
 Fort Lauderdale, FL**

OTHER DATES OF INTEREST

February 24-26, 2017

20th Annual Florida Marine Turtle Permit Holder Meeting
Wyndham Garden Hotel
Gainesville, Florida

February 28-March 2, 2017

ASBPA Coastal Summit
Washington, DC

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