

United States Department of the Interior

FISH AND WILDLIFE SERVICE

South Florida Ecological Services Office
1339 20th Street
Vero Beach, Florida 32960



March 23, 2005

Marie G. Burns
U.S. Army Corps of Engineers
701 San Marco Boulevard, Room 372
Jacksonville, Florida 32207-8175

Service Log No.: 4-1-04-F-8338
Application No.: 199705200(IP-MN)
Dated: July 7, 2004
Applicant: Charlotte County Board of
County Commissioners
County: Charlotte

Dear Ms. Burns:

The Fish and Wildlife Service (Service) has reviewed the U.S. Army Corps of Engineers' (Corps) July 7, 2004, request to reinitiate consultation regarding the proposed groin construction located on Manasota Key, Charlotte County, Florida. This letter amends the Service's November 15, 2002, Biological Opinion (Service Log Number 4-1-98-F-0217) (enclosed) and February 20, 2003, amendment, regarding the proposed channel realignment and beach renourishment. Although this is a different type of project than that originally considered in the Biological Opinion and previous amendment, the project is located in a subset of the area considered previously and the project is related in its objectives. This letter is provided in accordance with section 7 of the Endangered Species Act of 1973, as amended (ESA) (87 Stat. 884; 16 U.S.C. 1531 *et seq.*). A complete administrative record of this consultation is on file at the Service's South Florida Ecological Services Office, Vero Beach, Florida.

The Corps has agreed to abide by the Reasonable and Prudent Measures and Terms and Conditions as presented in the Service's November 15, 2002, Biological Opinion, as well as the amendments identified in this document. The remainder of the November 15, 2002, Biological Opinion remains intact.

PROJECT HISTORY

This project was originally reviewed in 1998. At that time, the project included a channel realignment for Stump Pass to its 1980 configuration and placement of the dredged sand along 2.7 miles of beach from Florida Department of Environmental Protection (DEP) monuments R-22 and R-26 and monuments R-29 and R-39 on Knight and Don Pedro Islands, respectively.



In 2003, the applicant requested to dredge an additional 10,000 cubic yards of material from Stump Pass. This material was placed on 1.0 mile of beach between DEP monuments R-12.5 and R-16.5 on Manasota Key.

The original Biological Opinion and February 20, 2003, amendment addressed the effects of the actions on nesting sea turtles, particularly the threatened loggerhead sea turtle (*Caretta caretta*) and the endangered green sea turtle (*Chelonia mydas*).

As a condition of the Stump Pass realignment project, Charlotte County agreed to the ongoing maintenance of the channel. To facilitate management of the Stump Pass channel, potential solutions to reduce the amount of sediment that naturally moves north to south were investigated. In addition, a means to stabilize erosion on the southern most end of the park is being sought. One goal of the project is to lengthen the interval between dredging operations and reduce the overall long-term cost of channel maintenance. The reduction in the total number of dredging and renourishment projects would also minimize effects to nesting sea turtles, piping plovers (*Charadrius melodus*), and other trust resources.

The Division of Recreation and Parks did not want terminal, shore parallel and/or hard structures in the park. The system chosen is a low profile, soft groin system that will blend into the environment. The State of Florida is providing matching funds for the project as part of its innovative technology grant. This grant program allows the State to analyze the project to determine its effectiveness.

DESCRIPTION OF THE PROPOSED PROJECT

The applicant proposes to modify the existing project to include construction of a groin field to the north of Stump Pass on Manasota Key. The groin field would consist of six low-profile geotextile tube groins. The hydraulically dredged sand will be placed on an additional 1,000 feet of beach located between FDEP monuments R-19 and R-20 on Manasota Key. An additional 2,000 feet of beach will be used for pipeline placement to transfer sand from Stump Pass to the groin field. The timeframe for construction is approximately two weeks and, normally, would be planned to occur outside the sea turtle nesting season. The hurricane events of 2004 and the timeframe for permit issuance may place the timing of this project at the beginning of the nesting season.

Specific information on the configuration of the groins and groin field follows:

Geotubes:

- Total of 6 geotubes labeled G1, G2, G3, G4, G5 and G6 with G1 being the southern most and longest tube.

Length of geotubes:

- G1: 500 feet long (40 feet of which will be buried above Mean High Water [MHW])
- G2 – G5: 300 feet long (35 feet of which will be buried above MHW)
- G6: 150 feet long (35 feet of which will be buried above MHW)

Distance between the geotubes:

- G1 – G2, G2 – G3, G3 – G4, G4 – G5: Distance is 100 feet apart
- G5 – G6: Distance is 50 feet apart

Location of project area: The placement of the tubes will be between R-19 and R-20. G6 will start approximately 213 feet from R-19. G1 will be placed approximately 333 feet from R-20.

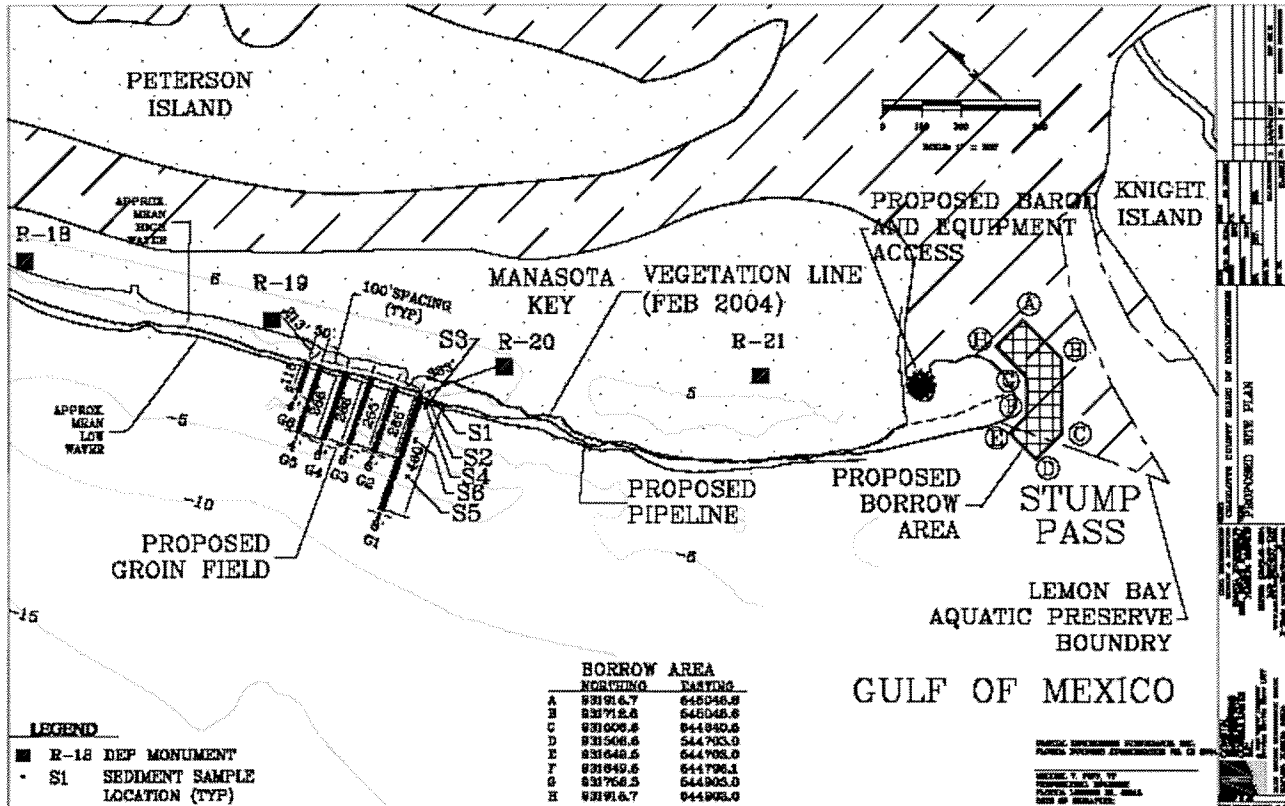


Figure 1. Project location and specifications.

Apron: Each geotube will have a scour apron underneath to minimize sinking. The width of each apron will be:

- G1: 22 feet
- G2 – G4: 20 feet
- G5 – G6: 18 feet

Tube Circumference:

- G1: 20 feet
- G2 – G4: 15 feet
- G5 – G6: 10 feet

Total volume of sand to be used for all tubes is approximately 1,200 to 1,500 cubic yards of native beach compatible sand.

The geotubes will be buried 3-4 feet below the sand surface above MHW as part of the overall tube placement. The actual amount of beach being occupied above MHW is approximately 35 feet by the combined width of all six tubes.

THREATENED AND ENDANGERED SPECIES

The July 7, 2004, Public Notice included a “may affect, not likely to adversely affect” determination for the endangered West Indian manatee (*Trichechus manatus*). The determination of effect for the manatee is based on the location of the project on the beach and a maximum of 460 feet seaward of MHW, and the inclusion of the standard protection measures for this species.

Additional review of data compiled from monitoring efforts required in the original permit indicates that the piping plover uses beaches in the action area. This new information led the Corps to provide, via email, a determination of “may affect, not likely to adversely affect” for this species. The piping plover is known to loaf and forage on the beaches in the vicinity of the proposed project, however, nesting has not been identified. Although designated critical habitat is present in Florida, areas in Charlotte County have not been designated as critical habitat for this species. The applicant’s representative indicated, via email dated January 26, 2005, that all permits for the project would require daily monitoring during the construction period which would include coordination between Beach Restoration and the shorebird monitors. Pre-construction and morning monitoring prior to any construction activity is also included in the monitoring protocol. For additional information, see the attached monitoring plan proposed by the applicant’s representative.

A total of 116 loggerhead nests and two green turtle nests were deposited in the 2003 nesting season in the study area (the project area for the original permitted action), with a total of 231 documented false crawls. Approximately 23 of these nests were located between DEP monuments R-19 and R-20, the location of this proposed project.

Although not federally listed, least terns (*Sterna antillarum*) and other shorebird species have been documented as nesting in the vicinity of the proposed project. The groin field location was selected with this issue in mind to avoid effects to nesting shorebirds. As a result of 3 years of monitoring, there have been no documented nests within the project area. All nesting occurs at least 2,000 feet south of the project area with the majority occurring almost 1 mile from the location.

AMOUNT OR EXTENT OF TAKE AS AMENDED

The Service anticipates approximately 1,000 feet of nesting beach habitat and an additional 2,000 feet of fore dune could be taken as a result of this proposed action. The 1,000 feet of beach is the limit of the proposed groin field and the 2,000 feet of fore dune encompasses the area from DEP monument R-20 to Stump Pass itself for sand transfer. The take is expected to be in the form of: (1) destruction of all nests that may be constructed and eggs that may be deposited from March 1

through April 30 and missed by a nest survey and egg relocation program within the boundaries of the proposed project; (2) destruction of all nests deposited from October 1 through February 28 (or 29 as applicable) when a nest survey and egg relocation program is not required to be in place within the boundaries of the proposed project; (3) reduced hatching success due to egg mortality during relocation and adverse conditions at the relocation site; (4) harassment in the form of disturbing or interfering with female turtles attempting to nest within the construction area or on adjacent beaches as a result of construction activities; (5) misdirection of hatchling turtles on beaches adjacent to the construction area as they emerge from the nest and crawl to the water as a result of project lighting; (6) behavior modification of nesting females due to escarpment formation within the project area during a nesting season, resulting in false crawls or situations where they choose marginal or unsuitable nesting areas to deposit eggs; and (7) destruction of nests from escarpment leveling within a nesting season when such leveling has been approved by the Service.

Incidental take is anticipated for only the 3,000 feet of beach that has been identified for sand placement and groin construction. The Service anticipates incidental take of sea turtles difficult to detect for the following reasons: (1) the turtles nest primarily at night and all nests are not found because: [a] natural factors, such as rainfall, wind, and tides may obscure crawls, and [b] human-caused factors, such as pedestrian and vehicular traffic, may obscure crawls, and result in nests being destroyed because they were missed during a nesting survey and egg relocation program; (2) the total number of hatchlings per undiscovered nest is unknown; (3) the reduction in percent hatching and emerging success per relocated nest over the natural nest site is unknown; (4) an unknown number of females may avoid the project beach and be forced to nest in a less than optimal area; (5) lights may misdirect an unknown number of hatchlings and cause death; and (6) escarpments may form and cause an unknown number of females from accessing a suitable nesting site. However, the level of take of these species can be anticipated by the disturbance of suitable turtle nesting beach habitat because: (1) turtles nest within the project site; (2) construction will likely occur during a portion of the nesting season; (3) the groin project will modify the incubation substrate, beach slope, and sand compaction; and (4) artificial lighting will deter and/or misdirect nesting females and hatchlings.

REASONABLE AND PRUDENT MEASURES AS AMENDED

The Service believes the following reasonable and prudent measures are necessary and appropriate to minimize take of the loggerhead sea turtle and the green sea turtle.

1. Beach quality sand suitable for sea turtle nesting, successful incubation, and hatchling emergence must be used on the project site.
2. If the beach nourishment project will be conducted during the sea turtle nesting season, surveys for nesting sea turtles must be conducted. If nests are constructed in the area of beach nourishment, the eggs must be relocated.

3. Immediately after completion of the groin installation project and prior to the next three nesting seasons, beach compaction must be monitored and tilling must be conducted as required to reduce the likelihood of impacting sea turtle nesting and hatching activities.
4. Immediately after completion of the groin installation project and prior to the next three nesting seasons, monitoring must be conducted to determine if escarpments are present, and escarpments must be leveled as required to reduce the likelihood of impacting sea turtle nesting and hatching activities.
5. The applicant must ensure that contractors doing the groin installation work fully understand the sea turtle protection measures detailed in this incidental take statement.
6. During the sea turtle nesting season, construction equipment and pipes must be stored in a manner that will minimize impacts to sea turtles to the maximum extent practicable.
7. During the sea turtle nesting season, lighting associated with the project must be minimized to reduce the possibility of disrupting and misdirecting nesting and/or hatchling sea turtles.
8. Immediately after completion of the groin installation project and for 3 years following, the depth of sand (overburden) over the groins will be monitored to reduce the likelihood of impacting sea turtle nesting and hatching activities.

TERMS AND CONDITIONS AS AMENDED

1. All fill material placed must be sand that is similar to that already existing at the beach site in both coloration and grain size distribution. All such fill material must be free of construction debris, rocks, or other foreign matter and must not contain, on average, greater than 10 percent fines (*e.g.*, silt and clay) (passing the #200 sieve) and must not contain, on average, greater than 5 percent coarse gravel or cobbles, exclusive of shell material (retained by the #4 sieve).
2. Daily early morning surveys for sea turtle nests will be required if any portion of the beach nourishment project occurs during the period from April 1 through November 30. Nesting surveys must be initiated 65 days prior to nourishment activities or by April 1, whichever is later. Nesting surveys must continue through the end of the project or through September 30, whichever is earlier. If nests are constructed in areas where they may be affected by construction activities, eggs must be relocated per the following requirements.
 - 2a. Nesting surveys and egg relocations will only be conducted by personnel with prior experience and training in nesting survey and egg relocation procedures. Surveyors must have a valid Florida Fish and Wildlife Conservation Commission (FWC) marine turtle permit. Nesting surveys must be conducted daily between

sunrise and 9 a.m. Surveys must be performed in such a manner to ensure that construction activity does not occur in any location prior to completion of the necessary sea turtle protection measures.

2b. Only those nests that may be affected by construction activities will be relocated. Nests requiring relocation must be moved no later than 9 a.m. the morning following deposition to a nearby self-release beach site in a secure setting where artificial lighting will not interfere with hatchling orientation. Nest relocations in association with construction activities must cease when construction activities no longer threaten nests. Nests deposited within areas where construction activities have ceased or will not occur for 65 days must be marked and left in place unless other factors threaten the success of the nests. Any nests left in the active construction zone must be clearly marked, and all mechanical equipment must avoid nests by at least 10 feet.

3. Immediately after completion of the groin installation project and prior to April 1 for 3 subsequent years, sand compaction must be monitored in the area of restoration in accordance with a protocol agreed to by the Service, the State regulatory agency, and the applicant. At a minimum, the protocol provided under 3a and 3b below must be followed. If required, the area must be tilled to a depth of 36 inches. All tilling activity must be completed prior to April 1. If the project is completed during the nesting season, tilling will not be performed in areas where nests have been left in place or relocated. An annual summary of compaction surveys and the actions taken must be submitted to the Service. (NOTE: The requirement for compaction monitoring can be eliminated if the decision is made to till regardless of post-construction compaction levels. Also, out-year compaction monitoring and remediation are not required if placed material no longer remains on the dry beach.)

3a. Compaction sampling stations must be located at 500-foot intervals along the project area. One station must be at the seaward edge of the dune/bulkhead line (when material is placed in this area), and one station must be midway between the dune line and the high water line (normal wrack line).

At each station, the cone penetrometer will be pushed to a depth of 6, 12, and 18 inches three times (three replicates). Material may be removed from the hole if necessary to ensure accurate readings of successive levels of sediment. The penetrometer may need to be reset between pushes, especially if sediment layering exists. Layers of highly compact material may lay over less compact layers. Replicates will be located as close to each other as possible, without interacting with the previous hole and/or disturbed sediments. The three replicate compaction values for each depth will be averaged to produce final values for each depth at each station. Reports will include all 18 values for each transect line, and the final six averaged compaction values.

3b. If the average value for any depth exceeds 500 pounds per square inch (psi) for any two or more adjacent stations, then that area must be tilled immediately prior to April 1. If values exceeding 500 psi are distributed throughout the project area but in no case do those values exist at two adjacent stations at the same depth, then consultation with the Service will be required to determine if tilling is required. If a few values exceeding 500 psi are present randomly within the project area, tilling will not be required.

4. Depth of sand or overburden above the groins, between MHW and the dune line, will be measured and monitored prior to April 1 for 3 consecutive years following completion of the groin installation project. The depth will also be monitored following major storm events. The Service will be contacted immediately if the sand depth is less than 3 feet above the groins. A meeting between the applicant, their representative, the Service, and other interested parties will be held to determine if remediation is necessary and what remedial actions will be taken to ensure sufficient sand is present above the groins for sea turtle nests.

5. Visual surveys for escarpments along the project area must be made immediately after completion of the groin installation project and prior to April 1 for three subsequent years. Escarpments that interfere with sea turtle nesting or that exceed 18 inches in height for a distance of 100 feet must be leveled to the natural beach contour by April 1. If the project is completed during the sea turtle nesting and hatching season, escarpments may be required to be leveled immediately, while protecting nests that have been relocated or left in place. The Service must be contacted immediately if subsequent reformation of escarpments that interfere with sea turtle nesting or that exceed 18 inches in height for a distance of 100 feet occurs during the nesting and hatching season to determine the appropriate action to be taken. If it is determined that escarpment leveling is required during the nesting or hatching season, the Service will provide a brief written authorization that describes methods to be used to reduce the likelihood of impacting existing nests. An annual summary of escarpment surveys and actions taken must be submitted to the Service. (NOTE: Out-year escarpment monitoring and remediation are not required if placed material no longer remains on the beach.)

6. The applicant must arrange a meeting between representatives of the contractor, the Service, the FWC, and the permitted person responsible for egg relocation at least 30 days prior to the commencement of work on this project. At least 10 days advance notice must be provided prior to conducting this meeting. This will provide an opportunity for explanation and/or clarification of the sea turtle protection measures.

7. From April 1 through November 30, staging areas for construction equipment must be located off the beach to the maximum extent practicable. Nighttime storage of construction equipment not in use must be off the beach to minimize disturbance to sea turtle nesting and hatching activities. In addition, all construction pipes that are placed on the beach must be located as far landward as possible without compromising the integrity

of the existing or reconstructed dune system. Temporary storage of pipes must be off the beach to the maximum extent possible. Temporary storage of pipes on the beach must be in such a manner to impact the least amount of nesting habitat and must likewise not compromise the integrity of the dune systems (placement of pipes perpendicular to the shoreline is recommended as the method of storage).

8. From April 1 through November 30, all on-beach lighting associated with the project must be limited to the immediate area of active construction only and must be the minimal lighting necessary to comply with safety requirements. Shielded low pressure sodium vapor lights are recommended to minimize illumination of the nesting beach and nearshore waters. Lighting on offshore equipment must be minimized through reduction, shielding, lowering, and appropriate placement of lights to avoid excessive illumination of the water, while meeting all U.S. Coast Guard and Occupational Safety and Health Administration requirements. Shielded low pressure sodium vapor lights are highly recommended for lights on offshore equipment that cannot be eliminated.

9. A report describing the actions taken to implement the terms and conditions of this incidental take statement must be submitted to our office within 60 days of completion of the proposed work for each year when the activity has occurred. This report will include the dates of actual construction activities, names and qualifications of personnel involved in nest surveys and relocation activities, descriptions and locations of self-release beach sites, nest survey and relocation results, and hatching success of nests.

10. In the event a sea turtle nest is excavated during construction activities, the permitted person responsible for egg relocation for the project must be notified so the eggs can be moved to a suitable relocation site.

11. Upon locating a sea turtle adult, hatchling, or egg harmed or destroyed as a direct or indirect result of the project, notification must be made to the FWC's Division of Law Enforcement at 888-404-3922 and the Service's Vero Beach office at 772-562-3909. Care should be taken in handling injured turtles or eggs to ensure effective treatment or disposition, and in handling dead specimens to preserve biological materials in the best possible state for later analysis.

The Service believes that incidental take will be limited to the 1,000 feet of beach that have been identified for groin placement and approximately 2,000 feet of beach where the pipeline will be placed. The reasonable and prudent measures, with their implementing terms and conditions, are designed to minimize the impact of incidental take that might otherwise result from the proposed action. The Service believes that no more than the following types of incidental take will result from the proposed action: (1) destruction of all nests that may be constructed and eggs that may be deposited and missed by a nest survey and egg relocation program within the boundaries of the proposed project; (2) destruction of all nests deposited during the period when a nest survey and egg relocation program is not required to be in place within the boundaries of the proposed project; (3) reduced hatching success due to egg mortality during relocation and adverse

conditions at the relocation site; (4) harassment in the form of disturbing or interfering with female turtles attempting to nest within the construction area or on adjacent beaches as a result of construction activities; (5) disorientation of hatchling turtles on beaches adjacent to the construction area as they emerge from the nest and crawl to the water as a result of project lighting; (6) behavior modification of nesting females due to escarpment formation within the project area during a nesting season, resulting in false crawls or situations where they choose marginal or unsuitable nesting areas to deposit eggs; and (7) destruction of nests from escarpment leveling within a nesting season when such leveling has been approved by the Service. The amount or extent of incidental take for sea turtles will be considered exceeded if the project results in more than a one-time placement of sand on the 3,000 feet of beach that has been identified for sand placement. If, during the course of the action, this level of incidental take is exceeded, such incidental take represents new information requiring reinitiation of consultation and review of the reasonable and prudent measures provided. The Corps must immediately provide an explanation of the causes of the taking and review with the Service the need for possible modification of the reasonable and prudent measures.

This concludes consultation under section 7 of the ESA with the Service for this project. Thank you for your cooperation and effort in protecting threatened and endangered sea turtles and their nesting habitat. Should you have additional questions or require clarification, please contact Trish Adams at 772-562-3909, extension 232.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "James J. Slack". The signature is fluid and cursive, with the first name "James" being more prominent.

James J. Slack
Field Supervisor
South Florida Ecological Services Office

Enclosure

cc:

Service, Jacksonville, Florida (Sandy MacPherson)

FWC, Tallahassee, Florida (Robbin Trindell)

NMFS, Protected Resources Division, St. Petersburg, Florida



United States Department of the Interior

FISH AND WILDLIFE SERVICE
South Florida Ecological Services Office
1339 20th Street
Vero Beach, Florida 32960



November 15, 2002

Colonel James G. May
U.S. Army Corps of Engineers
Jacksonville District
Post Office Box 4970
Jacksonville, Florida 32232-0019

Service Log No.: 4-1-98-F-0217
Application No.: 199705200(IP-MN)
Dated: March 6, 2002
Applicant: Charlotte County Board
of County
County: Charlotte

Dear Colonel May:

This document transmits the Fish and Wildlife Service's (Service) Biological Opinion for the proposed channel realignment and beach renourishment project located in Charlotte County, Florida, and its effects on the endangered green sea turtle (*Chelonia mydas*) and threatened loggerhead sea turtle (*Caretta caretta*) in accordance with section 7 of the Endangered Species Act (ESA) of 1973, as amended (16 U.S.C. 1531 *et seq.*).

This biological opinion is based on information provided in the U.S. Army Corps of Engineers (Corps) March 6, 2002, Public Notice, onsite investigations, telephone conversations with the applicants' consultant - Coastal Engineering Consultants, Incorporated; the Corps; Florida Fish and Wildlife Conservation Commission (FWC); Florida Department of Environmental Protection (DEP); and other sources of information. A complete administrative record of this consultation is on file at the Service's South Florida Ecological Services Office, Vero Beach, Florida.

CONSULTATION HISTORY

On August 4, 1997, Mr. Darwin Stubs, with Humiston and Moore Engineers, requested technical assistance from the Service for a proposal to maintenance dredge Stump Pass and deposit the dredge spoils on the northern tip of Don Pedro Island. The Stump Pass proposal to maintenance dredge was an interim measure, while a long-term remedy was being investigated.

On October 10, 1997, the Service responded and stated that the proposed project may affect nesting sea turtles, and therefore, should be conducted outside of the sea turtle nesting season. Our letter also stated that the proposed project "may affect" the West Indian manatee (*Trichechus manatus*), and therefore, we recommended that the *Standard Manatee Construction Precautions* be followed during all phases of the work. The Service's letter also stated that multiple dredging events within Stump Pass would create unnecessary risk to aquatic resources of national importance, including federally listed species. The Service also requested the opportunity to review a proposed Stump Pass inlet management study.

On March 6, 2002, the Corps determined the proposed project "may affect, but is not likely to adversely affect" the West Indian manatee. The Corps agreed to incorporate the *Standard Manatee Construction Conditions* as a condition of the Corps permit. By letter dated October 2, 2002, the Service concurred with the Corps' determination for the manatee.

On March 6, 2002, the Corps determined the proposed project "may affect" federally-listed shore birds. Information provided by Charlotte County, and the Service's Geographic Information System database, did not indicate the presence of federally-listed shore birds, or their critical habitat within the project area. By letter dated October 2, 2002, the Service stated that federally-listed shore birds were not known to use the project site, and therefore, consultation was not necessary.

On March 6, 2002, the Corps determined the proposed project "may affect" nesting sea turtles. By letter dated October 2, 2002, the Service concurred with the Corps' determination and began formal consultation. In an effort to meet Charlotte County's timeframes, the Service agreed to provide a Biological Opinion by October 30, 2002.

BIOLOGICAL OPINION

DESCRIPTION OF THE PROPOSED ACTION

Based on the Corps' Public Notice dated March 6, 2002, Charlotte County proposes to realign Stump Pass from its current configuration to its 1980 configuration. The creation of the new channel will require dredging of approximately 500,000 cubic yards (CY) of material from 95 acres of nearshore submerged areas in the Gulf of Mexico, beach dune, and inshore submerged areas in Lemon Bay. The newly-aligned channel will be 400 feet wide, 1 mile long, and will bisect the Stump Pass Recreation Area, between DEP monuments R-21 and R-22, on Manasota Key. The 500,000 CY of spoil material will be placed on 2.7 miles of beach at two separate areas. Approximately 200,000 CY of spoil material will be placed between DEP monuments R-22 and R-26 on Knight Island, south of Manasota Key. Approximately 300,000 CY of spoil material will be placed between DEP monuments R-29 and R-39 on Don Pedro Island, south of Knight Island. The County also proposes to periodically maintenance dredge Stump Pass' realigned channel and deposit the spoil material on Don Pedro Island. The maintenance dredge activities are proposed to occur on 3 to 5-year intervals. The proposed project is located at the

southern tip of Manasota Key, located in Section 19, Township 41 South, Range 20 East, Charlotte County, Florida.

For the purpose of this Biological Opinion, the action area for the proposed project is defined as 2.7 miles of shoreline impacted by the proposed action. This action area includes: (1) the new channel from the Gulf of Mexico to Lemon Bay, between DEP monuments R-21 and R-22; (2) the 1,500-foot spit of sand south of the proposed channel; (3) the north disposal site, located between DEP monuments R-22 and R-26; and (4) the south disposal site, located between DEP monuments R-29 and R-39.

STATUS OF THE SPECIES/CRITICAL HABITAT

Species/critical habitat description

Loggerhead Sea Turtle

The loggerhead sea turtle, listed as a threatened species on July 28, 1978 (43 FR 32800), and inhabits the continental shelves and estuarine environments along the margins of the Atlantic, Pacific, and Indian Oceans. Loggerhead sea turtles nest within the continental United States from Louisiana to Virginia. Major nesting concentrations in the U.S. are found on the coastal islands of North Carolina, South Carolina, and Georgia, and on the Atlantic and Gulf coasts of Florida (Hopkins and Richardson 1984). Loggerhead sea turtles nest on Charlotte County beaches and on the beaches within the proposed project's action area (FWC, 2001).

No critical habitat has been designated for the loggerhead sea turtle.

Green Sea Turtle

The green sea turtle was federally listed as a protected species on July 28, 1978 (43 FR 32800). Breeding populations of the green sea turtle in Florida and along the Pacific coast of Mexico are listed as endangered; all other populations are listed as threatened. The green sea turtle has a worldwide distribution in tropical and subtropical waters. Major green sea turtle nesting colonies in the Atlantic occur on Ascension Island, Aves Island, Costa Rica, and Surinam. Within the U.S., green sea turtles nest in small numbers in the U.S. Virgin Islands and Puerto Rico, and in larger numbers along the east coast of Florida, particularly in Brevard, Indian River, St. Lucie, Martin, Palm Beach, and Broward Counties (National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991a). Nesting also has been documented along the Gulf coast of Florida on Santa Rosa Island (Okaloosa and Escambia Counties) and from Pinellas County through Collier County (Florida Department of Environmental Protection, unpublished data). Green sea turtles have been known to nest in Georgia, but only on rare occasions (Georgia Department of Natural Resources, unpublished data). The green sea turtle also nests sporadically in North Carolina and South Carolina (North Carolina Wildlife Resources Commission, unpublished data; South Carolina Department of Natural Resources, unpublished data). Unconfirmed nesting of

green sea turtles in Alabama has also been reported (Bon Secour National Wildlife Refuge, unpublished data). Green sea turtles nest on Charlotte County Beaches and on the beaches within the proposed project's action area (FWC, 2001). Critical habitat for the green sea turtle has been designated for the waters surrounding Culebra Island, Puerto Rico, and its outlying keys.

Life history

Loggerhead Sea Turtle

Loggerheads are known to nest from one to seven times within a nesting season (Talbert *et al.* 1980, Richardson and Richardson 1982, Lenarz *et al.* 1981, among others); the mean is approximately 4.1 (Murphy and Hopkins 1984). The interval between nesting events within a season varies around a mean of about 14 days (Dodd 1988). Mean clutch size varies from about 100 to 126 eggs along the southeastern U.S. coast (National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991b). Nesting migration intervals of 2 to 3 years are most common in loggerheads, but the number can vary from 1 to 7 years (Dodd 1988). Age at sexual maturity is believed to be about 20 to 30 years (Turtle Expert Working Group 1998).

Green Sea Turtle

Green sea turtles deposit from one to nine clutches within a nesting season, but the overall average is about 3.3. The interval between nesting events within a season varies around a mean of about 13 days (Hirth 1997). Mean clutch size varies widely among populations. Average clutch size reported for Florida was 136 eggs in 130 clutches (Witherington and Ehrhart 1989). Only occasionally do females produce clutches in successive years. Usually 2, 3, 4, or more years intervene between breeding seasons (National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991a). Age at sexual maturity is believed to be 20 to 50 years (Hirth 1977).

Population dynamics

Loggerhead Sea Turtle

Total estimated nesting in the Southeast is approximately 50,000 to 70,000 nests per year (National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991b). In 1998, there were more than 80,000 nests in Florida alone. From a global perspective, the southeastern U.S. nesting aggregation is of paramount importance to the survival of the species and is second in size only to that which nests on islands in the Arabian Sea off Oman (Ross 1982, Ehrhart 1989, National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991b). The status of the Oman colony has not been evaluated recently, but its location in a part of the world that is vulnerable to disruptive events (e.g., political upheavals, wars, catastrophic oil spills) is cause for considerable concern (Meylan *et al.* 1995). The loggerhead nesting aggregations in Oman, the southeastern U.S., and Australia account for about 88 percent of nesting worldwide (National

Marine Fisheries Service and U.S. Fish and Wildlife Service 1991b). About 80 percent of loggerhead nesting in the southeastern U.S. occurs in six Florida counties (Brevard, Indian River, St. Lucie, Martin, Palm Beach, and Broward Counties) (National Marine Fisheries Service and U.S. Fish and Wildlife Service 1991b).

Charlotte County nesting data, collected from 1991 through 2001, indicates an annual mean of 952 loggerhead nests are deposited on Charlotte County beaches. In 2001, FWC surveys identified 775 loggerhead sea turtle nests, and 1,130 false crawls, on Charlotte County's beaches.

During the 2001 nesting season, 126 false crawls and 161 nests were documented within the Stump Pass Recreation Area (FWC, 2002). A recent study (Bossman, 2001) indicated sea turtles nest also on Knight Island and Don Pedro Island. The 2001 study on Knight Island documented 32 false crawls and zero nests north of DEP monument R-26; 110 false crawls and 62 nests between monuments R-26 and R-32; and 171 false crawls and 58 nests between monuments R-32 and R-39. The same study on Don Pedro Island documented 53 false crawls and 42 nests between DEP monuments R-39 and R-44 (Bossman, 2001).

Green Sea Turtle

About 200 to 1,100 females are estimated to nest on beaches in the continental U.S. In the U.S. Pacific, over 90 percent of nesting throughout the Hawaiian archipelago occurs at the French Frigate Shoals, where about 200 to 700 females nest each year. Elsewhere in the U.S. Pacific, nesting takes place at scattered locations in the Commonwealth of the Northern Marianas, Guam, and American Samoa. In the western Pacific, the largest green sea turtle nesting aggregation in the world occurs on Raine Island, Australia, where thousands of females nest nightly in an average nesting season. In the Indian Ocean, major nesting beaches occur in Oman where 6,000 to 20,000 females are reported to nest annually.

Although nesting activity has been recorded in almost every coastal county in Florida, most green turtle nesting is concentrated along the southeast coast of Florida. Total estimated nesting in the Florida, from 1990 to 2001, is approximately 500 to 5,000 nests per year (FWC, 2002).

Charlotte county nesting data, collected from 1991 through 2001, indicates an annual mean of two green sea turtle nests are deposited on Charlotte County Beaches. In 2001, FWC surveys identified two green sea turtle nests, and no false crawls, on Charlotte County's beaches. During the 2001 nesting season, no false crawls or nests were documented within the Stump Pass Recreation Area. Bossman's 2001 study, found one green sea turtle nest and no false crawls on Don Pedro Island, and no green sea turtle nests or false crawls on Knight Island.

Status and distribution

Loggerhead Sea Turtle

Genetic research (mtDNA) has identified four loggerhead nesting subpopulations in the western North Atlantic: (1) the Northern Subpopulation occurring from North Carolina to around Cape Canaveral, Florida (about 29° N.); (2) South Florida Subpopulation occurring from about 29° N. on Florida's east coast to Sarasota on Florida's west coast; (3) Northwest Florida Subpopulation occurring at Eglin Air Force Base and the beaches near Panama City; and (4) Yucatán Subpopulation occurring on the eastern Yucatán Peninsula, Mexico (Bowen 1994, 1995; Bowen *et al.* 1993; Encalada *et al.* 1998). These data indicate that gene flow between these four regions is very low. If nesting females are extirpated from one of these regions, regional dispersal will not be sufficient to replenish the depleted nesting subpopulation. The Northern Subpopulation has declined substantially since the early 1970s, but most of that decline occurred prior to 1979. No significant trend has been detected in recent years (Turtle Expert Working Group 1998, 2000). Adult loggerheads of the South Florida Subpopulation have shown significant increases over the last 25 years, indicating that the population is recovering, although a trend could not be detected from the State of Florida's Index Nesting Beach Survey program from 1989 to 1998. Nesting surveys in the Northwest Florida and Yucatán Subpopulations have been too irregular to date to allow for a meaningful trend analysis (Turtle Expert Working Group 1998, 2000).

Nesting surveys in the Charlotte County, Florida, indicate an upward trend in loggerhead sea turtle nesting activity over the last decade (FWC, 2002). During the years 1991 through 1995, loggerhead sea turtle nesting density averaged 43.2 nests per year per kilometer of shoreline surveyed. During the years 1996 through 2001, loggerhead sea turtle nesting density averaged 48.4 nests per year per kilometer of shoreline surveyed. Sea turtle nesting data has been collected from the Stump Pass Recreation Area since 1996 by State biologists. This nesting data indicates an annual average of 198 sea turtle nests deposited along the Recreation Area's 8,600 foot shoreline during the last 5 years. During the 2001 nesting season, 126 false crawls by loggerhead sea turtles, and 161 loggerhead sea turtle nests were documented within the Stump Pass Recreation Area (FWC, 2002). Bossman's study indicated sea turtle nests on Knight Island and Don Pedro Island. This 2001 study on Knight Island found 32 false crawls and zero nests north of DEP monument R-26, while the area between monuments R-26 and R-32 contained 110 false crawls and 62 nests. Monitoring results in the southernmost portion of Knight Island between monuments R-32 and R-39 identified 171 false crawls and 58 nests. This 2001 study on Don Pedro Island, between DEP monuments R-39 and R-44, found 53 false crawls and 42 nests. This study did not identify sea turtle species.

Threats to loggerhead sea turtles include incidental take from channel dredging and commercial trawling, longline, and gill net fisheries; loss or degradation of nesting habitat from coastal development and beach armoring; disorientation of hatchlings by beachfront lighting; excessive nest predation by native and non-native predators; degradation of foraging habitats; marine pollution and debris; watercraft strikes; and disease. There is particular concern about the

extensive incidental take of juvenile loggerheads in the eastern Atlantic by longline fishing vessels from several countries.

Green Sea Turtle

Total population estimates for the green sea turtle are unavailable, and trends based on nesting data are difficult to assess because of large annual fluctuations in numbers of nesting females. For instance, in Florida, where the majority of green sea turtle nesting in the southeastern U.S. occurs, estimates range from 200 to 1,100 females nesting annually. Populations in Surinam, and Tortuguero, Costa Rica, may be stable, but there is insufficient data for other areas to confirm a trend.

Nesting surveys in Charlotte County, Florida, indicate that green sea turtles rarely nest on Charlotte County beaches. Therefore, trends in green sea turtle nesting activity over the last decade are not discernable (FWC, 2002). During the years 1991 through 1995, green sea turtle nesting density averaged 0.1 nests per year per kilometer of shoreline surveyed. During the years 1996 through 2001, green sea turtle nesting density also averaged 0.1 nests per year per kilometer of shoreline surveyed.

A major factor contributing to the green sea turtle's decline worldwide is commercial harvest for eggs and food. Fibropapillomatosis, a disease of sea turtles characterized by the development of multiple tumors on the skin and internal organs, is also a mortality factor and has seriously impacted green sea turtle populations in Florida, Hawaii, and other parts of the world. The tumors interfere with swimming, eating, breathing, vision, and reproduction, and turtles with heavy tumor burdens may die. Other threats include loss or degradation of nesting habitats from coastal development and beach armoring; Disorientation of hatchlings by beachfront lighting; excessive nest predation by native and non-native predators; degradation of foraging habitats; marine pollution and debris; watercraft strikes; and incidental take from channel dredging and commercial fishing operations; exploitation by humans for the eggs and meat, as well as incidental take in numerous commercial fisheries of the Pacific.

Analysis of the species/critical habitat likely to be affected

The proposed action has the potential to adversely affect nesting females, nests, and hatchlings within the proposed project area. The effects of the proposed action on sea turtles will be considered further in the remaining sections of this biological opinion. Potential effects include destruction of nests deposited within the boundaries of the proposed project, harassment in the form of disturbing or interfering with female turtles attempting to nest within the construction area or on adjacent beaches as a result of construction activities, disorientation of hatchling turtles on beaches adjacent to the construction area as they emerge from the nest and crawl to the water as a result of project lighting, and behavior modification of nesting females due to escarpment formation within the project area during a nesting season resulting in false crawls or situations where they choose marginal or unsuitable nesting areas to deposit eggs. The quality of

the placed sand could affect the ability of female turtles to nest, the suitability of the nest incubation environment, and the ability of hatchlings to emerge from the nest.

Critical habitat for sea turtles has not been designated in the continental United States; therefore, the proposed action would not result in an adverse modification of critical habitat.

ENVIRONMENTAL BASELINE

Status of the species within the action area

Loggerhead and Green Sea Turtles

The loggerhead sea turtle nesting and hatching season for Charlotte County extends from April 1 through November 30. Incubation ranges from about 45 to 95 days. The green sea turtle nesting and hatching season for Charlotte County extends from May 15 through October 31. Incubation ranges from about 45 to 75 days.

Sea Turtle Nests

Sea turtle nesting data for Charlotte County (FWC, 2002) identified 775 loggerhead sea turtle nests, 1,130 false crawls by loggerhead sea turtles, 2 green sea turtle nests, and no false crawls by green sea turtles, on Charlotte County's beaches in 2001.

Sea turtle nesting data has been collected from the Stump Pass Recreation Area since 1996 by State biologists. This nesting data indicates an annual average of 198 sea turtle nests deposited along the Recreation Area's 8,600 foot shoreline during the last 5 years. During the 2001 nesting season, 126 false crawls by loggerhead sea turtles, and 161 loggerhead sea turtle nests were documented within the Stump Pass Recreation Area (FWC, 2002).

A recent study (Bossman, 2001) indicated sea turtle nests on Knight Island and Don Pedro Island. This 2001 study on Knight Island found 32 false crawls and zero nests north of DEP monument R-26, while the area between monuments R-26 and R-32 contained 110 false crawls and 62 nests. Monitoring results in the southernmost portion of Knight Island between monuments R-32 and R-39 identified 171 false crawls and 58 nests. This 2001 study on Don Pedro Island, between DEP monuments R-39 and R-44, found 53 false crawls and 42 nests. This study did not identify sea species.

Factors affecting the species environment within the action area

The County currently holds a Department of the Army permit number 199705200(IP-MN) for the transfer of sand from Stump Pass to beach disposal sites on Knight Island and Don Pedro Island. This permit was issued in 1998 and will expire in 2008. The Service is not aware of any other local, state, or federal projects affecting sea turtles within the action area.

EFFECTS OF THE ACTION

This section includes an analysis of the direct and indirect effects of the proposed action on the species and/or critical habitat and its interrelated and interdependent activities.

Factors to be considered

Depending on the quality of the material, beach compaction could occur as a result of channel realignment and renourishment. Compaction can lead to increased false crawls and broken eggs (Raymond 1984). Even with a nest relocation program, construction undertaken during the nesting season could also result in the destruction of nests when surveyors miss nesting crawls due to weather. For this particular project, however, construction will occur from November 1 through April 30, which is outside the primary nesting season. The construction schedule should reduce disturbance or destruction to nests by construction activities.

Analyses for effects of the action

Beneficial Effects

Beneficial effects are those effects of an action that are wholly positive, without any adverse effects, on a listed species or designated critical habitat.

The placement of sand on a beach with reduced dry fore-dune habitat may increase sea turtle nesting habitat if the placed sand is highly compatible (i.e., grain size, shape, color, etc.) with naturally occurring beach sediments in the area, and compaction and escarpment remediation measures are incorporated into the project. In addition, a nourished beach that is designed and constructed to mimic a natural beach system may be more stable than the eroding one it replaces, thereby benefitting sea turtles.

Direct Effects

Direct effects are the immediate effects of the project on the species or its habitat. Direct effects resulting from the agency action include the effects of interrelated actions and interdependent actions.

Placement of sand on a beach in and of itself may not provide suitable nesting habitat for sea turtles. Although beach nourishment may increase the potential nesting area, significant negative impacts to sea turtles may result if protective measures are not incorporated during project construction. Nourishment during the nesting season, particularly on or near high density nesting beaches, can cause increased loss of eggs and hatchlings and, along with other mortality sources, may significantly impact the long-term survival of the species. For instance, projects conducted during the nesting and hatching season could result in the loss of sea turtles through disruption of adult nesting activity and by burial, crushing, or excavation of nests or hatchlings. While a nest

monitoring and egg relocation program would reduce these impacts, nests may be inadvertently missed (when crawls are obscured by rainfall, wind, and/or tides) or misidentified as false crawls during daily patrols. In addition, nests may be destroyed by operations at night prior to beach patrols being performed. Even under the best of conditions, about 7 percent of the nests can be misidentified as false crawls by experienced sea turtle nest surveyors (Schroeder 1994).

1. Nest relocation

Besides the potential for missing nests during a nest relocation program, there is a potential for eggs to be damaged by their movement, particularly if eggs are not relocated within 12 hours of deposition (Limpus *et al.* 1979). Nest relocation can have adverse impacts on incubation temperature (and hence sex ratios), gas exchange parameters, hydric environment of nests, hatching success, and hatchling emergence (Limpus *et al.* 1979, Ackerman 1980, Parmenter 1980, Spotila *et al.* 1983, McGehee 1990). Relocating nests into sands deficient in oxygen or moisture can result in mortality, morbidity, and reduced behavioral competence of hatchlings. Water availability is known to influence the incubation environment of the embryos and hatchlings of turtles with flexible-shelled eggs, which has been shown to affect nitrogen excretion (Packard *et al.* 1984), mobilization of calcium (Packard and Packard 1986), mobilization of yolk nutrients (Packard *et al.* 1985), hatchling size (Packard *et al.* 1981, McGehee 1990), energy reserves in the yolk at hatching (Packard *et al.* 1988), and locomotory ability of hatchlings (Miller *et al.* 1987).

Comparisons of hatching success between relocated and *in situ* nests have noted significant variation ranging from a 21 percent decrease to a 9 percent increase for relocated nests (Florida Department of Environmental Protection, unpublished data). Comparisons of emergence success between relocated and *in situ* nests have also noted significant variation ranging from a 23 percent decrease to a 5 percent increase for relocated nests (Florida Department of Environmental Protection, unpublished data). A 1994 Florida Department of Environmental Protection study of hatching and emergence success of *in situ* and relocated nests at seven sites in Florida found that hatching success was lower for relocated nests in five of seven cases with an average decrease for all seven sites of 5.01 percent (range = 7.19 percent increase to 16.31 percent decrease). Emergence success was lower for relocated nests in all seven cases by an average of 11.67 percent (range = 3.6 to 23.36 percent) (Meylan 1995).

2. Equipment

The placement of pipelines and the use of heavy machinery on the beach during a construction project may also have adverse effects on sea turtles. They can create barriers to nesting females emerging from the surf and crawling up the beach, causing a higher incidence of false crawls and unnecessary energy expenditure.

3. Artificial lighting

Visual cues are the primary sea-finding mechanism for hatchling sea turtles (Mrosovsky and Carr 1967, Mrosovsky and Shettleworth 1968, Dickerson and Nelson 1989, Witherington and Bjorndal 1991). When artificial lighting is present on or near the beach, it can misdirect

hatchlings once they emerge from their nests and prevent them from reaching the ocean (Philbosian 1976; Mann 1977; Florida Department of Environmental Protection, unpublished data). In addition, a significant reduction in sea turtle nesting activity has been documented on beaches illuminated with artificial lights (Witherington 1992). Therefore, construction lights along a project beach and on the dredging vessel may deter females from coming ashore to nest, misdirect females trying to return to the surf after a nesting event, and misdirect emergent hatchlings from adjacent non-project beaches. Any source of bright lighting can profoundly affect the orientation of hatchlings, both during the crawl from the beach to the ocean and once they begin swimming offshore. Hatchlings attracted to light sources on dredging barges may not only suffer from interference in migration, but may also experience higher probabilities of predation to predatory fishes that are also attracted to the barge lights. This impact could be reduced by using the minimum amount of light necessary (may require shielding) or low pressure sodium lighting during project construction.

Indirect Effects

Indirect effects are those effects that are caused by or will result from the proposed action and are later in time, but are still reasonably certain to occur.

Many of the direct effects of the beach nourishment and channel realignment may persist over time and become indirect impacts. These indirect effects include increased susceptibility of relocated nests to catastrophic events, the consequences of potential increased beachfront development, changes in the physical characteristics of the beach, the formation of escarpments, and future sand migration.

1. Increased susceptibility to catastrophic events

Nest relocation may concentrate eggs in an area making them more susceptible to catastrophic events. Hatchlings released from concentrated areas also may be subject to greater predation rates from both land and marine predators, because the predators learn where to concentrate their efforts (Glenn 1998, Wyneken *et al.* 1998).

2. Increased beachfront development

Pilkey and Dixon (1996) state that beach replenishment frequently leads to more development in greater density within shorefront communities that are then left with a future of further replenishment or more drastic stabilization measures. Dean (1999) also notes that the very existence of a beach nourishment project can encourage more development in coastal areas. Following completion of a beach nourishment project in Miami during 1982, investment in new and updated facilities substantially increased tourism there (National Research Council 1995). Increased building density immediately adjacent to the beach often resulted as older buildings were replaced by much larger ones that accommodated more beach users. Overall, shoreline management creates an upward spiral of initial protective measures resulting in more expensive development which leads to the need for more and larger protective measures. Increased shoreline development may adversely affect sea turtle nesting success. Greater development may

support larger populations of mammalian predators, such as foxes and raccoons, than undeveloped areas (National Research Council 1990a), and can also result in greater adverse effects due to artificial lighting, as discussed above.

3. Changes in the physical environment

Beach nourishment may result in changes in sand density (compaction), beach shear resistance (hardness), beach moisture content, beach slope, sand color, sand grain size, sand grain shape, and sand grain mineral content if the placed sand is dissimilar from the original beach sand (Nelson and Dickerson 1988a). These changes could result in adverse impacts on nest site selection, digging behavior, clutch viability, and emergence by hatchlings (Nelson and Dickerson 1987, Nelson 1988).

Beach compaction and unnatural beach profiles that may result from beach nourishment activities could negatively impact sea turtles regardless of the timing of projects. Very fine sand and/or the use of heavy machinery can cause sand compaction on nourished beaches (Nelson *et al.* 1987, Nelson and Dickerson 1988a). Significant reductions in nesting success (i.e., false crawls occurred more frequently) have been documented on severely compacted nourished beaches (Fletemeyer 1980, Raymond 1984, Nelson and Dickerson 1987, Nelson *et al.* 1987), and increased false crawls may result in increased physiological stress to nesting females. Sand compaction may increase the length of time required for female sea turtles to excavate nests and also cause increased physiological stress to the animals (Nelson and Dickerson 1988c). Nelson and Dickerson (1988b) concluded that, in general, beaches nourished from offshore borrow sites are harder than natural beaches, and while some may soften over time through erosion and accretion of sand, others may remain hard for 10 years or more.

These impacts can be minimized by using suitable sand and by tilling compacted sand after project completion. The level of compaction of a beach can be assessed by measuring sand compaction using a cone penetrometer (Nelson 1987). Tilling of a nourished beach with a root rake may reduce the sand compaction to levels comparable to unnourished beaches. However, a pilot study by Nelson and Dickerson (1988c) showed that a tilled nourished beach will remain uncompacted for up to 1 year. Therefore, the Service requires multi-year beach compaction monitoring and, if necessary, tilling to ensure that project impacts on sea turtles are minimized.

A change in sediment color on a beach could change the natural incubation temperatures of nests in an area, which, in turn, could alter natural sex ratios. To provide the most suitable sediment for nesting sea turtles, the color of the nourished sediments must resemble the natural beach sand in the area. Natural reworking of sediments and bleaching from exposure to the sun would help to lighten dark nourishment sediments; however, the time frame for sediment mixing and bleaching to occur could be critical to a successful sea turtle nesting season.

Sand from the proposed project's borrow area was analyzed for compatibility to the north and south disposal sites. Fifty-nine core samples were collected from the borrow area to a depth of -13 ft. NGVD (2 feet below the proposed channel depth). The borrow site's mean grain size was

0.63 mm (medium sand); and was composed of 93.9% sand, 5.8% gravel, and 0.3% fines. Eight core samples were collected from the north disposal site. The north disposal site's mean grain size was 0.38 mm (fine sand); and was composed of 97.2% sand, 2.8% gravel, and 0.0% fines. Twelve core samples were collected from the south disposal site. The south disposal site's mean grain size was 0.47 mm (medium sand); and was composed of 97.1% sand, 2.8% gravel and 0.1% fines. The borrow material is similar in composition and structure to the disposal site sands, and is not expected to have a significant effect on sea turtle nesting.

4. Escarpment formation

On nourished beaches, steep escarpments may develop along their water line interface as they adjust from an unnatural construction profile to a more natural beach profile (Coastal Engineering Research Center 1984, Nelson *et al.* 1987). These escarpments can hamper or prevent access to nesting sites (Nelson and Blihovde 1998). Researchers have shown that female turtles coming ashore to nest can be discouraged by the formation of an escarpment, leading to situations where they choose marginal or unsuitable nesting areas to deposit eggs (e.g., in front of the escarpments, which often results in failure of nests due to prolonged tidal inundation). This impact can be minimized by leveling any escarpments prior to the nesting season.

5. Erosion

Future sand displacement on nesting beaches is a potential effect of the nourishment project. Dredging of the sand for new channel alignment has the potential to cause erosion of the newly created beach or other areas on the same or adjacent beaches by creating a sand sink. The remainder of the system responds to this sand sink by providing sand from the beach to attempt to reestablish equilibrium (National Research Council 1990b). The establishment of the new equilibrium may cause the loss of beach areas currently used by nesting sea turtles. This loss of nesting habitat typically occurs on the downdrift beach of the modified channel.

Species' response to the proposed action

Ernest and Martin (1999) conducted a comprehensive study to assess the effects of beach nourishment on loggerhead sea turtle nesting and reproductive success. The following findings illustrate sea turtle responses to and recovery from a nourishment project. A significantly larger proportion of turtles emerging on nourished beaches abandoned their nesting attempts than turtles emerging on Control or pre-nourished beaches. This reduction in nesting success was most pronounced during the first year following project construction and is most likely the result of changes in physical beach characteristics associated with the nourishment project (e.g., beach profile, sediment grain size, beach compaction, frequency and extent of escarpments). During the first post-construction year, the time required for turtles to excavate an egg chamber on the untilled, hard-packed sands of one treatment area increased significantly relative to Control and background conditions. However, in another treatment area, tilling was effective in reducing sediment compaction to levels that did not significantly prolong digging times. As natural processes reduced compaction levels on nourished beaches during the second post-construction year, digging times returned to background levels.

During the first post-construction year, nests on the nourished beaches were deposited significantly farther from both the toe of the dune and the tide line than nests on Control beaches. Furthermore, nests were distributed throughout all available habitat and were not clustered near the dune as they were in the Control. As the width of nourished beaches decreased during the second year, among-treatment differences in nest placement diminished. More nests were washed out on the wide, flat beaches of the nourished treatments than on the narrower steeply sloped beaches of the Control. This phenomenon persisted through the second post-construction year monitoring and resulted from the placement of nests near the seaward edge of the beach berm where dramatic profile changes, caused by erosion and scarping, occurred as the beach equilibrated to a more natural contour.

As with other beach nourishment projects, Ernest and Martin (1999) found that the principal effect of nourishment on sea turtle reproduction was a reduction in nesting success during the first year following project construction. Although most studies have attributed this phenomenon to an increase in beach compaction and escarpment formation, Ernest and Martin indicate that changes in beach profile may be more important. Regardless, as a nourished beach is reworked by natural processes in subsequent years and adjusts from an unnatural construction profile to a more natural beach profile, beach compaction and the frequency of escarpment formation decline, and nesting and nesting success return to levels found on natural beaches.

CUMULATIVE EFFECTS

Cumulative effects include the effects of future State, tribal, local, or private actions that are reasonably certain to occur in the action area considered in this biological opinion. Future Federal actions that are unrelated to the proposed action are not considered in this section because they require separate consultation pursuant to section 7 of the Act. The Service is not aware of any cumulative effects in the project area.

CONCLUSION

After reviewing the current status of the loggerhead sea turtle, and the green sea turtle; the environmental baseline for the action area, the effects of the proposed dredge and beach nourishment project, and the cumulative effects, it is the Service's biological opinion that the beach nourishment project, as proposed, is not likely to jeopardize the continued existence of these two species, and is not likely to destroy or adversely modify designated critical habitat. No critical habitat has been designated for the loggerhead sea turtle, and the green sea turtle in the continental United States; therefore, none will be affected.

The proposed project will affect 2.7 miles of the approximately 1,400 miles of available sea turtle nesting habitat in the southeastern U.S. Research has shown that the principal effect of beach nourishment on sea turtle reproduction is a reduction in nesting success, and this reduction is most often limited to the first year following project construction. Research has also shown that the impacts of a nourishment project on sea turtle nesting habitat are typically short-term because

a nourished beach will be reworked by natural processes in subsequent years, and beach compaction and the frequency of escarpment formation will decline. Although a variety of factors, including some that cannot be controlled, can influence how a nourishment project will perform from an engineering perspective, measures can be implemented to minimize impacts to sea turtles.

INCIDENTAL TAKE STATEMENT

Section 9 of the Act and Federal regulation pursuant to section 4(d) of the Act prohibit the take of endangered or threatened species, respectively, without special exemption. Take is defined as to harass, harm, pursue, hunt, shoot, wound, kill, trap, capture or collect, or to attempt to engage in any such conduct. Harm is further defined by the Service to include significant habitat modification or degradation that results in death or injury to listed species by significantly impairing essential behavioral patterns, including breeding, feeding, or sheltering. Harass is defined by the Service as intentional or negligent actions that create the likelihood of injury to listed species to such an extent as to significantly disrupt normal behavior patterns which include, but are not limited to, breeding, feeding, or sheltering. Incidental take is defined as take that is incidental to, and not the purpose of, carrying out an otherwise lawful activity. Under the terms of section 7(b)(4) and section 7(o)(2), taking that is incidental to and not intended as part of the agency action is not considered to be prohibited under the Act provided that such taking is in compliance with the terms and conditions of this incidental take statement.

The measures described below are non-discretionary, and must be implemented by the Corps so that they become binding conditions of any grant or permit issued to the County, as appropriate, for the exemption in section 7(o)(2) to apply. The Corps has a continuing duty to regulate the activity covered by this incidental take statement. If the Corps (1) fails to assume and implement the terms and conditions or (2) fails to require the County to adhere to the terms and conditions of the incidental take statement through enforceable terms that are added to the permit or grant document, the protective coverage of section 7(o)(2) may lapse. In order to monitor the impact of incidental take, the Corps must report the progress of the action and its impacts on the species to the Service as specified in the incidental take statement [50 CFR §402.14(i)(3)].

AMOUNT OR EXTENT OF TAKE

The Service anticipates 2.7 miles of nesting beach habitat could be taken as a result of this proposed action. The take is expected to be in the form of: (1) destruction of all nests that may be constructed and eggs that may be deposited from February 1 through March 31 and from October 1 through November 30 and missed by a nest survey and egg relocation program within the boundaries of the proposed project; (2) destruction of all nests deposited from November 30 through January 31 when a nest survey and egg relocation program is not required to be in place within the boundaries of the proposed project; (3) reduced hatching success due to egg mortality during relocation and adverse conditions at the relocation site; (4) harassment in the form of disturbing or interfering with female turtles attempting to nest within the construction area or on adjacent beaches as a result of construction activities; (5) misdirection of hatchling turtles on beaches adjacent to the construction area as they emerge from the nest and crawl to the water as a

result of project lighting; (6) behavior modification of nesting females due to escarpment formation within the project area during a nesting season, resulting in false crawls or situations where they choose marginal or unsuitable nesting areas to deposit eggs; and (7) destruction of nests from escarpment leveling within a nesting season when such leveling has been approved by the Fish and Wildlife Service.

Incidental take is anticipated for the 2.7 miles of beach that have been identified for sand placement. The Service anticipates incidental take of sea turtles will be difficult to detect for the following reasons: (1) the turtles nest primarily at night and all nests are not found because: [a] natural factors, such as rainfall, wind, and tides may obscure crawls and [b] human-caused factors, such as pedestrian and vehicular traffic, may obscure crawls, and result in nests being destroyed because they were missed during a nesting survey and egg relocation program; (2) the total number of hatchlings per undiscovered nest is unknown; (3) the reduction in percent hatching and emerging success per relocated nest over the natural nest site is unknown; (4) an unknown number of females may avoid the project beach and be forced to nest in a less than optimal area; (5) lights may misdirect an unknown number of hatchlings and cause death; and (6) escarpments may form and cause an unknown number of females from accessing a suitable nesting site. However, the level of take of these species can be anticipated by the disturbance and renourishment of suitable turtle nesting beach habitat because: (1) turtles nest within the project site; (2) beach renourishment will likely occur during a portion of the nesting season; (3) the renourishment project will modify the incubation substrate, beach slope, and sand compaction; and (4) artificial lighting will deter and/or misdirect nesting females and hatchlings.

EFFECT OF THE TAKE

In the accompanying biological opinion, the Service determined that this level of anticipated take is not likely to result in jeopardy to the species. Critical habitat has not been designated in the project area; therefore, the project will not result in destruction or adverse modification of critical habitat.

REASONABLE AND PRUDENT MEASURES

The Service believes the following reasonable and prudent measures are necessary and appropriate to minimize take of loggerhead sea turtle and the green sea turtle.

1. Beach quality sand suitable for sea turtle nesting, successful incubation, and hatchling emergence must be used on the project site.
2. Beach nourishment activities must not occur from April 1 through November 30, the period of peak sea turtle egg laying and egg hatching, to reduce the possibility of sea turtle nest burial or crushing of eggs.

3. If the beach nourishment project will be conducted during the period from February 1 through March 31, surveys for early nesting sea turtles must be conducted. If nests are constructed in the area of beach nourishment, the eggs must be relocated.
4. If the beach nourishment project will be conducted during the period from December 1 through December 31, surveys for late nesting sea turtles must be conducted. If nests are constructed in the area of beach nourishment, the eggs must be relocated.
5. Immediately after completion of the beach nourishment project and prior to the next three nesting seasons, beach compaction must be monitored and tilling must be conducted as required by February 1 to reduce the likelihood of impacting sea turtle nesting and hatching activities.
6. Immediately after completion of the beach nourishment project and prior to the next three nesting seasons, monitoring must be conducted to determine if escarpments are present and escarpments must be leveled as required to reduce the likelihood of impacting sea turtle nesting and hatching activities.
7. The County must ensure that contractors doing the beach nourishment work fully understand the sea turtle protection measures detailed in this incidental take statement.
8. During the early and late portions of the nesting season, construction equipment and pipes must be stored in a manner that will minimize impacts to sea turtles to the maximum extent practicable.
9. During the early and late portions of the nesting season, lighting associated with the project must be minimized to reduce the possibility of disrupting and misdirecting nesting and/or hatchling sea turtles.

TERMS AND CONDITIONS

In order to be exempt from the prohibitions of section 9 of the Act, the Corps must comply with the following terms and conditions, which implement the reasonable and prudent measures described above and outline required reporting/monitoring requirements. These terms and conditions are non-discretionary.

1. All fill material placed must be sand that is analogous to a native beach in the vicinity of the site that has not been affected by prior renourishment activities. The fill material must be equivalent in both coloration and grain size distribution to the native beach. All such fill material must be free of construction debris, rocks, or other foreign matter and must not contain, on average, greater than 10 percent fines (i.e., silt and clay) (passing the #200 sieve) and must not contain, on average, greater than 5 percent coarse gravel or cobbles, exclusive of shell material (retained by the #4 sieve).

2. Beach nourishment must be started after November 30 and be completed before April 1. During the April 1 through November 30 period, no construction equipment or pipes will be stored on the beach.

3. If the beach nourishment project will be conducted during the period from February 1 through March 31, daily early morning surveys for sea turtle nests must be conducted from February 1 through March 31 or until completion of the project (whichever is earliest), and eggs must be relocated per the following requirements.

3a. Nesting surveys and egg relocations will only be conducted by personnel with prior experience and training in nesting survey and egg relocation procedures. Surveyors must have a valid FWC marine turtle permit. Nesting surveys must be conducted daily between sunrise and 9 a.m. Surveys must be performed in such a manner so as to ensure that construction activity does not occur in any location prior to completion of the necessary sea turtle protection measures.

3b. Only those nests that may be affected by construction activities will be relocated. Nests requiring relocation must be moved no later than 9 a.m. the morning following deposition to a nearby self-release beach site in a secure setting where artificial lighting will not interfere with hatchling orientation. Nest relocations in association with construction activities must cease when construction activities no longer threaten nests. Nests deposited within areas where construction activities have ceased or will not occur for 65 days must be marked and left in place unless other factors threaten the success of the nest. Any nests left in the active construction zone must be clearly marked, and all mechanical equipment must avoid nests by at least 10 feet.

4. If the beach nourishment project will be conducted during the period from December 1 through December 31, daily early morning sea turtle nesting surveys must be conducted 65 days prior to project initiation and continue through November, and eggs must be relocated per the preceding requirements.

5. Immediately after completion of the beach nourishment project and prior to February 1 for 3 subsequent years, sand compaction must be monitored in the area of restoration in accordance with a protocol agreed to by the Service, the State regulatory agency, and the County. At a minimum, the protocol provided under 5a and 5b below must be followed. If required, the area must be tilled to a depth of 36 inches. All tilling activity must be completed prior to February 1. An annual summary of compaction surveys and the actions taken must be submitted to the Service. (NOTE: The requirement for compaction monitoring can be eliminated if the decision is made to till regardless of post-construction compaction levels. Also, out-year compaction monitoring and remediation are not required if placed material no longer remains on the beach.)

5a. Compaction sampling stations must be located at 500-foot intervals along the project area. One station must be at the seaward edge of the dune/bulkhead line (when material is placed in this area), and one station must be midway between the dune line and the high water line (normal wrack line).

At each station, the cone penetrometer will be pushed to a depth of 6, 12, and 18 inches three times (three replicates). Material may be removed from the hole if necessary to ensure accurate readings of successive levels of sediment. The penetrometer may need to be reset between pushes, especially if sediment layering exists. Layers of highly compact material may lay over less compact layers. Replicates will be located as close to each other as possible, without interacting with the previous hole and/or disturbed sediments. The three replicate compaction values for each depth will be averaged to produce final values for each depth at each station. Reports will include all 18 values for each transect line, and the final 6 averaged compaction values.

5b. If the average value for any depth exceeds 500 pounds per square inch (psi) for any two or more adjacent stations, then that area must be tilled prior to March 1. If values exceeding 500 psi are distributed throughout the project area but in no case do those values exist at two adjacent stations at the same depth, then consultation with the Fish and Wildlife Service will be required to determine if tilling is required. If a few values exceeding 500 psi are present randomly within the project area, tilling will not be required.

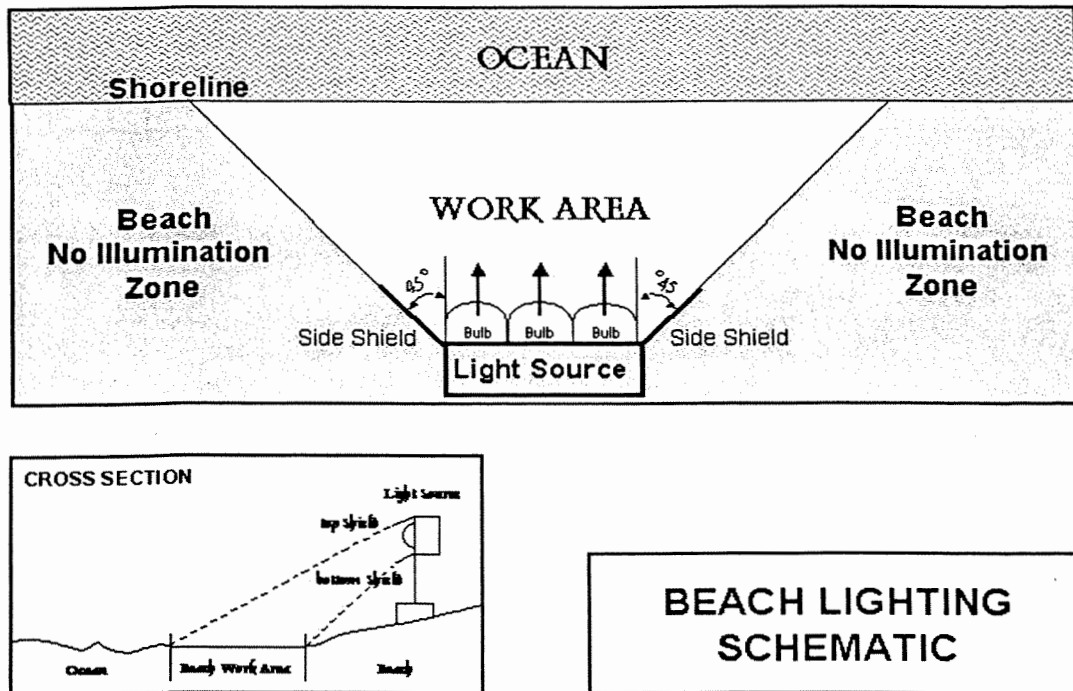
6. Visual surveys for escarpments along the project area must be made immediately after completion of the beach nourishment project and prior to February 1 for 3 subsequent years. Escarpments that interfere with sea turtle nesting or that exceed 18 inches in height for a distance of 100 feet must be leveled to the natural beach contour by February 1. If the project is completed during the early part of the sea turtle nesting and hatching season (February 1 through March 30), escarpments may be required to be leveled immediately, while protecting nests that have been relocated or left in place. The Service must be contacted immediately if subsequent reformation of escarpments that interfere with sea turtle nesting or that exceed 18 inches in height for a distance of 100 feet occurs during the nesting and hatching season to determine the appropriate action to be taken. If it is determined that escarpment leveling is required during the nesting or hatching season, the Service will provide a brief written authorization that describes methods to be used to reduce the likelihood of impacting existing nests. An annual summary of escarpment surveys and actions taken must be submitted to the Service. (NOTE: Out-year escarpment monitoring and remediation are not required if placed material no longer remains on the dry beach.)

7. The County must arrange a meeting between representatives of the contractor, the Service, the FWC, and the permitted person responsible for egg relocation at least 30 days prior to the commencement of work on this project. At least 10 days advance notice must be provided

prior to conducting this meeting. This will provide an opportunity for explanation and/or clarification of the sea turtle protection measures.

8. From February 1 through March 31 and December 1 through December 31, staging areas for construction equipment must be located off the beach to the maximum extent practicable. Nighttime storage of construction equipment not in use must be off the beach to minimize disturbance to sea turtle nesting and hatching activities. In addition, all construction pipes that are placed on the beach must be located as far landward as possible without compromising the integrity of the existing or reconstructed dune system. Temporary storage of pipes must be off the beach to the maximum extent possible. Temporary storage of pipes on the beach must be in such a manner so as to impact the least amount of nesting habitat and must likewise not compromise the integrity of the dune systems (placement of pipes perpendicular to the shoreline is recommended as the method of storage).

9. From February 1 through March 31 and December 1 through December 31, all on-beach lighting associated with the project must be limited to the immediate area of active construction only and must be the minimal lighting necessary to comply with safety requirements. Shielded low pressure sodium vapor lights are recommended to minimize illumination of the nesting beach and nearshore waters. Lighting on offshore equipment must be minimized through reduction, shielding, lowering, and appropriate placement of lights to avoid excessive illumination of the water, while meeting all U.S. Coast Guard and OSHA requirements. Shielded low pressure sodium vapor lights are highly recommended for lights on offshore equipment that cannot be eliminated.



10. A report describing the actions taken to implement the terms and conditions of this incidental take statement must be submitted to the U.S. Fish and Wildlife Service South Florida Ecological Services Office within 60 days of completion of the proposed work for each year when the activity has occurred. This report will include the dates of actual construction activities, names and qualifications of personnel involved in nest surveys and relocation activities, descriptions and locations of self-release beach sites, nest survey and relocation results, and hatching success of nests.

11. In the event a sea turtle nest is excavated during construction activities, the permitted person responsible for egg relocation for the project must be notified so the eggs can be moved to a suitable relocation site.

12. Upon locating a sea turtle adult, hatchling, or egg harmed or destroyed as a direct or indirect result of the project, notification must be made to the FWC's Division of Law Enforcement at (888)404-3922 and the Service's South Florida Ecological Services Office at (772)562-3909. Care should be taken in handling injured turtles or eggs to ensure effective

treatment or disposition, and in handling dead specimens to preserve biological materials in the best possible state for later analysis.

The Service believes that incidental take will be limited to the 2.7 miles of beach that have been identified for sand placement and channel realignment. The reasonable and prudent measures, with their implementing terms and conditions, are designed to minimize the impact of incidental take that might otherwise result from the proposed action. The Service believes that no more than the following types of incidental take will result from the proposed action: (1) destruction of all nests that may be constructed and eggs that may be deposited and missed by a nest survey and egg relocation program within the boundaries of the proposed project; (2) destruction of all nests deposited during the period when a nest survey and egg relocation program is not required to be in place within the boundaries of the proposed project; (3) reduced hatching success due to egg mortality during relocation and adverse conditions at the relocation site; (4) harassment in the form of disturbing or interfering with female turtles attempting to nest within the construction area or on adjacent beaches as a result of construction activities; (5) disorientation of hatchling turtles on beaches adjacent to the construction area as they emerge from the nest and crawl to the water as a result of project lighting; (6) behavior modification of nesting females due to escarpment formation within the project area during a nesting season, resulting in false crawls or situations where they choose marginal or unsuitable nesting areas to deposit eggs; and (7) destruction of nests from escarpment leveling within a nesting season when such leveling has been approved by the Fish and Wildlife Service. The amount or extent of incidental take for sea turtles will be considered exceeded if the project results in more than a one-time placement of sand on the 2.7 miles of beach that have been identified for sand placement. If, during the course of the action, this level of incidental take is exceeded, such incidental take represents new information requiring reinitiation of consultation and review of the reasonable and prudent measures provided. The Corps must immediately provide an explanation of the causes of the

taking and review with the Service the need for possible modification of the reasonable and prudent measures.

CONSERVATION RECOMMENDATIONS

Section 7(a)(1) of the Act directs Federal agencies to utilize their authorities to further the purposes of the Act by carrying out conservation programs for the benefit of endangered and threatened species. Conservation recommendations are discretionary agency activities to minimize or avoid adverse effects of a proposed action on listed species or critical habitat, to help implement recovery plans, or to develop information.

1. Appropriate native salt-resistant dune vegetation should be established on the restored dunes. The Florida Department of Environmental Protection, Office of Beaches and Coastal Systems, can provide technical assistance on the specifications for design and implementation.
2. Surveys for nesting success of sea turtles should be continued for a minimum of 3 years

following beach nourishment to determine whether sea turtle nesting success has been adversely impacted.

3. Educational signs should be placed where appropriate at beach access points explaining the importance of the area to sea turtles and/or the life history of sea turtle species that nest in the area.

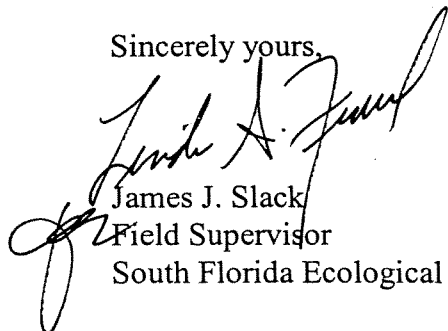
In order for the Service to be kept informed of actions minimizing or avoiding adverse effects or benefitting listed species or their habitats, the Service requests notification of the implementation of any conservation recommendations.

REINITIATION - CLOSING STATEMENT

This concludes formal consultation on the action outlined in the Corps public notice. As provided in 50 CFR §402.16, reinitiation of formal consultation is required where discretionary Federal agency involvement or control over the action has been retained (or is authorized by law) and if: (1) the amount or extent of incidental take is exceeded; (2) new information reveals effects of the agency action that may affect listed species or critical habitat in a manner or to an extent not considered in this opinion; (3) the agency action is subsequently modified in a manner that causes an effect to the listed species or critical habitat not considered in this opinion; or (4) a new species is listed or critical habitat designated that may be affected by the action. In instances where the amount or extent of incidental take is exceeded, any operations causing such take must cease pending reinitiation.

Should you have additional questions or require clarification, please contact Chuck Kelso at (772) 562-3909, extension 241.

Sincerely yours,


James J. Slack
Field Supervisor
South Florida Ecological Services Office

cc:
FWS, Jacksonville, Florida (Sandy MacPherson)
FWC, Tallahassee, Florida (Robbin Trindell)
NMFS, Protected Resources Division, St. Petersburg, Florida

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