



**UNITED STATES DEPARTMENT OF COMMERCE**

National Oceanic and Atmospheric Administration

**NATIONAL MARINE FISHERIES SERVICE**

Southeast Regional Office

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F/SER31:MA  
SER-2016-17982

**OCT 19 2017**

Jacksonville District Corps of Engineers  
Department of the Army  
9900 Southwest 107<sup>th</sup> Avenue, Suite 203  
Miami, Florida 33176

Ref.: SAJ-2015-2923 (LP-JMH), Mangrove Marine Holdings, LLC, Key Largo, Monroe County,  
Florida

Dear Sir or Madam,

The enclosed Biological Opinion (“Opinion”) was prepared by the National Marine Fisheries Service (NMFS) pursuant to Section 7(a)(2) of the Endangered Species Act (ESA). The Opinion considers the effects of a proposal by the Jacksonville District of the U.S. Army Corps of Engineers (USACE) to authorize marina re-construction under the authorities of Section 404 of the Clean Water Act and Section 10 of the Rivers and Harbors Act on the following listed species and/or critical habitat: loggerhead, Kemp’s ridley, hawksbill, and green sea turtles; smalltooth sawfish; and smalltooth sawfish critical habitat. NMFS concludes that the proposed action is not likely to adversely affect sea turtle species (loggerhead, Kemp’s ridley, hawksbill, and green) and smalltooth sawfish. NMFS determined the project is likely to adversely affect, but is not likely to destroy or adversely modify, smalltooth sawfish critical habitat.

Please direct questions regarding this Opinion to Melissa Alvarez, Consultation Biologist, by phone at (954) 262-3772, or by email at [Melissa.alvarez@noaa.gov](mailto:Melissa.alvarez@noaa.gov).

Sincerely,

Roy E. Crabtree, Ph.D.  
Regional Administrator

Enclosure:  
Biological Opinion

File: 1514-22 F.4



**Endangered Species Act - Section 7 Consultation  
Biological Opinion**

**Action Agency:** U.S. Army Corps of Engineers (USACE), Jacksonville District

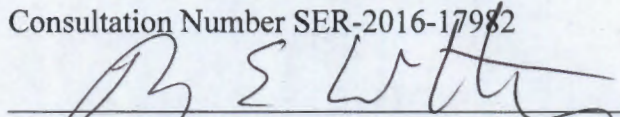
**Applicant:** Mangrove Marine Holdings, LLC., SAJ-2015-2923

**Activity:** Marina re-construction, Key Largo, Monroe County, Florida

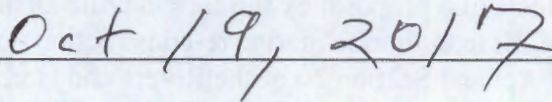
**Consulting Agency:** National Oceanic and Atmospheric Administration (NOAA),  
National Marine Fisheries Service (NMFS), Southeast Regional  
Office, Protected Resources Division, St. Petersburg, Florida

Consultation Number SER-2016-17982

**Approved by:**

  
\_\_\_\_\_  
Roy E. Crabtree, Ph.D., Regional Administrator  
NMFS, Southeast Regional Office  
St. Petersburg, Florida

**Date Issued:**

  
\_\_\_\_\_  
Oct 19, 2017

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### Acronyms and Abbreviations

CFR	Code of Federal Regulations
CHEU	Charlotte Harbor Estuary Unit
CO <sub>2</sub>	Carbon Dioxide
DPS	Distinct Population Segment
EFH	Essential Fish Habitat
ESA	Endangered Species Act
FDEP	Florida Department of Environmental Protection
FWRI	Fish and Wildlife Research Institute
GMFMC	Gulf of Mexico Fishery Management Council

IPCC	Intergovernmental Panel on Climate Change
LAA	Likely to Adversely Affect
MHWL	Mean High Water Line
MIT	Massachusetts Institute of Technology
MLLW	Mean Lower Low Water
NLAA	Not Likely to Adversely Affect
NMFS	National Marine Fisheries Service
NOAA	National Ocean and Atmospheric Association
Opinion	Biological Opinion
RPMs	Reasonable and Prudent Measures
RM	Red mangrove essential feature
TTIEU	Ten Thousand Islands/Everglades Unit
USACE	U.S. Army Corps of Engineers
USFWS	U.S. Fish and Wildlife Service
YOY	Young-of-the-year

### **Units of Measurement**

ac	acre(s)
°C	degrees Celsius
cm	centimeter(s)
°F	degrees Fahrenheit
ft	foot/feet
ft <sup>2</sup>	square feet
in	inches
km	kilometer(s)
lin ft	linear feet
m	meter(s)
mi	miles
mi <sup>2</sup>	square miles

## **1 INTRODUCTION**

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Section 7(a)(2) of the Endangered Species Act (ESA) of 1973, as amended (16 U.S.C. § 1531 et seq.), requires that each federal agency ensure that any action authorized, funded, or carried out by such agency is not likely to jeopardize the continued existence of any endangered or threatened species or result in the destruction or adverse modification of critical habitat of such species. Section 7(a)(2) requires federal agencies to consult with the appropriate Secretary on any such action. NMFS and the U.S. Fish and Wildlife Service (USFWS) share responsibilities for administering the ESA.

Consultation is required when a federal action agency determines that a proposed action “may affect” listed species or designated critical habitat. Consultation is concluded after NMFS determines that the action is not likely to adversely affect listed species or critical habitat or issues a Biological Opinion (“Opinion”) that identifies whether a proposed action is likely to jeopardize the continued existence of a listed species, or destroy or adversely modify critical habitat. The Opinion states the amount or extent of incidental take of the listed species that may

occur, develops measures (i.e., reasonable and prudent measures - RPMs) to reduce the effect of take, and recommends conservation measures to further the recovery of the species. Notably, no incidental destruction or adverse modification of designated critical habitat can be authorized, and thus there are no RPMs—only reasonable and prudent alternatives that must avoid destruction or adverse modification.

This document represents NMFS's Opinion based on our review of impacts associated with the proposed action to issue a permit within Monroe County, Florida. This Opinion analyzes the project's effects on threatened and endangered species and designated critical habitat, in accordance with Section 7 of the ESA. We based our Opinion on project information provided by USACE and other sources of information, including the published literature cited herein.

## **2 CONSULTATION HISTORY**

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NMFS received a request for formal consultation under Section 7 of the ESA from the USACE in a letter dated June 1, 2016. The USACE determined that the proposed project may affect, but is not likely to adversely affect, swimming sea turtles, smalltooth sawfish, and smalltooth sawfish critical habitat, and requested NMFS's concurrence. NMFS requested additional information on October 20, 2016, and received a response on October 21, 2016. Subsequently, the applicant submitted modifications to the project on November 22, 2016. A second request for additional information was submitted on December 9, 2016, to which you responded on January 9, 2017. A third request for additional information was submitted on January 13, 2017, to which USACE responded on January 19, 2017. More information was requested after determining that a component of the proposed action (red mangrove removal) was likely to adversely affect smalltooth sawfish critical habitat on March 17, 2017, and a response was received that day. This information resulted in the need for a formal consultation. A final request for information was requested on July 25, 2017, and a response received on August 18, 2017. The consultation was initiated on that day.

### 3 DESCRIPTION OF THE PROPOSED ACTION AND ACTION AREA

#### Proposed Action

Currently, the project site houses an existing resort and marina with 69 wet slips, rip rap revetments, and seawalls. There is a sand and rock substrate with varying water depths of 4 feet (ft) to 7 ft. A benthic survey from April 6, 2016, and also October 4, 2016, indicates that there are no corals present at the project site. According to the survey, there are non-ESA-listed seagrasses (200 square feet [ft<sup>2</sup>]) and red mangroves within the project footprint (381 linear feet [lin ft], 1008 ft<sup>2</sup>). The existing area surrounding the project area consists mainly of undeveloped mangroves and waterways. The project area borders Everglades National Park.

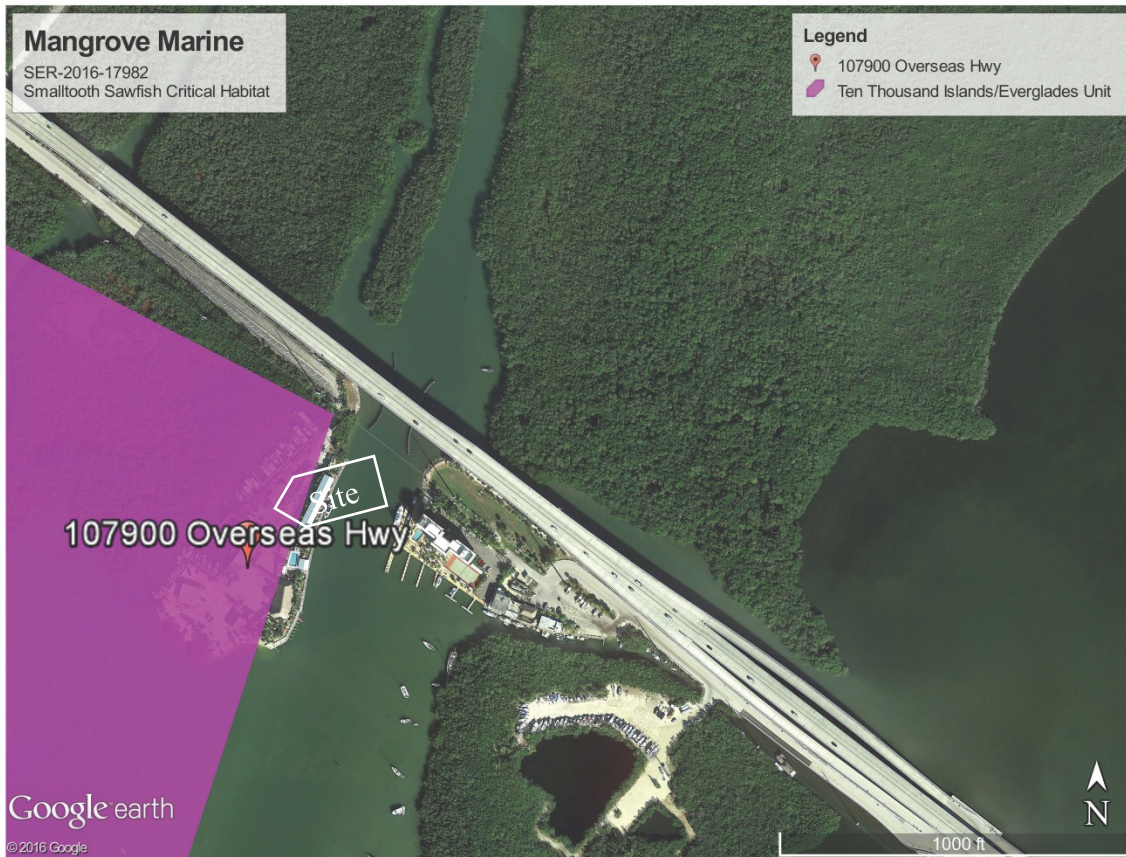


Figure 1. Image showing Mangrove Marine Holdings, LLC project location in Florida Bay in Key Largo, Monroe County, Florida indicated by white arrow. The pink polygon represents the boundary of designated smalltooth sawfish critical habitat (©2016 Google).

The applicant proposes to repair, replace and expand wood docks and decks to include the following:

- Replace 20,813 ft<sup>2</sup> of existing wood docks.
- Expand the existing wood dock area on the northern portion of the property by a total of 4,826 ft<sup>2</sup>.
- Remove 9 existing finger piers and replace them with a total of five 120-ft<sup>2</sup> (4 ft wide by 30 ft long) finger piers.

- Install a floating vessel platform that accommodates a total of 4 personal watercrafts.
- Install a 20-ft wide by 20-ft long (400-ft<sup>2</sup>) floating swimming platform anchored to the substrate with chain and 2 helical anchors.
- Stabilize the shoreline by placing riprap boulders landward of the existing seawall.
- 414 new 12-in-diameter wood piles will be installed by impact hammer in a confined space. A maximum of 10 piles will be installed per day.

Deck/dock elevation will be approximately 36 in above MHWL with over-water structures totaling 9,991 ft<sup>2</sup>. Decking will have 0.5-in spacing between boards for additional light penetration. The project will add a total of 1 new wet slip (jet ski lift) to the existing 69 and is expected to take approximately 180 days to complete, with in-water work taking a maximum of 60 days. All work will be performed during daylight hours. The applicant will use turbidity controls and comply with NMFS's *Sea Turtle and Smalltooth Sawfish Construction Conditions*, dated March 23, 2006.<sup>1</sup> The applicant has agreed to install and maintain monofilament recycling bins and smalltooth sawfish signage as according to Figure 2 below.

### **Action Area**

The project is located at 25.18342°N, -80.38892°W, North American Datum 1983, Key Largo, Monroe County, Florida. The project is located at the intersection of Blackwater Sound and Jewfish Creek, which are part of Florida Bay. The action area is the shoreline in front of the property and the areas adjacent to the property on either side. The action area is defined by regulation as “all areas to be affected directly or indirectly by the federal action and not merely the immediate area involved in the action” (50 CFR 402.02). The action area includes the areas in which construction will take place, as well as the immediately surrounding water areas that may be impacted by direct (immediate) and indirect (later in time) effects of the actions (e.g., noise from pile driving, up to 706.8 ft radius for behavioral impacts to fish).

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<sup>1</sup> NMFS. 2006. *Sea Turtle and Smalltooth Sawfish Construction Conditions* revised March 23, 2006. National Oceanic and Atmospheric Administration, National Marine Fisheries Service, Southeast Regional Office, Protected Resources Division, Saint Petersburg, Florida.  
[http://sero.nmfs.noaa.gov/protected\\_resources/section\\_7/guidance\\_docs/documents/sea\\_turtle\\_and\\_smalltooth\\_sawfish\\_construction\\_conditions\\_3-23-06.pdf](http://sero.nmfs.noaa.gov/protected_resources/section_7/guidance_docs/documents/sea_turtle_and_smalltooth_sawfish_construction_conditions_3-23-06.pdf), accessed June 2, 2017.



Figure 2 Monofilament Recycle Bins and Smalltooth Sawfish Signage Locations



#### 4 STATUS OF LISTED SPECIES AND CRITICAL HABITAT

Table 1 provides the effect determinations for ESA-listed species the USACE and/or NMFS believe may be affected by the proposed action. We would not expect leatherback sea turtles to be present at the project site due to their very specific life-history requirements which are not supported at or near the project site. Leatherback sea turtles have pelagic, deep water life history, where they forage primarily on jellyfish. In the following sections, we describe why we believe that smalltooth sawfish and sea turtles (Kemp’s ridley, green, hawksbill, and loggerhead) may be affected, but are not likely to be adversely affected, by the project.

**Table 1. Effects Determinations for Species the Action Agency or NMFS Believes May Be Affected by the Proposed Action**

Species	ESA Listing Status	Action Agency Effect Determination	NMFS Effect Determination
<b>Sea Turtles</b>			
Green (North and South Atlantic distinct population segment [DPS])	T	NLAA	NLAA
Kemp’s ridley	E	NLAA	NLAA
Leatherback	E	NLAA	NE
Loggerhead (Northwest Atlantic Ocean DPS)	T	NLAA	NLAA
Hawksbill	E	NLAA	NLAA
<b>Fish</b>			
Smalltooth sawfish (U.S. DPS)	E	NLAA	NLAA
E = endangered; T = threatened; NLAA = may affect, not likely to adversely affect; NE = No Effect			

Table 2 provides the effects determinations for designated critical habitat occurring within the action area that the USACE and NMFS believe are likely to be adversely affected by the proposed action. The proposed action area is within the boundary of smalltooth sawfish designated critical habitat (CHEU). The physical and biological features essential to the conservation of the U.S. DPS of smalltooth sawfish, which provide nursery area functions are: (1) shallow, euryhaline habitats characterized by water depths between Mean High Water (MHW) and 3 ft (0.9 meters [m]) measured at Mean Lower Low Water (MLLW); and (2) red mangroves. Because the proposed action will occur at water depths of 4 to 7 ft, there is no effect to the shallow, euryhaline essential feature of smalltooth sawfish critical habitat. In Section 4.2, we discuss why we believe only the red mangrove essential feature is likely to be adversely affected by the proposed action.

**Table 2. Effects Determinations for Designated Critical Habitat Occurring In or Near the Action Area**

Species	Unit	USACE Effect Determination	NMFS Effect Determination
Smalltooth sawfish	Ten Thousand Islands Everglades Unit (TTIEU)	NE	LAA
LAA = likely to adversely affect			

**Species Not Likely to be Adversely Affected**

NMFS believes 4 ESA-listed species of sea turtles (Kemp’s ridley, loggerhead, hawksbill, and green) and smalltooth sawfish may be injured or killed if they interact with the mechanical dredge equipment, in-water construction machinery and pile installation. However, we believe this is extremely unlikely to occur and the risk of injury from being struck is discountable due to the species’ ability to move away from the project sites and into adjacent suitable habitat, if disturbed. The applicant’s implementation of NMFS’s *Sea Turtle and Smalltooth Sawfish Construction Conditions* will further reduce the risk of injury with the requirement that all work be stopped if a sea turtle or smalltooth sawfish is seen within a 50-ft radius of the equipment. Activities will not resume until any protected species have departed the project area of its own volition.

Additionally, sea turtles and smalltooth sawfish may be impacted by temporarily not being able to use the project area for foraging and refuge habitat because of construction activities, related noise, and physical exclusion by turbidity curtains. However, we believe these effects will be insignificant given that turbidity curtains will only block potential use of the area by enclosing a small portion of the project area at any time and will be removed after construction. In addition, if sea turtles and smalltooth sawfish leave the area during construction, there is available habitat nearby. Because construction will only occur during daylight hours, these animals will be able to return to the area in the evenings. Therefore, we believe any effects on sea turtles and smalltooth sawfish from short-term displacement or exclusion from the project area will be insignificant.

Effects to listed species as a result of noise created by construction activities can physically injure animals in the affected areas or change animal behavior in the affected areas. Injurious effects can occur in 2 ways. First, immediate adverse effects can occur to listed species if a single noise event exceeds the threshold for direct physical injury. Second, effects can result from prolonged exposure to noise levels that exceed the daily cumulative exposure threshold for the animals, and these can constitute adverse effects if animals are exposed to the noise levels for sufficient periods. Behavioral effects can be adverse if such effects interfere with animals migrating, feeding, resting, or reproducing, for example. Our evaluation of effects to listed species as a result of noise created by construction activities is based on the analysis prepared in support of the Opinion for SAJ-82.<sup>2</sup> The noise analysis in this consultation evaluates effects to ESA-listed fish and sea turtles identified by NMFS as potentially affected in the table above.

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<sup>2</sup> NMFS. Biological Opinion on Regional General Permit SAJ-82 (SAJ-2007-01590), Florida Keys, Monroe County, Florida. June 10, 2014.

Based on our noise calculations, the installation of wood piles by impact hammer will not cause single-strike or peak-pressure injury to sea turtles or ESA-listed fish. The cumulative sound exposure level (cSEL) of multiple pile strikes over the course of a day may cause injury to ESA-listed fishes and sea turtles at a radius of up to 30 ft (9 m). Due to the mobility of sea turtles and ESA-listed fish species, we expect them to move away from noise disturbances. Because we anticipate the animal will move away, we believe that an animal's suffering physical injury from noise is extremely unlikely to occur. Even in the unlikely event an animal does not vacate the daily cumulative injurious impact zone, the radius of that area is smaller than the 50-ft radius that will be visually monitored for listed species. Construction personnel will cease construction activities if an animal is sighted per NMFS's *Sea Turtle and Smalltooth Sawfish Construction Conditions*. Thus, we believe the likelihood of any injurious cSEL effects is discountable. An animal's movement away from the injurious impact zone is a behavioral response, with the same effects discussed below.

Based on our noise calculations, impact hammer pile installation could also cause behavioral effects at radii of 152.3 ft (46.4 m) for sea turtles and 706.8 ft (215.4 m) for ESA-listed fishes. Due to the mobility of sea turtles and ESA-listed fish species, we expect them to move away from noise disturbances. Because there is similar habitat nearby, we believe behavioral effects will be insignificant. If an individual chooses to remain within the behavioral response zone, it could be exposed to behavioral noise impacts during pile installation. Since installation will occur only during the day, these species will be able to resume normal activities during quiet periods between pile installations and at night. Therefore, we anticipate any behavioral effects will be insignificant.

The project will result in mangrove losses due to dock construction over the mangroves (1,008 ft<sup>2</sup>). Red mangroves serve as foraging and sheltering habitat for juvenile smalltooth sawfish. The loss of mangrove areas lessens the overall available habitat for the species. This can result in direct adverse effects to smalltooth sawfish. The projects propose impacts to mangroves associated with dock construction, including the trimming of mangrove branches and partial shading of mangroves by building docks above them with 1/2-in board spacing. This could affect the underwater sheltering and foraging habitat for juvenile smalltooth sawfish. We believe this loss will have an insignificant effect on smalltooth sawfish given the availability of extensive similar mangrove habitat on nearby shorelines (Figure 1) and the minimization measures taken by the applicant. Impacts to both essential features of critical habitat (i.e., red mangroves and shallow-water habitat) may affect reproduction of this species and will be discussed further in Section 6 on the effects to smalltooth sawfish critical habitat.

The project will also result in non-ESA-listed seagrass loss due shading impacts from the installation of overwater structures (200 ft<sup>2</sup>) and habitat loss from impacts due to pile driving (8 ft<sup>2</sup>). Seagrass that may serve as foraging habitat for adult green sea turtles may be impacted by the construction. The dock portion of the project has been sited so that the project avoids the seagrass areas as much as possible (Figure 3), and the decking has included space between the boards for additional light penetration to reduce the shading effect. We believe that any effects to green sea turtles from the potential impacts to seagrass habitat will be insignificant given the minimization measures taken by the applicant and the availability of ample seagrass habitat adjacent to the project area.

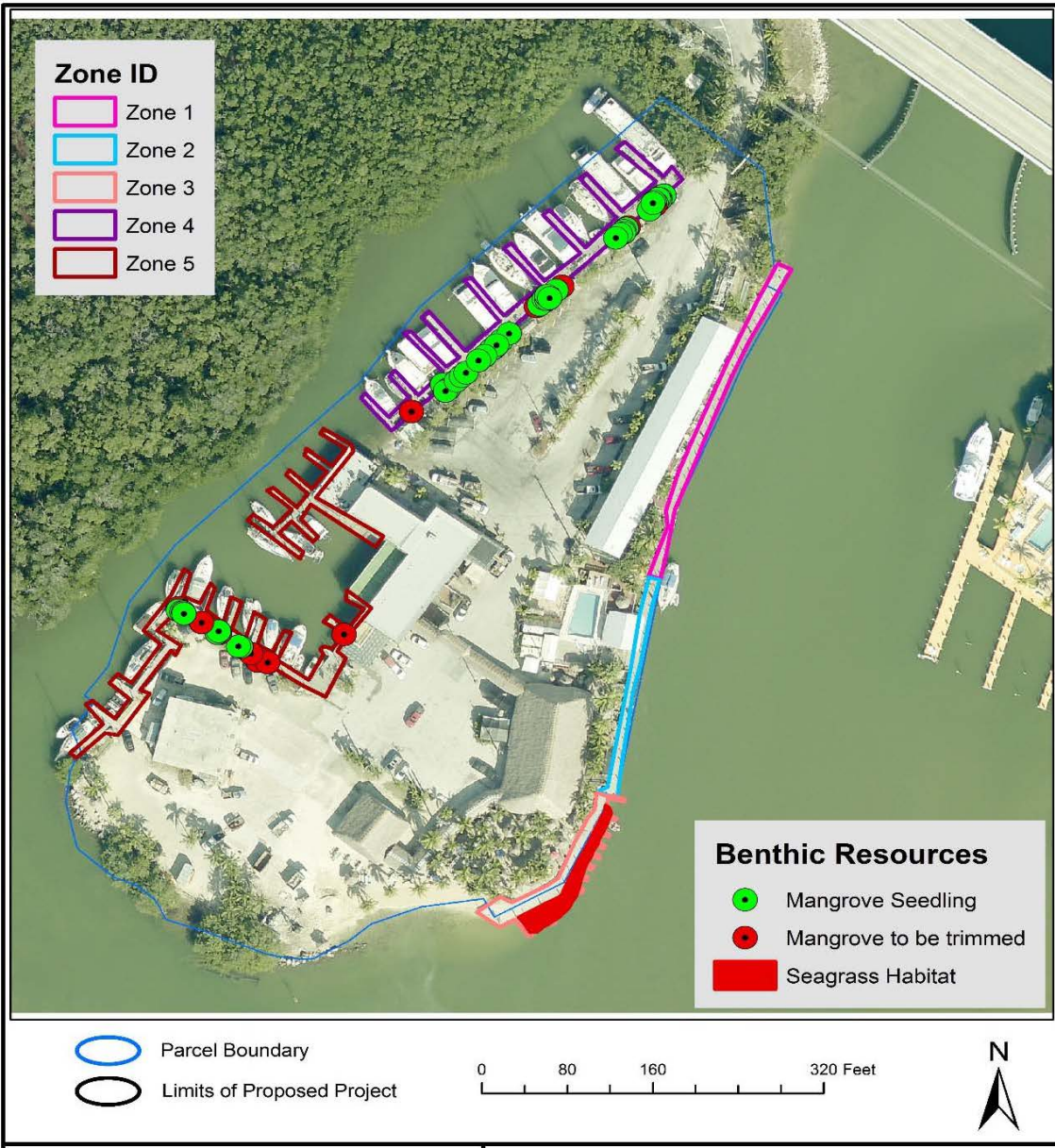


Figure 3 Benthic resources map with the area of seagrass habitat and shoreline mangroves indicated. (Figure taken from Benthic Resource Assessment provided by the Applicant)

### Potential Routes of Effect Likely to Adversely Affect Critical Habitat

We believe the proposed action is likely to adversely affect smalltooth sawfish designated critical habitat due to the permanent removal of 381 lin ft (1,008 ft<sup>2</sup>) of the red mangrove shoreline essential feature. Typically, USACE reports project effects to red mangroves in both linear feet (denoting the amount of shoreline) and square feet (denoting the magnitude of the area); however, we use linear feet when calculating and tracking losses to the red mangrove essential feature of critical habitat. Therefore, in the analyses below, losses to red mangroves will be reported in linear feet only.

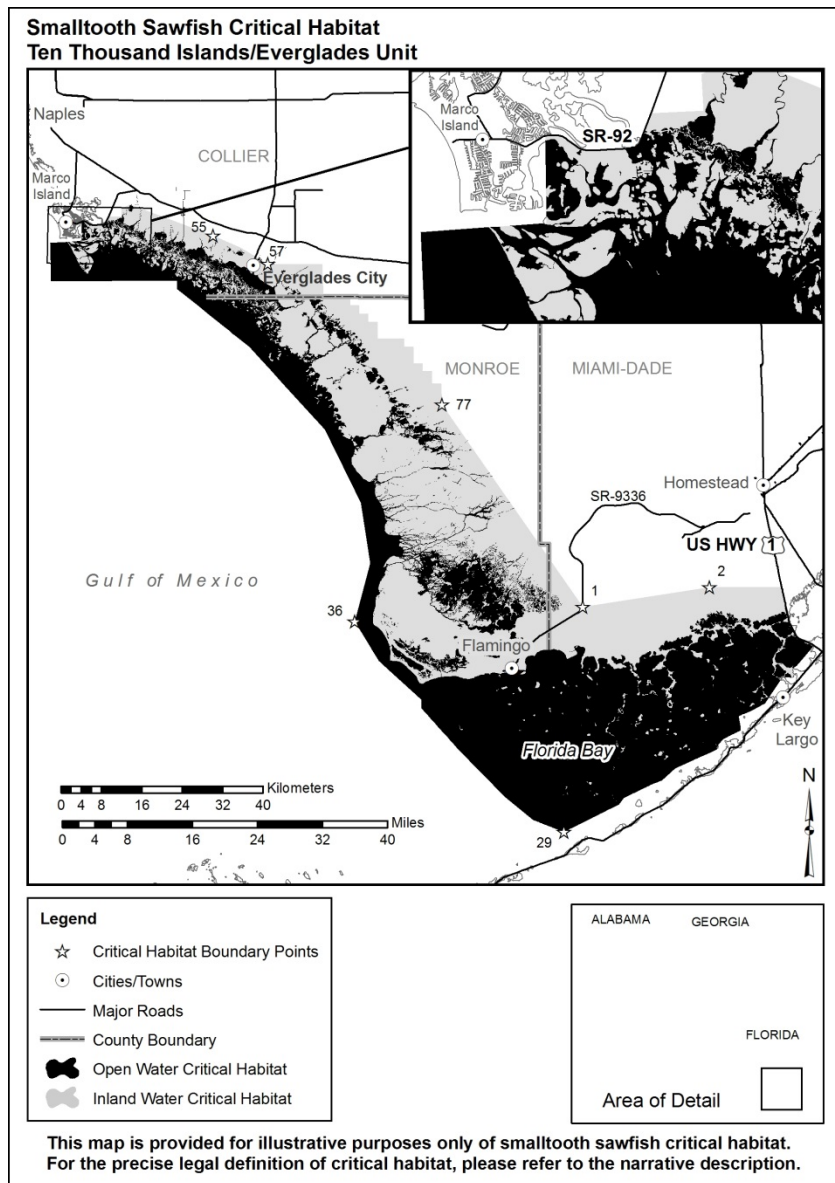
## **Status of Critical Habitat Likely to be Adversely Affected**

### *Smalltooth Sawfish Critical Habitat*

The U.S. Distinct Population Segment (DPS) of smalltooth sawfish was listed as endangered on April 1, 2003; however, at that time, NMFS was unable to determine critical habitat. After funding additional studies necessary for the identification of specific habitats and environmental features important for the conservation of the species, establishing a smalltooth sawfish recovery team, and reviewing the best scientific data available, NMFS issued a Final Rule (74 Federal Register [FR] 45353; see also 50 CFR § 226.218) to designate critical habitat for the U.S. DPS of smalltooth sawfish on September 2, 2009. The critical habitat consists of 2 units located along the southwestern coast of Florida: the Charlotte Harbor Estuary Unit (CHEU), which is comprised of approximately 221,459 acres (ac) (346 square miles [mi<sup>2</sup>]) of coastal habitat, and the Ten Thousand Islands/Everglades Unit (TTIEU), which is comprised of approximately 619,013 ac (967 mi<sup>2</sup>) of coastal habitat.

### *Critical Habitat Unit Affected by this Action*

This consultation focuses on activities that could occur in the TTIEU. The TTIEU is located within Collier, Monroe, and Miami-Dade Counties (Figure 4). The unit includes the waters of Everglades National Park, Florida Bay, Everglades City, Cape Romano-Ten Thousand Islands Aquatic Preserve, and the portion of Rookery Bay Aquatic Preserve south of state road 92. There are few man-made developments within the unit as the vast majority is federally protected. Developed regions include the areas of Goodland, Everglades City, Plantation, Chokoloskee, and Flamingo. The unit receives freshwater from a number of creeks and rivers found along the coast, including those associated with the Shark River Slough which originates in and drains central Florida. The TTIEU is a relatively shallow nearshore environment with a diversity of habitats including submerged aquatic vegetation, oyster bars, mud banks, beaches, and mangrove communities. The TTIEU unit boundaries are defined in detail in the final rule (74 FR 45353; see also 50 CFR § 226.218).



**Figure 4 Map of smalltooth sawfish critical habitat – Ten Thousand Islands Unit (TTIEU)**

*Essential Features of Critical Habitat*

The recovery plan developed for the smalltooth sawfish, which represents NMFS’s best judgment about the objectives and actions necessary for the species’ recovery, identified a need to increase the number of juvenile smalltooth sawfish developing into adulthood by protecting or restoring nursery habitat (NMFS 2009). NMFS determined that without sufficient habitat, the population was unlikely to increase to a level associated with low extinction risk and de-listing. Therefore, NMFS identified 2 habitat features essential for the conservation of this species: (1) red mangroves, and (2) shallow, euryhaline habitats (shallow, euryhaline habitats) characterized by water depths between the mean high water line (MHWL) and -3 ft (-0.9 m) measured at mean lower low water (MLLW) (Final Rule, 74 FR 45353). These essential features of critical habitat provide juveniles refuge from predation and forage opportunities within their nursery habitat.

One or both of these essential features must be present in an action area for it to function as critical habitat for smalltooth sawfish.

#### *Habitat Use*

Juvenile smalltooth sawfish, identified as those up to 3 years of age or approximately 8 ft (2.4 meters [m]) in length (Simpfendorfer et al. 2008), inhabit the shallow waters of estuaries and can be found in sheltered bays, dredged canals, along banks and sandbars, and in rivers (NMFS 2000). Juvenile smalltooth sawfish occur in euryhaline waters (i.e., waters with a wide range of salinities) and are often closely associated with muddy or sandy substrates, and shorelines containing red mangroves (Simpfendorfer 2001; 2003). The structural complexity of red mangrove prop roots creates a unique habitat used by a variety of fish, invertebrates, and birds. Juvenile smalltooth sawfish, particularly young-of-the-year (YOY) (measuring less than 39.4 inches (in) [100 centimeters (cm)] in length), use these areas as both refuge from predators and forage grounds, taking advantage of the large number of fish and invertebrates found there.

Tracking data from the Caloosahatchee River in Florida indicate very shallow depths and specific salinity ranges are important abiotic factors influencing juvenile smalltooth sawfish movement patterns, habitat use, and distribution (Simpfendorfer et al. 2011). An acoustic tagging study in a developed region of Charlotte Harbor, Florida, identified the importance of mangroves in close proximity to shallow-water habitat for juvenile smalltooth sawfish, stating that juveniles generally occur in shallow water within 328 ft (100 m) of mangrove shorelines (Simpfendorfer et al. 2010). Juvenile smalltooth sawfish spend the majority of their time in waters shallower than 13 ft (4 m) deep (Simpfendorfer et al. 2010) and are seldom found deeper than 32 ft (10 m) (Poulakis and Seitz 2004). Simpfendorfer et al. (2010) also indicated the following developmental differences in habitat use: the smallest YOY juveniles generally used water shallower than 1.6 ft (0.5 m), had small home ranges, and exhibited high levels of site fidelity. Although small juveniles exhibit high levels of site fidelity for specific nursery habitats for periods of time lasting up to 3 months (Wiley and Simpfendorfer 2007), they undergo small movements coinciding with changing tidal stages. These movements often involve moving from shallow sandbars at low tide and among red mangrove prop roots at higher tides (Simpfendorfer et al. 2010), behavior likely to reduce the risk of predation (Simpfendorfer 2006). As juveniles increase in size, they begin to expand their home ranges (Simpfendorfer et al. 2010; Simpfendorfer et al. 2011), eventually moving to more offshore habitats where they likely feed on larger prey and eventually reach sexual maturity.

Researchers have identified several areas within the Charlotte Harbor Estuary that are disproportionately more important to juvenile smalltooth sawfish, based on intra- or inter-annual capture rates during random sampling events within the estuary (Poulakis 2012; Poulakis et al. 2011). The areas, which were termed “hotspots,” correspond with areas where public encounters are most frequently reported. Use of these hotspots can be variable within and among years based on the amount and timing of freshwater inflow. Smalltooth sawfish use hotspots further upriver during drought (i.e., high salinity) conditions and areas closer to the mouth of the Caloosahatchee River during times of high freshwater inflow (Poulakis et al. 2011). At this time, researchers are unsure what specific biotic (e.g., presence or absence of predators and prey) or abiotic factors (e.g., salinity) influence this habitat selection. Still, they believe a variety of conditions in addition to salinity, such as temperature, dissolved oxygen, water depth, shoreline

vegetation, and food availability, may influence smalltooth sawfish habitat selection (Poulakis et al. 2011).

#### *Status and Threats to Critical Habitat*

Modification and loss of smalltooth sawfish critical habitat is an ongoing threat contributing to the current status of the species. Activities such as agricultural and urban development, commercial activities, dredge-and-fill operations, boating, erosion, and diversions of freshwater runoff contribute to these losses (SAFMC 1998). Large areas of coastal habitat were modified or lost between the mid-1970s and mid-1980s within the United States (Dahl and Johnson 1991; USFWS 1999). Since then, rates of loss have decreased even though habitat loss continues. Between 1998 and 2004, approximately 2,450 ac (3.8 mi<sup>2</sup>) of intertidal wetlands consisting of mangroves or other estuarine shrubs were lost along the Atlantic and Gulf coasts of the United States (Stedman and Dahl 2008). In another study, Orlando et al. (1994) analyzed 18 major southeastern estuaries and recorded over 703 mi (1,131 kilometers [km]) of navigation channels and 9,844 mi (15,842 km) of shoreline with modifications. Additionally, changes to the natural freshwater flows into estuarine and marine waters through construction of canals and other water-control devices have altered the temperature, salinity, and nutrient regimes, reduced both wetlands and submerged aquatic vegetation coverage, and degraded vast areas of coastal habitat utilized by smalltooth sawfish (Gilmore 1995; Quigley and Flannery 2002; Reddering 1988; Whitfield and Bruton 1989). Juvenile sawfish and their critical habitat are particularly vulnerable to these kinds of habitat losses or alterations due to the juveniles' affinity for (and developmental need of) shallow, estuarine systems. Although many forms of habitat modification are currently regulated, some permitted direct and/or indirect damage to habitat from increased urbanization still occurs and is expected to continue in the future.

In Florida, coastal development often involves the removal of mangroves, the armoring of shorelines through seawall construction, and the dredging of canals. This is especially apparent in master plan communities such as Cape Coral and Punta Gorda which are located within the Charlotte Harbor Estuary. These communities were created through dredge-and-fill projects to increase the amount of waterfront property available for development, but in doing so, developers removed the majority of red mangrove habitat from the area. The canals created by these communities require periodic dredging for boat access, further affecting the shallow, euryhaline essential feature of critical habitat. Development continues along the shorelines of Charlotte Harbor in the form of docks, boat ramps, shoreline armoring, utility projects, and navigation channel dredging.

To protect critical habitat, federal agencies must ensure that their activities are not likely to result in the destruction or adverse modification of the physical and biological features that are essential to the conservation of sawfish, or the species' ability to access and use these features (ESA Section 7(a)(2); see also 50 CFR 424.12(b) (discussing essential features)). Therefore, proposed actions that may impact critical habitat require an analysis of potential impacts to each essential feature. As mentioned previously, there are 2 essential features of smalltooth sawfish critical habitat: (1) red mangroves; and (2) shallow, euryhaline habitats characterized by water depths between the MHWL and -3 ft (-0.9 m) measured at MLLW. The USACE oversee the permitting process for residential and commercial marine development in the CHEU. The Florida Department of Environmental Protection (FDEP) and their designated authorities also



regulate mangrove removal in Florida. All red mangrove removal permit requests within smalltooth sawfish critical habitat necessitate ESA Section 7 consultation. NMFS Protected Resources Division tracks the loss of these essential features of smalltooth sawfish critical habitat.

### *Threats to Critical Habitat*

#### Dock and Boat Ramp Construction

The USACE recommends that applicants construct docks in accordance with the NMFS-USACE *Dock Construction Guidelines in Florida for Docks or Other Minor Structures Constructed in or over Submerged Aquatic Vegetation (SAV), Marsh, or Mangrove Habitat* (“Dock Construction Guidelines”) when possible. The current dock construction guidelines allow for some amount of mangrove removal; however, it is typically restricted to either (1) trimming to facilitate a dock, or (2) complete removal up to the width of the dock extending toward open water, which the guidelines define as a width of 4 ft.

Installation or replacement of boat ramps is often part of larger projects such as marinas, bridge approaches, and causeways where natural and previously created deepwater habitat access channels already exist. Boat ramps can result in the permanent loss of both the red mangrove and the shallow, euryhaline habitat features of critical habitat for smalltooth sawfish.

#### Marina Construction

Marinas have the potential to adversely affect aquatic habitats. Marinas are typically designed to be deeper than 3 ft MLLW to accommodate vessel traffic; therefore, most existing marinas lacking essential features are unlikely to function as critical habitat for smalltooth sawfish. The expansion of existing marinas and creation of new marinas can result in the permanent loss of large areas of this nursery habitat.

#### Bulkhead and Seawall Construction

Bulkheads and other shoreline stabilization structures are used to protect adjacent shorelines from wave and current action and to enhance water access. These projects may adversely impact critical habitat for smalltooth sawfish by removal of the essential features through direct filling and dredging to construct vertical or riprap seawalls. Generally, vegetation plantings, sloping riprap, or gabions are environmentally-preferred shoreline stabilization methods instead of vertical seawalls because they provide better quality fish and wildlife habitat. Nevertheless, placement of riprap material removes more of the shallow euryhaline essential feature than a vertical seawall. Also, many seawalls built along unconsolidated shorelines require the removal of red mangroves to accommodate the seawalls.

#### Cable, Pipeline, and Transmission Line Construction

While not as common as other activities, excavation of submerged lands is sometimes required for installing cables, pipelines, and transmission lines. Construction may also require temporary or permanent filling of submerged habitats. Open-cut trenching and installation of aerial transmission line footers are activities that have the ability to temporarily or permanently impact critical habitat for smalltooth sawfish.

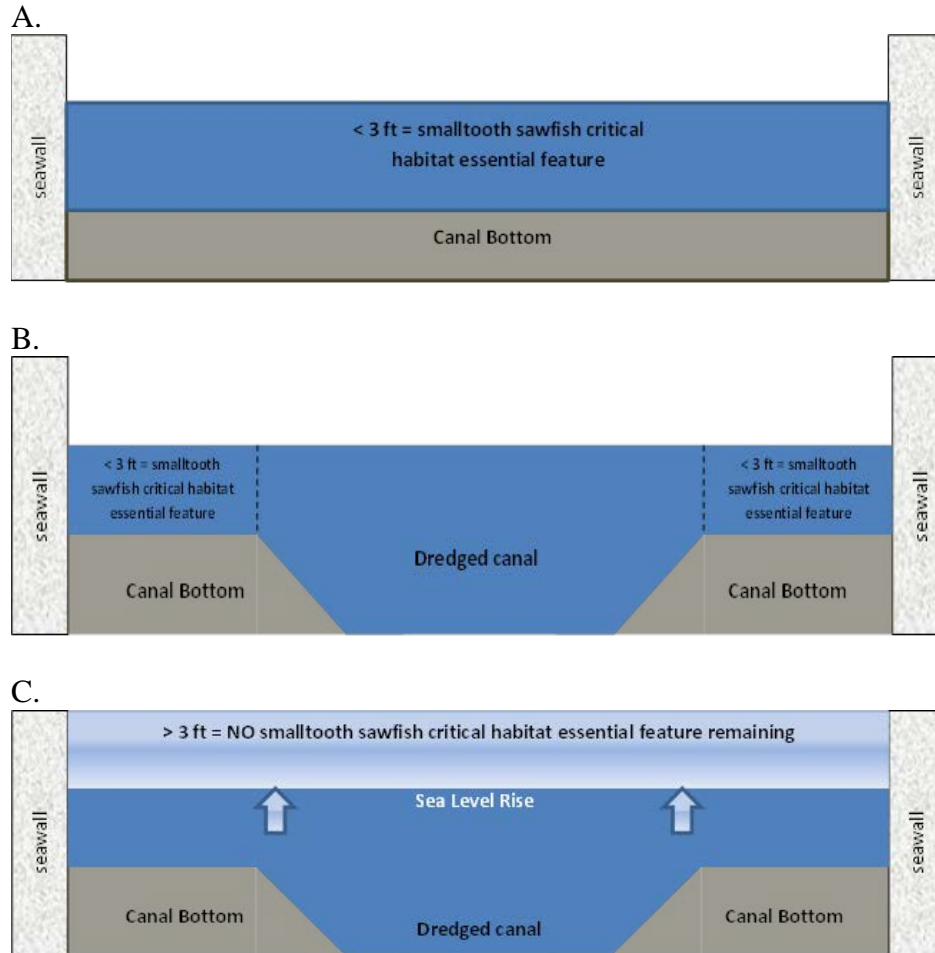
### Transportation Infrastructure Construction

Potential adverse effects from federal transportation projects in smalltooth sawfish critical habitat (CHEU) include operations of the Federal Highway Administration, USACE, and the Federal Emergency Management Agency. Construction of road improvement projects typically follow the existing alignments and expand to compensate for the increase in public use.

Transportation projects may impact critical habitat for smalltooth sawfish through installation of bridge footers, fenders, piles, and abutment armoring, or through removal of existing bridge materials by blasting or mechanical efforts.

### Dredging

Riverine, nearshore, and offshore areas are dredged for navigation, construction of infrastructure, and marine mining. An analysis of 18 major southeastern estuaries conducted in 1993-1994 demonstrated that over 7,000 kilometers of navigation channels have already been dredged (Orlando et al. 1994). Habitat effects of dredging include the loss of submerged habitats by disposal of excavated materials, turbidity and siltation effects, contaminant release, alteration of hydrodynamic regimes, and fragmentation of physical habitats (GMFMC 1998; GMFMC 2005; SAFMC 1998). In the CHEU, dredging to maintain canals and channels constructed prior to the critical habitat designation, limits the amount of available shallow, euryhaline essential feature to the edges of waterways and these dredging activities can disturb juveniles that are using these areas. At the time of critical habitat designation, many previously dredged channels and canals existed within the boundaries of the critical habitat units; however, we are unsure which of those contained the shallow-water essential feature at that time. It is likely that many of these channels and canals were originally dredged deeper than -3 ft MLLW, but they have since shoaled in and now contain the essential feature of shallow, euryhaline habitat. Therefore, maintenance dredging impacts are counted as a loss to this essential feature, even though the areas may or may not have contained the essential feature at time of designation (see Figure 5 Diagrams A and B).



**Figure 5** Diagram A depicts a cross section of a historically dredged channel/canal within the boundaries of the critical habitat units that has not been maintained. Diagram B depicts the typical cross section of a maintenance dredged channel/canal. Diagram C

Construction, Operations and Maintenance of Impoundments and Other Water Level Controls

Federal agencies such as the USACE have historically been involved in large water control projects in Florida. Agencies sometimes propose impounding rivers and tributaries for such purposes as flood control, salt water intrusion prevention, or creation of industrial, municipal, and agricultural water supplies. Projects to repair or replace water control structures may affect smalltooth sawfish critical habitat by limiting sufficient freshwater discharge which could alter the salinity of estuaries. The ability of an estuary to function as a nursery depends upon the quantity, timing, and input location of freshwater inflows (Garmestani and Percival 2005; Norton et al. 2012; USEPA 1994). Estuarine ecosystems are vulnerable to the following man-made disturbances: (1) decreases in seasonal inflow caused by the removal of freshwater upstream for agricultural, industrial, and domestic purposes; (2) contamination by industrial and sewage discharges; (3) agricultural runoff carrying pesticides, herbicides, and other toxic pollutants; and (4) eutrophication (e.g., influx of nutrients such as nitrates and phosphates most often from fertilizer runoff and sewage) caused by excessive nutrient inputs from a variety of nonpoint and point sources. Additionally, rivers and their tributaries are susceptible to natural disturbances, such as floods and droughts, whose effects can be exacerbated by these man-made disturbances.

As stated above, smalltooth sawfish show an affinity for a particular salinity range, moving downriver during wetter months and upriver during drier months to remain within that range (Simpfendorfer et al. 2011). Therefore, water management decisions that affect salinity regimes may impact the functionality of critical habitat. This may result in smalltooth sawfish following specific salinity gradients into less advantageous habitats (e.g., areas with less shallow-water or red mangrove habitat). Furthermore, large changes in water flow over short durations would likely escalate movement patterns for smalltooth sawfish, thereby increasing predation risk and energy output. Researchers are currently looking into the effects of large-scale freshwater discharges on smalltooth sawfish and their designated critical habitat. The most vulnerable portion of the juvenile sawfish population to water-management outfall projects appears to be smalltooth sawfish in their first year of life. Newborn smalltooth sawfish remain in smaller areas irrespective of salinity, which potentially exposes them to greater osmotic stress (a sudden change in the solute concentration around a cell, causing a rapid change in the movement of water across its cell membrane), and impacts the nursery functions of sawfish critical habitat (Poulakis et al. 2013; Simpfendorfer et al. 2011).

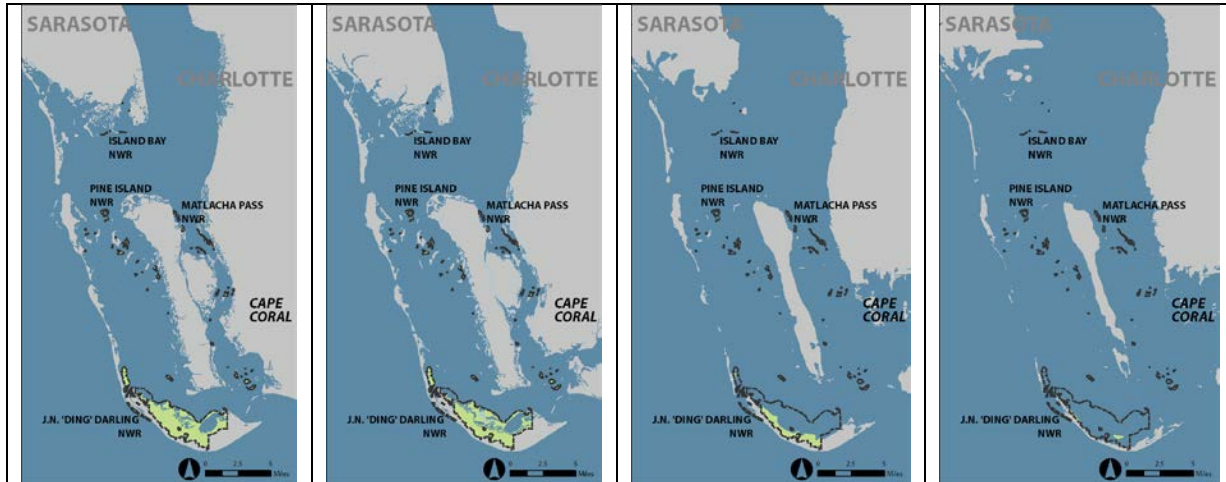
### Climate Change Threats

The Intergovernmental Panel on Climate Change (IPCC) has stated that global climate change is unequivocal and its impacts to coastal resources may be significant (IPCC 2007). There is a large and growing body of literature on past, present, and future impacts of global climate change induced by human activities (i.e., global warming mostly driven by the burning of fossil fuels). The latest report by the IPCC (2013) is more explicit, stating that, “science now shows with 95% certainty that human activity is the dominant cause of observed warming since the mid-twentieth century.” Some of the anticipated outcomes are sea level rise, increased frequency of severe weather events, and changes in air and water temperatures. NOAA’s climate change web portal provides information on the climate-related variability and changes that are exacerbated by human activities (<http://www.climate.gov/#understandingClimate>). The EPA’s climate change webpage also provides basic background information on these and other measured or anticipated effects (<http://www.epa.gov/climatechange/index.html>).

Though the impacts on smalltooth sawfish cannot, for the most part, be predicted with any degree of certainty, we can project some effects to sawfish critical habitat. We know that both essential features (red mangroves and shallow, euryhaline waters less than 3 ft deep at MLLW) will be impacted by climate change. Sea level rise is expected to exceed 3.3 ft (1 m) globally by 2100, according to the most recent publications, exceeding the estimates of the Fourth Assessment of the IPCC (Meehl et al. 2007; Pfeffer et al. 2008; Rahmstorf et al. 2009). Mean sea level rise projections have increased since the Fourth Assessment because of the improved physical understanding of the components of sea level, the improved agreement of process-based models with observations, and the inclusion of ice-sheet dynamical changes (IPCC 2013). A 1-m sea level rise in the state of Florida is within the range of recent estimates by 2080 (Pfeffer et al. 2008; Rahmstorf et al. 2009).

Sea level increases would affect the shallow-water essential feature of smalltooth sawfish critical habitat within the CHEU. A 2010 climate change study by the Massachusetts Institute of Technology (MIT) forecasted sea level rise in a study area with significant overlap with the CHEU (Vargas-Moreno and Flaxman 2010). The study investigated possible trajectories of

future transformation in Florida's Greater Everglades landscape relative to 4 main drivers: climate change, shifts in planning approaches and regulations, population change, and variations in financial resources. MIT used (IPCC 2007) sea level modeling data to forecast a range of sea level rise trajectories from low, to moderate, to high predictions (Figure 6). The effects of sea level rise on available shallow-water habitat for smalltooth sawfish would be exacerbated in areas where there is shoreline armoring (e.g., seawalls). This is especially true in canals where the centerlines are maintenance-dredged deeper than 3 ft (0.9 m) for boat accessibility. In these areas, the areas that currently contain the essential feature depth (less than 3 ft at MLLW) will be reduced along the edges of the canals as sea level rises (see previous Figure 5, Diagram C).



**Figure 6** From left to right: current shoreline, + 3.5 in (+ 9 cm); + 18.5 in (+ 47 cm); and + 38.97 in (+ 99 cm) sea level rise by 2060.

Along the Gulf Coast of Florida, and south Florida in particular, rises in sea level will impact mangrove resources. As sea levels rise, mangroves will be forced landward in order to remain at a preferred water inundation level and sediment surface elevation, which is necessary for successful growth. This retreat landward will not keep pace with conservative projected rates of elevation in sea level (Gilman et al. 2008). This forced landward progression poses the greatest threat to mangroves in areas where there is limited or no room for landward or lateral migration (Semeniuk 1994). Such is the case in areas of the CHEU where landward mangrove growth is restricted by shoreline armoring and coastal development. This man-made barrier will prohibit mangroves from moving landward and will result in the loss of the mangrove essential feature.

Other threats to mangroves result from climate change: fluctuations in precipitation amounts and distribution, seawater temperature, carbon dioxide (CO<sub>2</sub>) levels, and damage to mangroves from increasingly severe storms and hurricanes (McLeod and Salm 2006). A 25% increase in precipitation globally is predicted by 2050 (McLeod and Salm 2006), but the specific geographic distribution will vary, leading to increases and decreases in precipitation at the regional level. Changes in precipitation patterns caused by climate change may adversely affect the growth of mangroves and their distribution (Field 1995; Snedaker 1995). Decreases in precipitation will increase salinity and inhibit mangrove productivity, growth, seedling survival, and spatial coverage (Burchett et al. 1984). Decreases in precipitation may also change mangrove species composition, favoring more salt-tolerant types (Ellison 2010). Increases in precipitation may benefit some species of mangroves, increasing spatial coverage and allowing them to out-

compete other salt marsh vegetation (Harty 2004). Even so, potential mangrove expansion requires suitable habitat for mangroves to increase their range, which depends to a great extent on patterns and intensity of coastal development (i.e., bulkhead and seawall construction).

Seawater temperature changes will have potential adverse effects on mangroves as well. Many species of mangroves show an optimal shoot density in sediment temperatures between 59°-77°F (15°-25°C) (Hutchings and Saenger 1987). Yet, at temperatures between 77°-95°F (25°-35°C), many species begin to show a decline in leaf structure and root and leaf formation rates (Saenger and Moverley 1985). Temperatures above 95°F lead to adverse effects on root structure and survivability of seedlings (UNESCO 1992) and temperatures above 100.4°F (38°C) lead to a cessation of photosynthesis and mangrove mortality (Andrews et al. 1984). Although impossible to forecast precisely, sea surface ocean temperatures are predicted to increase 1.8°-3.6°F (1°-2°C) by 2060 (Chapter 11 (IPCC 2013)), which will in turn impact underlying sediment temperatures along the coast. If mangroves shift pole-ward in response to temperature increases, they will at some point be limited by temperatures at the lower end of their optimal range and available recruitment area. This is especially true when considering already armored shorelines in residential communities such as those within and surrounding the CHEU of critical habitat for smalltooth sawfish.

As atmospheric CO<sub>2</sub> levels increase, mostly resulting from man-made causes (e.g., burning of fossil fuels), the world's oceans will absorb much of this CO<sub>2</sub>, causing potential increases in photosynthesis and mangrove growth rates. This increase in growth rate, however, would be limited by lower salinities expected from CO<sub>2</sub> absorption in the oceans (Ball et al. 1997), and by the availability of undeveloped coastline for mangroves to expand their range. A secondary effect of increased CO<sub>2</sub> concentrations in the oceans is the deleterious effect on coral reefs' ability to absorb calcium carbonate (Hoegh-Guldberg et al. 2007), and subsequent reef erosion. Eroded reefs may not be able to buffer mangrove habitats from waves, especially during storm/hurricane events, causing additional physical effects.

Finally, the anticipated increase in the severity of storms and hurricanes may also impact mangroves. Tropical storms are expected to increase in intensity and/or frequency, which will directly impact existing mangroves that are already adversely impacted by increased seawater temperatures, CO<sub>2</sub>, and changes in precipitation (Cahoon et al. 2003; Trenberth 2005). The combination of all of these factors may lead to reduced mangrove height (Ning et al. 2003). Further, intense storms could result in more severe storm surges and lead to potential changes in mangrove community composition, mortality, and recruitment (Gilman et al. 2006). Increased storms surges and flooding events could also affect mangroves' ability to photosynthesize (Gilman et al. 2006) and the oxygen concentrations in the mangrove lenticels (Ellison 2010).

## **5 ENVIRONMENTAL BASELINE**

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This section describes the effects of past and ongoing human and natural factors contributing to the current status of the affected smalltooth sawfish critical habitat in the action area. The environmental baseline describes the critical habitat's health based on information available at the time of this consultation.

By regulation (50 CFR 402.02), environmental baselines for Biological Opinions include the past and present impacts of all state, federal, or private actions and other human activities in, or having effects in, the action area. We identify the anticipated impacts of all proposed federal projects in the specific action area of the consultation at issue that have already undergone formal or early Section 7 consultation (as defined in 50 CFR 402.11), as well as the impact of state or private actions, or the impacts of natural phenomena, which are concurrent with the consultation in process (50 CFR 402.02).

Focusing on the impacts of the activities in the action area specifically allows us to assess the prior experience and state (or condition) of the critical habitat. We can focus on areas of designated critical habitat that occur in an action area that may be exposed to effects from the action under consultation. This is important because in some areas, critical habitat features will commonly exhibit, or be more susceptible to, adverse responses to stressors than they would be in other areas. These localized stress responses or stressed baseline conditions may increase the severity of the adverse effects expected from the proposed action.

### **Status of Critical Habitat within the Action Area**

The project is located at the intersection of Blackwater Sound and Jewfish Creek, which are part of Florida Bay. Currently, the site houses an existing resort and marina with 69 wet slips, rip rap revetments and seawalls. There is a sand and rock substrate with varying water depths of 4 ft to 7 ft. A benthic survey from April 6, 2016, and also October 4, 2016, indicates that there are no corals present at the project site. According to the survey, there are non-ESA-listed seagrasses (200-ft<sup>2</sup>) and red mangroves within the project footprint (381 lin ft or 1008 ft<sup>2</sup>). The project site is surrounded by extensive mangrove stands in an undeveloped area of Everglades National Park and a portion of the project is within the TTIEU for smalltooth sawfish critical habitat (Figure 1).

### **Factors Affecting Critical Habitat within the Action Area**

#### *Federal Actions*

We have consulted on only a few USACE construction projects in the TTIEU since the effective date of critical habitat designation (i.e., October 2, 2009). No other federally permitted projects are known to have occurred within the action area, as per a review of the NMFS PRD's completed consultation database by the consulting biologist on October 5, 2017.

#### *USACE Authorized Marine Construction Permitting*

The USACE issues permits under the Clean Water Act and Rivers and Harbors Act for coastal in-water marine construction, including actions to consolidate shoreline abutting residential properties for new home construction. Consolidation of shoreline usually involves shoreline armoring, such as seawall and riprap revetment, which often necessitates the removal of mangroves and disturbance of submerged aquatic vegetation (e.g., seagrasses that are covered by riprap). In the action area, state and county ordinances often require shoreline armoring before building on vacant lots is allowed. Although individual shoreline armoring projects may be small in scale, cumulatively, these required armoring projects could have a potentially large effect on smalltooth sawfish critical habitat. This is particularly true given the limited options available under the ordinances for shoreline armoring. For example, alternatives to vertical seawalls such as living shorelines are not currently an option for the required pre-construction shoreline armoring.

### *State or Private Actions*

Examples of nonfederal activities that may adversely affect designated critical habitat for smalltooth sawfish in the action area include impacts from residential shoreline stabilization activities that do not require federal permits or otherwise have a federal nexus (i.e., seawall, riprap). The direct and indirect impacts from some of these activities are difficult to quantify but may include loss or degradation of red mangroves or shallow, euryhaline habitat from unauthorized mangrove trimming, shoreline stabilization, or in-water construction. NMFS does not have any knowledge of state or private actions occurring in or near to the action area that would not also require a federal permit; the likelihood of a project occurring in or near to the action area that does not require a federal permit for in-water construction work is very small. Where possible, conservation actions in ESA Section 10 permits, ESA Section 6 cooperative agreements, and state permitting programs are being implemented or investigated to monitor or study impacts from these sources.

### *Other Potential Sources of Impacts to the Environmental Baseline*

Stochastic events, such as hurricanes, are common throughout the range of smalltooth sawfish, especially in the current core of its range (i.e., south and southwest Florida). These events are by nature unpredictable, and their effect on the recovery of the species and on critical habitat is unknown; however, they have the potential to impede recovery directly if animals die as a result of them, or indirectly if critical habitat is damaged as a result of these disturbances. In 2005, Hurricane Charley likely damaged habitat, including mangroves, and around the action area.

### *Conservation and Recovery Actions Shaping the Environmental Baseline*

Federal Essential Fish Habitat (EFH) consultation requirements pursuant to the Magnuson-Stevens Fishery Conservation and Management Act minimize and mitigate for losses of wetland and preserve valuable foraging and developmental habitat that is used by juvenile smalltooth sawfish, including areas that has been designated as smalltooth sawfish critical habitat. NMFS has designated mangrove and estuarine habitats as EFH as recommended by the Gulf of Mexico Fishery Management Council (GMFMC). Both essential features (shallow, euryhaline water less than 3 ft MLLW and red mangroves) are critical components of areas designated as EFH and receive a basic level of protection under the Magnuson-Stevens Act to the extent that the Act requires minimization of impacts to EFH resources.

## **6 EFFECTS OF THE ACTION ON CRITICAL HABITAT**

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### **Shallow, Euryhaline Essential Feature Impacts**

As discussed above, the proposed action will have no effect on the shallow, euryhaline essential feature of smalltooth sawfish critical habitat, which is characterized by water depths between MHW and 3 ft (0.9 m) measured at MLLW.

### **Red Mangrove Essential Feature Impacts**

The proposed action will result in a permanent loss of approximately 381 lin ft of the red mangrove essential feature as potential forage, shelter, and/or nursery area for juvenile smalltooth sawfish. Using remote sensing data acquired from the Florida Fish and Wildlife Conservation Commission (FWC) Fish and Wildlife Research Institute (FWRI), we were able to compile information relating to the total area of this essential feature within smalltooth sawfish critical habitat. Based on that information, we estimated that the total amount of red mangrove shoreline in the TTIEU at the effective date of species listing (May 1, 2003) was approximately



15,834,720 lin ft (2,999 mi). While the available red mangrove essential feature in the TTIEU will be diminished, the proposed action is not severing or preventing juvenile smalltooth sawfish access to alternate habitat with this essential feature in the surrounding area. Still, some ecological function provided to juvenile smalltooth sawfish in terms of the red mangrove essential feature will be lost.

## **7 CUMULATIVE EFFECTS**

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Cumulative effects include the effects of future state, tribal, or local private actions that are reasonably certain to occur in the action area considered in this 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 ESA (50 CFR 402.02).

Many threats to smalltooth sawfish critical habitat are expected to be exacerbated by the effects of global climate change (see Threats to Critical Habitat section). Potential increases in sea level may impact the availability of nursery habitat, particularly shallow euryhaline and red mangrove lined, low-lying coastal habitats (IPCC 2014; Wanless et al. 2005). Red mangroves could be negatively affected by increased temperatures, salinities, and acidification of coastal waters (Snedaker 1995), Wanless et al. 2005 (Scavia et al. 2002), as well as increased runoff and erosion due to the expected increase in extreme storm events (IPCC 2014; Wanless et al. 2005). These alterations of the marine environment due to global climate change could ultimately affect the distribution, physiology, and growth rates of red mangroves, potentially eliminating them from particular areas. The magnitude of these effects on smalltooth sawfish critical habitat are difficult to predict, yet the cyclical loss of habitat from extreme storm events combined with sea level rise may result in a decrease in areal coverage of red mangrove essential feature of smalltooth sawfish critical habitat (Norton et al. 2012; Scavia et al. 2002). However, this proposed action is of such a small scale, scope, and limited time frame that is not very likely to contribute to, or be affected cumulatively by climate change.

Smalltooth sawfish habitat has been degraded or modified throughout the southeastern United States, including areas designated as critical habitat, from agriculture, urban development, commercial activities, channel dredging, boating activities, and the diversion of freshwater runoff.

No future actions with effects beyond those already described are reasonably certain to occur in the action area. The waterways within the TTIEU will likely continue to experience the same types of actions described in the status of critical habitat in Section 3. These threats include shoreline armoring (e.g., seawall installation and associated red mangrove removal), canal dredging, and dock construction. A large portion of TTIEU is within the Everglades National Park and therefore these portions will experience less of these threats.

## **8 INTEGRATION AND SYNTHESIS**

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### **Critical Habitat Destruction/Adverse Modification Analysis**

NMFS's regulations define *Destruction or adverse modification* to mean "a direct or indirect alteration that appreciably diminishes the value of critical habitat for the conservation of a listed species. Such alterations may include, but are not limited to, those that alter the physical or biological features essential to the conservation of a species or that preclude or significantly delay development of such features" (50 CFR § 402.02). Other alterations that may destroy or adversely modify critical habitat may include impacts to the area itself, such as those that would impede access to or use of the essential features. We intend the phrase "significantly delay" in development of essential features to encompass a delay that interrupts the likely natural trajectory of the development of physical and biological features in the designated critical habitat to support the species' recovery. NMFS will generally conclude that a Federal action is likely to "destroy or adversely modify" designated critical habitat if the action results in an alteration of the quantity or quality of the essential physical or biological features of designated critical habitat, or that precludes or significantly delays the capacity of that habitat to develop those features over time, and if the effect of the alteration is to appreciably diminish the value of critical habitat for the conservation of the species.

This analysis takes into account the geographic and temporal scope of the proposed action, recognizing that "functionality" of critical habitat necessarily means that it must now and must continue in the future to support the conservation of the species and progress toward recovery. The analysis must take into account any changes in amount, distribution, or characteristics of the critical habitat that will be required over time to support the successful recovery of the species. Destruction or adverse modification does not depend strictly on the size or proportion of the area adversely affected, but rather on the role the action area and the affected critical habitat serves with regard to the function of the overall critical habitat designation, and how that role is affected by the action.

The smalltooth sawfish recovery plan identifies 3 recovery objectives to help facilitate recruitment of juveniles into the recovering adult population (NMFS 2009). Recovery Objective #1 is to minimize human interactions and associated injury and mortality; this objective is not relevant to critical habitat. Recovery Objective #2 is to protect and/or restore smalltooth sawfish habitats. Recovery Objective #3 is to ensure smalltooth sawfish abundance increases substantially and the species reoccupies areas from which it had previously been extirpated. Our analysis evaluates whether the anticipated impacts to critical habitat associated with the proposed action would interfere with Recovery Objectives #2 and #3, and ultimately, the conservation objective behind the designated critical habitat—that is, facilitation of juvenile recruitment into a recovering adult population.

TTIEU

### **Protect and Restore Smalltooth Sawfish Habitat (Recovery Objective #2)**

In establishing Recovery Objective #2, we recognized that recovery and conservation of smalltooth sawfish depends on the availability and quality of nursery habitats. Historically, juvenile sawfish were documented in mangrove and non-mangrove habitat in the southeastern United States. Due to the protections provided by the Ten Thousand Islands National Wildlife Refuge, Everglades National Park, and the Florida Keys National Marine Sanctuary, much of the

historic juvenile smalltooth sawfish habitat in southwest Florida has remained high-quality juvenile habitat. Recovery Regions G, H, and I in southwest Florida extend from the Manatee River on the west coast of Florida south through Everglades National Park and the Florida Keys to Caesar Creek on the southeast coast of Florida. The TTIEU is in Recovery Regions H. Much of the TTIEU is protected by the Everglades National Park (See Section 5 “Environmental Baseline”).

The recovery plan states that for the three recovery regions with remaining high-quality habitats (i.e., Recovery Regions G, H, and I), juvenile habitats “must be maintained over the long term at or above 95% of the acreage available at the time of listing” (NMFS, 2009). To ensure that a proposed action will not impede Recovery Objective #2, we determine whether the critical habitat unit will be able to maintain 95% of its designated critical habitat after taking into account project impacts in the context of the status of the critical habitat, the environmental baseline, and cumulative effects. While the TTIEU is only a part of the larger Recovery Region H, the 95% protection threshold applies across not just Recovery Region H, but also Recovery Regions G and I, we believe it is appropriate to consider whether 95% of each of the essential features of critical habitat in the TTIEU is maintained. The 95% threshold seeks to protect nursery areas and the TTIEU contains the only documented nursery areas within Recovery Region H. Functioning critical habitat contains either one or both of the essential features (i.e., shallow, euryhaline habitat and red mangroves), and these essential feature were selected based on their role in facilitating recruitment of juvenile animals into the adult population. Therefore, below we estimate the percent impact the proposed action will have on the red mangrove essential feature of critical habitat within the CHEU.

#### *Red Mangrove Essential Feature Impacts*

Remote sensing data from FWRI indicated that approximately 15,834,720 lin ft of red mangrove shoreline (abbreviated RM throughout this section) was available in the TTIEU at the effective date of species listing (i.e., May 1, 2003) (Table 3 Line 1). As described above, we must determine whether project impacts will interfere with long-term maintenance of juvenile habitat at or above 95% of the linear feet of habitat available at the time of listing; however, as described above, loss of critical habitat was not formally monitored until the effective date of critical habitat designation (i.e., October 2, 2009). Therefore, we must estimate habitat loss that occurred during the period between the effective date of species listing and the effective date of critical habitat designation (i.e., May 1, 2003 – October 2, 2009).

To do this, we use our 84 month dataset of completed Section 7 consultations (October 3, 2009 – September 30, 2016), including programmatics, to generate a rate of loss that can then be used to back-calculate the loss of RM between the effective date of species listing and the effective date of critical habitat designation. We rely on this dataset because using approximately 7 years of information helps avoid over- or under-estimating the rate of habitat loss due to any potential inter-annual variability associated with economic growth and contraction that may have occurred in that time. During this time, 1,900 lin ft of RM in the TTIEU was lost due to federal agency actions.

Based on these losses, we estimated a monthly loss rate of RM using the following equation:

*Monthly loss rate of RM (TTIEU) = RM loss via Section 7 Consultations ÷ 84 months*  
*Monthly loss rate of RM (TTIEU) = 1,900.00 lin ft ÷ 84 months*  
*Monthly loss rate of RM (TTIEU) = 22.62 lin ft per month*

Assuming the same monthly loss rates, we back-calculate the loss of RM in the 77 months between the effective date of species listing and the effective date of critical habitat designation (i.e., May 1, 2003 – October 2, 2009) in the CHEU using the following equation:

*RM lost prior to critical habitat designation (TTIEU)*  
*= Monthly loss rate of RM × 77 months*  
*RM loss prior to critical habitat designation (TTIEU)*  
*= 22.62 lin ft per month × 77 months*  
*RM loss prior to critical habitat designation (TTIEU) = 1,741.74 lin (Table 3, Line 2)*

Using this information, we calculate the RM currently available in the TTIEU using the following equation:

*RM currently available (TTIEU)*  
*= RM at time of species listing*  
*– (RM loss prior to critical habitat designation*  
*+ RM loss since critical habitat designation)*  
*RM currently available (TTIEU)*  
*= 15,834,720 lin ft – (1,741.74 lin ft + 1,900.00 lin ft)*  
*RM currently available (TTIEU) = 15,831,078.26 lin ft (Table 3, Line 4)*

We calculate the amount of RM that must be maintained in the TTIEU using the following equation:

*RM that must be maintained = Total RM at time of critical habitat designation × 95%*  
*RM that must be maintained = 15,834,720 lin ft × 0.95*  
*RM that must be maintained = 15,042,984 lin ft (Table 3 Line 5)*

The proposed action would result in the loss of 381 lin ft of RM TTIEU (Table 3 Line 6). Using the above results, we estimated the impact of the proposed project in addition to the RM lost in TTIEU since the species was listed using the following equation:

*% RM lost since species listing (TTIEU)*  
*= [(RM loss due to this project*  
*+ RM lost prior to critical habitat designation*  
*+ RM lost since critical habitat designation)*  
*÷ Total RM at time of species listing] × 100*  
*% RM lost since species listing*  
*= [(381 lin ft + 1,741.74 lin ft + 1,900.00 lin ft) ÷ 15,834,720 lin ft]*  
*× 100*  
*% RM lost since species listing = (4,022.74 lin ft ÷ 15,834,720 lin ft) × 100*

% RM lost since species listing = 0.03% (Table 3, Line 7)

**Table 3 Summary of Impacts to the Red Mangrove Essential Feature**

Red Mangrove Shoreline in the TTIEU		Linear Feet
1.	Available at the time of species listing	15,834,720
2.	Losses prior to critical habitat designation	1,741.74
3.	Losses since critical habitat designation	1,900.00
4.	Available as of September 30, 2017	15,831,078.26
5.	Linear feet that must be maintained per Recovery Plan	15,042,984 (95% of 15,834,720)
6.	Affected by the proposed action	381
7.	Affected since species listing (including the proposed action)	4,022.74 (0.03% of 5,512,320)
8.	Remaining (including the proposed action)	15,830,697.26 (99.97% of 5,512,320)

*Summary of Impacts to the Essential Features*

A very small percentage of the essential features of smalltooth sawfish designated critical habitat have been affected by in-water construction since the effective date of species listing. Including losses from this project, 99.97% of the RM essential feature (Table 3, Line 8) available at the time of species listing remains in the TTIEU. Thus, the loss of essential features associated with the proposed action, in combination with losses since we listed the species, does not provide any impediment to effectively protecting 95% of juvenile habitat in the CHEU available at the effective date of species listing, and therefore will not be an impediment to Recovery Objective #2.

**Ensure Smalltooth Sawfish Abundance Increases (Recovery Objective #3)**

In establishing Recovery Objective #3, we recognized that it was important that sufficient numbers of juvenile sawfish inhabit several nursery areas across a diverse geographic area to ensure survivorship and growth and to protect against the negative effects of stochastic events within parts of their range. To meet this objective, Recovery Region H (i.e., TTIEU) must support sufficiently large numbers of juvenile sawfish to ensure that the species is viable in the long-term and can maintain genetic diversity. For this region, the recovery objective requires that the relative abundance of small juvenile sawfish (< 200 cm) either increases at an average annual rate of at least 5% over a 27-year period, or juvenile abundance is at greater than 80% of the carrying capacity of the recovery region.

Assessing the effect of the proposed action on small juvenile smalltooth sawfish abundance is made difficult by the state of available data. Since the designation of critical habitat and the release of the recovery plan in 2009, ongoing studies have been in place to monitor the US DPS of smalltooth sawfish. Since species listing, NOAA Fisheries SEFSC Panama City Laboratory has focused studies on newborn and small juveniles in the TTIEU. Florida State University is

also conducting a study on large juvenile and adults in the TTIEU, which is supported primarily under funding provided by NMFS through the Section 6 Species Recovery Grants Program. The intent of these studies is to determine the abundance, distribution, habitat use, and movement of smalltooth sawfish. Available data from the Recovery Region H (i.e., TTIEU) indicate that adult smalltooth sawfish are reproducing within this recovery region and that the juvenile population trend is at least stable and possibly increasing—though variability is high (Carlson et al. 2007)(Carlson and Osborne 2012). Therefore, we do not believe the loss of habitat associated with this project, in combination with the losses to date, will impede the 5% annual growth objective for the juvenile population within Recovery Region H.

## **9 CONCLUSION**

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After reviewing the current status of smalltooth sawfish critical habitat, the environmental baseline, and the cumulative effects, it is our Opinion that the loss of 381 lin ft (1008 ft<sup>2</sup>) of red mangrove essential feature from the dock expansion will not appreciably diminish the value of the critical habitat for the conservation of smalltooth sawfish, despite permanent adverse effects. Given the nature of the project and the information provided above, we conclude that the action, as proposed, is likely to adversely affect, but is not likely to destroy or adversely modify, smalltooth sawfish critical habitat.

## **10 INCIDENTAL TAKE STATEMENT**

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NMFS does not anticipate that the proposed action will incidentally take any species and no take is authorized. Nonetheless, any takes of smalltooth sawfish or sea turtles shall be immediately reported to [takereport.nmfsser@noaa.gov](mailto:takereport.nmfsser@noaa.gov). Refer to the present Biological Opinion by title, issuance date, NMFS PCTS identifier number (SER-2016-17982), and USACE permit number (SAJ-2015-02923). At that time, consultation must be reinitiated.

## **11 CONSERVATION RECOMMENDATIONS**

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Section 7(a)(1) of the ESA directs federal agencies to utilize their authority to further the purposes of the ESA by carrying out conservation programs for the benefit of endangered and threatened species. Conservation recommendations identified in Biological Opinions can assist action agencies in implementing their responsibilities under Section 7(a)(1). Conservation recommendations are discretionary activities designed 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. The following conservation recommendations are discretionary measures that NMFS believes are consistent with this obligation and therefore should be carried out by the federal action agency:

1. Continue public outreach and education on smalltooth sawfish and smalltooth sawfish critical habitat, in an effort to minimize interactions, injury, and mortality.
2. Provide funding to conduct directed research on smalltooth sawfish that will help further our understanding about the species (e.g., implement a relative abundance monitoring program which will help define how spatial and temporal variability in the physical and

biological environment influence smalltooth sawfish) in an effort to predict long-term changes in smalltooth sawfish distribution, abundance, extent, and timing of movements.

3. Fund surveys of detailed bathymetry and mangrove coverage within smalltooth sawfish critical habitat. Lee County and the USACE recently funded such surveys within the Cape Coral municipality. Data is needed from other municipalities within the CHEU to establish a more accurate baseline assessment of both critical habitat features (red mangroves and shallow-water areas).
4. Fund and support restoration efforts that rehabilitate and create shallow, euryhaline and mangrove fringe habitats within the range of smalltooth sawfish.

To stay abreast of actions minimizing or avoiding adverse effects or benefitting listed species or their habitats, we request notification of the implementation of any conservation recommendations.

## **12 REINITIATION OF CONSULTATION**

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This concludes NMFS's formal consultation on the proposed action. As provided in 50 CFR 402.16, reinitiation of formal consultation is required where discretionary federal action 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 on listed species or designated 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 on 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.

## **13 LITERATURE CITED**

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