

Attachment 5

Project Section 106 Coordination Chronology

Subapplication FMA-PJ-04-FL-2010-002: City of St. Augustine Seawall Mitigation
St. Augustine, St. Johns County, FL

Project Section 106 Coordination Chronology
September 27, 2010

SUMMARY

The Avenida Menendez Seawall is located in the St. Augustine Town Plan Historic District, which encompasses the site of the oldest continuously occupied European and African-American settlement in the United States. Part of Ponce de León's 1513 claim to La Florida, St. Augustine was the site of a Spanish military base established in 1565 by Don Pedro Menéndez de Avilés. The St. Augustine Town Plan Historic District, also known as the St. Augustine Historic District, is listed in the National Register of Historic Places (NRHP). Portions of the St. Augustine Town Plan Historic District are also a National Historic Landmark (NHL); however, the National Park Service (NPS), which governs the listing and protection of NHLs, cannot provide definitive boundaries for the St. Augustine NHL (draft document dated May 14, 2009, in an e-mail from Lexi Lord of the NPS NHL office to URS on September 13, 2010). Therefore, the proximity of the St. Augustine NHL to the proposed project is unclear.

As part of the coordination with the State Historic Preservation Office (SHPO), a Section 106 report was completed by Historian Cecile-Marie Sastre, Ph.D., for the City of St. Augustine in January 2005. The report by the City Archaeologist presents the results of limited (two trenches) archaeological testing on the seaward face of the current seawall. The testing did identify "pavers," or a toe to the seawall, and the report recommends that this feature be avoided during construction of the new seawall by moving it 12 feet from the existing wall. The report recommends that "additional archaeological investigations be carried out along the historic seawall in conjunction with construction activities, especially after a coffer dam system has been constructed. This system will enable archaeological investigations to occur without impediment by daily tidal fluctuations. Work is especially recommended for those locations adjacent to known historic docks." In the Section 106 report, Sastre writes that "the abovementioned recommendation for additional archaeological investigations...may delay the construction of the new seawall, [thereby] adding to its cost. With proper planning, archaeological monitoring can be done with minimal delays or added expense. Monitoring, however, should be carried out to ensure the protection of the historic wall and its foundation."

In letters of May 17, 2004 (addressed to Mr. Russell Price of the Florida Department of Environmental Protection [DEP]) and September 2, 2004 (addressed to Mr. Mark Evans of USACE Jacksonville), the SHPO presented its opinion that "the old seawall along Avenida Menendez appears to meet the criteria for listing in the [NRHP]" and "The nature and/or location of the new seawall construction is such that it will have an adverse effect on the historic characteristics of the old Avenida Menendez Seawall, that

may qualify it for listing in the [NHRP].” After subsequent discussions between the City of St. Augustine, Steven Schropp, Ph.D., of Taylor Engineering, and the SHPO, in a letter dated March 9, 2005, to Mark Evans with USACE Jacksonville, the SHPO wrote that the proposed project would have no adverse effect on the Avenida Menendez Seawall. The SHPO recommended that City Archaeologist, Carl Halbirt, be on site to monitor the construction activities. The next day, in an unsigned letter dated March 10, 2005, from the SHPO to Ms. Sastre, the SHPO provided the same recommendation regarding archaeological monitoring as in the March 9, 2005, letter; however, it revised or clarified its opinion by stating that “the proposed project will have no adverse effect on the archaeological resources associated with the Avenida Menendez Seawall project.” In addition, the letter stated that design plans for the landscaping and streetscape were required in order for the SHPO to complete its review of the proposed project. Mr. Halbirt and Dr. Schropp were copied on the March 10, 2005, letter.

According to the subapplication materials, the last correspondence received by the SHPO was on October 25, 2006. Addressed to Mr. Timothy Ish with Taylor Engineering, the letter referred to the proposed seawall project and the related project funded through the U.S. Department of Housing and Urban Development (HUD). The SHPO stated that the last coordination they had was with the City of St. Augustine in April 2005. The SHPO again requested design plans for the landscaping and streetscape to find “ways to minimize and/or mitigate the adverse effects of the overall project” and to complete its review of the project.

Multiple agencies and consultants have been coordinating with the SHPO, hence the discrepancies and multiple response letters. Since the USACE permit was issued in 2005, the proposed plans were revised. The subapplication attachments included final design plans dated January 14, 2009.

In March 2005, USACE Jacksonville issued a permit for the proposed new seawall. USACE Jacksonville received correspondence on March 9, 2005, and the subapplicant received correspondence on March 10, 2005, stating that it was the opinion of the SHPO that the proposed action would have no adverse effect on archaeological resources associated with the project, but that the SHPO was requesting design plans for landscaping and streetscape in order to complete its review of the project.

CHRONOLOGY

- **2003, December 8**

In a letter from the Florida State Historic Preservation Office (SHPO) to the City of St. Augustine Department of Community Affairs (City), dated December 8, 2003, SHPO acknowledged meeting with representatives of the City in September 2002 and discussing the proposed seawall project. The letter focused on an agreement between SHPO and the City to treat the existing seawall as a historic property that was in jeopardy. The letter also indicated that the two parties would continue to

discuss approaches for protecting the existing seawall while also providing flood protection.

- **2004, May 17**

In a letter from the SHPO to the Florida DEP, dated May 17, 2004, the SHPO stated that “it was the opinion of [its] office that the old seawall along Avenida Menendez appears to meet the criteria for listing in the [National Register of Historic Places]” and that “The nature and/or location of the new seawall construction is such that it will have an adverse effect on the historic characteristics of the old...seawall, which may qualify it for listing...”

- **2004, September 13**

In a letter from the SHPO to the U.S. Army Corps of Engineers Jacksonville District (USACE Jacksonville), dated September 13, 2004, the SHPO stated that “it was the opinion of [its] office that the old seawall along Avenida Menendez appears to meet the criteria for listing...” and that “[t]he nature and/or location of the new seawall construction is such that it will have an adverse effect on the historic characteristics of the old...seawall, which may qualify it for listing...” The SHPO also pointed out that “[s]ince the SHPO has determined that the undertaking will have an adverse effect on historic properties, procedures related to Section 800.6 (Resolution of Adverse Effects) must be followed.”

- **2005, February 1**

The DEP originally issued an Environmental Resource Permit on February 1, 2005, with an expiration date of February 1, 2010.

- **2005, March 3**

A Florida Historic Structure Form, prepared by Taylor Engineering and dated March 3, 2005, recommends that the seawall be considered a potential contributing resource to a National Register District (presumed to be the St. Augustine Town Plan Historic District). The form appears to have an approval (it is marked, “Yes”) from the SHPO staff, which is dated December 19, 2003. The reason for the discrepancy between the dates is not known.

- **2005, March 9**

The SHPO, in a letter dated March 9, 2005, to Mark Evans with USACE Jacksonville wrote that the proposed project would have no adverse effect on the Avenida Menendez Seawall. The SHPO recommended that City Archaeologist, Carl Halbirt, be on site to monitor the construction activities.

- **2005, March 10**

On March 10, 2005, in a letter from the SHPO to the City, the SHPO provided the same recommendation regarding archaeological monitoring as in the March 9, 2005, letter; however it revised or clarified its opinion by stating that “the proposed

project will have no adverse effect on the archaeological resources associated with the Avenida Menendez Seawall project.” In addition, the letter stated that design plans for the landscaping and streetscape were required in order for the SHPO to complete its review of the proposed project.

- **2005, March**

The U.S. Army Corps of Engineers Jacksonville District (USACE Jacksonville) completed an Environmental Assessment (EA) for the proposed seawall and issued a permit to the City of St. Augustine in March 2005 for construction of the seawall project, including a promenade and landscaping and other improvements along Avenida Menendez.

- **2005, April 7**

On April 7, 2005, in a letter from the SHPO to Mr. Fred Fox regarding a HUD Community Development Block Grant (CDBG) application for proposed sidewalks and pedestrian malls and relocation of utilities, the SHPO stated that the old seawall “appears to meet the criteria for listing...the proposed undertakings are such that they could have an adverse effect on the historic characteristics of the old Avenida Menendez Seawall.” They also note that “This office is currently coordinating with the City...on finding ways to minimize and/or mitigate the adverse effect.” The SHPO requested the design plans for the landscaping and streetscape for the proposed project.

- **2005, September-October**

A series of public meetings was held in the City during September and October 2005 to collect local concerns. The records of these meetings indicate that there were questions raised regarding the height of the new seawall and its distance from the existing seawall. There were some questions raised or comments made about the changes in the viewshed along the Avenida Menendez Seawall. In addition, City representatives determined that the project should be reviewed by the City’s Historic Architectural Review Board (HARB).

- **2006, February-March**

On February 16, 2006, HARB held a public hearing related to the proposed seawall project and on March 3, 2006, HARB issued an approval for the project, with conditions.

- **2006, October 25**

On October 25, 2006, the SHPO sent a letter to Taylor Engineering (the City’s consultant) that referred to the proposed seawall project and the related project funded through HUD. The SHPO stated that the last coordination they had was with the City in April 2005. The SHPO again requested design plans for the landscaping and streetscape to find “ways to minimize and/or mitigate the adverse effects of the overall project” and to complete its review of the project.

- **2009, February 3**

In a letter from USACE Jacksonville to the City of St. Augustine, dated February 3, 2009, USACE Jacksonville granted an extension of the expiration date of the permit to March 24, 2012, to allow for the acquisition of funding.

- **2010, June 2**

In letters dated June 2, 2010, Fred Fox Enterprises sent the Notice of No Significant Impact for St. Johns County's CDBG Disaster Recovery Initiative Grant to 21 agencies. A Finding of No Significant Impact was approved and signed by Ron Sanchez, Chairman of the Board of County Commissioners in St. Johns County, on July 21, 2010.

Attachment 6

Area of Potential Effects



- Avenida Menendez Seawall
- APE for Above-Ground Resources
- APE for Archaeological Resources
- St. Augustine Town Plan Historic District (approximate boundary)
- National Historic Landmark
- Individually National Register Eligible
- Photograph Numbers Keyed to Attachment 8

PROJECT	Avenida Menendez Seawall
SCALE	Not to Scale
SOURCE	Google Earth Professional 2010

Archaeology and Above-Ground Areas of Potential Effects	
 FEMA	Attachment 6

Attachment 7

Table of Historic Properties within the APE

Property Count	FMSF No.	NPS Reference	Name/Construction Date	Address	Date	NRHP Evaluation	Identified Criteria	Figure, Attachment 8
1	SJ00010	70000847	St. Augustine Town Plan Historic District	Matanzas River, Grove Avenue, South Street, and Washington Street	1566-1935	Listed	A (Event); C (Architecture/Engineering)	11
2	SJ00010G	70000847; 70000845	Alvarez House (Oldest House)	14 St. Francis Street	1702-1727	Listed/NHL (Individually); Listed (Contributing); Eligible (Individually)	C (Architecture/Engineering)	3
3	SJ04971	70000847	Avenida Menendez Seawall	Avenida Menendez	1837-1846	Eligible (Individually); Eligible (Contributing)	C (Architecture/Engineering)	10
4	SJ00199	70000847	Westcott House	146 Avenida Menendez	1885-1893	Listed (Contributing); Eligible (Individually)	B (Person)	7
5	SJ02505	70000847	Rovira-Hernandez House	172 Avenida Menendez	1800-1808	Listed (Contributing); Eligible (Individually)	A (Event); C (Architecture)	6
6	SJ00207	70000847	Brooks Villa	174 Avenida Menendez	1891	Listed (Contributing); Eligible (Individually)	C (Architecture)	5
7	SJ00208	70000847	Unnamed	178 Avenida Menendez	1910-1917	Listed (Contributing); Eligible (Individually)	C (Architecture)	4
8	SJ02518	70000847	Tovar House	22 St. Francis Street	1791	Listed (Contributing); Eligible (Individually)	C (Architecture)	2
9	N/A	70000847	Marin House	47 Marine Street (part of 142 Avenida Menendez)	1791-1799	Listed (Contributing); Eligible (Individually)	C (Architecture)	9
10	SJ02501	70000847	Sanchez House	7 Bridge Street (aka 43 Marine Street)	1804-1821	Listed (Contributing); Eligible (Individually)	C (Architecture)	8
11	SJ10A	70000847	St. Francis Barracks	82 Marine Street	1724-1737	Listed (Contributing); Eligible (Individually)	A (Event)	1
12	N/A	70000847	City Dock Building	111 Avenida Menendez	1924-1930	Listed, Contributing	N/A	
13	SJ00197	70000847	Santa Maria Restaurant	135 Avenida Menendez	1910-1917	Listed, Contributing	N/A	
14	SJ00198	70000847	Bayfront Marin House	142 Avenida Menendez	1885-1893	Listed, Contributing	N/A	
15	SJ00200	70000847	Unnamed	154 Avenida Menendez	1865-1885	Listed, Contributing	N/A	
16	SJ00201	70000847	Unnamed	156 Avenida Menendez	1924-1930	Listed, Contributing	N/A	
17	SJ00202	70000847	Unnamed	160 Avenida Menendez	1910-1917	Listed, Contributing	N/A	
18	SJ00203	70000847	Unnamed	162 Avenida Menendez	1894-1899	Listed, Contributing	N/A	
19	SJ00204	70000847	Unnamed	164 Avenida Menendez	1865-1885	Listed, Contributing	N/A	
20	SJ00205	70000847	Unnamed	166 Avenida Menendez	1865-1885	Listed, Contributing	N/A	
21	SJ00206	70000847	Unnamed	168 Avenida Menendez	1917-1924	Listed, Contributing	N/A	
22	SJ01863	70000847	Webb Memorial Museum	18 St. Francis Street	1923	Listed, Contributing	N/A	
23	SJ02514	70000847	Puello House	53 Marine Street	1812-1824	Listed, Contributing	N/A	
24	SJ01271	70000847	Gibbs House	59 Marine Street (part of 156 Avenida Menendez)	1839	Listed, Contributing	N/A	
25	SJ01273	70000847	Unnamed	63 Marine Street	1865-1885	Listed, Contributing	N/A	
26	N/A	70000847	Pinkham House	67 Marine Street	1840-1854	Listed, Contributing	N/A	
27	SJ02516	70000847	Rovira-Dewhurst House	71 Marine Street	1799	Listed, Contributing	N/A	

Attachment 8

Photographs of Historic Properties within the APE



Figure 1. St. Francis Barracks at 82 Marine Street Looking SW



Figure 2. Tovar House at 22 St. Francis Street Looking NE

<p>PROJECT Avenida Menendez Seawall</p>	<p>Photographs of Historic Properties within the APE</p>	
<p>SCALE n/a</p>		
<p>SOURCE Google Earth Professional 2010</p>		<p>ATTACHMENT 8</p>



Figure 3. Alvarez House (Oldest House) at 14 St. Francis Street Looking NW



Figure 4. 178 Avenida Menendez Looking NW

PROJECT Avenida Menendez Seawall	Photographs of Historic Properties within the APE	
SCALE n/a	 FEMA	ATTACHMENT 8
SOURCE FEMA, Google Earth Professional 2010		



Figure 5. Brooks Villa at 174 Avenida Menendez Looking W



Figure 6. Rovira-Hernandez House at 172 Avenida Menendez Looking NE

<p>PROJECT Avenida Menendez Seawall</p>	<p>Photographs of Historic Properties within the APE</p>	
<p>SCALE n/a</p>	 <p>FEMA</p>	<p>ATTACHMENT 8</p>
<p>SOURCE Google Earth Professional 2010</p>		



Figure 7. Westcott House at 146 Avenida Menendez Looking W



Figure 8. Sanchez House at 7 Bridge Street (aka 43 Marine Street) Looking SE

PROJECT Avenida Menendez Seawall	Photographs of Historic Properties within the APE	
SCALE n/a	 FEMA	ATTACHMENT 8
SOURCE Google Earth Professional 2010		



Figure 9. Marin House at 47 Marine Street (part of 142 Avenida Menendez) Looking N

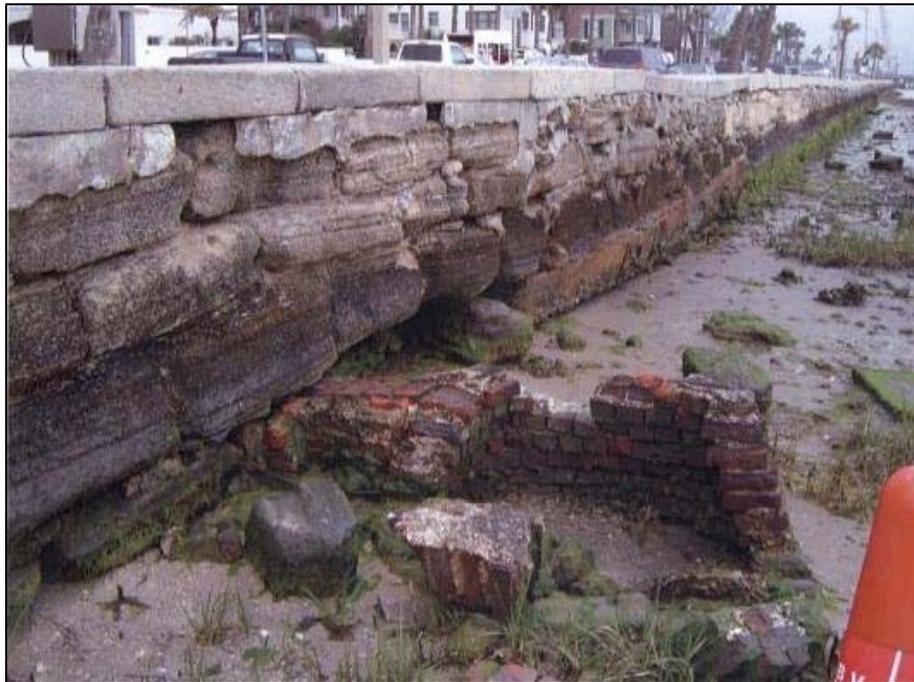


Figure 10. Avenida Menendez Seawall Looking N

PROJECT Avenida Menendez Seawall	Photographs of Historic Properties within the APE	
SCALE n/a	 FEMA	
SOURCE Google Earth Professional 2010		ATTACHMENT 8



Figure 11. Contributing properties to the St. Augustine Town Plan Historic District along Avenida Menendez near South End of Project Area, Looking SW

PROJECT Avenida Menendez Seawall	Photographs of Historic Properties within the APE	
SCALE n/a	 FEMA	
SOURCE Google Earth Professional 2010		ATTACHMENT 8



FLORIDA DEPARTMENT OF STATE
Dawn K. Roberts
Interim Secretary of State
DIVISION OF HISTORICAL RESOURCES

2010 DEC 6 AM 8 34

Ms. Stephanie L. Madson, Ph.D.
Deputy Regional Environmental Officer
Federal Emergency Management Agency - Region IV
3003 Chamblee-Tucker Road – Hollins Building
Atlanta, Georgia 30341

November 24, 2010

RE: DHR Project File Number: 2010-5429
Federal Emergency Management Agency
Initiation of Section 106 Consultation for the Construction of a New Seawall along Avenida Menendez
St. Augustine, St. Johns County

Dear Dr. Madson:

This office reviewed the referenced project for possible impact to historic properties listed, or eligible for listing, in the *National Register of Historic Places*. The review was conducted in accordance with Section 106 of the *National Historic Preservation Act of 1966*, as amended and *36 CFR Part 800: Protection of Historic Properties*.

Based on the information provided, this office concurs with your determination that the proposed undertaking will have an adverse effect on the Avenida Menendez seawall (8SJ4971).

We look forward to working with you and other consulting parties to develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize, or mitigate adverse effects on historic properties.

If you have any questions concerning our comments, please contact Scott Edwards, Historic Preservationist, by electronic mail sedwards@dos.state.fl.us, or at 850.245.6333 or 800.847.7278.

Sincerely,

Laura A. Kammerer
Deputy State Historic Preservation Officer
For Review and Compliance

500 S. Bronough Street • Tallahassee, FL 32399-0250 • <http://www.flheritage.com>

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FLORIDA DEPARTMENT OF STATE

DIVISION OF HISTORICAL RESOURCES

Ms. Stephanie L. Madson, Ph.D.
Deputy Regional Environmental Officer
Federal Emergency Management Agency - Region IV
3003 Chamblee-Tucker Road – Hollins Building
Atlanta, Georgia 30341

January 5, 2011

RE: DHR Project File Number: 2010-5429-B
Federal Emergency Management Agency
Additional Comments on the Construction of a New Seawall along Avenida Menendez
St. Augustine, St. Johns County

Dear Dr. Madson:

As stated in our November 24, 2010 letter, this office concurred with your determination that the proposed undertaking will have an adverse effect on the Avenida Menendez seawall (8SJ4971). The historical seawall will be directly impacted by the installation of soil anchors to support the new wall and the stormwater treatment vaults. The construction of the new seawall may have indirect visual impact to the adjacent historic buildings and district.

In addition, potentially significant underwater archaeological resources, including historic docks and coquina pavers, may be impacted by the new seawall as well. A review of the Florida Master Sites Files indicates that there has not been a systematic archaeological survey of submerged cultural resources conducted in the area of potential effect (APE) for the proposed project. Because of the rich maritime history of this area it is the opinion of this office that a systematic survey be conducted for the complete APE of the proposed project. The results of the investigations will determine if significant historic properties would be disturbed by this project. In addition, if significant remains are located, the data described in the report and the consultant's conclusions will assist this office in determining measures that must be taken to avoid, minimize, or mitigate adverse impacts to historic properties listed, or eligible for listing in the National Register of Historic Places, or otherwise of historical or architectural significance. Because this letter and its contents are a matter of public record, the applicant may be contacted by consultants who have knowledge of our recommendations. This should in no way be interpreted as an endorsement by this office.

We look forward to working with you and other consulting parties to develop and evaluate alternatives or modifications to the undertaking that could avoid, minimize, or mitigate adverse effects on historic properties. If you have any questions concerning our comments, please contact myself or Scott Edwards at 850.245.6333.

Sincerely,

Laura A. Kammerer
Deputy State Historic Preservation Officer
For Review and Compliance

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FEMA

May 26, 2011

Ms. Laura A. Kammerer
Deputy State Historic Preservation Officer for Review and Compliance
Florida Division of Historical Resources
Bureau of Historic Preservation
R.A. Gray Building
500 South Bronough Street – Room 423
Tallahassee, FL 32399-0250

**RE: DHR Project File Number: 2010-5429
Continued Section 106 Consultation for the Construction of a New Seawall along Avenida
Menendez in St. Augustine, St. Johns County, Florida**

Dear Ms. Kammerer:

The Federal Emergency Management Agency (FEMA) is continuing consultation under the United States Code of Federal Regulations (CFR) Title 36, Part 800, "Protection of Historic Properties," the regulations that implement Section 106 of the National Historic Preservation Act of 1966, as amended, for the construction of a new seawall along Avenida Menendez in St. Augustine, St. Johns County, Florida (DHR Project File Number 2010-5429).

This letter continues the consultation with your office that was initiated via letter dated November 9, 2010, and to which your office responded on November 24, 2010. This letter presents the preliminary results of Phase I archaeological testing within the Area of Potential Effects (APE) for ground disturbing activities associated with the above referenced project (see Attachment 1 – Project APE).

PROJECT DESCRIPTION (UNDERTAKING)

The City of St. Augustine (City) has applied for a Flood Mitigation Assistance (FMA) Program grant for a project to reduce storm surge damage to the historic downtown area. The project proposes to construct a new seawall just seaward (east) of the existing Avenida Menendez Seawall (SJ04971) to a height of 7.7 feet (ft) to preserve the existing seawall. The new seawall would provide the businesses and residents in locally-designated historic districts 1 and 2, as well as the Florida National Guard Headquarters (St. Francis Barracks [SJ10A]), with Category 1 storm surge (7.4 ft above Mean Sea Level [MSL]) protection. The proposed seawall will be constructed 12 feet seaward of the existing eroding historic seawall and will consist of two sections. The lower section would be concrete sheet pile, with a top elevation of 4.8 feet National Geodetic Vertical Datum (NGVD). The upper section would be cast-in-place concrete with a top elevation of 7.7 NGVD. The space between the old and new seawalls would be infilled with clean sand material and topped with a new 12-ft-wide promenade to encapsulate the historic wall for its preservation. The construction of the new seawall consists of installing approximately 1,200 linear ft of new concrete precast driven panel seawall with concrete piles driven to 22.0 or 27.0 ft below MSL, placing soil anchors

to support the new wall, and installing other architectural, landscape, electrical, and utility appurtenances seaward of the existing historic seawall.

PREVIOUS SECTION 106 CONSULTATION

FEMA formally initiated the Section 106 consultation for this project in a letter dated November 9, 2010. The notification included information on the identification of above-ground historic resources within the APE, and a determination that the undertaking would adversely affect historic properties. FEMA indicated that the identification and evaluation of archaeological resources within the APE had not yet been conducted; but that archaeological resources associated with the National Register of Historic Places (NRHP)-eligible Avenida Menendez Seawall were known to be present in the project area. In a response via letter, your office concurred with FEMA's "determination that the proposed undertaking will have an adverse effect on the Avenida Menendez Seawall (8SJ4971)."

Also on November 9, 2010, FEMA sent a Section 106 initiation letter with its findings and determinations to date to the Miccosukee Tribe of Indians of Florida, the Seminole Tribe of Florida, and the Seminole Nation of Oklahoma. On December 9, 2010 FEMA sent notification of the adverse effect to the Advisory Council on Historic Preservation (ACHP) pursuant to 36 CFR §800.6(a)(1). FEMA received a response from the ACHP on December 28, 2010 indicating that the agency intended to participate in consultation to resolve adverse effects because "the undertaking has substantial impacts on important historic properties, and has the potential for presenting procedural problems."

Since that time, FEMA has led the consultation to resolve any adverse effects to historic properties through an in-person meeting with consulting parties in St. Augustine on February 2, 2011, and through a series of conference calls with consulting parties on October 5, December 15, February 16, March 9, March 23, and April 13. As clarified through consultation, FEMA has determined that the proposed undertaking will have a direct adverse effect on the Avenida Menendez Seawall from encapsulation and penetration by the soil anchors, and an indirect adverse effect on the St. Augustine Town Plan Historic District (SJ00010) from the change in character that will result from the addition of the new seawall and promenade. As a result, a Memorandum of Agreement (MOA) is being negotiated.

IDENTIFICATION OF HISTORIC PROPERTIES

To identify and evaluate archaeological historic properties that may be affected by ground disturbing activities associated with the undertaking, FEMA retained URS Group, Inc. (URS) to conduct Phase I archaeological testing within the archaeological APE. The scope of work for this undertaking was designed in consultation with, and subsequently approved by, FEMA, the City, and the Florida Division of Historical Resources (DHR [SHPO]). The investigations were conducted in accordance with guidelines established in *The Historic Preservation Compliance Review Program of the Florida Department of State Division of Historical Resources: A Guide to the Historic Preservation Provisions of State and Federal Environmental Review Laws* (1990), and the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* (Federal Register 48, No 190, 1983). The Phase I archaeological survey was implemented to identify unrecorded components and/or features of the NRHP-eligible seawall and the NRHP-listed Historic District that could be adversely affected by the project. This work represents FEMA's reasonable and good faith effort to carry out identification of archaeological historic properties within the APE.

The Avenida Menendez Seawall was constructed between 1837 and 1846, and has been determined to be a historic property as a contributing resource to the NRHP-listed St. Augustine Town Plan Historic District. The Avenida Menendez Seawall, identified as archaeological site 8SJ4971 by the SHPO, is an archaeological feature bearing visible above-ground structural components. Prior limited archaeological testing undertaken by the City on the seaward face of the Avenida Menendez Seawall identified a coquina toe feature component of the wall. It was reported at the time that there was a high probability for the presence of additional archaeological resources within the APE.

The primary goal of the Phase I archaeological survey was to determine and delineate archaeological resources within the APE and provide initial assessment on resource eligibility. Fieldwork consisting of a combination of maritime and terrestrial archaeological survey techniques was conducted in February 2011. Report preparation to SHPO standards is underway and expected to be completed in July. To facilitate Section 106 consultation, however, FEMA submitted the “Draft Management Summary City of St. Augustine Seawall Phase I Archaeology Project” to the consulting parties for consideration on April 12, 2011 (Attachment 2). This management summary provides the background for FEMA’s findings and determinations for archaeological resources, presented below.

The APE for this project consists of a 1,200-ft (366 meter [m])-long section of the Avenida Menendez Seawall. The marine component of the APE extends 40 ft (12 m) into the Matanzas River from the eastern face of the historic seawall and includes an area of seagrass to be mitigated. The terrestrial component of the APE comprises the southernmost 150 ft (46 m) of the seawall to the eastern edge of Avenida Menendez where it was suspected that a boat basin, contemporary with the seawall, was once located but subsequently filled in the 1890s.

For the maritime portion of the project area, the surveyors used a gradiometer with Global Positioning System (GPS) unit in shallow water, a marine magnetometer and side scan sonar in deeper water, hydro-probing and shovel trenching to define the limits of the historic seawall’s toe feature and other buried resources, a pedestrian survey to search for pier and dock remnants, and dredging to excavate small test pits within the footprint of the three stormwater treatment vaults proposed as part of the undertaking. For the terrestrial portion of the survey, the investigators used a terrestrial magnetometer with GPS unit, ground penetrating radar, and the excavation of backhoe trenches to attempt to find and sample the former boat basin.

Specific findings from the Phase I archaeological survey, and FEMA’s determinations of NRHP eligibility, are below.

South Boat Basin. The terrestrial remote sensing surveys and subsequent mechanized trenching verified that the remains of a boat basin are present in the project area. The northern half of this feature appears to be largely intact. Deposits associated with the boat basin are at a depth of approximately 4 ft to 5 ft (122 to 152 centimeters [cm]) below surface and demonstrate that the basin was directly related to the construction and operation of the seawall during the nineteenth century. FEMA has determined that this boat basin, one of two originally constructed as part of the seawall, is an integral component of the NRHP-eligible Avenida Menendez Seawall and is a character-defining feature of the historic property.

Toe Feature. Hydro-probing and trenching in front of the seawall revealed that the coquina seawall footer and the toe feature extend across much of the seaward face of the seawall with varying widths and degrees of integrity. FEMA has determined that the toe feature is an integral component of the NRHP-eligible Avenida Menendez Seawall and is a character-defining feature of the historic property.

Prehistoric/Historic Assemblage. An assemblage of several hundred prehistoric and historic artifacts was recovered from the vicinity of one of the proposed stormwater treatment vaults during dredge testing. However, it is apparent from the collection's mixed context and heavily eroded character that the assemblage was repositioned and likely reworked by wave action. FEMA has determined that this concentration of artifacts does not possess the integrity necessary for NHRP eligibility, but should be recorded and assigned a site number (Attachment 3 – Photographs of Select Artifacts). FEMA, in consultation with the SHPO and the City has determined that the artifacts will be delivered to the City Archaeologist for incorporation into their collection.

Pier Pilings (St. Francis Barracks). The pedestrian reconnaissance in the river identified the remains of pier-pilings outside the APE. These pilings are possibly associated with pier depicted on the 1885 Welge map of the City that stood in front of the St. Francis Barracks. Because these features are outside of the APE, no evaluation of their NRHP eligibility was undertaken. However, they should be recorded and assigned a site number, and avoided during construction activities.

Unknown Targets. Marine remote sensing identified several additional targets outside the APE, with one such target potentially being another pier or similar feature. These features warrant site designation and should be avoided during project-related activities. Because these features are outside of the APE, no evaluation of their NRHP eligibility was undertaken. However, they should be recorded and assigned a site number, and avoided during construction activities.

Vessels. No historic vessels were located through the survey efforts.

ASSESSMENT OF EFFECTS

As noted above, FEMA has determined that the proposed undertaking will have a direct adverse effect on the Avenida Menendez Seawall and an indirect adverse effect on the St. Augustine Town Plan Historic District. No previously unknown historic properties in the APE were identified by the Phase I archaeological survey.

The toe feature and boat basin, both character-defining features of the NRHP-eligible Avenida Menendez Seawall, were confirmed to be extant and intact within the APE. FEMA has determined that the proposed undertaking will have a direct adverse effect on the toe feature from penetration by the soil anchors, and is in process of working with the consulting parties to resolve those adverse effects through an MOA. FEMA has determined that a direct adverse effect to the boat basin can be avoided in the construction process, and is in process of working with the consulting parties to incorporate this into the MOA. Additionally, archaeological monitoring in this portion of the project area is recommended.

FEMA seeks SHPO written concurrence with its findings and determinations as presented above. Due to high public visibility, FEMA is requesting the favor of an expedited 15-day review.

I look forward to working with you during the Section 106 process. Should you have any questions, please contact me at (770) 220-5387 or FEMA-R4EHP@dhs.gov.

Sincerely,

A handwritten signature in black ink, appearing to read 'Stephanie L. Madson', with a long horizontal line extending to the right.

Stephanie L. Madson, Ph.D.
Deputy Regional Environmental Officer
FEMA Region IV

Copies:

Carl D. Halbirt, City Archaeologist, St. Augustine, FL

Attachments:

Attachment 1 – Project APE

Attachment 2 – Draft Management Summary City of St. Augustine Phase I Archaeology Project

Attachment 3 – Artifact Photos



 = APE for Archaeological Resources

PROJ Avenida Menendez Seawall	Archaeology Area of Potential Effects	
SCALE Not to Scale		
SOURCE Google Earth Professional 2010		Attachment 1

Draft Management Summary

**City of St. Augustine Seawall
Phase I Archaeology Project**

City of St. Augustine, St. Johns County, Florida

March 25, 2011



FEMA

**Federal Emergency Management Agency
Department of Homeland Security
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