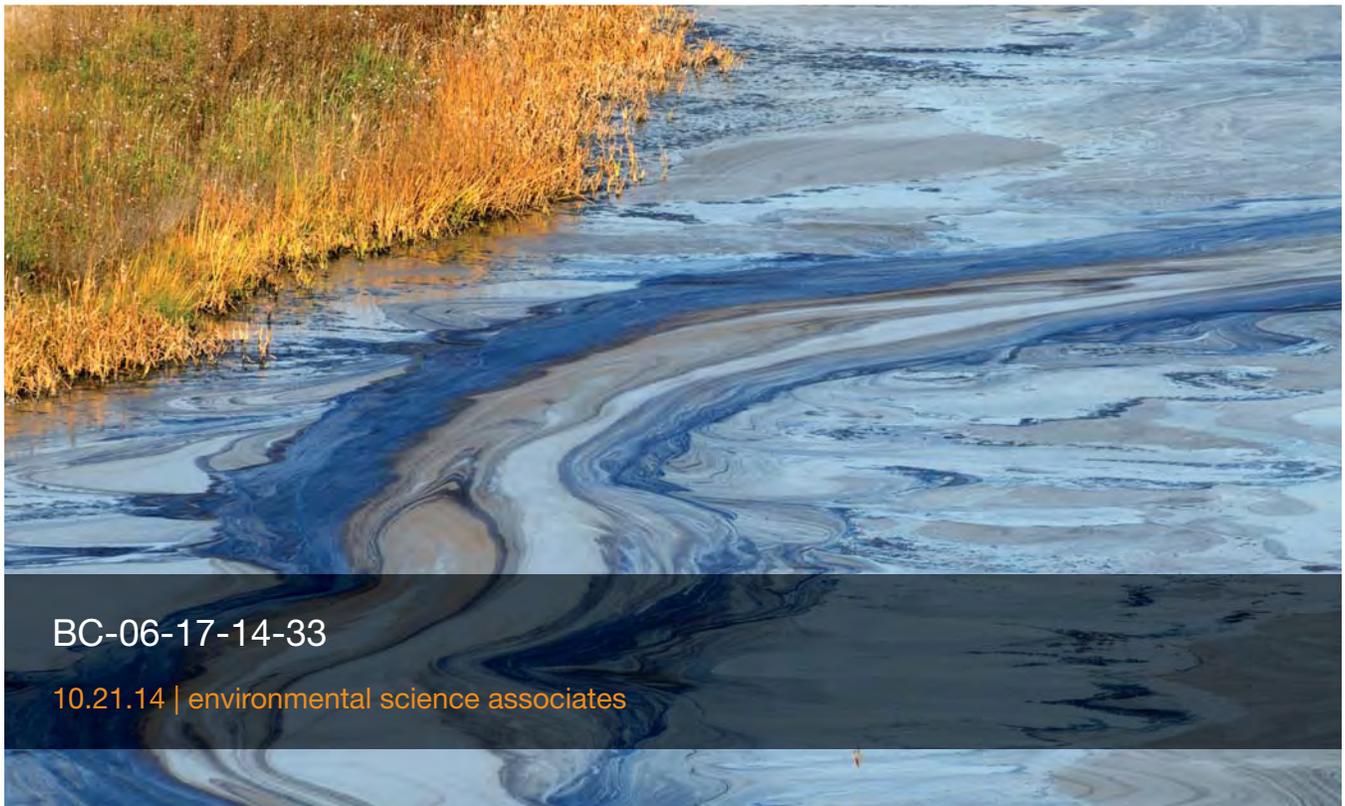


Response to Request for Best and Final Offer

# Development of the Gulf Consortium's State Expenditure Plan required by the

# RESTORE act



BC-06-17-14-33

10.21.14 | environmental science associates

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October 21, 2014

Shelly W. Kelley, PMP  
Leon County Purchasing Division  
1800-3 N. Blair Stone Road  
Tallahassee, FL 32308

**RE: RFAFO Number BC-06-17-14-33 - Consultant Services for the Development of the Gulf Consortium's State Expenditure Plan (SEP) required by the RESTORE Act**

Dear Ms. Kelley:

The enclosed documents constitute our response to the Consortium's Request for Best and Final Offer (RBAFO) for the above referenced solicitation. We very much appreciate being shortlisted for this project, and are immensely excited about the opportunity to contribute significantly to the restoration Florida's Gulf Coast ecosystems and communities through development of the Florida SEP.

To be successful, the planning consultant selected by the Consortium must have a deep understanding of the ecological, economic, political, and cultural diversity of the Florida Gulf Coast and the 23 member counties of the Consortium. This understanding will be critical to evaluating the relative efficacy of the wide range of projects, programs, and activities that may be included in the SEP. In addition, this understanding will be essential for building a consensus of support for the SEP among the numerous and diverse stakeholders. The planning consultant must also have hands-on experience in directing and coordinating a coastal master planning effort of this scale and complexity. We have assembled a team of diverse professionals that possesses all of these attributes.

Environmental Science Associates (ESA) will serve as the prime consultant, to be assisted by:

- Brown and Caldwell (BC) – Technical/Planning Support
- Wildwood Consulting – Public Engagement
- Royal Engineers & Consultants – Technical/Planning Support
- Stratus Consulting – Resource Economic Analysis
- Lewis, Longman and Walker, P.A. – Legal Review/Analysis
- Research Planning, Inc. – Technical Support/Coordination
- Langton Associates – Grant Writing/Administration

The only changes to the project team proposed in our original ITN response is the addition of the firm **Langton Associates**, including the principals **Mike Langton, GPC**, and **Lisa King, GPC**. They will assist the ESA team with grant writing and administration, as well as with leveraging financial resources to optimize the use of available funds. We have also added three additional senior staff from Brown and Caldwell to augment our team capabilities in the areas of: GIS spatial development (**Ryan Pulis, GISP**); collaboration website development and maintenance (**Dennis Mulacek, PMP**); and program management (**Ted Pruett**), should the Consortium choose to retain our team for ongoing SEP implementation and management.

In addition to the above noted staffing additions, we have made minor modifications to our proposed approach, based both on the new specifications of the RBAFO document, as well as comments received from the selection committee during our oral presentation. Most noteworthy is the addition of an **Economic Advisory Committee (EAC)**. The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP. Accordingly, the EAC will be composed of representatives from various business organizations including fishing,



tourism, industrial and development interests; as well as local and state chambers of commerce and major land owners in affected areas of the Gulf Coast. The EAC will ensure that criteria such as job creation and workforce development are considered in the project evaluation process. Furthermore, the EAC will be engaged to review the preliminary project rankings to ensure that the results are rational, adequately justified, and appropriately balanced between environmental, economic, and social benefits.

With this response to the Consortium's RBAFO, it is important to again stress that the ESA team exclusively brings together the principals that were involved in preparation of the ***Louisiana 2012 Comprehensive Master Plan***. This document stands alone as the only RESTORE Act compliant plan of this scale and complexity completed to date, as well as the quintessential template for other states to follow in developing their SEPs. Our project team's unique experience will be extremely valuable to the Consortium in preparing the SEP. We know what worked and what did not work in the Louisiana coastal master planning effort, and we know where available funds should best be applied to yield the most cost-effective products with the greatest level of stakeholder support. We also know that there are no "one size fits all" solutions to a coastal master planning effort of this scale and complexity, and we caution against the promotion of proprietary "black-box" planning tools and costly modeling efforts. To complete the development of a scientifically-based and publicly-informed SEP, the planning consultant will need to stay focused on the end points, and our proposed project team has the knowledge and most relevant experience to do just that.

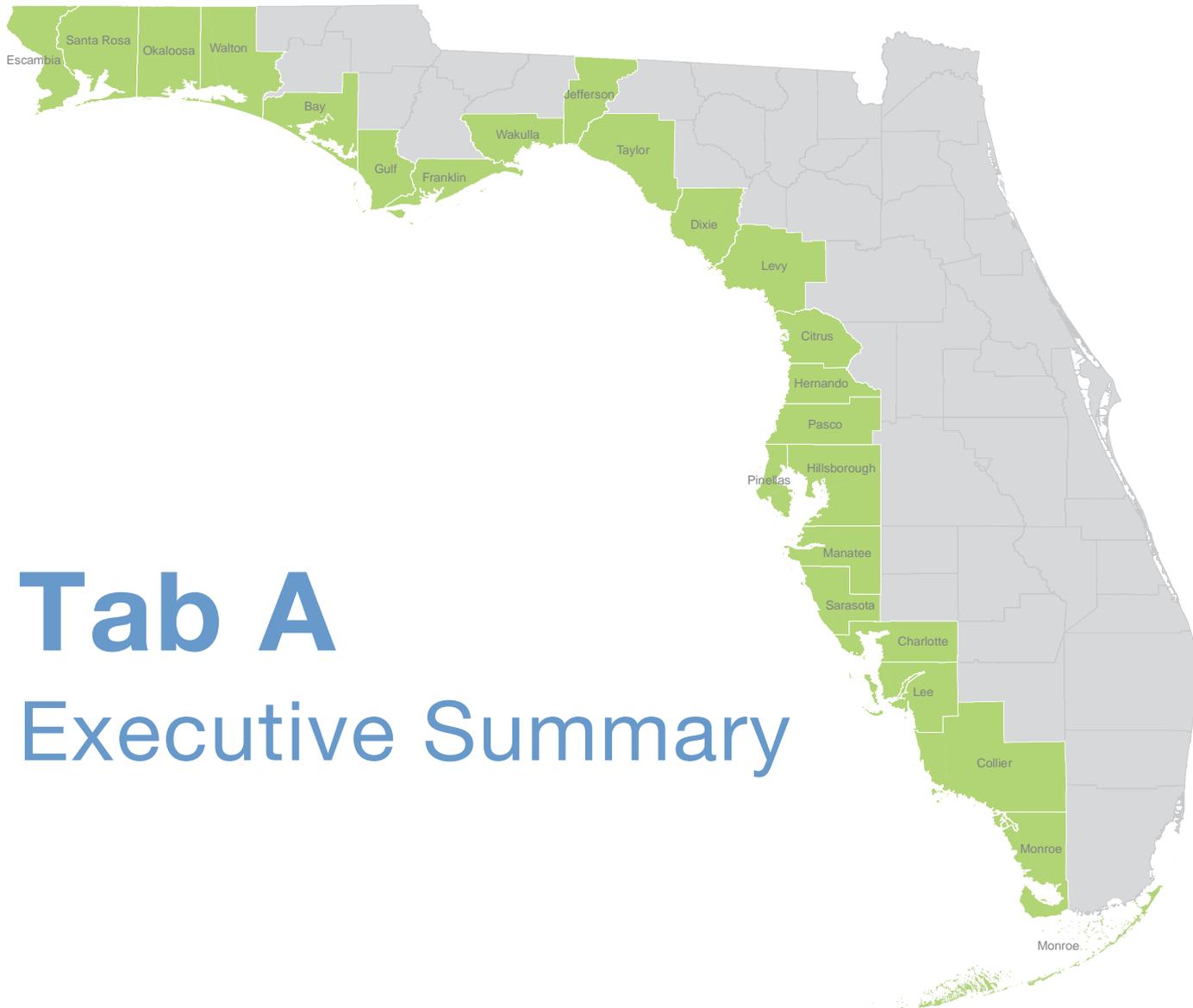
In summary, our team has a tremendous appreciation for the challenges this planning effort entails, and we bring an unrivaled capacity to address those challenges and deliver a superlative Florida SEP. We very much desire to be the Consortium's consultant of choice, and should we be selected you have my commitment that this critically important project will be our highest priority. Should you need any additional information regarding this response, I may be reached at 813.207.7206 or at [drobison@esassoc.com](mailto:drobison@esassoc.com).

**With this submittal, ESA (Respondent) acknowledges acceptance of the minimum specifications as well as our full intent to comply with all terms and conditions indicated in the ITN, Respondent's Initial Response, the Request for Best and Final Offer, and the Respondents Best and Final Offer.**

Sincerely,

A handwritten signature in blue ink, appearing to read "DR", with a long, sweeping flourish extending to the right.

Doug Robison, PWS  
Principal - Environmental Science Associates



# Tab A

## Executive Summary

**RBAFO RESPONSE COVER SHEET**

This page is to be completed and included as the cover sheet for the Firm's response to the Invitation to Negotiate. Failure to submit this form may result in the response being determined non-responsive.

The Gulf Consortium, reserves the right to accept or reject any or all bids in the best interest of the Consortium.

Shelly W. Kelley, Leon County Purchasing Director

Christopher L. Holley, Interim Manager  
Gulf Consortium

This solicitation response is submitted by the below named firm/individual by the undersigned authorized representative.

Environmental Science Associates (ESA)

\_\_\_\_\_  
(Firm Name)

BY

  
\_\_\_\_\_  
(Authorized Representative)

Doug Robison, PWS - Principal

\_\_\_\_\_  
(Printed or Typed Name)

ADDRESS 4350 W. Cypress Street  
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CITY, STATE, ZIP Tampa, FL 33607  
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FAX 813.207.7201  
\_\_\_\_\_

**ADDENDA ACKNOWLEDGMENTS: (IF APPLICABLE)**

Q&A

Addendum #1 dated 10.15.14

Initials



Addendum #2 dated \_\_\_\_\_

Initials \_\_\_\_\_

Addendum #3 dated \_\_\_\_\_

Initials \_\_\_\_\_

## Tab A

# Executive Summary

### Project Understanding & Overview

The 2010 Deepwater Horizon oil spill is the latest catastrophe to strike the Gulf of Mexico ecosystem, which has endured decades of degradation from both human impacts and natural disasters. In 2011, Congress passed the Resources and Ecosystems Sustainability, Tourist Opportunities, and Revived Economy of the Gulf Coast Act of 2011 (RESTORE Act) to ensure the financial, civil, and criminal penalties of the accountable parties are used to restore the ecosystems and economies of the Gulf. Signed into law in 2012, this action will provide for unprecedented funding for Gulf-wide restoration. Anticipated funds will allow Gulf stakeholders to plan, design, and construct coastal restoration and related economic development projects on an ecosystem-wide scale.

**The challenge to all entities involved in the implementation of the RESTORE Act is to maximize the potential of this generational opportunity to make sustainable improvements to our Gulf ecosystems and economies.**

The Spill Impact Component of the RESTORE Act accounts for 30 percent of monies to be distributed from the Gulf Coast Restoration Trust Fund. These monies are to be divided among the five Gulf Coast states - pursuant to a formula defined in the Act - to implement the respective State Expenditure Plans (SEPs) prepared by each state.

The Gulf Consortium (Consortium) is a public entity created in October 2012 through an inter-local agreement between Florida's 23 Gulf Coast counties to meet the requirements of the RESTORE Act. To formalize this role, the Governor and the Consortium

**Prime Contractor Contact Information**  
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entered into a Memorandum of Understanding (MOU) on June 12, 2013 to further the collective objectives of maximizing efficiencies and revenue opportunities under the RESTORE Act. In particular, the MOU delegates the responsibility of developing the Florida SEP to the Consortium.

The MOU provides for a coordinated review and input by the Florida Department of Environmental Protection (DEP) and other state agencies during the development of the SEP. Furthermore, the MOU requires the Consortium to meet the following minimum requirements in selecting and prioritizing projects, programs, and other activities for inclusion in the SEP:

- Consistency with the applicable laws and rules;
- Prioritization based on criteria established by the Consortium;
- Consideration of public comments; and
- Approval by an affirmative vote of at least a majority of the Consortium Directors present at a duly noticed public meeting of the Consortium.

In addition to the above minimum requirements, the RESTORE Act specifies that the SEP must be consistent with goals and objectives defined by the Gulf Coast Ecosystem Restoration Council (Council). In their Initial Comprehensive Plan, the Council adopted five overarching goals to provide the framework for an integrated and coordinated approach for region-wide Gulf Coast restoration, and to help guide the collective actions at the local, state, tribal, and federal levels.

## TAB A: EXECUTIVE SUMMARY

These goals include:



Restore & Conserve Habitat



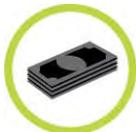
Restore Water Quality



Replenish & Protect Living Coastal & Marine Resources



Enhance Community Resilience



Restore & Revitalize the Gulf Economy

Beyond the five overarching goals, the Council has also defined five guiding principles to direct the development of projects, programs, and other activities under its purview, including both the Council's Final Comprehensive Plan as well as the SEPs:

- Commitment to science-based decision making;
- Commitment to a regional ecosystem-based approach to restoration;
- Commitment to engagement, inclusion, and transparency;
- Commitment to leveraging resources and partnerships; and
- Commitment to delivering results and measuring impacts.

Pursuant to the RESTORE Act and the MOU, the SEP must be formally approved by both the Governor and the Council before the State of Florida can receive Spill Impact Component funding. In order to receive such approval the SEP must meet or exceed the minimum requirements set forth in the MOU, and must be consistent with the goals and guiding principles established by the Council.

Through the ITN and this RBAFO, the Consortium is seeking the services of a qualified and experienced planning consultant team with the requisite and diverse skill set necessary to cost-effectively prepare and obtain approval of the Florida SEP. Clearly, the selected planning consultant will need to be disciplined in management and optimization of funds available for the planning effort. In this proposal we hope to demonstrate that our proposed team brings the best blend of resources and experience to meet the needs of the Consortium.

### Challenges & Opportunities

The role of the Consortium in preparing the Florida SEP is unique among the Gulf States. In Alabama, Mississippi, Louisiana, and Texas, responsibility for preparing their respective SEP's has been assigned to a particular State agency with natural resource planning, management, and/or regulatory authority and corresponding budgets. However, as noted above, the Consortium is a federation of the 23 Florida Gulf Coast counties which have united through an inter-local agreement for the purposes of executing certain state functions specified in the RESTORE Act. To fulfill their mission, the Consortium has to date relied on limited contributions of funding and available staff resources from each of the respective counties, as well as contracted administrative and legal support staff.

Perhaps the most significant challenge facing the Consortium is the disparate resources and diverse interests among the 23 Gulf Coast counties. These counties span a large geographic area from north to south and east to west, and contain a wide range of coastal habitats as well as water and biological resources. Furthermore, there is a wide range of economic development and cultural diversity among the various counties. As a consequence, each of the 23 member counties will likely have different needs, priorities, and expectations with regard to the SEP and the potential benefits of the RESTORE Act in general. Integrating this diversity into the SEP while also meeting the established overarching goals and guiding principles is a significant challenge our team is able to meet.

It should also be recognized that by virtue of the MOU, the Consortium has the opportunity to ensure that the SEP accommodates the diverse character, interests, and priorities of each of the member counties. Compared to State-directed planning processes being implemented in the other Gulf Coast states, the Consortium has the unique opportunity – and the ability - to direct the development of a Florida SEP that fully reflects the diverse range of resources and interests among the 23 member counties rather than a top down vision.

Finally, it is not clear at this time what governmental entity will be responsible for the ultimate implementation and program management of the Florida SEP; however, the Consortium is clearly the most likely candidate to fill this role. Accordingly, the Consortium needs to be prepared to serve as the implementing entity, with all the necessary technical resources and program management resources.

### Proposed Project Team

Our team has a deep understanding of the ecological, economic, political, and cultural diversity of the Florida Gulf Coast and the 23 member counties of the Consortium – a critical factor for the ultimate success of this project. This understanding is critical to evaluating the relative efficacy and benefits of the wide range of projects, programs, and activities that may be included in the SEP; and will be essential for building a consensus of support for the SEP among the numerous and diverse Florida stakeholders. In addition, we have a tremendous appreciation for the challenges that this planning effort entails, and we bring an unrivaled capacity to address those challenges and deliver a superlative plan.

**The proposed ESA team provides all of the resources required by the Consortium to prepare and effectively implement a technically competent and balanced SEP that has the full support of all Florida stakeholders.**

#### Prime Contractor & Subconsultants

-  **Environmental Science Associates (ESA)**  
Prime Consultant
-  **Brown and Caldwell (BC)**  
Technical & Planning Support
-  **Wildwood Consulting, Inc.**  
Public Engagement
-  **Royal Engineers & Consultants (Royal)**  
Technical & Planning Support
-  **Stratus Consulting, Inc.**  
Economic Analysis
-  **Lewis Longman & Walker, P.A. (LLW)**  
Legal Analysis
-  **Research Planning, Inc., (RPI)**  
Technical Support & Coordination
-  **Langton Associates**  
Grant Writing & Administration

Our project manager, Doug Robison (ESA), and deputy project manager, Ann Redmond (BC), have over 65 years of combined experience as consultants to government and private industry in Florida. Both have extensive and diverse project experience working with Florida Gulf Coast counties and environmental and water resource agencies across the State.



**Doug Robison** is a senior coastal scientist and Principal with ESA who has led numerous complex, consensus-based environmental planning and permitting efforts - most recently serving as the project manager

for the development of the **Tampa Bay Habitat Master Plan** for the Tampa Bay Estuary Program. In addition, he contributed significantly to development of the **Tampa Bay Comprehensive Conservation Management Plan**, and has served as project director/ manager for numerous watershed management, cumulative impact and ecosystem restoration projects including **Lake Tarpon Watershed Management Plan, Peace River Cumulative Impact Study**, and the **Ocklawaha River Restoration**.

## TAB A: EXECUTIVE SUMMARY



**Ann Redmond**, a Managing Scientist with BC and our team's Deputy Project Manager, is an environmental scientist and previous regulator with Florida DEP. She has managed numerous watershed-based and

watershed-scale planning and regulatory initiatives, such as the **West Bay to East Walton Regional General Permit/Ecosystem Management Agreement**, as well as having extensive involvement in the development and implementation of Florida's wetland regulations. Together, Doug and Ann possess unmatched scientific understanding of Florida's coastal ecosystems, and the technical expertise required to plan implementable projects for their successful restoration.

We believe that public involvement and effective stakeholder coordination will be paramount to the success of this project. For this reason we have exclusively secured **Tiffany Busby** of Wildwood Consulting to lead our public involvement program. Tiffany has successfully led effective strategic planning, process facilitation, conflict resolution and consensus building efforts on numerous watershed management plans and ecosystem restoration programs. Her clients include the Florida DEP, Florida Water Management Districts and National Estuary Programs, and numerous local governments throughout the State.

We also have the hands-on experience needed in directing and coordinating a coastal master planning effort of this scale and complexity. Exclusive to our team is **Kirk Rhinehart** from Royal Engineers & Consultants. Kirk previously served as project director for the development of **Louisiana's 2012 Comprehensive Master Plan** while employed by the Louisiana Coastal Protection and Restoration Authority (CPRA). This document stands alone as the quintessential template for other states to follow in developing their SEPs. Kirk also participated in the development of the **Gulf Coast Ecosystem Restoration Task Force's Ecosystem Restoration Strategy** report which is the basis for RESTORE Act/Gulf Council planning.

BC served as the prime planning consultant to CPRA on the Comprehensive Master Plan project, and we have retained the BC project manager for that effort, **Joanne Chamberlain** (now a private consultant), to also serve exclusively on our team as a strategic advisor. Ann Redmond supported Joanne as a lead scientist on the Comprehensive Master Plan project.

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**The ESA project team includes the key core staff from the only team that has developed the only RESTORE Act compliant plan of this scale and complexity to date.**

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Our project team's unique experience will be extremely valuable to the Consortium in preparing the Florida SEP. We know what worked and what did not work in the Louisiana coastal master planning effort, and we know where available funds should be applied to yield the best products with the greatest level of stakeholder support. We also know that there are no "one size fits all" solutions to a coastal master planning effort of this scale and complexity, and caution against the promotion of proprietary "black-box" planning tools and costly modeling efforts. To complete the development of a scientifically-based and publicly-informed Florida SEP, the planning consultant will need to stay focused on the end points, and our proposed project team has the knowledge and most relevant experience to do just that.

As the prime consultant, ESA brings over 45 years of relevant experience, and 350 scientists, engineers, planners dedicated to fostering enduring partnerships with our clients and to raising industry standards. In particular, ESA is nationally recognized for its expertise in ecosystem restoration planning, design, and implementation. We have directed coastal master planning and restoration projects from as far north as Alaska and south to the Mexican border on the Pacific coast; and along the Gulf coast east to Florida. We are excited to bring this depth of national experience to the unique challenges facing the Consortium and its stakeholders. And, as a smaller firm, ESA will be more focused on client service, and more nimble in responding to the changing demands of a complex project such as this. Should we be selected for this project, it will be our highest priority.

### Additional Team Members

The only changes that we have made to the project team proposed in our original ITN response is the addition of the firm **Langton Associates**, including the principals **Mike Langton, GPC**, and **Lisa King, GPC**. Langton Associates, a full service grant generalist practice, has over 30 years of experience in identifying funding sources for a broad range of initiatives including: environmental restoration, environmental land acquisition, disaster mitigation, stormwater and wastewater infrastructure, recreation, economic development, and job training. They will assist the ESA team with grant writing and administration, as well as with strategies for leveraging financial resources to optimize the use of available funds.

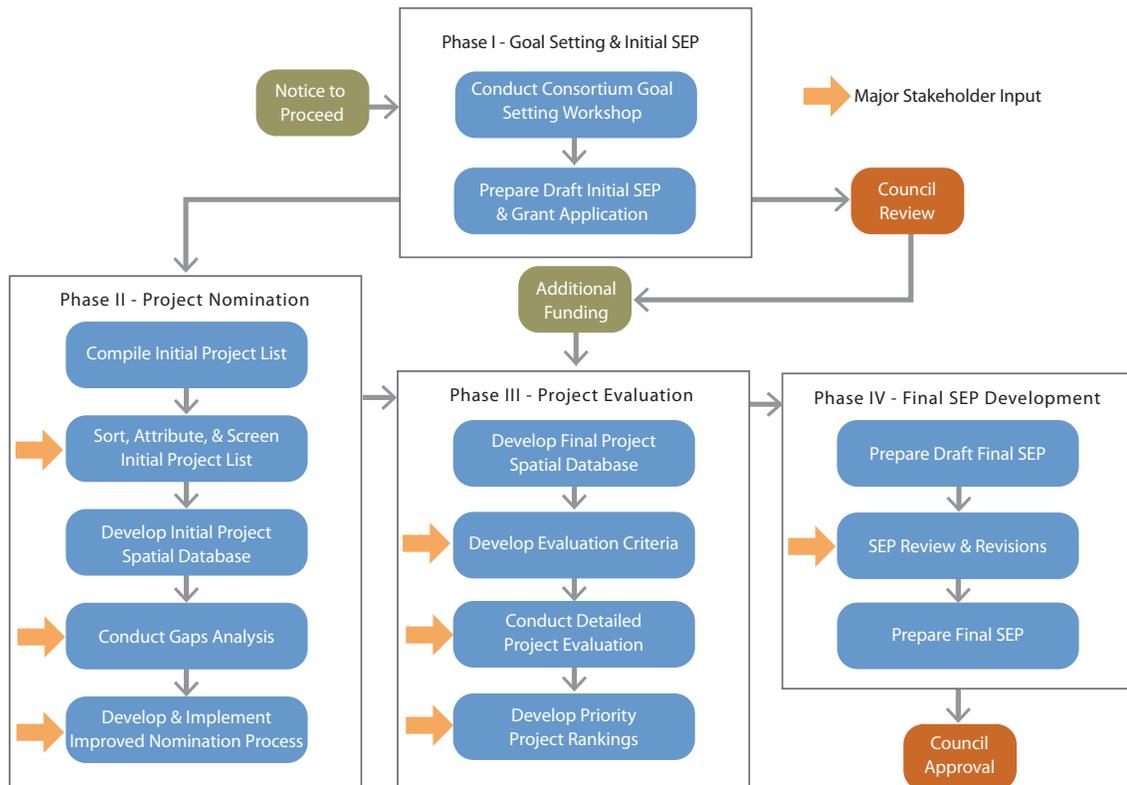
We have also added three additional senior staff from Brown and Caldwell (BC) to augment our team capabilities in the areas of: GIS spatial development (**Ryan Pulis, GISP**); collaboration website development and maintenance (**Dennis Mulacek, PMP**); and program management (**Ted Pruett**), should the Consortium choose to retain our team for ongoing SEP implementation and management.

### Strategy for Plan Development

We anticipate this project will require an iterative process that integrates both technical analysis and production performed by the planning consultant team, as well as intensive public involvement and stakeholder coordination directed by the consultant team. However, to complete and obtain support and approval of the Florida SEP in a timely and cost-effective manner, the work flow for this project must be orderly, well-defined and continuously focused on the end points.

Our overall strategy and approach for developing the Florida SEP is schematically depicted in the project flow chart below. The chart below shows both the sequence of the various project tasks and the interrelationships between them.

Project Flow Chart



## TAB A: EXECUTIVE SUMMARY

As shown, our proposed planning effort is divided into four phases, which are summarized below.

- **Phase I - Goal Setting & Initial SEP:** In this phase we will work directly with the Consortium to define goals, objectives, guiding principles, and success measures for the SEP that reflect Florida-specific priorities and are consistent with the Council's Initial Comprehensive Plan. In addition, in Phase I we will prepare and submit a grant application(s) to the Council, and other potential funding entities for planning assistance monies.
- **Phase II - Project Nomination:** In this phase we will sort, screen, attribute, and map existing lists of projects. In addition we will conduct a gaps analysis and develop a new project nomination process that involves a project-specific website and an online portal for new project submittals.
- **Phase III - Project Evaluation:** In this phase we will develop a final spatial database of all projects submitted for consideration, and conduct a comprehensive, multi-level approach to project screening, evaluation, and ranking that includes both environmental and economic attributes.
- **Phase IV - Final SEP Development:** In this phase we will prepare the Draft Final SEP document; coordinate document review, public comment, and revisions; and then prepare the Final SEP document. This phase will also include close coordination with the Governor and Council to obtain document approval from both.

To complete the scope of work outlined in the RBAFO, we have broken down the work effort into four phases as described above, and fifteen discrete tasks that will be conducted in sequence. Breaking down the work effort in this manner will facilitate cost-effective contracting with the Consortium as well as the efficient adaptation of this RBAFO response into a planning grant application(s) for consideration by the Council and other potential funding entities.

The tasks to be conducted in each phase are shown in our project flow diagram and listed below.

### Phase I

1. Conduct Consortium Goal Setting Workshop
2. Prepare Draft Initial SEP & Grant Application(s)

### Phase II

3. Compile Initial Project List
4. Sort, Attribute, & Screen Initial Project List
5. Develop Initial Project Spatial Database
6. Conduct Gaps Analysis
7. Develop/Implement Improved Project Nomination Process

### Phase III

8. Develop Final Project Spatial Database
9. Develop Evaluation Criteria
10. Conduct Detailed Project Evaluation
11. Develop Priority Project Rankings

### Phase IV

12. Prepare Draft Final SEP
13. SEP Review & Revisions
14. Prepare Final SEP

### Phases I - IV

15. Public Involvement and Stakeholder Coordination

To better understand our proposed work flow, each of these tasks and their associated deliverables are briefly described below; while Tabs C, D, and E provide more detail with regard to our proposed methods and approaches to the project nomination, project evaluation, and public involvement aspects of the project, respectively.



We are very confident in our originally proposed project approach; however, we have made minor modifications to our approach based on new specifications contained in the RBAFO document, as well as comments received from the selection committee during our oral presentation. Most noteworthy is the addition of an **Economic Advisory Committee (EAC)** as part of our Public Involvement Plan. Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial, and development interests; as well as local and state chambers of commerce and major land owners in affected areas of the Gulf Coast. The EAC will ensure that criteria such as job creation and workforce development are considered in the project evaluation process. Furthermore, the EAC will be engaged to review the preliminary project rankings to ensure that the results are rational, adequately justified, and appropriately balanced between environmental, economic, and social benefits.

.....

**The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP.**

.....

## Project Nomination

We view the project nomination process to broadly include all steps necessary to develop a complete and accurate database of the universe of potential projects, programs, and activities to be considered for inclusion in the SEP. This database must be developed at a level of consistency and accuracy to support objective and defensible project evaluation and ranking processes. Furthermore, the database must be accessible and open to new ideas, concepts, projects, etc. throughout the planning horizon. The basic steps involved in the project nomination process include the following:

- Compile existing project lists into a single initial project list;
- Screen, sort, and attribute the initial project list;
- Convert the initial project list into a spatial database and map the projects;
- Conduct a gaps analysis;
- Revise the project classification and attribution scheme; and
- Develop an improved online portal for new project submission.

Much work has already been done in Florida to solicit projects for evaluation and ranking, and potential inclusion in the SEP. The three Gulf Coast National Estuary Programs (NEPs) in Florida – Tampa Bay, Sarasota Bay, and Charlotte Harbor – previously collaborated in 2013 to develop a coordinated approach to soliciting conceptual projects from their member governments and stakeholders. Building on that effort, and to provide an opportunity for the public to suggest potential projects for the State to consider, the DEP has created an online project submittal form which is also accessible from their website.

Various stakeholders have submitted projects for consideration through the NEP process, the DEP online portal, and other vehicles, and the spreadsheet database now includes over 1,000 projects. These stakeholders include state agencies, local governments, non-governmental organizations (NGOs), and private entities.

## TAB A: EXECUTIVE SUMMARY

Our starting point for the project nomination phase of the project will begin with the DEP database, as it is critical to acknowledge the work efforts of the applicants who submitted projects.

This database will be sorted, attributed, screened, and refined, and then converted to a relational spatial database for mapping, stakeholder visualization, and further analysis.

We will also develop a project-specific website and an improved web-based portal that incorporates an improved quantitative classification and attribution system. This will allow new project information to be submitted in a format that is consistent and convertible to the spatial project database. The project-specific website will also provide public education regarding the RESTORE Act and related activities, and guidance with respect to submitting project concepts for consideration.

Finally, through our public engagement program we will reach out to a wider range of stakeholders to ensure that all viewpoints and concerns with regard to the type, geographic distribution, and balance of projects are heard and considered. From this outreach we hope to generate new concepts and ideas about projects and activities that could be included in the SEP.

### Project Evaluation

We view the project evaluation process to broadly include the steps necessary to: develop criteria to evaluate projects; conduct both screening level and detailed project evaluation; and then develop priority rankings of projects, programs, and activities for inclusion in the SEP. We also consider the project evaluation phase to be the most rigorous and most critical work effort in the development of the SEP.

The Spill Impact Component of RESTORE Act allows for the funding of a wide range of projects, programs and activities. In order to meaningfully prioritize these various actions it will be necessary to reduce

them to some form of a common currency for relative comparison and ranking. Our approach to project evaluation and ranking is designed to provide a clear, logical, and transparent process that yields results that are supported by a consensus of the stakeholders. This process builds on our team's extensive experience with the evaluation of restoration-related projects for State, Federal, and Tribal natural resource agencies, and includes the following steps:

- Final project spatial database development;
- Criteria development;
- Project evaluation;
- Benefit/Cost (B/C) and Return-on-Investment (ROI) analysis; and
- Priority project ranking.

We will develop a range of appropriate criteria to screen, compare, evaluate, rank, and prioritize the various nominated projects, programs and activities. These criteria will ensure compliance with the RESTORE Act, Treasury rules, and Council goals, objectives and commitments. Three types of criteria will be developed, including:

- Screening criteria;
- Evaluation criteria; and
- Special issue criteria.

Next, we will evaluate B/C and calculate expected ROI to inform the final project ranking and selection. Because of the necessary time and resources to undertake the B/C and ROI analysis, we propose to undertake this step only for those projects that are likely to be selected.

B/C analysis strives to compare project benefits against cost to inform the evaluation process and ensure that selected projects provide the best "value" for the expended costs. Although B/C analysis is very effective in assessing financial benefits of projects, a limitation of B/C analysis is that it is often difficult to include important benefits, such as ecosystem services, and social enhancement in a monetary framework to balance against costs.

We propose to implement a methodology called Triple Bottom Line (TBL) that explicitly identifies environmental and social costs and benefits in addition to only economic returns.

As the name implies, TBL explicitly tracks three important bottom lines for decision-making: economic, environmental, and social. Projects that score well in all three bottom lines will be deemed to deliver the most sustainable benefits to both the natural and built environments.



Project rankings must reflect the priorities and values of stakeholders and the public. To the extent that different stakeholders and members of the public have different priorities and values, multiple rankings will be conducted to address various scenarios of interest. Alternative ranking scenarios could be developed to allow multiple perspectives to be considered. For example, ranking scenarios may emphasize different values – ROI, acres of ecosystem conservation and restoration, water quality improvement, flood protection, tourism, etc. – or a combination of these values. Scenarios may also emphasize different time frames (near or long-term). We will work with the Consortium and the stakeholders to develop a manageable set of scenarios for assessment. Each scenario will optimize project selection within the expected total SEP budget constraints.

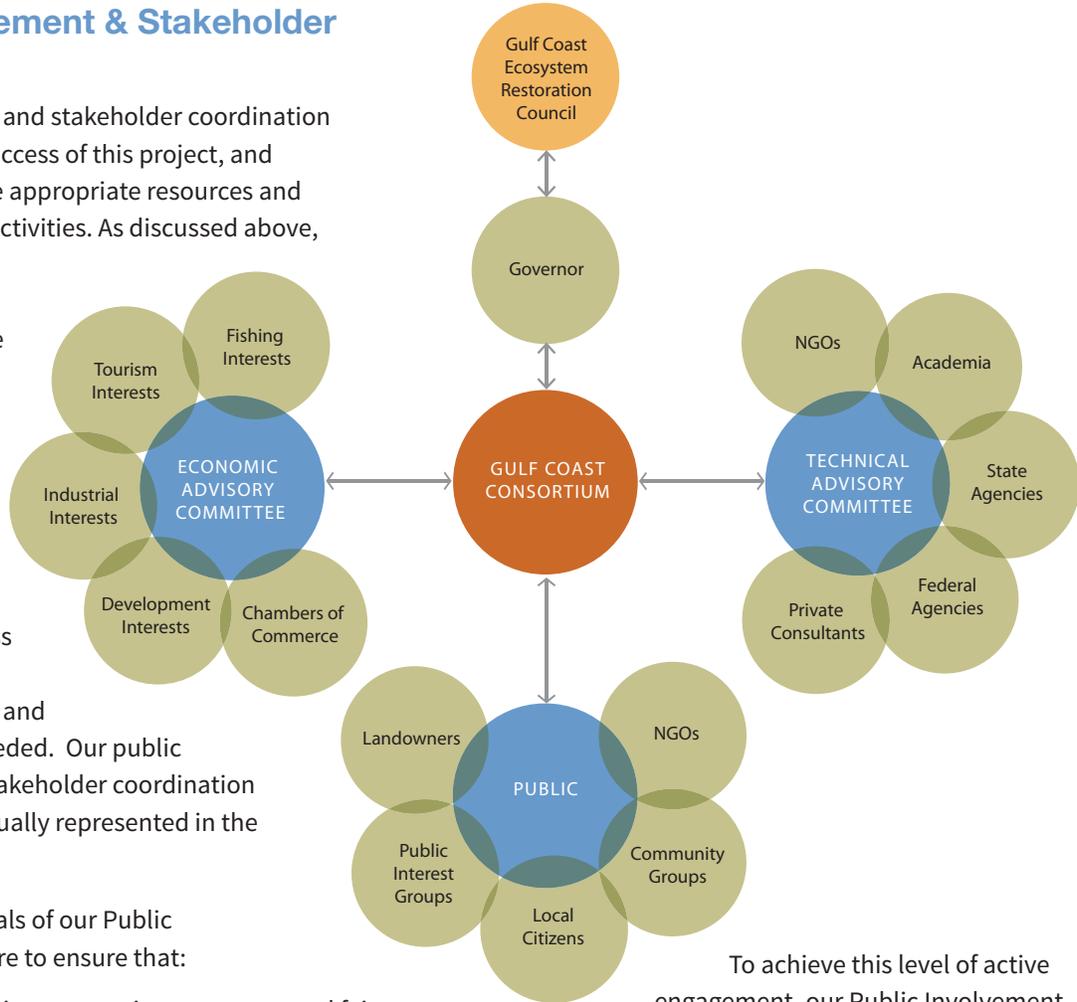


We consider the project evaluation and ranking phase of the project to be the most complex, and potentially the most controversial. Furthermore, the level of work conducted in this phase could vary substantially depending on funding availability and the desires of the Consortium and other stakeholders. For example, in the development of the **Louisiana 2012 Comprehensive Master Plan**, a high percentage of the available funding was allocated to hydrologic and ecological modeling of various projects and scenarios, as well as the development of a complex planning tool. However, these efforts did not lead to significant improvements to the decision-making process. Therefore, our proposed scope of work assumes limited modeling and emphasizes the use of best professional judgment and consensus building to objectively evaluating and ranking priority projects.

TAB A: EXECUTIVE SUMMARY

## Public Involvement & Stakeholder Coordination

Public involvement and stakeholder coordination are critical to the success of this project, and we will dedicate the appropriate resources and attention to these activities. As discussed above, public engagement and stakeholder coordination will be an ongoing project activity integrated into the various tasks. Our project flow diagram also indicates key points in the process where stakeholder coordination, input and approval will be needed. Our public involvement and stakeholder coordination program is conceptually represented in the figure shown here.



The overarching goals of our Public Involvement Plan are to ensure that:

- The SEP planning process is transparent and fair;
- All interests and viewpoints are heard and properly considered; and
- A broad consensus of support for the SEP is obtained from the major stakeholders.

It should be noted that in the context of the Florida SEP, the term “consensus” is generally defined as the absence of opposition or strong dissenting opinion. For something as complex and wide ranging as the SEP it is not reasonable to expect perfect harmony or unanimity among the stakeholders. However, we believe that our goal of achieving a broad consensus of support is feasible. And, to attain this goal we must actively communicate with and engage the participation of the diverse range of stakeholders and interests that live, work, and recreate in Florida.

To achieve this level of active engagement, our Public Involvement Plan will include a number of key elements including the following:

- Initial polling of the public to provide data on regional issues and priorities;
- Interviews with Consortium members and local leaders;
- Development of a project-specific website, Facebook page, and online survey tools;
- Regional public forums;
- Targeted meetings with community leaders;
- Regular briefings with State agencies;
- Regular briefings with federal agencies;
- Regular briefings with the Governor’s Office;
- Media outreach; and
- Special outreach to elected officials.

This multi-faceted Public Involvement Program will be implemented in three phases, as shown in the table below:

Phase 1 Information Exchange & Assessment	Phase 2 Active Community Involvement & Exchange	Phase 3 Strategic Engagement & Public Comment
<ul style="list-style-type: none"> <li>• Key stakeholder interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Briefings</li> </ul>	<ul style="list-style-type: none"> <li>• Briefings</li> </ul>
<ul style="list-style-type: none"> <li>• Consortium Workshop # 1 - Goal Setting</li> </ul>	<ul style="list-style-type: none"> <li>• Consortium meetings</li> </ul>	<ul style="list-style-type: none"> <li>• TAC/EAC meetings</li> </ul>
<ul style="list-style-type: none"> <li>• Media plan/advertising</li> </ul>	<ul style="list-style-type: none"> <li>• Proactive outreach &amp; engagement</li> </ul>	<ul style="list-style-type: none"> <li>• Regional public meetings</li> </ul>
<ul style="list-style-type: none"> <li>• Public polling</li> </ul>	<ul style="list-style-type: none"> <li>• Local leadership meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Consortium Workshop # 2 - Project Evaluation Criteria</li> </ul>
<ul style="list-style-type: none"> <li>• Project-specific website</li> </ul>	<ul style="list-style-type: none"> <li>• Regional public meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Website update</li> </ul>
<ul style="list-style-type: none"> <li>• Social media</li> </ul>	<ul style="list-style-type: none"> <li>• TAC/EAC meetings</li> </ul>	<ul style="list-style-type: none"> <li>• Review of project evaluation &amp; rankings</li> </ul>
<ul style="list-style-type: none"> <li>• Set briefing schedules</li> </ul>	<ul style="list-style-type: none"> <li>• Website update</li> </ul>	<ul style="list-style-type: none"> <li>• Briefings</li> </ul>
<ul style="list-style-type: none"> <li>• Secure TAC/EAC membership</li> </ul>		<ul style="list-style-type: none"> <li>• Consortium Workshop #3 - Project Evaluation &amp; Rankings</li> </ul>
		<ul style="list-style-type: none"> <li>• Website update</li> </ul>
		<ul style="list-style-type: none"> <li>• Public comments on Draft Final SEP</li> </ul>
		<ul style="list-style-type: none"> <li>• Regional public meetings</li> </ul>
		<ul style="list-style-type: none"> <li>• Website update</li> </ul>
		<ul style="list-style-type: none"> <li>• Local leadership interviews</li> </ul>
		<ul style="list-style-type: none"> <li>• Governor &amp; council SEP workshops</li> </ul>

Our Public Involvement Plan will also engage the full range of stakeholders. In addition to the public at large we are proposing to obtain specialized feedback from two adjunct advisory committees including the Technical Advisory Committee (TAC) and the EAC. Furthermore, throughout the SEP planning process we will be actively engaged with the Consortium – including elected officials and associated County staff, as well as gubernatorial appointees to the consortium. Finally, we will regularly communicate with key DEP staff, the Governor’s office, and the Restoration Council.

Implementation of our Public Involvement Plan will be a major effort, and we will dedicate the necessary time and resources to ensure that a broad consensus of support for the SEP is obtained from the major stakeholders.

### Leveraging of Funding Resources

The concept of “leveraging” financial resources essentially means using one resource to attract other resources. It is a common strategy in the grant writing business, and this strategy will certainly be important in maximizing the total funds available for SEP planning and implementation. Furthermore, in the context of the RESTORE Act leveraging could also mean using funds from one “pot” to start large/complex projects that are then completed using funds from other pots. Therefore, leveraging is a strategy that will be analyzed and applied to both maximize the total funding level, as well as to extend project funding across multiple funding sources. Our general approach to leveraging is summarized below.

## TAB A: EXECUTIVE SUMMARY

First, the optimization and maximization of all available funding sources will be analyzed as part of the SEP development process. Given the potential value multiplier associated with leveraging, we propose to include “leverage” as one of key economic components in the development of project evaluation criteria. Leverage could be from revenue internal to the applicant, or from other federal, state or foundation grants. This criterion will assess if there is existing funding budgeted or earmarked for a project, and quantify the amount and percentage of the total cost that is already funded. Projects with some level of funding already secured would presumably be ranked higher.

Second, in the development of the Draft Final SEP, specifically the phasing of selected projects, consideration could be given to setting aside a percentage of pot #1 funding to initiate eligible high value/high cost projects that have clear benefits that extend beyond one county or watershed, and which would be impossible to fund solely from pot #1 monies and/or other internal funding sources, or would totally deplete those resources. We have thoroughly reviewed the Treasury Interim Final Rule addressing the RESTORE Act and can find no specific provisions explicitly prohibiting the funding of projects across the various funding pots.

Third, we will evaluate the applicability of a wide range of other complimentary funding sources that could be leveraged to fund SEP projects. We will develop an **Other Grant Sources Inventory**, a document that will detail other federal, State, and foundation funding sources for projects that are eligible for funding in the SEP. In developing this inventory we will coordinate with agencies specifically responsible for RESTORE Act funding including the Restoration Council and the NRDA Trustee Council. In addition, we will consult with the National Fish & Wildlife Foundation (NFWF) with regard to availability and applicability of the Gulf Environmental Benefit Fund monies to SEP projects. Finally, we will coordinate with the DEP and the four Florida Water Management Districts on the Gulf Coast with regard to complimentary cooperative funding programs (e.g., SWIM funds) that could be leveraged to support SEP projects.

## Value Added Services

By virtue of many unique project team attributes the ESA team is able to provide several critical value added services to the Consortium during the development of the SEP, as summarized below.

### Spill Impact Component Funding Allocation Support

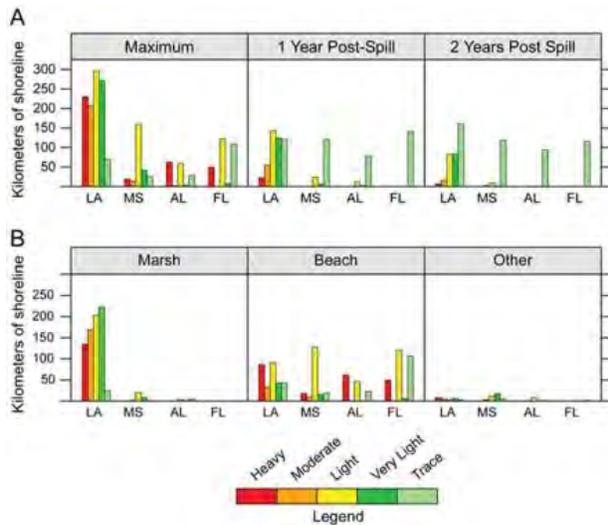
The SEP development and implementation will be funded by the Spill Impact Component (Pot 3) of RESTORE Act. Funding for the Spill Impact Component will be allocated among the Gulf States according to several complex formulas. Approximately 80% of the Spill Impact allocation hinges on the length and position of shoreline oiling by state – this represents an estimated \$1-4B to be allocated among the States, a portion of which will go to Florida to implement the SEP. The Gulf Restoration Council will determine the Spill Impact allocation formulas and calculations by State and will publish related federal regulations and guidance in the near future.

It is critical that the Gulf Consortium be informed and ready to provide input on this process as soon as the draft allocation formulas and calculations are issued by the Council (other states may already be positioning to provide such input). The ESA team includes the scientific and database experts who developed and manage the NOAA Deepwater Horizon SCAT Shoreline Oiling Database, the primary source for shoreline oiling in the Gulf.

No other team is more familiar with this complex topic and data source. Our team is also intimately familiar with other contributing and supplemental sources of shoreline oiling data from across the Gulf.

Our team will provide the following value added services to the Gulf Consortium during development of the SEP:

- Calculations to estimate Florida’s proportional allocation according to shoreline oiling statistics;
- Crucial advice on key related challenges and issues that could affect Florida’s allocation;



- Technical review and draft comments on the Gulf Restoration Council’s Spill Impact allocation formulas, calculations, and related regulations and guidance; and
- Technical coordination with the Gulf Restoration Council regarding Florida’s proportional allocation

The above input is critical to ensure that Florida receives an equitable allocation from the Spill Impact Component to fund SEP implementation. Only the ESA team can address this topic using “Best Available Science”, as defined by the RESTORE Act and the Council.

### Regulatory Guidance & Support for SEP Approval

Under the status quo all projects ultimately included in the FSEP will be individually subject to environmental permitting and compliance with all applicable federal and State rules and regulations. Individual permitting of the numerous and diverse projects contained in the SEP projects will likely lead to extensive frustrating delays in SEP implementation.

To facilitate streamlined regulatory approval and implementation of the SEP, we recommend that the Consortium consider a potential value added services task to examine opportunities to develop streamlined state and federal permitting mechanisms, and expedited NEPA compliance (if required), for SEP projects. This could include development, or technical support of a Programmatic EA or EIS (likely led by the Gulf Restoration Council) concurrent with SEP development, which the SEP would then reference, thus lessening the potential need, or processing details, for stand-alone NEPA documents for individual projects.

Streamlined permitting could also include exploration of how various existing Nationwide and general permits and exemptions could apply to SEP projects, coupled with agency discussions on possible new general permits or other streamlined permitting mechanisms which could be developed for the SEP. Depending on need, it is possible that a comprehensive permitting approach could be devised that would address the SEP as a whole, perhaps as a Regional General Permit (RGP) with the USACE and an Ecosystem Management Agreement (EMA) with DEP. Of particular relevance to coastal zones, the federal Special Area Management Plan (SAMP) process could be used with the goal of developing an RGP/EMA or similar regulatory product for the SEP (or even for Florida RESTORE Act projects in general).

The ESA team is unique in that key team members (Doug Robison, Ann Redmond, and Scott Zengel) have led two of the largest RGP and EMA permitting efforts in the State of Florida, both located in Northwest Florida: the West Bay-South Walton RGP/EMA for the St. Joe Company and the Northwest Florida Beaches International Airport EMA, State Ecosystem Team Permit and USACE Conceptual Permit (both spanning tens of thousands of acres and multiple decades of planned projects, including significant conservation, restoration, and mitigation activities).

## TAB A: EXECUTIVE SUMMARY

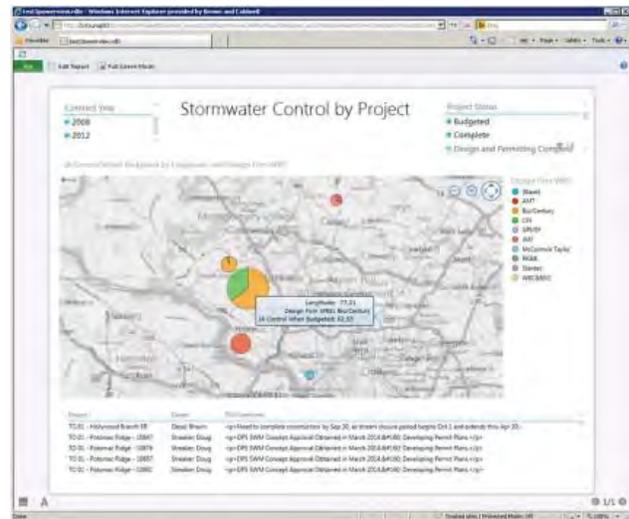


### Collaboration Website & Spatial Database Development

The ESA team has first rate expertise and experience in developing and maintaining project-specific collaboration websites, as well as linked GIS and spatial applications. In particular, BC has provided these services for numerous local governments and utilities, including major projects conducted for Montgomery County, MD, and the San Francisco Public Utilities Commission.

The ESA team will develop and maintain a project-specific collaboration website for the SEP project that provides the following capabilities:

- Project document control (submittal, version control, search)
  - Project status reports
  - Project lists and maps
  - Project documents organized by category;
- Calendar of events;
- Public education materials;
- Interactive spatial database/maps of projects nominated for consideration in the SEP; and
- Project schedule tracking.



The proposed project-specific collaboration website and interactive GIS viewer will fully support the needs and functions of our Public Involvement Plan, as well as our improved Project Nomination process.

Furthermore, these tools can be easily adapted to provide a comprehensive implementation program management support system will be critically important to the Consortium should it become the implementing entity for the SEP.

### Funding Assistance to Project SEP Applicants

It is anticipated that during the planning process hundreds of various types of projects, programs, and activities will be considered and evaluated for inclusion in the final SEP; however, only those projects that provide the greatest combination of environmental, economic, and social benefits, and do so in the most cost-effective manner, will be included in the final SEP. Therefore, it is likely that the majority of projects submitted will not be included.

One of the value added services proposed by the ESA team is to assist the “owners” and applicants of projects not included in the final SEP in finding other potential funding sources for those projects.

As environmental professionals with decades of experience working with federal agencies, the Florida DEP, the Florida Water Management Districts, and local governments around the State, we are extremely familiar with existing grant and cooperative funding programs available for types of projects, programs and activities addressed in the SEP.

In the development of the SEP we will evaluate the applicability of a wide range of other complimentary funding sources that could be leveraged to fund SEP projects. As part of this effort, we will develop an Other Grant Sources Inventory, a document that will detail other federal, State, and foundation funding sources for projects that are eligible for funding in the SEP. Information on other grant funding sources will be provided to potential applicants, with information updated weekly as grant deadlines are announced.

.....

**During the SEP planning process we will actively work with the stakeholders and project applicants to assist them in identifying the best funding strategies for their projects.**

.....

In the project screening and early evaluation processes, we will prepare critical reviews of project submittals that are reviewed and evaluated. If requested, we will consult with the owners of projects not selected to discuss how they could make their respective proposals stronger, and what other funding programs might be applicable.



## Cost & Schedule

Our total cost proposal to complete the scope of work described in this RBAFO response is **\$1,773,880**. This total includes **\$1,705,880** in labor costs, based on 11,199 total labor hours, plus **\$68,000** in reimbursable expenses. It should be noted that approximately one third of this proposed project cost will be dedicated to the implementation of our comprehensive Public Involvement Plan. This cost proposal includes all direct and indirect costs, overhead, and profit. Furthermore, reimbursable expenses will be billed at cost with no markups.

We estimate being able to complete our proposed scope of work within two years from the notice to proceed. We believe this schedule builds in adequate time for the Consortium and other stakeholders to review interim work products, and for proper public meeting notification.

It is extremely difficult to provide a finite cost estimate for SEP implementation and program management at this time due to the fact that the program has not yet been defined, nor have the services and respective level of effort requested by the Consortium been fully defined. However, Tab G of this RBAFO response provides a description of a baseline level staffing program and estimated annual costs.

## Unique Attributes of the ESA Project Team

This section summarizes other unique attributes of the ESA project team, qualities that we believe should be strongly considered in selecting the SEP planning consultant.

### No Conflicts of Interest

We have reviewed and carefully considered the Conflict of Interest clause contained in the RBAFO, as well as later clarification of that clause provided by the Leon County Purchasing Department. The ESA team fully accepts the limitations expressed in this clause, and ESA and its named team partner firms and individuals will formally recuse themselves from all later participation in any projects, programs, and activities ultimately included in the SEP.

.....

**If selected by the Consortium, the ESA team will be beholden solely and exclusively to the interests of the Consortium, and will not seek to profit from the subsequent implementation of the SEP prepared by the ESA team.**

.....

In addition, it should be noted that ESA and its team members are not currently providing RESTORE Act services to any member counties of the Gulf Consortium, and we have expressly rejected opportunities to do so pending the selection of the SEP planning consultant by the Consortium. We consider existing agreements to provide RESTORE Act services to Florida Gulf Coast counties, such as the preparation of County Multi-Year Implementation Plans (MYIP's), to be a clear conflict of interest with respect to also serving as the SEP planning consultant to the Consortium. Such existing contractual relationships with member counties could potentially result in bias in the development of the SEP that favors one county over the others. Accordingly, we advise the Consortium to consider this factor in the selection of the SEP planning consultant.



### Exclusive Coastal Master Planning Experience

Exclusive to our team are the key core staff members responsible for the development of the **Louisiana 2012 Comprehensive Master Plan**. This document stands alone as the only RESTORE Act compliant plan of this scale and complexity produced to date, and is the template for other states to follow in developing their SEPs.

.....

**Our project team's unique coastal master planning experience with the Louisiana Plan will be extremely valuable to the Consortium in preparing the Florida SEP.**

.....

We know what worked and what did not work in the Louisiana coastal master planning effort, and we know where available funds should be applied to yield the best products with the greatest level of stakeholder support. We also know that there are no "one size fits all" solutions to a coastal master planning effort of this scale and complexity. To complete the development of a scientifically-based and publicly-informed Florida SEP, the planning consultant will need to stay focused on the end points, and our proposed project team has the knowledge and most relevant experience to do just that.

**Florida-Based Project Team that Has Worked Together**

While we have brought in outside experts with unique coastal master planning experience from Louisiana, the core of our project team is fully Florida based and has worked together collaboratively on numerous projects.

Our project management team – Doug Robison (ESA) and Ann Redmond (BC) - has over 65 years of combined experience in Florida, and fully understands the ecological, economic, political and cultural diversity of the Florida Gulf Coast. They have spent virtually their entire careers working on environmental issues in Florida.

Furthermore, our team of supporting consultants has extensive relevant Florida experience in all aspects of this project including: environmental engineering (BC); public involvement and stakeholder coordination (Wildwood Consulting); coastal resource economics (Stratus Consulting); restoration science (RPI); regulatory analysis (LLW); and grant writing/ administration (Langton Associates).

**Dedicated & Experienced Project Management Team**

Our proposed project manager, Doug Robison, will serve as the single point of contact with the Consortium for all aspects of the SEP project. Mr. Robison is a full-time employee with ESA and brings 34 years of relevant project and program management experience. He is a senior corporate officer with the authority to fully represent ESA. If the ESA team is selected, Mr. Robison is committed to dedicating 100 percent of his professional time to the SEP project for the contract duration, if so requested by the Consortium.

To assist Mr. Robison in the management and execution of this project, we are proposing Ann Redmond (BC) to serve as Deputy Project Manager. For a project of this complexity, the appointment of a Deputy Project Manager will provide for several important benefits, including:

- Collaborative leadership and decision making;
- Workload sharing and delegation management functions; and
- Additional level of quality control and project management oversight.

The ESA project management team proposes to be actively engaged in the implementation of the Public Involvement Plan. It is anticipated that Mr. Robison and Ms. Redmond will share those responsibilities to ensure that senior management is present and represented at all key stakeholder meetings.

**Appropriate Corporate Focus of Prime Consultant**

The overarching goal of the RESTORE Act is to make significant and sustainable improvements to Gulf Coast ecosystems and communities. Consistent with this goal, ESA’s core business is environmental science and planning, and our key clients are state, regional, and local governments like the Consortium – not the oil and gas industry.

Furthermore, we are not an engineering firm in the business of designing or constructing major infrastructure projects. Rather, we are an environmental science and planning firm, recognized as a national leader in ecosystem restoration, innovative coastal resilience, and sustainability.

.....

**Projects like the development of the Florida SEP are what we do best, and if selected as the SEP planning consultant, this project will be our top priority and our primary focus.**

.....



# Tab B

## Strategy/Strategies for Plan Development

## Tab B

# Strategy/Strategies for Plan Development

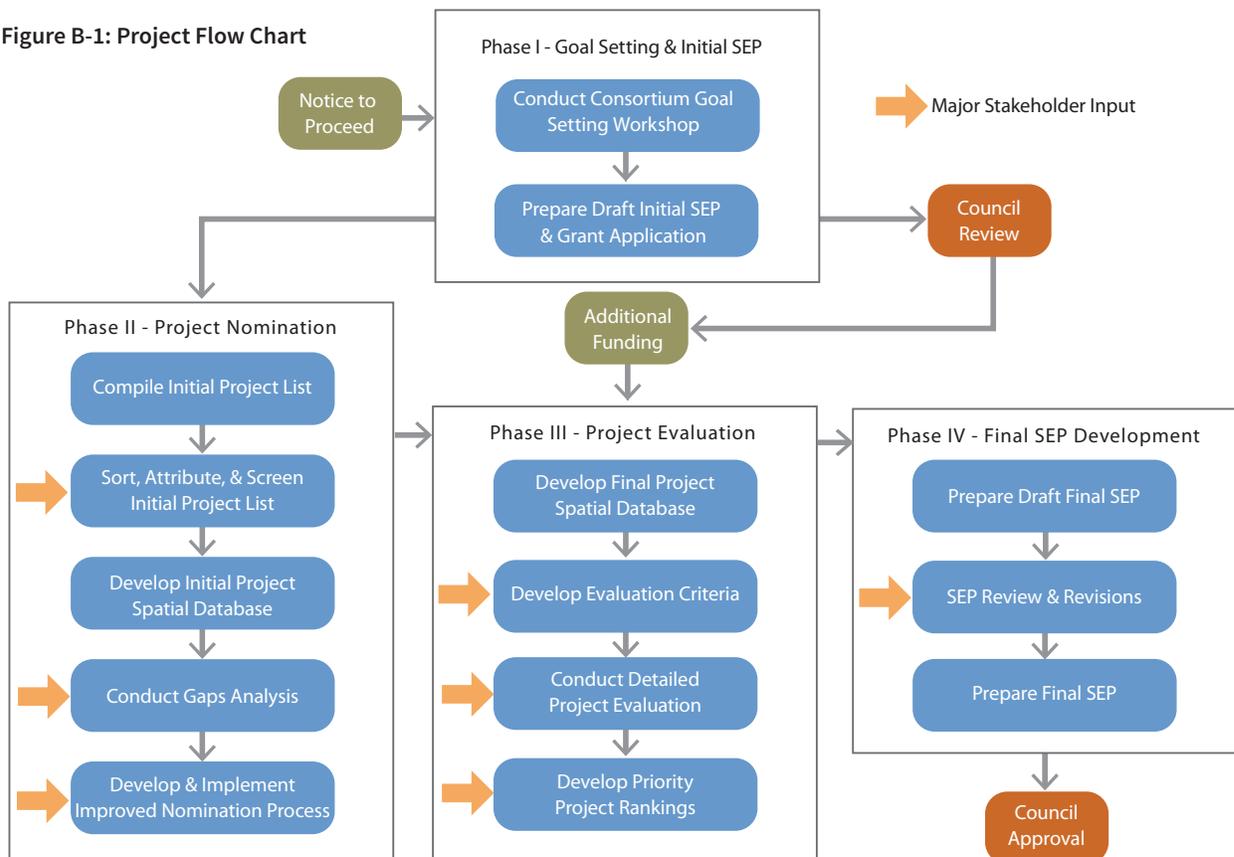
### Overall Strategy

The ESA team anticipates this project will require an iterative process that integrates both technical analysis and production performed by the planning consultant team, as well as intensive public involvement and stakeholder coordination directed by the consultant team. However, to complete and obtain support and approval of the Florida SEP in a timely and cost-effective manner, the work flow for this project must be orderly, well-defined, and continuously focused on the end points.

Our overall strategy and approach for developing the Florida SEP is schematically depicted in Figure B-1 below. This flow diagram shows both the sequence of the various project tasks and the interrelationships among them. As shown in Figure B-1 our proposed planning effort is divided into four phases, which are summarized below.

- Phase I - Goal Setting & Initial SEP:** In this phase we will work directly with the Consortium to define goals, objectives, guiding principles, and success measures for the SEP that reflect Florida-

Figure B-1: Project Flow Chart



## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT

specific priorities and are consistent with the Council's Initial Comprehensive Plan. In addition, in Phase I we will prepare and submit a grant application(s) to the Council and other potential funding entities for planning assistance monies.

- **Phase II – Project Nomination:** In this phase we will sort, screen, attribute, and map existing lists of projects. In addition, we will conduct a gaps analysis and develop a new project nomination process that involves a project-specific website and an online portal for new project submittals.
- **Phase III - Project Evaluation:** In this phase we will develop a final spatial database of all projects submitted for consideration, and conduct a comprehensive, multi-level approach to project screening, evaluation, and ranking that includes both environmental and economic attributes.
- **Phase IV – Final SEP Development:** In this phase we will prepare the Draft Final SEP document; coordinate document review, public comment, and revisions; and then prepare the Final SEP document. This phase will also include close coordination with the Governor and Council to obtain document approval from both.

Stakeholder input will be critical to the success of the planning effort; a rigorous program of public involvement, including adjunct advisory committees, will be conducted throughout all four phases of the project. Our public involvement plan is discussed in detail in Tab E.

As stated in our ITN response, the ESA project team includes the key staff responsible for the development of the Louisiana 2012 Coastal Master Plan. Accordingly, our proposed strategy and approach to developing the SEP are based on many of the lessons learned from this previous work (see “Lessons Learned” on the next two pages).

It should be noted that our strategy assumes that limited funding will be available for the project prior to the award of grant funds to support the full planning effort. Therefore, we have phased the work effort so that progress will be made in Phase I and Phase II with a modest level of available funding. It is anticipated that Phase III will be initiated only after grant funds are received.



From our **Louisiana 2012 Coastal Master Plan** experience we know that the project evaluation and ranking phase of the project will be the most complex, costly, and potentially the most controversial. Furthermore, the level of work conducted in this phase could vary substantially depending on the desires and expectations of the Consortium and the stakeholders.

In the Louisiana project a great deal of the funding was allocated to modeling the environmental benefits of projects under a variety of scenarios, as well as to the development of a complex planning tool for project prioritization. Unfortunately, these efforts did not lead to significant improvements in the planning and decision-making processes. Therefore, the base level of effort that we are proposing for Phase III involves a rigorous expert- and stakeholder-driven decision-making process, but minimal project/scenario modeling and planning tool development.

While the desires and expectations of the Consortium and other stakeholders will be fully considered, our project flow chart (Figure B-1) indicates that the level of effort associated with Phase III may ultimately be determined by the level of funding derived from the planning grant application(s) prepared in Phase I. If project and scenario modeling is desired, and there is adequate funding to support it, the ESA team is fully capable of conducting that level of effort.



# Lessons Learned

The 2012 Coastal Master Plan involved the development of a new, science- and engineering-based approach to coastal planning for which no prior guidance (or “blueprint”) existed. Consequently, the approach was by necessity a dynamic process that required real-time adaptation in response to changes throughout the planning effort. As such, the lessons learned presented herein should serve to streamline future planning efforts.

## Project Definition

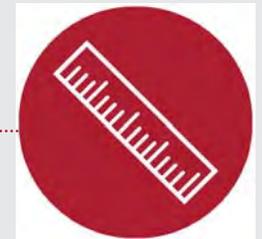
The 2012 Coastal Master Plan involved the development of project attributes for over 1,500 candidate protection and restoration projects. Development of project attributes was a somewhat organic process that evolved in response to changing project evaluation needs and time constraints. The following are lessons learned and recommendations for project definition.



- Establish protocols for consistently reporting project attributes across project types, including details such as the number of significant figures to use in project costs and dimensions.
- Clearly define the conceptual approach to development of all project types prior to the initiation of any attribute development activities.
- Define and report all assumptions utilized when developing attributes such as volumes, costs, and area of benefit.

## Planning Objective

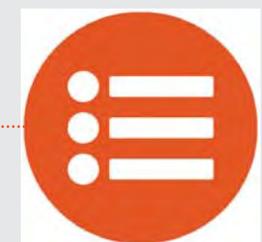
The planning team initially developed a complex set of ecosystem service metrics along with corresponding targets to facilitate a comparative analysis of project effects. This approach was ultimately replaced with a simpler planning objective of maximizing land building (common currency concept) in the near and long term while still examining and weighting the ecosystem services for those projects that showed great ability to serve the major objective.



- Utilize a simpler, more top-down approach in future planning efforts based on nested analyses that incrementally add nuance and complexity: e.g., drill down to watershed level and begin to systematically look at the effects of the initial high performing projects on additional ecosystem services outcomes to both maximize synergies and mitigate significant negative impacts.

## Design of Scenarios for Environmental Uncertainties

The initial planning framework used a complex quantitative scenario framework to address environmental uncertainty (e.g., sea level rise, storm frequency, precipitation) in predictions of restoration project effects.



- The original intent to use multiple (>10) uncertainty scenarios would have been difficult to communicate to the public in a concise and clear manner. Two scenarios, Moderate and Less Optimistic, was a manageable number for the communication team.
- An appropriate scenario design should be based both on the needs of the decision analysis and the specifications of the data used to evaluate the scenarios.
- A small scenario design should vary only a small number of uncertain factors.

## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT



### Outreach & Engagement

The O&E effort was not fully established until many months after the 2012 Coastal Master Plan was initiated. This late start required an intensive catch-up effort that in part served to isolate the O&E team from the broader Master Plan Development Team in some respects (particularly the various technical teams). Outreach also consisted of a series of community meetings, presentations to stakeholder groups, and parish official briefings. All requests for additional meetings or presentations during this O&E effort were granted. The master plan was often challenging to present to stakeholders that were not fully versed in coastal issues or planning efforts.

- A transparent, honest approach to communications fostered tremendous goodwill among stakeholders.
- Include social media experts on O&E teams in future efforts.
- Develop external advocates/champions earlier in the planning process.
- Advance engagement of political figures was greatly beneficial to the master plan effort.
- Focus future Phase II Outreach efforts more on listening to stakeholders and less on presentation.
- Ensure that future efforts are more strategic and proactive in reaching out to certain user groups.



### Incorporating Leadership & Stakeholder Preferences

The Louisiana Master Plan team initially set out to develop a planning tool which used a multi-criteria decision analysis (MCDA) objective function that included weights to combine effects of projects on each of the ecosystem services and decision criteria. This approach was replaced with one that included a much simpler objective function with weights for near and long term land building only. Constraints were added that restricted scores for the different decision criteria, per CPRA and stakeholder preferences.

- A detailed MCDA approach is not feasible for a public and complex decision making process such as the Florida SEP.
- A simpler objective function with a small number of weights is more appropriate and proved to be effective in considering near versus long term benefits.
- A simple objective function with a small number of weights increases the interpretability of the results presented to interested parties.



### Master Plan Document Production

Production of the 2012 Coastal Master Plan document was a complex effort with a severely constrained schedule, and challenges ranged from crafting its broad thematic messages to the details of print production.

- Assembling a team of people with skills in technical analysis, public communication, and visual design was helpful in crafting a complex body of work which was both accessible to the public and scientifically accurate.
- Enabling the O&E team to guide the structure of the document by first shaping its broad messaging strategy and then adding greater detail and technical complexity helped to successfully communicate the decision framework and project analysis without getting “bogged down in the weeds.”
- Incorporating a wide range of well-designed visual elements (e.g., maps, diagrams, and photos) was equally as important to the success of the document as the textual elements.
- Creating a hierarchy of information (i.e., very general brochure, main document, and technical appendices) was also a helpful way to reach multiple audience needs.

## Scope of Work

To complete the scope of work outlined in the RBAFO, we have broken down the work effort into four (4) phases as described above, and fifteen (15) discrete tasks that will be conducted in sequence. Breaking down the work effort in this manner will facilitate cost-effective contracting with the Consortium as well as the efficient adaptation of this RBAFO response into a planning grant application(s) for consideration by the Council and other potential funding entities.

The tasks to be conducted in each phase are shown in Figure B-1 and listed below.

### Phase I - Goal Setting & Initial SEP

- Conduct Consortium Goal Setting Workshop
- Prepare Draft Initial SEP & Grant Application(s)

### Phase II - Project Nomination

- Compile Initial Project List
- Sort, Attribute, & Screen Initial Project List
- Develop Initial Project Spatial Database
- Conduct Gaps Analysis
- Develop & Implement Improved Project Nomination Process

### Phase III - Project Evaluation

- Develop Final Project Spatial Database
- Develop Evaluation Criteria
- Conduct Detailed Project Evaluation
- Develop Priority Project Rankings

### Phase IV - Final SEP Development

- Prepare Draft Final SEP
- SEP Review & Revisions
- Prepare Final SEP

### Phases I-IV

- Public Involvement and Stakeholder Coordination

To better understand our proposed work flow, each of these tasks and their associated deliverables are briefly described below. Tabs C, D, and E provide more detail with regard to our proposed methods and approaches to the project nomination, project evaluation, and public involvement aspects of the project, respectively.

## Phase I - Goal Setting & Initial SEP

### Task 1 – Conduct Consortium Goal Setting Workshop

In this task we will conduct a two day workshop with the full Consortium to present our overall approach to developing the SEP, and to gain feedback and acceptance of our approach from the Consortium members. In addition, we will facilitate a goal setting workshop with the Consortium to define their goals, objectives, and success measures for the SEP. In January 2014, the Consortium held an initial visioning session to begin discussing their goals and objectives. The workshop to be conducted in this task will build on progress made by the Consortium in this initial session. The outcome of this workshop will be a list of goals, objectives, guiding principles, and success measures for the SEP that reflect Florida-specific priorities of the Consortium while also being consistent with the Council's Initial Comprehensive Plan.

.....  
**Task 1 Deliverables:**  
Written meeting summary of the Consortium goal setting workshop.  
.....

## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT

### Task 2 - Prepare Draft Initial SEP Document & Grant Application(s)

In this task we will prepare the Draft Initial SEP within 90-days of the Notice to Proceed. This document is essentially the “Plan to Plan” which outlines and describes the planning processes and corresponding levels of effort involved in the development of the Final SEP. The Draft Initial SEP will not be focused on specific projects, programs, and activities. Rather, it will include the following components, at a minimum:

- A definition of the goals, objectives, guiding principles, and success measures for the SEP that reflect Florida-specific priorities and are consistent with the Council’s Initial Comprehensive Plan.
- A strategy for developing, refining, and articulating the goals, objectives, and success measures of the SEP, including both short and long-term outcomes.
- A strategy for the logical and appropriate grouping of projects, programs, and activities for the Consortium’s consideration for inclusion in the Draft Final SEP.
- A process for development of evaluation criteria by which submitted projects, programs, and activities will be evaluated and ranked.
- A detailed timeline for the activities required for development of the Draft Final SEP.
- An estimate of all resources necessary for the development of the Draft Final SEP including, but not limited to, all costs to the Consortium, and the amount and type of staffing to be provided by the planning consultant team.

We anticipate that our “Plan to Plan” will embody the elements of our project approach as presented in this proposal. However, we are open to modifying our approach to better accommodate the goals, objectives, and expectations of the Consortium.

The Draft Initial SEP will be prepared in the form of a grant application to be submitted to the Council for the purpose of securing federal funds from the RESTORE Act Trust Fund for further development and implementation of the Final SEP. Therefore, the Draft Initial SEP will clearly specify a planning approach that meets the requirements of the RESTORE Act, and the U.S. Department of Treasury’s Rule (31 CFR Part 34). In addition, other funding sources for SEP development will be sought at this time, including but not limited to the National Fish & Wildlife Foundation (NFWF).

#### Task 2 Deliverables:

Draft Initial SEP prepared in the form of a grant application for review and funding consideration by the Council, NFWF, and other potential granting agencies.



### Phase II - Project Nomination

#### Task 3 - Compile Initial Project List

We view the project nomination phase of the project to broadly include all steps necessary to develop a complete and accurate database of the universe of potential projects, programs, and activities to be considered for inclusion in the SEP. Tasks 3-7 as described below constitute the sequence of steps involved in the overall project nomination process. These tasks are expanded upon in Tab C of this proposal.

In this task, we will review the existing project list contained in the DEP spreadsheet database and contact each of the submitting entities to determine if the project information contained in the database is still accurate, and whether there are any revisions or updates that they wish to make. Following the confirmation of information we will prepare an updated project list, herein referred to as the initial project list. The initial project list will be compiled in a public domain relational database.

#### Task 3 Deliverables:

Revised and updated initial project list in the form of a relational database.

## Task 4 – Sort, Attribute, & Screen Initial Project List

In this task we will sort and attribute projects in the initial project list pursuant to the following criteria:

- Project type;
- Major watershed(s);
- County jurisdiction(s); and
- Water Management District jurisdiction(s).

There is a wide range of project types contained in the DEP spreadsheet database including such disparate activities as restoration of degraded tidal wetlands, land acquisition, creation of living shorelines, construction of reclaimed water infrastructure, fisheries monitoring, and environmental education programs. We will work with the project stakeholders and engage our Technical Advisory Committee (TAC) and Economic Advisory Committee (EAC) (see Tab E) to develop a simple project type classification system that accommodates the wide range of proposed projects.

In addition to sorting projects by type and major watershed, political jurisdictions are clearly important with respect to allocating projects and funding among the 23 Gulf Coast counties in a reasonably equitable manner. Therefore, we propose to also sort the initial project list by the County jurisdiction(s) within which the projects reside. Finally, four of Florida’s five Water Management Districts (WMD’s) have jurisdiction along the Gulf Coast, and it will be useful to also sort projects by WMD as they will have a potentially important role in leveraging additional funding for several types of SEP applicable projects. Figure B-2 shows a graphical representation of how projects will be sorted and attributed geographically using DEP watershed boundaries.

After sorting and attributing the initial project list pursuant to project type, major watershed(s), and political jurisdictions, we will also conduct a preliminary screening analysis of the initial project list.

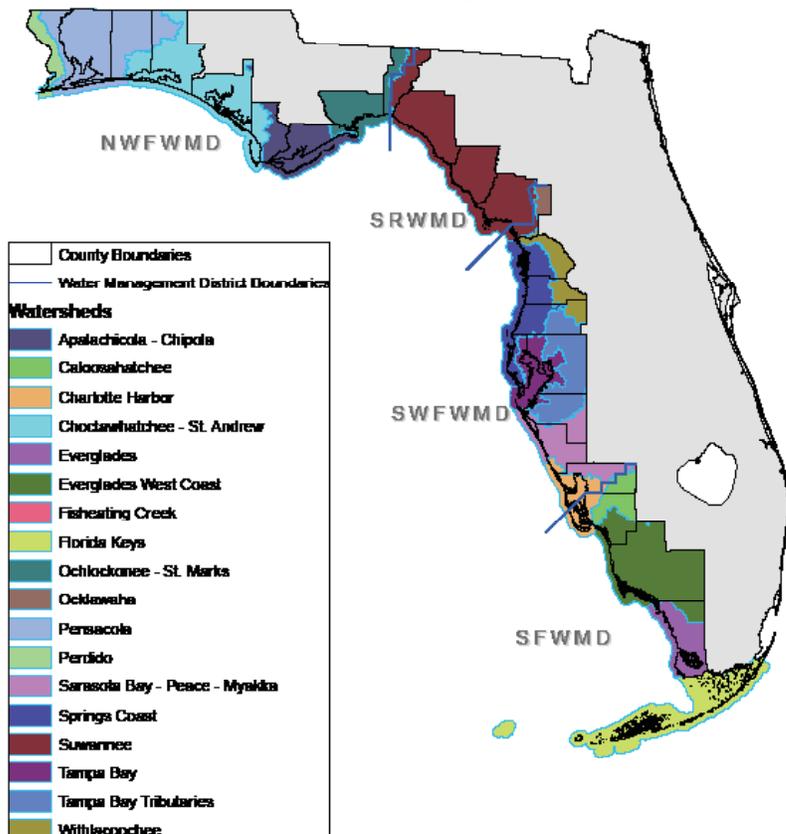
The preliminary screening will eliminate projects that:

- Are clearly duplicative;
- Are clearly inconsistent with the list of eligible activities contained in the RESTORE Act for the Spill Impact Component; and
- Do not have a clear nexus to the goals and objectives set forth in the Council’s Initial Comprehensive Plan.

The proposed processes to sort, attribute, and preliminarily screen projects will be a point of major stakeholder input. These processes will be discussed and vetted with both the TAC and the EAC (see Tab E) as well as DEP.

**Task 4 Deliverables:**  
 Screened initial project list as a relational database; and written meeting summaries of completed consultations with the TAC and EAC.

Figure B-2: Graphical representation of how projects will be sorted and attributed geographically.



TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT

**Task 5 - Develop Initial Project Spatial Database**

In this task we will convert the screened initial project list into a spatial database using appropriate GIS and relational database tools. The purpose of this task is to convert the largely tabular and narrative information contained in the initial project list into spatial information so that the stakeholders and the public can actually see the relative location and geographic extent of each project on a series of maps. In addition, converting the refined initial project list into a more robust spatial relational database structure will allow for more complex attributing for purposes of supporting detailed project evaluation.

Given the wide range of projects contained in the initial project list, it will be a challenge to accurately portray each type of project spatially. For example, the construction of a half-mile living shoreline project in Pensacola Bay can easily be depicted on a map; however, it is more difficult to show the geographic extent of an environmental education program. Nonetheless, we will develop an initial project spatial database that meets the needs of the stakeholders and public, as well as the project team involved in detailed project evaluation.

A series of maps will be produced that graphically display the wide range of project types and their respective geographic extent and distribution along the Gulf Coast. These maps will be used extensively in the Public Involvement Plan to inform the Consortium and stakeholders about the projects that have been proposed for consideration in the SEP.

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**Task 5 Deliverables:**  
Draft project spatial database and corresponding metadata in a robust relational database format; GIS map series showing geographic distribution and other attribution of projects contained in the screened initial project database.  
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**Task 6 - Conduct Gaps Analysis**

In this task we will evaluate the geographic and jurisdictional coverage of the various types of projects contained in the initial project spatial database. The goals of the gaps analysis will be to determine if the information in the initial project spatial database:

- Accurately and appropriately depicts the geographic limits of each project;
- Has an appropriate balance of project types;
- Has an appropriate geographic distribution of the various project types among the Gulf Coast watersheds and counties; and
- Allows for aggregating or disaggregating projects to better optimize resources and jurisdictional coordination.

The gaps analysis will be a process driven largely by stakeholder and public input derived from a series of regional meetings in a subset of the 23 Gulf Coast counties. Furthermore, we will engage our TAC and EAC to assist in the technical aspects of the gaps analysis.

Since the DEP project database was compiled, a number of agencies and NGOs have developed new conceptual project designs and other programs and activities that should be considered for evaluation, but for various reasons have not been included the DEP database. In this task we will reach out to a wider range of stakeholders to determine if their projects are included and accurately defined in the initial project spatial database. If not, we will make modifications to the initial project spatial database and prepare revised maps.

.....  
**Task 6 Deliverables:**  
A technical memorandum summarizing stakeholder and public input regarding: the adequacy and proper balance of project types and geographic coverage; list of additional projects solicited and directed to the nomination process; and suggestions on improvements to the nomination process documented.  
.....

## Task 7 – Develop & Implement Improved Project Nomination Process

This task will involve two separate sub-tasks: 1) development of a more comprehensive classification system for categorizing and quantitatively attributing projects in the initial spatial database; and 2) development of an improved web-based portal through which stakeholders may submit new projects, programs and activities for inclusion in the database and/or revise those already in the database.

There have been two open project nomination processes conducted to date, one by the Florida Gulf Coast National Estuary Programs, and the other by the DEP. These processes were relatively simplistic, using largely narrative information provided on a two-page form. The first step in this task is to develop a more comprehensive and quantitative classification system for defining the attributes of proposed projects, programs, and activities. This step will be driven largely by stakeholder and public input, and the engagement of our TAC and EAC, to assist in the refinement of the project classification and attribution system.

The second step involves development of a project-specific website and a web-based portal that incorporates the quantitative classification and attribution system (see Tab C for details). This will allow new project information to be submitted in a format that is consistent and convertible to the project spatial database. The website will also provide public education regarding the RESTORE Act and related activities and guidance for submitting concepts for consideration.



It is anticipated that the time window for new project nominations will need to be limited to allow for the transition to Phase III and development of the final project spatial database. However, it will also be important to not completely close the process so there is an open conduit for new ideas and input that could be incorporated at a later time, or in future updates.

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### Task 7 Deliverables:

**A technical memorandum summarizing the revised comprehensive and quantitative system for defining the attributes of proposed projects, programs, and activities; and a project-specific website and web-based portal for receiving new projects from stakeholders and the public.**

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TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT



**Phase III - Project Evaluation**

**Task 8 - Develop Final Project Spatial Database**

We view the project evaluation phase of the project to broadly include all the steps necessary to finalize the project spatial database; develop criteria to evaluate projects; conduct both screening level and detailed project evaluations; and develop priority rankings of projects, programs, and activities for inclusion in the SEP. Tasks 8-11, as described below, constitute the sequence of steps involved in the overall project evaluation process. These tasks are expanded upon in Tab D of this proposal.

This task will involve updating the initial project spatial database to include new project submittals received through the improved project nomination process, as well as modifications to previously submitted projects in the initial project spatial database. It should be noted that the projects, programs, and activities included in the final project spatial database at the completion of this task will constitute the universe of projects considered for detailed project evaluation and ranking.

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**Task 8 Deliverables:**

**A final project spatial database and corresponding metadata in a robust relational database format; and a final GIS map series showing geographic distribution and other attribution of projects contained in the final project spatial database.**

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**Task 9 – Develop Evaluation Criteria**

In this task we will develop a range of appropriate criteria to screen, compare, evaluate, rank, and prioritize the various nominated projects, programs and activities. These criteria will ensure compliance with the RESTORE Act, Treasury rules, and Council goals, objectives and commitments. Three types of criteria will be developed, including:

- Screening criteria;
- Evaluation criteria; and
- Special issue criteria.

We propose to develop the evaluation criteria in two steps. First, our internal project evaluation team - composed of engineering, science, and regulatory experts - will develop a draft set of criteria based on their best professional judgment and in consideration of project evaluation schemes developed by others. The ESA team’s experience in the development of the Louisiana 2012 Coastal Master Plan will be a major advantage in this effort. In addition, we will review project evaluation criteria and ranking schemes developed by various Florida counties to address local project prioritization under the Direct Component of the RESTORE Act. For example, Pinellas County has adopted a tiered project evaluation and ranking scheme that incorporates both the Council’s goals and objectives as well as local priorities.

Second, following the development of draft evaluation criteria our project evaluation team will meet with both the TAC and EAC (see Tab E), DEP, and other stakeholders to present and receive feedback on the draft criteria. Revisions to our draft criteria will be made as appropriate, based on feedback from the committees and other stakeholders. In addition, we will conduct a briefing meeting with the full Consortium at this time to present and receive feedback on the draft evaluation criteria.

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**Task 9 Deliverables:**

**A technical memorandum summarizing the development of evaluation criteria, as well as the recommended application of criteria to be used for the detailed project evaluation; and written meeting summaries of completed consultations with the Consortium and other stakeholders.**

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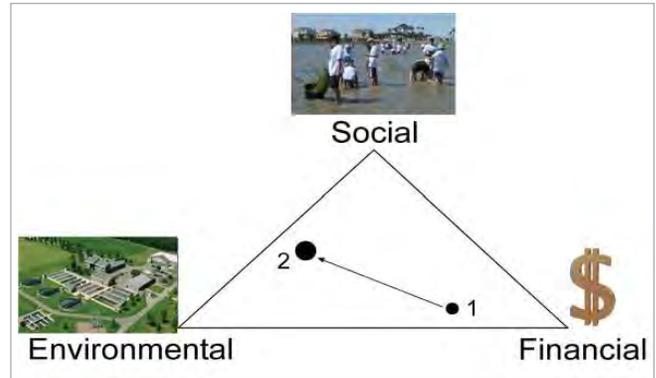
## Task 10 – Conduct Detailed Project Evaluation

In this task we will apply the approved evaluation criteria to the universe of nominated projects, programs, and activities in two steps. First, each member of our internal project evaluation team will independently score each project. Then, they will convene to discuss the range of scores applied to each project to determine if the scoring methodology is producing consistent and unbiased results. Independent scores for each project will be averaged and then ordinated to produce a first cut of the highest ranked projects. The “cut line” will be determined by the estimated funding available for SEP implementation. The top ranked projects of which the cumulative cost is less than the cut line will be identified for further analysis.

Second, following the development of this “above the cut” project list, our project evaluation team will again meet with the TAC, the EAC, DEP, and other stakeholders to present and receive feedback on preliminary project evaluation results.

For each of the “above the cut” projects we will evaluate benefits/costs (B/C) and calculate expected return-on-investment (ROI) to inform the final project ranking and selection. Because of the necessary time and resources to undertake the B/C and ROI analysis, we propose to undertake this step only for those projects most likely to be selected.

B/C analysis strives to compare project benefits against cost to inform the evaluation process and ensure that selected projects provide the best “value” for the expended costs. Although B/C analysis is very effective in assessing financial benefits of projects, a limitation of B/C analysis is that it is often difficult to include important benefits, such as ecosystem services, and social enhancement in a monetary framework to balance against costs.



Therefore, we propose to implement a methodology called Triple Bottom Line (TBL) that explicitly identifies environmental and social costs and benefits in addition to only economic returns. As the name implies, TBL explicitly tracks three important bottom lines for decision-making: economic, environmental, and social. Projects that score well in all three bottom lines will be deemed to deliver the most sustainable benefits to both the natural and built environments.

In some cases, we anticipate the ability to monetize environmental benefits using non-market economic valuation tools. Non-market valuation is a branch of environmental economics that estimates values for natural resources and environmental goods and services that are not sold in standard markets. We will utilize existing literature in this field to assign monetary values on the benefits provided by these projects. Furthermore, we will incorporate estimates of non-market values for the resources and activities where they are available into the TBL benefit/cost evaluation, and in estimates of the return on investment for the “above the cut” projects.

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### Task 10 Deliverables:

**A technical memorandum summarizing: the project evaluation criteria and how they were developed; the benefit/cost and return-on-investment methodology; the results of the project evaluation and economic analyses; and meeting summaries of completed consultations with the TAC, EAC, and other stakeholders.**

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## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT



### Task 11 – Develop Priority Project Rankings

In this task, we will develop priority project rankings using the results of the project evaluation and economic analyses described above, as well as other input received from stakeholders. The priority project rankings will constitute the framework of the Draft Final SEP.

The project evaluation and ranking processes are perhaps the most potentially controversial aspect of the project. It is critical that the stakeholders believe those processes to be objective and fair.

We recognize that there may be concerns about the outcome of the draft priority project rankings and therefore recommend that another two-day workshop with the full Consortium be convened at this juncture to present the findings of the draft priority project rankings. During this workshop, modifications to the project evaluation and ranking procedures may be requested by Consortium representatives to address their concerns. And it may be necessary to conduct additional project evaluation and ranking procedures to obtain approval of the final mix and geographic distribution of the various project types, programs, and activities. Therefore, we view this task as iterative, working with the Consortium and other stakeholders to fine tune the final rankings to gain full support prior to the development of the Draft Final SEP.

Project rankings must reflect the priorities and values of stakeholders and the public. To the extent that different stakeholders and members of the public have different priorities and values, multiple rankings could be conducted to address various scenarios of interest. Alternative ranking scenarios could be developed to allow multiple perspectives to be considered. For example, ranking scenarios may emphasize different values – ROI, acres of ecosystem restoration and/ or conservation, water quality improvement, flood protection, tourism, etc. – or combinations of these values.

Scenarios may also emphasize different time frames (near-term or long-term). We will work with the Consortium and other stakeholders to develop a manageable set of scenarios for assessment. Each scenario will optimize project selection within the expected total SEP budget constraints.

If directed, we will conduct alternative project rankings using the scenarios of interest identified by the Consortium and other stakeholders. We will present the results of the ranking scenarios in a transparent process to aid in decision making. Results of the scenario rankings will be compared to identify common projects that rank highly across multiple scenarios, and to identify projects that are unique to specific scenarios. Where consideration of multiple scenarios does not significantly affect the ranking results, scenarios may be consolidated. Any critical thresholds will be considered in scenario evaluation.

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#### Task 11 Deliverables:

A technical memorandum summarizing the findings of the draft priority project rankings including various ranking scenarios; and written meeting summaries of completed consultations with the Consortium and other stakeholders.

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## Phase IV - Final SEP Development

### Task 12 – Prepare Draft Final SEP

Upon approval of the final priority project rankings by the Consortium, we will prepare the Draft Final SEP, using the project rankings as the framework. The Draft Final SEP will meet or exceed the minimal content requirements set forth in the RBAFO. The Draft Final SEP will be prepared in a style that is easily readable and understandable by elected officials and the lay public, with numerous graphics and call out boxes. Supporting detailed technical materials will be included as a series of appendices.

.....  
**Task 12 Deliverables:**  
Draft Final SEP document including all sections outlined in the RBAFO, as well as recommended priority projects, programs, and activities; and associated appendices and supporting information.  
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### Task 13 – SEP Review & Revisions

Our project team will facilitate the formal public process of review, comment, revision and approval of the Draft Final SEP by the Consortium and the Governor. We will incorporate revisions to the Draft Final SEP as directed by the Consortium, the DEP Coordinated Review process, and the Governor.

In this task we also anticipate facilitating a workshop with the Council to present a summary the revised Draft Final SEP, and to obtain feedback from them with regard to additional document revisions.

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**Task 13 Deliverables:**  
Revised drafts of the Final SEP document; a technical memorandum summarizing comments received and actions taken in response.  
.....



### Task 14 – Prepare Final SEP

Upon approval of the revised Draft Final SEP by the Consortium, other stakeholders, and the Council, we will prepare the Final SEP document. The Final SEP will meet or exceed the minimal content requirements set forth in the RBAFO. The Final SEP will be prepared in a style that is easily readable and understandable by elected officials and the lay public, with numerous graphics and call out boxes. Supporting detailed technical materials will be included as a series of appendices.

We will also remain available to provide services to amend the Final SEP as circumstances and funding requires, in accordance with the Consortium’s direction for re-submission to the Governor and ultimately to the Council.

.....  
**Task 14 Deliverables:**  
Final SEP document submitted to the Council and any revisions thereto, including corrections and input from the Consortium, other stakeholders, and the Council.  
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TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT

**Task 15 – Public Involvement & Stakeholder Coordination**

Public involvement and stakeholder coordination are critical to the success of this project, and the ESA team will dedicate the necessary resources and attention to these activities to ensure success. As discussed above, public involvement and stakeholder coordination will be an ongoing project activity integrated into the various tasks. The project flow chart (shown in Figure B-1) indicates key points in the process where stakeholder coordination, input, and approval will be needed.

Our detailed approach to this critical aspect of the project is discussed in Tab E of this proposal, while Figure B-3 shows the structure of our proposed Public Involvement Plan outreach program.

The overriding goal of our Public Involvement Plan is to ensure that the SEP planning process is transparent and fair, and that all interests and viewpoints are heard and properly considered. Therefore, in addition to the general public, we are proposing to obtain specialized feedback from our two advisory committees, the TAC and the EAC.

The role of the TAC is to obtain independent feedback on the technical efficacy of the SEP throughout its development. The need for the TAC is essentially specified by the Council in their requirement for the SEP to embody, and be based on, “the best available science.” Accordingly, the TAC will be composed of independent technical experts in applicable fields of science and engineering. Experts will be sought from: academia; private consulting; federal, state, and local natural resource agencies; and applicable NGOs.

The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and

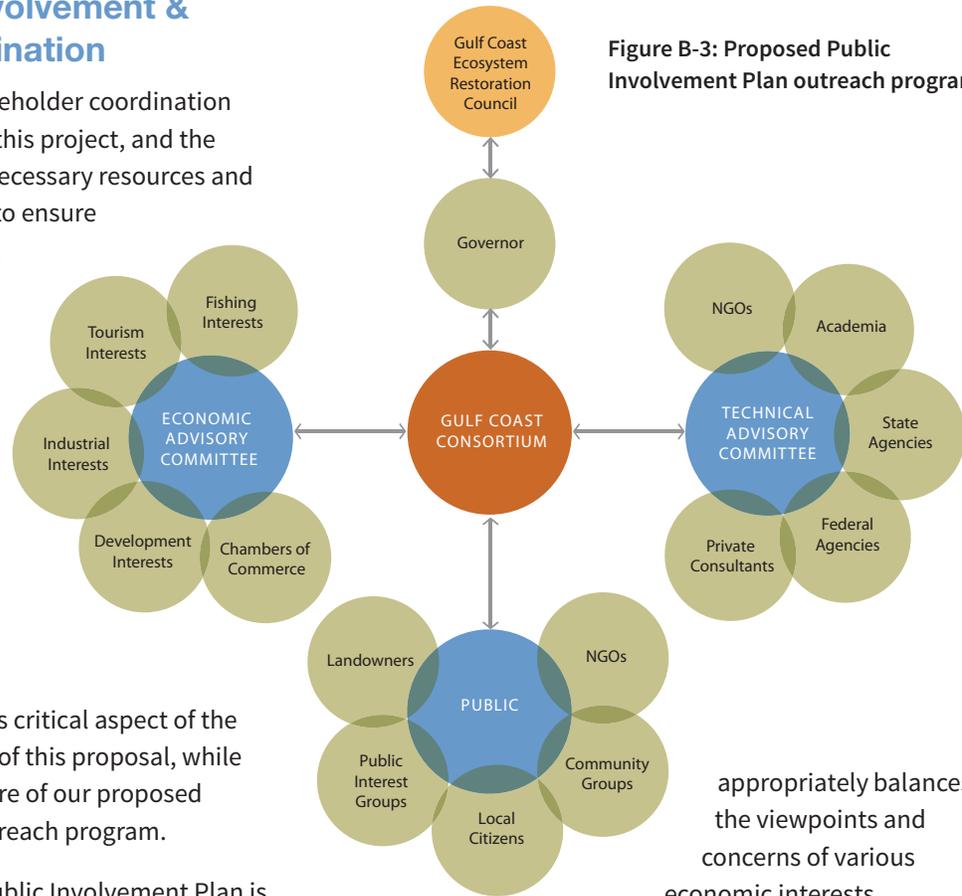


Figure B-3: Proposed Public Involvement Plan outreach program.

appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP.

Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial and development interests. In addition, the EAC will also include representatives from local and state chambers of commerce as well as major land owners in affected areas of the Gulf Coast.

**Task 15 Deliverables:**  
 Multiple interim deliverables including project-specific website, numerous public outreach and educational materials, and summaries of feedback received from the public on the website and at meetings. In addition, the Draft Final and Final SEP documents will include a detailed appendix summarizing the entire Public Involvement Plan, associated processes and outcomes, comments received, and associated responses.

## Additional Elements Specified in the RBAFO

This section provides responses to the six additional elements specified in the RBAFO document.

### 1. Coordination of the planning efforts with the funds available.

One of the most confounding aspects of the RESTORE Act is that the total amount, and timing, of the funds ultimately deposited in, and released from, the Gulf Coast Restoration Trust Fund are largely unpredictable.

The funds that have been deposited in the Trust Fund to date have come entirely from the Transocean settlement of \$653M. Transocean is expected to make its third and final payment of civil penalties and interest by March 2015. In addition to the Transocean settlement, Halliburton recently agreed to pay \$1.1B in civil penalties; and, the penalty phase of the BP trial is scheduled to begin in January of 2015. When these additional settlement funds will actually be deposited in the Trust Fund and become available to the Gulf States is not currently known. Therefore, the funding limitations of the SEP are similarly a moving target.

As of this writing, there was \$188,790,036 in the Spill Impact Component of the Trust Fund. The recently published Treasury Interim Final Rule (TIFR) and Council Interim Final Rule (CIFR) indicate that grants will be the primary mechanism for funding planning activities from the Trust Fund. Furthermore, the CIFR states that a maximum amount that can be disbursed annually to each State for planning activities is 5 percent of the Spill Impact Component. Based on the current amount in the Trust Fund, approximately \$9.4M will be available to the Gulf Consortium, and each of the other four Gulf Coast States, upon adoption of the final Treasury and Council rules – presumably in late 2014 or early 2015. The \$9.4M that will be available to the Consortium in 2015 can be used in part, or entirely, for planning activities. However, discerning a total budget, and a corresponding schedule, for SEP implementation is not possible at this time.



Our proposed approach of using various “cut lines” applied to priority project rankings has been developed specifically to accommodate the budgeting uncertainties associated with the RESTORE Act (see Tab D for details). Essentially, eligible projects, programs and activities will be ranked in terms of their environmental, economic and social benefits, and their relative cost-effectiveness in achieving those benefits. Budgetary “cut lines” will then be established for each year, based on the cumulative cost of the priority project rankings and the funds available for disbursement from the Trust Fund for that given year. Therefore, our approach to developing the SEP allows for projects to be implemented in priority order as funding becomes available. In this way it will be possible to define SEP components that use only the currently available Transocean funds (FY 2015-2016), and the Transocean + Halliburton funds (FY 2017-1018), and finally the Transocean + Halliburton + BP funds (FY 2019 and beyond).

In addition, the optimization and maximization of all available funding sources will be analyzed as part of the SEP development process. Given the potential value multiplier associated with leveraging, we propose to include “leverage” as one of key economic components in the development of project evaluation criteria. Leverage could be from revenue internal to the applicant, or from other federal, state or foundation grants. This criterion will assess if there is existing funding budgeted or earmarked for a project, and quantify the amount and percentage of the total cost that is already funded. Projects with some level of funding already secured would presumably be ranked higher.

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Furthermore, in the development of the Draft Final SEP, specifically the phasing of selected projects, consideration may be given to setting aside a percentage of pot #1 funding to initiate eligible high value/high cost projects that have clear benefits that extend beyond one county or watershed, and which would be impossible to fund solely from pot #1 monies and/or other internal funding sources, or would totally deplete those resources. We have thoroughly reviewed the Treasury Interim Final Rule addressing the RESTORE Act and can find no specific provisions explicitly prohibiting the funding of projects across the various funding pots.

### 2. Navigation of the changing regulatory environment.

The regulatory environment is always changing, especially with regard to environmental protection, and now is no exception. Recent notable regulatory changes at the federal level include the March 2014 draft rule published by the U.S. Army Corps of Engineers clarifying the extent of Waters of the U.S. which refer to jurisdictional boundaries within which they can exert applicable provisions of the Clean Water Act related to dredge and fill and pollution discharges. At the State level, the Florida Department of Environmental Protection (DEP) recently adopted numeric nutrient criteria for surface water bodies to replace the narrative standard that existed for decades. These criteria will define new limits for impaired water body determinations and will affect future Total Maximum Daily Load allocations and pollutant load reductions required of local governments who own and operate Municipal Separate Storm Sewer Systems.

Also, the DEP is currently revamping the Uniform Mitigation Assessment Method (UMAM) for determining mitigation requirements for projects that impact jurisdictional wetlands; and the DEP and Water Management Districts are evaluating changes to the Environmental Resource Permit rules, potentially addressing cumulative coastal impacts

We are fully aware of these proposed and other recently adopted regulatory changes, and have assisted clients with interpretation of, and compliance with, them. However, it is our opinion that none of these regulatory changes will substantially affect development and implementation of the SEP. First, with regard to the proposed Waters of the U.S. rule, it addresses primarily intermittent and ephemeral streams and ditches much more common in the arid western U.S. than in the coastal zone of Florida. Second, numeric nutrient criteria should theoretically make it easier to determine water body impairments, and to quantify improvements to impaired water bodies resulting from SEP projects. Finally, the current and pending Florida UMAM rule will be used for only determining mitigation requirements and does not expand State jurisdiction; and ERP rules changes and both existing and proposed general permits may actually facilitate streamlined permitting of many types of SEP projects.

It should be noted that the overarching goal of the RESTORE Act is to effect meaningful and sustainable ecosystem restoration change and as such, we believe that it will be possible to demonstrate that the aggregate implementation of projects contained in the SEP will result in an overall net environmental benefit to the Gulf. While it is true that the SEP will also allow for, and surely include, infrastructure improvement and economic development projects, any negative environmental impacts associated with such projects will likely be outweighed by the environmental benefits of numerous other projects focused specifically on such goals as ecosystem restoration and water quality improvement.

Nonetheless, under current regulatory guidance, projects ultimately included in the FSEP will be individually subject to environmental permitting and compliance with all applicable federal and State rules and regulations. Individual permitting of the numerous and diverse projects contained in the SEP projects will likely lead to extensive frustrating delays in SEP implementation.

## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT

To facilitate streamlined regulatory approval and implementation of the SEP, we recommend that the Consortium consider a potential value added services task to examine opportunities to develop streamlined permitting mechanisms, and expedited NEPA compliance (if required), for SEP projects. This could include development, or technical support of a Programmatic EA or EIS (likely led by the Gulf Restoration Council) concurrent with SEP development, which the SEP would then reference, thus lessening the potential need for stand-alone NEPA documents for individual projects.

Streamlined permitting could also include exploration of how various existing Nationwide and general permits and exemptions could apply to SEP projects, coupled with agency discussions on possible new general permits or other streamlined permitting mechanisms which could be developed for the SEP. Depending on need, it is possible that a comprehensive permitting approach could be devised that would address the SEP as a whole, perhaps as a Regional General Permit (RGP) with the USACE and an Ecosystem Management Agreement (EMA) with DEP.

The ESA team is unique in that key team members have led two of the largest RGP and EMA permitting efforts in the State of Florida, both located in Northwest Florida: the West Bay-East Walton RGP/EMA for the St. Joe Company and the Northwest Florida Beaches International Airport EMA and USACE Conceptual Permit (both spanning tens of thousands of acres and multiple decades of projected projects, including significant conservation, restoration, and mitigation activities).

Of particular relevance to coastal zones, the federal Special Area Management Plan (SAMP) process could be used with the goal of developing an RGP/EMA or similar regulatory product for the SEP (or even for Florida RESTORE Act projects in general). Other similar approaches could also apply, such as the State of Florida's Ecosystem Team Permitting (ETP) process, with which our team is also highly experienced.

Key ESA team members Doug Robison, Ann Redmond, Scott Zengel, and Deborah Getzoff have unequalled cumulative experience in this level of regulatory analysis and program development in the State of Florida (see Tab J for more details on this value added service).



### 3. Generation of broad support for the projects, programs and activities in the SEP.

Generating a broad level of support for the projects, programs, and activities contained in the SEP will be achieved primarily through the implementation of our Public Involvement Plan (see Tab E), and is the key measure of success for this effort.

The overarching goals of our Public Involvement Plan are to: 1) ensure that the SEP planning process is transparent and fair; 2) that all interests and viewpoints are heard and properly considered; and, 3) that a broad consensus of support for the SEP is obtained from the major stakeholders. It should be noted that in this context the term “consensus” is generally defined as the absence of opposition or strong dissenting opinion. For something as complex and wide ranging as the SEP it is not reasonable to expect perfect harmony or unanimity among the stakeholders. However, we believe that our goal of achieving a broad consensus of support is feasible.

In addition to engaging the general public, we are proposing to obtain specialized feedback from two adjunct advisory committees including the TAC and the EAC. Furthermore, throughout the SEP planning process we will be actively engaged with the Consortium – including elected officials and associated County staff, as well as gubernatorial appointees to the Consortium. Finally, we will regularly communicate with key DEP staff, the Governors office, and the Florida representative to the Council, Mimi Drew.

## TAB B: STRATEGY/STRATEGIES FOR PLAN DEVELOPMENT



### 4. Fostering positive economic outcomes of the projects, programs, and activities in the SEP.

A key modification to our ITN Response was the addition of a second adjunct advisory committee - the **Economic Advisory Committee** - to our Public Involvement Plan and organizational structure.

The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP. Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial and development interests. In addition, the EAC will also include representatives from local and state chambers of commerce as well as major land owners in affected areas of the Gulf Coast.

The EAC will be engaged extensively throughout the project evaluation phase of the project. In particular, their input into the development of evaluation criteria will be critical in setting the stage for a project evaluation process that is fair and transparent to all stakeholders, as well as balanced with respect to environmental, economic, and social benefits. This will ensure that criteria such as job creation and workforce development are considered in the project evaluation process. Furthermore, the EAC will be engaged to review the preliminary project rankings to ensure that the results are rational, adequately justified, and appropriately balanced between environmental, economic, and social benefits.

### 5. Assisting projects, programs, and activities that are submitted for consideration but do not make it into the Final SEP to be competitive for other funding sources.

It is anticipated that during the planning process hundreds of various types of projects, programs, and activities will be considered and evaluated for inclusion in the final SEP; however, only those projects that provide the greatest combination of environmental, economic and social benefits, and do so in the most cost-effective manner, will be included in the final SEP. Therefore, it is likely that the majority of projects submitted will not be included.

One of the value added services proposed by the ESA team is to assist the “owners” of projects not included in the final SEP in finding other potential funding sources for those projects. As environmental professionals with decades of experience working with federal agencies, the Florida DEP, the Florida Water Management Districts, and local governments around the State, we are extremely familiar with existing grant and cooperative funding programs available for types of projects, programs and activities addressed in the SEP. Other funding sources that could augment RESTORE Act monies include National Fish & Wildlife Foundation (NFWF) grants, conservation land acquisition grants administered by NGOs such as The Nature Conservancy, and various types of community development block grants. Funding programs not directly related to the RESTORE Act could include various EPA grants for water projects (e.g., CLW section 319 grants), and Water Management District cooperative funding programs (e.g., SWIM Act monies).

In the development of the SEP we will evaluate the applicability of a wide range of other complimentary funding sources that could be leveraged to fund SEP projects. As part of this effort, we will develop an Other Grant Sources Inventory, a document that will detail other federal, State and foundation funding sources for projects that are eligible for funding in the SEP. In developing this inventory we will coordinate with agencies specifically responsible for RESTORE Act



funding in consultation with the Restoration Council and the NRDA Trustee Council. In addition, we will coordinate with the DEP and the four Florida Water Management Districts on the Gulf Coast with regard to complimentary cooperative funding programs that could be leveraged to support SEP projects. As part of this effort, information on other grant funding sources will be provided to potential applicants, with information updated weekly as grant deadlines are announced. Tab H provides more details on our approach to resource leveraging.

Furthermore, during the SEP planning process we will actively work with the stakeholders and project applicants to assist them in identifying the best funding strategies for their projects. In the project screening and early evaluation processes, we will prepare critical reviews of project submittals that are reviewed and evaluated. If requested, we will consult with the owners of projects that are not selected to discuss how they could make their respective proposals stronger, and what other funding programs might be applicable. Applicants of rejected projects may be encouraged to leverage SEP funds by pursuing a range of applicable grants identified in our inventory. An important consideration for projects will be readiness and timing. Given that some pots of RESTORE funding will become available before others, it may be necessary to guide project applicants towards particular funding streams that best meet their needs in terms of timing and type of activity.

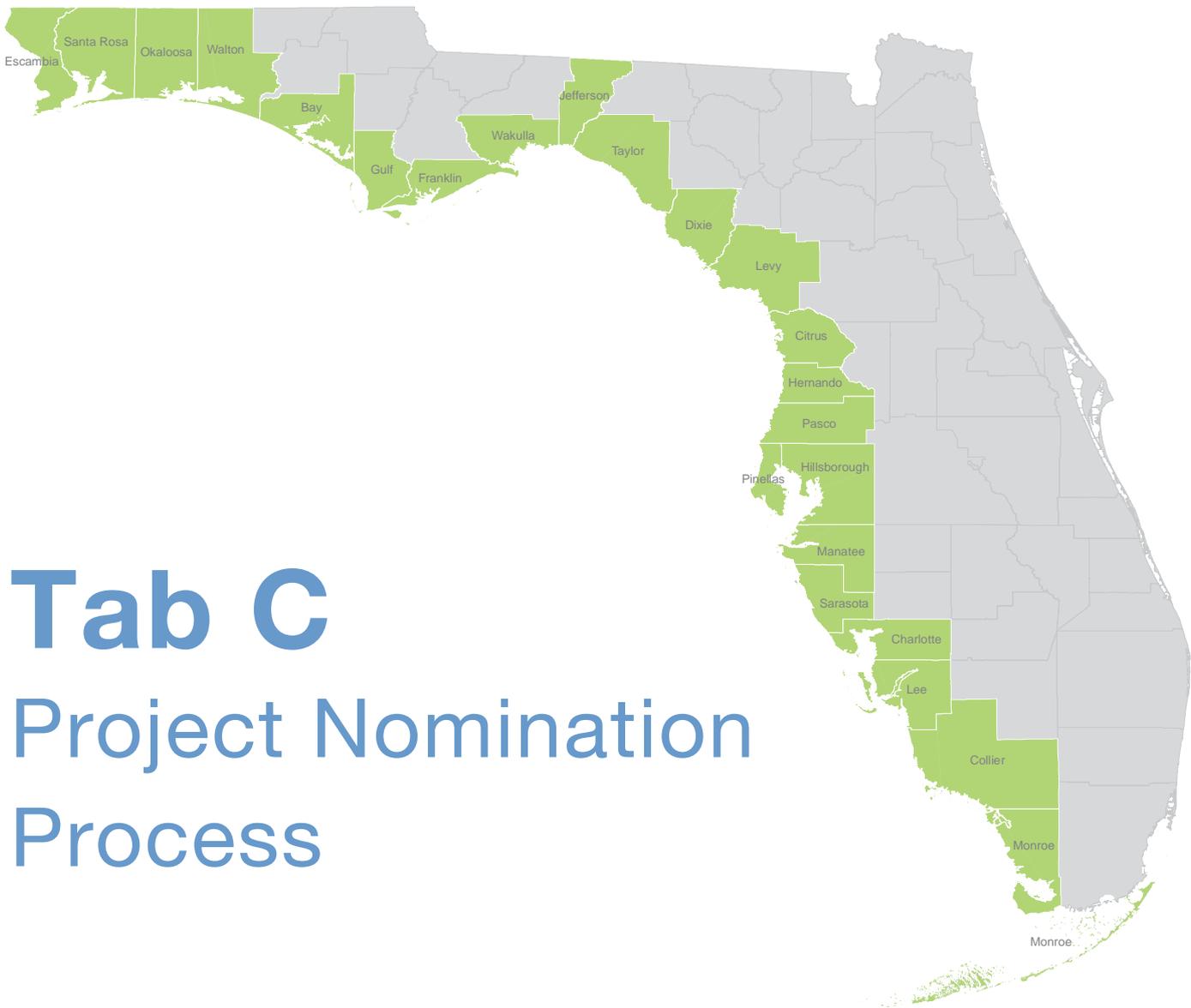
## 6. Establishing systems for management and tracking to assure compliance with legal requirements and maximization of available funds.

As described elsewhere in this proposal, the ESA team will develop and maintain a project-specific collaboration website for the SEP project that provides the following capabilities:

- Project document control (submittal, version control, search)
  - Project status reports
  - Project lists and maps
  - Project documents organized by category;
- Calendar of events;
- Public education materials;
- Interactive spatial database/maps of projects nominated for consideration in the SEP;
- Project schedule tracking, and
- Legal compliance.

The collaboration website will provide a full range of capabilities to allow for a variety of review and tracking functions. We anticipate including all applicable regulations and rules governing the SEP as documents on the website, and it will be possible to convert those documents into an online compliance checklist.

The ESA project team includes Deborah Getzoff, environmental attorney from the law firm of Lewis, Longman & Walker. Ms. Getzoff previously worked for the Florida DEP as the Southwest District Manager, and is intimately familiar with the legal requirements of the RESTORE Act and related funding streams. Ms. Getzoff will provide legal review services throughout the SEP planning process, and will conduct thorough reviews of interim work products including the Draft Initial SEP, and the Draft Final SEP. In addition, she along with the ESA project management team will stay abreast of regulatory rule changes – both related and unrelated to the RESTORE Act – that may affect the funding, development, and/or implementation of the SEP.



# Tab C

## Project Nomination Process

C: Project  
Nomination Process



## Tab C

# Project Nomination Process

## Overview of Project Nomination Process

The project nomination process should broadly include all steps necessary to develop a complete and accurate database of the universe of potential projects, programs and activities to be considered for inclusion in the SEP. This database must be developed at a level of consistency and accuracy to support objective and defensible project evaluation and ranking processes. Furthermore, the database must be accessible and open to new ideas, concepts, projects, etc. throughout the planning horizon. The basic steps involved in the project nomination process include the following:

- Compile existing project lists into a single initial project list;
- Sort, attribute and screen the initial project list;
- Convert the initial project list into a spatial database and map the projects;
- Conduct a gaps analysis;
- Develop a more comprehensive classification and attribution scheme to include quantitative information; and
- Develop an improved online portal for new project submission.

Tasks 3-7 as described in overall Strategy for Plan Development (Tab B) address the sequence of steps involved in the overall project nomination process. These tasks are expanded upon here in Tab C to address the entire scope of the project nomination process.

## Task 3 - Compile Initial Project List

Much work has already been done in Florida to solicit projects for evaluation, ranking, and potential inclusion in the SEP. The three Gulf Coast National Estuary Programs in Florida – Tampa Bay, Sarasota Bay, and Charlotte Harbor – previously collaborated in 2013 to develop a coordinated approach to soliciting conceptual projects from their member governments and stakeholders. They developed a two-page form that was used by stakeholders and other interested parties to summarize conceptual projects and submit them for later evaluation and ranking. The project descriptions were subsequently submitted to the DEP for inclusion on their Deepwater Horizon Projects website. This website includes a link to a spreadsheet database of projects that have been submitted to date.

Building on that effort, and to provide an opportunity for the public to suggest potential new projects for the State to consider, the DEP has created an online project submittal form which is also accessible from their website. It is stated on the DEP website that project submittals are open to anyone, and that priority will be given to projects that address one or more of the following areas:

- Stormwater/wastewater infrastructure projects;
- Community resilience/living shorelines;
- Water quality projects including those which achieve water quality benefits provided by the preservation of buffer lands around military bases;
- Implementation of agriculture best management practices; and
- Fish and wildlife habitat and management.

## TAB C: PROJECT NOMINATION PROCESS

Various stakeholders have submitted projects for consideration through the DEP online portal and other vehicles, and the spreadsheet database now includes over 1,000 projects. These stakeholders include state agencies, local governments, NGOs, and private entities.

Under this task, we will review the existing project list contained in the DEP spreadsheet database and contact each of the submitting entities to determine if the project information contained in the database is still accurate, and whether there are any revisions or updates that they wish to make. Then, an updated project list, herein referred to as the initial project list, will be developed. During this task, the TAC and EAC (see Tab E) will be apprised of the status and schedule for this effort as well as the start of their input to sorting, attributing, and preliminarily screening the initial project list.

### Task 4 - Sort, Attribute, & Screen Initial Project List

Building on Task 3, we will sort, attribute, and conduct a screening level of analysis of the initial project list pursuant to the following criteria:

- Project type;
- Major watershed; and
- County jurisdiction(s).

There is a wide range of project types contained in the DEP spreadsheet database including such disparate activities as land acquisition, restoration of degraded salt marsh, creation of living shorelines, construction of reclaimed water infrastructure, fisheries monitoring, and environmental education programs.

We will work with the project stakeholders to develop a project-type classification system that accommodates the wide range of proposed projects. A starting point for this classification system is the list of eligible activities contained in the RESTORE Act for the Spill Impact Component. A more logical and detailed classification of project types is provided in the Council's Initial Comprehensive Plan which defines project types pursuant to their seven adopted objectives, as captured below.



- **Restore, Enhance, and Protect Habitats** – The types of projects and programs that could be implemented include the restoration, enhancement, creation, and protection of important coastal, freshwater, estuarine, and marine habitats, and removal of invasive species. Protection and conservation projects may be implemented through active management, acquisition, voluntary management agreements, protected area management, perpetual management, conservation easements, and other conservation activities.
- **Restore, Improve, and Protect Water Resources** – The types of water resource management projects and programs that could be implemented include implementation of watershed best management practices; improved agricultural and silvicultural management practices; enhanced stormwater and/or wastewater management; improved quality and quantity of freshwater flows, discharges, and withdrawals; sediment runoff management; and other foundational water quality concerns.
- **Protect and Restore Living Coastal and Marine Resources** – The types of projects and programs that could be implemented may address recovery of threatened and endangered species, overfishing and bycatch, improved fisheries assessments, sustainable resource management of commercially and recreationally important activities (such as fishing, hunting, and wildlife watching), increased resource stocks, invasive and nuisance species management and removal, enforcement, and other protective measures.
- **Restore and Enhance Natural Processes and Shorelines** – The types of projects and programs that could be implemented may include: removal of barriers to improve freshwater inflow and fish passage; improved sediment management (e.g., through increased beneficial use, dedicated dredging, and sediment capture structures); restoration of coastal wetlands, restoration of eroded shorelines; river diversions (also known as river re-introduction projects) and other types of hydrologic restoration; natural ridge restoration; implementation of living shoreline techniques; and other restoration techniques that address natural processes and shorelines.

## TAB C: PROJECT NOMINATION PROCESS

- Promote Community Resilience** – The types of projects and programs that could be implemented may address: capacity for local governments, businesses, and community-based organizations to adapt; risk assessments; natural resource planning and natural resource recovery planning with locally-driven solutions; long-term land use planning as it relates to the management and sustainability of coastal resources; acquisition and/or preservation of undeveloped lands in coastal high-hazard areas (e.g., as buffers against storm surge and sea level rise); non-structural storm and surge protection; design of incentive-based mitigation programs; engagement with and among local communities; and other measures that build community resiliency through ecosystem restoration. Projects and programs that promote community resilience should be tied to ecosystem restoration or protection.
- Promote Natural Resource Stewardship and Environmental Education** – The types of projects and programs that could be implemented may include: environmental stewardship and education programs tied to Gulf Coast resources that encourage and coordinate the use of existing environmental education and outreach networks and institutions; establish a more effective relationship between research and education communities; and provide meaningful hands-on ecosystem education that includes local, cultural, environmental and economic values with the belief that education will encourage action toward a healthier Gulf Coast. Projects and programs which promote natural resource stewardship and environmental education should be tied to ecosystem restoration or protection.
- Improve Science-Based Decision-Making Processes** – The types of projects and programs that could be implemented may implement or improve: science-based adaptive management and project-level and regional ecosystem monitoring, including the coordination and interoperability of ecosystem monitoring programs; regional database and expert systems used to warehouse ecosystem data; improved ecosystem restoration outcome and impact measurement and reporting; and development of local and regional ecosystem models to apply the monitoring information gained and address the critical uncertainties related to restoration to adaptively manage and inform Council decision-making processes related to ecosystem investments.

The Council stresses the importance of utilizing science-based decision making, and a regional ecosystem-based approach in developing and prioritizing projects. Furthermore, The Nature Conservancy has been working closely with Florida local governments to promote the “Watershed Approach” to coastal master planning which is closely aligned with a regional ecosystem-based approach, particularly in the context of issues and challenges confronting the Florida coast.

The watershed approach recognizes that much of the ecological degradation observed in the coastal zone can be traced back to perturbations and activities in the upstream watershed. For example, the loss of seagrasses and oyster bars in a coastal estuary may be due to the delivery of too much nutrient load or too little freshwater delivered from the upstream watershed rather than adjacent urban development in the coastal zone. The watershed approach engages stakeholders to view coastal ecosystems holistically, and to determine the root causes of observed problems more comprehensively. Figure C-1 below shows a schematic of structure and functions of a typical watershed.



Figure C-1: Schematic of a Typical Watershed

## TAB C: PROJECT NOMINATION PROCESS

Our team is highly experienced in the watershed approach to coastal master planning and we fully support it as an organizing principle for the development of the SEP. Accordingly, we propose to sort the initial project list into the respective watersheds where they would be implemented. We propose to use the major watershed delineations developed by the DEP, but will consider other potential watershed classification systems as recommended by the TAC.

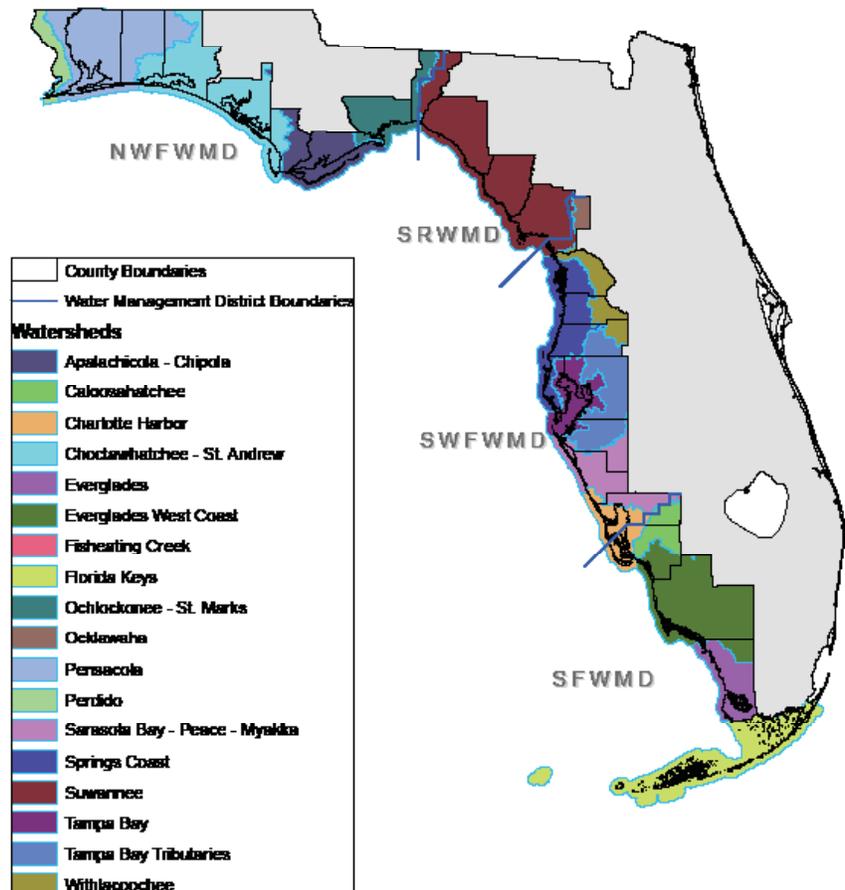
In addition to sorting projects by project type and major watershed, political jurisdictions are clearly important with respect to allocating projects and funding among the 23 Gulf Coast counties in a reasonably equitable manner. Therefore, we propose to also sort the initial project list by the County jurisdiction(s) within which the projects reside. Finally, four of Florida's five Water Management Districts (WMD's) have jurisdiction along the Gulf Coast, and it will be useful to also sort projects by WMD as they will have a potentially important role in leveraging additional funding for several types of SEP applicable projects. Figure C-2 shows a graphical representation of how projects will be sorted and attributed geographically.

In addition to sorting and attributing the initial project list pursuant to project type, major watershed(s), county(s), and WMD's, we will also conduct a preliminary screening analysis of the initial project list. The preliminary screening will eliminate projects that:

- Are clearly duplicative;
- Are clearly inconsistent with the list of eligible activities contained in the RESTORE Act for the Spill Impact Component; and
- Do not have a clear nexus to the goals and objectives set forth in the Council's Initial Comprehensive Plan.

The proposed processes to sort, attribute, and preliminarily screen projects will be a point of major stakeholder input. These processes will be discussed and vetted with both the TAC and EAC (see Tab E).

Figure C-2: Geographic Boundaries for Grouping of FSEP Projects, Programs, & Activities



## Task 5 - Develop Initial Project Spatial Database

In this task we will convert the screened initial project list into a spatial database using appropriate GIS and relational database tools. The purpose of this task is to convert the largely narrative information contained in the initial project list into spatial information so that the stakeholders and the public can visualize the location and geographic extent of each project on a map(s). In addition, converting the refined initial project list into a more robust relational database structure will allow for more complex attributing for purposes of detailed project evaluation.

Given the wide range of projects contained in the initial project list, it will be a challenge to graphically represent the various types of projects in a relatively accurate manner. For example, the construction of a half mile living shoreline project in Pensacola Bay can easily be depicted on a map; however, it may be more difficult to show the geographic extent of an environmental education program, or to show the extent of a project that fits multiple categories or operates at multiple scales.

We will work with the TAC and other key stakeholders to develop a mapping schema for spatial representation that best reflects the key attributes of the various projects, programs, and activities. Our goal will be to select spatial units associated with each project type that provide stakeholders and the public with a common conceptual framework to assess and compare proposed projects, both visually and quantitatively.

Below are examples of the types of spatial metrics we will develop to display different types of projects:

- Wastewater infrastructure improvements – service area and receiving water body boundaries affected by project.
- Living shorelines - kilometers of shoreline enhanced/protected by project.
- Stormwater retrofit projects – watershed segments and areas with improved treatment.
- Agricultural best management practices – watershed areas improved by project.
- Fish and wildlife habitat restoration and management - area of habitat affected by project or activity.
- Environmental education/work force training - census or administrative boundary of targeted population.

An example map product for this effort is shown in Figure C-3 below.

**Figure C-3: Hypothetical Representation of Initial Project Spatial Database Mapping**



## TAB C: PROJECT NOMINATION PROCESS

Once the geographic representation of each proposed project has been ascertained and mapped, the proposed projects can be visually displayed on hard copy, digital, and web-based maps. Proposed projects can then also be differentiated and compared based on quantities associated with each project - which may be especially helpful for projects that have multiple objectives or fit more than one project category (e.g., a water quality project that has fish and wildlife benefits). As an example, coastal habitat restoration projects of relatively comparable size and geographic extent could be further differentiated based on how many RESTORE Act goals will be met by each project. The project spatial features could then be symbolized using a color gradient, with projects meeting a higher number of goals displayed with a darker color, for example. Project costs, goals met, and other metrics could be normalized by spatial metrics, i.e. budgeted cost per square kilometer of habitat restored.

We will develop the spatial database using state of the art open source relational database management system (RDBMS) technology. One system that may fit the SEP project is PostgreSQL, which is the most feature-complete open source RDBMS available on the market today. PostgreSQL, and its spatial extension – PostGIS – are low-cost options that avoid current and future licensing issues, and facilitate the possible future deployment of SEP project information on the Web. Regardless of the choice of software, we would ensure that project data can be stored in a tabular format, and associated project boundaries can be stored as separate point, line, or polygon feature types. The spatial features will be related to the project information table using primary and foreign keys, in a many-to-many relationship. Stakeholders and contractors will be able to query and edit project attribute data using tools such as Microsoft Access (a commonly available desktop database software product), which will connect to a remote, hosted database.



## Task 6 - Conduct Gaps Analysis

In this task we will evaluate the geographic and jurisdictional coverage of the various project types contained in the initial project spatial database. This will be a process driven largely by stakeholder input and public engagement derived from a series of regional meetings in a subset of the 23 Gulf Coast counties (see Tab E). The goals of the gaps analysis will be to determine if the initial project spatial database:

- Accurately and appropriately depicts the geographic limits of each project;
- Has an appropriate balance of project types; and
- Has an appropriate geographic distribution of the various project types among the Gulf Coast watersheds, counties and WMDs.

At the regional stakeholder meetings, the following topics will be covered to engage and facilitate stakeholder input:

- The watershed approach will be described and the benefits of projects that address root causes;
- A GIS map series will be displayed and we will seek input with regard to the proper balance and geographic distribution of the various project types;
- Suggestions for lumping and splitting projects geographically to better optimize resources and improve the potential benefits and efficacy of the projects involved;
- Suggestions and ideas for new projects, or modifications to existing projects already included in the spatial database will be solicited; and
- Input with regard to the development of an improved project nomination process that will allow additional project concepts to be submitted during the development of the SEP.

Since the DEP project database was compiled a number of agencies and NGOs have developed conceptual project designs and other programs and activities that could be considered for inclusion in the SEP. In this task we will reach out to a wider range of stakeholders to determine if their projects are included and accurately defined in the initial project spatial database. These entities include, but are not limited to:

- Florida Department of Environmental Protection;
- Florida Fish & Wildlife Conservation Commission;
- Northwest Florida Water Management District;
- Suwannee River Water Management District;
- Southwest Florida Water Management District;
- South Florida Water Management District;
- County environmental and public works departments;
- The Nature Conservancy;
- Florida Commission on Tourism;
- Florida Department of Economic Opportunity;
- Public – private partnerships; and
- Private entities.

In this task, we will contact these and other entities to ensure that applicable projects, programs and activities that they wish to be considered are included in the initial project spatial database.

## Task 7 - Develop & Implement Improved Project Nomination Process

This task will involve two separate sub-tasks: 1) development of an improved classification system for categorizing and attributing projects in the initial spatial database; and, 2) development of an improved web-based portal through which stakeholders may submit new projects, programs, and activities for inclusion in the database.

As mentioned above, there have been two open project nomination processes conducted to date by the Florida Gulf Coast National Estuary Programs and DEP. These processes were relatively simplistic, using largely narrative information provided on a two-page form. The first step in this task is to develop a more comprehensive and quantitative system for attributing



the various projects, programs, and activities. We propose to develop a quantitative project attribution system that is closely linked to the Council's seven objectives listed above. Using this approach we will develop quantitative metrics that correspond with each objective. Example metrics for each of the seven Council objectives are listed below:

- **Restore, Enhance, and Protect Habitats** - acres of salt marsh created or restored.
- **Restore, Improve, and Protect Water Resources** - pounds of nitrogen removed from surface waters.
- **Protect and Restore Living Coastal and Marine Resources** - percent increase in redfish stocks.
- **Restore and Enhance Natural Processes and Shorelines** - miles of living shoreline created or restored.
- **Promote Community Resilience** - miles of shoreline protected
- **Promote Natural Resource Stewardship and Environmental Education** - number of public education events.
- **Improve Science-Based Decision-Making Processes** - percent increase in predictability of ecosystem responses

Pursuant to the RESTORE Act other types of economic development activities not addressed by the Council's objectives are eligible for funding under the Spill Impact component. These include infrastructure improvements such as port development and expansion. Therefore, the project classification system will need to include basic economic metrics such as local jobs created, dollars spent in the local community, etc. that appropriately categorize and attribute these types of projects. We will engage our EAC to assist us in developing appropriate classification and attribution system for economic benefits.

## TAB C: PROJECT NOMINATION PROCESS

The second step in this task involves the development of a project-specific website and an improved web-based portal that incorporates the quantitative classification and attribution system. This will allow new project information to be submitted in a format that is consistent and convertible to the spatial project database. The project-specific website will also provide public education regarding the RESTORE Act and related activities, and guidance with respect to submitting project concepts for consideration.

As discussed under Task 5, one of the initial challenges in development of the SEP is converting the wide range of projects previously submitted for consideration under the SEP from text and narrative formats to a spatial database format. This is a common issue faced by agencies today as they transition to geospatially-integrated web platforms and corresponding dashboards to manage projects and facilities. The first step in the development of a new and improved project nomination process involves the development of online portal for new project submittals. The online project portal for new project submittals will be a feature and key function of the project-specific collaboration website discussed in detail in Tab E (Public Involvement Plan).

In developing the online project portal for new project submittals we recommend first performing a requirements analysis and 3rd-party software evaluation process in order to select the ideal platform to suit the Consortium's needs and existing IT systems. For example, SharePoint's capabilities have expanded dramatically and we have found it to be an effective tool for integrating and sharing data and GIS information via internal or external portals. For the hosting, editing, and publishing of the GIS data, ESRI's ArcGIS Online platform is easily implemented and could be a suitable candidate for the Consortium's needs. However, we will present some software options for Consortium consideration, with a detailed assessment of pros and cons prior to making the final selection.



Once the software and technology platforms are selected, the next step will be to define the project definitional fields, or the criteria, by which projects are defined. Example project definitional fields include the following:

- Project location: major watershed(s);
- Project location: County(s);
- Project location: WMD jurisdiction(s);
- Project type (using classification system developed in Task 4);
- Council objective(s) addressed (from checklist developed in Task 4);
- Total surface area affected;
- Short-term project benefits (from checklist developed in Task 4);
- Long-term project benefits (from checklist developed in Task 4);
- Project design/permitting costs;
- Project construction costs;
- Short-term jobs created;
- Long-term jobs created; and
- Economic multiplier(s).

## TAB C: PROJECT NOMINATION PROCESS

We propose to develop the project definitional fields with input from both our TAC and EAC to ensure that they reflect the priorities of the stakeholders. The next steps in the development of the online spatial database and portal for new project submittals include the following:

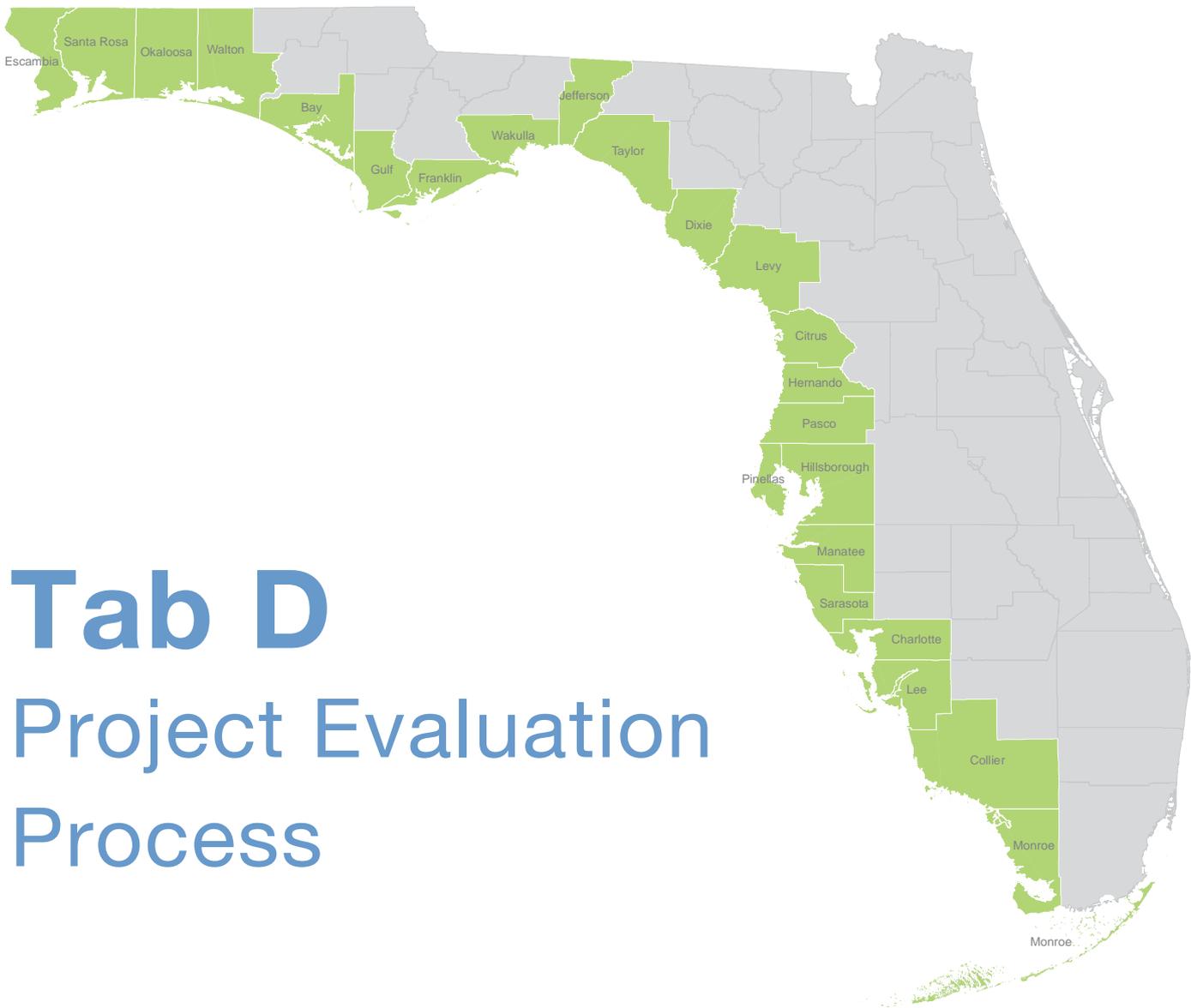
- Load information about existing projects into the database;
- Request information of project proponents to fill data gaps, with emphasis on completing mandatory definitional fields;
- Develop and post a common online form for new project nominations using the approved project definitional fields;
- Include a “Help” feature to assist the public as they add information to the database;
- Allow users to digitize a “project footprint” polygon on a map;
- Implement a QA/QC process for project entries, for both entries by the public and the project planning consultant; and
- Allow users to create an account on the site for recurring visits to edit submitted project information as more information becomes available.

At the completion of these steps we will have developed an online spatial database of screened previously proposed projects that can be readily viewed by all stakeholders by simply accessing the website. The display will be a map of the Florida Gulf Coast from which the user can zoom into greater levels of detail in any area of interest. Project boundaries will be shown on the map, and definitional data forms for each project will be attached for printing and downloading. In addition, we will have created a simple online portal for updating existing project information, as well as submitting new project ideas and information.



Through our public engagement program we will reach out to a wider range of stakeholders to ensure that all viewpoints and concerns with regard to the type, geographic distribution, and balance of projects are heard and considered. From this outreach we hope to generate new concepts and ideas about projects and activities that could be included in the SEP.

It is anticipated that the time window for new project nominations will need to be limited to allow for the development of a final project spatial database for detailed project evaluation. However, it will also be important to not completely close the process so that there is always an open conduit for new project ideas and input.



# Tab D

## Project Evaluation Process

D: Project Evaluation Process



## Tab D

# Project Evaluation Process

## Overview of Project Evaluation Process

We view the project evaluation phase of the project to broadly include all the steps necessary to: finalize the project spatial database; develop criteria to evaluate projects; conduct both screening level and detailed project evaluations; and develop priority rankings of projects, programs, and activities for inclusion in the SEP. Tasks 8-11, as described below, constitute the sequence of steps involved in the overall project evaluation process.

We consider the project evaluation phase to be the most critical, most rigorous, and potentially most controversial work effort in the development of the SEP. The Spill Impact Component of RESTORE Act allows for the funding of a wide range of projects, programs, and activities. In order to meaningfully rank and prioritize all the potential types of projects addressed in the SEP, it will be necessary to reduce them to some form of a common currency for relative comparison. Furthermore, for the SEP to have credibility with the stakeholders, it is critical that the project evaluation and ranking process be both fair and transparent.

Our approach to project evaluation is designed to provide a clear, logical, and transparent process that yields results that can be supported by a consensus of the stakeholders. This process builds on our team's extensive experience with the evaluation of restoration-related projects for State, Federal, and Tribal natural resource agencies, most especially our direct relevant experience in developing the **Louisiana 2012 Coastal Master Plan**.



The basic steps involved in the project evaluation process include the following:

- Develop the final spatial database to include the universe of projects, programs, and activities to be addressed in the SEP;
- Develop evaluation criteria;
- Conduct preliminary project evaluation;
- Conduct benefit/cost analysis; and
- Develop priority project rankings.

Tasks 8-10 as described in our overall Strategy for Plan Development (Tab B) address the sequence of steps involved in the overall project evaluation process. These tasks are expanded upon here in Tab D to address the entire scope of the project evaluation process.

## TAB D: PROJECT EVALUATION PROCESS



### Task 8 – Develop Final Spatial Database

This task will involve updating the draft final project spatial database to include new project submittals received through the improved project nomination process, as well as modifications to previously submitted projects in the initial project spatial database. It should be noted that the projects, programs, and activities included in the final project spatial database at the completion of this task will be the universe of projects to be evaluated for priority ranking and inclusion in the SEP.

The final spatial database will be a refinement of the relational database and GIS products developed under Task 5 (see Tab C). It should also be noted that the project spatial database, although final for SEP development, will be a living document that will be continuously updated and improved. It is likely that the SEP will need to be revised periodically, perhaps in five year cycles, and the project spatial database will need to accommodate new project concepts and ideas.

### Task 9 – Develop Evaluation Criteria

Criteria will be developed to compare, rank, and prioritize the various types of nominated projects, programs, and activities. These criteria will ensure compliance with the RESTORE Act, Treasury rules, and Council goals, objectives, and commitments. In general these criteria can be organized into three categories:

- Screening criteria;
- Evaluation criteria; and
- Special issue criteria.

Screening criteria are typically pass/fail criteria that all projects must pass for further evaluation such as eligibility and compliance with applicable laws and regulations. Evaluation criteria are those that can be numerically (e.g., 1-10) or categorically (e.g., low, medium, high) applied to the proposed projects. Typically, categorical criteria are translated to numerical scores during the ranking process. Special issue criteria pertain to specific constraints for evaluation such as funding allocation across geographic boundaries, project types, and limits on infrastructure spending.

The most obvious screening criterion for this work is whether the nominated project, program, or activity is eligible. Evaluating the eligibility of proposed actions should be fairly straightforward. Under Task 4 (see Tab C) we will have already undertaken a preliminary screening analysis to eliminate projects that are clearly inconsistent with the list of eligible activities contained in the RESTORE Act for the Spill Impact Component, and/or do not have a clear nexus to the goals and objectives set forth in the Council's Initial Comprehensive Plan. Under this task, we will conduct a more detailed evaluation of eligibility, looking at additional legal requirements set forth in the final U.S. Department of Treasury's Rule concerning the use of amounts deposited in the Gulf Coast Restoration Trust Fund (31 CFR Part 34), as well as other policy and legal guidance contained in the Council's Final Comprehensive Plan.

## TAB D: PROJECT EVALUATION PROCESS

The development of technical evaluation criteria will be more challenging. We propose to develop evaluation criteria that support the assessment of two key project attributes:

- Feasibility; and
- Technical basis.

Evaluating the feasibility of proposed projects, programs, and activities will essentially constitute a “reality check” based largely on best professional judgment. The feasibility attribute will be assessed in terms of numerous factors including but not limited to: technical efficacy (e.g., both science and engineering) workability, permitability, constructability, cost-effectiveness, and public acceptance. For example, a project may be proposed that involves the creation of a new barrier island to provide shoreline protection and recreational amenities. While such a project might be technically feasible and popular with the public, the water quality and biological impacts associated with the dredging and filling of the necessary sand material would likely make the project prohibitive with respect to regulatory permitting. Possible examples of feasibility criteria include:

- Is the project engineering design(s) tested and proven?
- Is the project construction method(s) tested and proven?
- Is the project permitable under current regulations?
- Is the project cost estimate reasonable under current economic conditions?
- Will the project be acceptable to the affected public?
- Is the project consistent with other applicable regional, Federal and State planning/policies?
- Is the project cost-effective compared to other projects that provide similar benefits?



Evaluating the technical basis of proposed actions will also be based on best professional judgment. This attribute will be assessed in terms of whether or not proposed projects are based on the best available science and/or engineering, as required by the Council, and whether they have a clearly defined technical rationale and justification. In addition, this attribute addresses the relative benefits and risks associated with proposed actions.

For example, a proposed project may call for the construction of a central sewer system within a large portion of a watershed to replace septic tanks, with the expected benefit being reduced nutrient loadings and improved water quality. However, if there is no available information that documents that the existing septic tanks are actually causing water quality problems, then it may be difficult to support such a project over other projects that provide more direct benefits. Possible examples of technical basis criteria include asking if the project supports:

- Multiple Council goals and objectives?
- Addressing a documented need/problem?
- An engineering design that utilizes the best available technology?
- Providing measurable benefits immediately or after a lag period?
- A high potential for long-term success?
- Benefits to multiple natural resources and/or services?
- Enhancement of sea level rise mitigation or adaptation?

## TAB D: PROJECT EVALUATION PROCESS

Special issue criteria are used to account for specific requirements or goals of the overall restoration planning process. For example, the Treasury regulations limit the amount of Spill Impact Component funding that can be put toward infrastructure under certain conditions, and required adherence to Treasury allocation methodology among disproportionately and non-disproportionately affected counties. Therefore, ensuring a properly balanced geographic distribution of projects will be important. Furthermore, there may be stakeholder interest in providing for a particular balance of the various types of projects (e.g., 20% water quality improvement; 30% habitat restoration), as allowed under the Spill Impact Component of the RESTORE Act. Usually, numeric values are not applied to special issue criteria, but rather they are used to subjectively balance the overall suite of projects, programs and activities.

There is obviously a wide range of criteria that could be developed to technically evaluate the universe of nominated projects, programs, and activities. We propose to develop the evaluation criteria in two steps. First, our internal project evaluation team - composed of engineering, science, and regulatory experts - will develop a draft set of criteria based on their best professional judgment, and in consideration project evaluation schemes developed by others. We will also review the evaluation criteria used for the NRDA early restoration projects in Florida (if available and where applicable). In addition, we will review project evaluation criteria and ranking schemes developed by various Florida counties to address local project prioritization under the Direct Component of the RESTORE Act. For example, Pinellas County has adopted a tiered project evaluation and ranking scheme that incorporates both the Council's goals and objectives as well as local County priorities.



Second, following the development of our draft evaluation criteria our project evaluation team will meet with the TAC and EAC (see Tab E) and other stakeholders to present and receive feedback on the draft evaluation criteria. Revisions to our draft evaluation criteria will be made, as appropriate, based on feedback from the advisory committees and other stakeholders.

It is critically important that the project evaluation criteria and ranking procedures be transparent to the stakeholders and the public. The stakeholders must clearly understand and support the project evaluation methodology - and believe it to be reasonably objective - so that there is no suspicion of behind the scenes bias in how projects are ultimately ranked. Therefore, we propose to post our draft project evaluation criteria on the project-specific website to solicit stakeholder and public review and comments. In addition, we propose to conduct a one-day workshop with the full Consortium to present our evaluation and ranking methodologies, and to obtain their approval prior to conducting the project evaluation process.

## Task 10 - Conduct Detailed Project Evaluation

In this task we will apply the approved evaluation criteria to the universe of nominated projects, programs and activities. This will be a major work effort that will be conducted in two phases: 1) technical evaluation; and 2) economic evaluation.

### Technical Evaluation

The technical evaluation of projects will be conducted in a two-step process. First, each member of our internal project evaluation team will independently score each project using the approved evaluation criteria. Then, they will convene to discuss the range of scores applied to each project to determine if the scoring methodology is producing consistent and unbiased results. Independent scores for each project will be averaged and then ordinated to produce a first cut of the highest ranked projects. Estimated project cost data will be considered in the evaluation process, and a project “cut line” will be determined by the estimated funding available for SEP implementation. The top ranked projects of which the cumulative cost is less than the cut line will be identified for further economic analysis. Second, following the development of this “above the cut” project list, our project evaluation team will again meet with the EAC the EAC, and other stakeholders to present and receive feedback on preliminary project evaluation results.

Implicit in the development and application of evaluation criteria is a weighting scheme across criteria categories and individual evaluation criteria. Without explicit weights, each criterion is assumed to be equal. During this step we will work with our advisory committees and other stakeholders to identify those specific criteria that may need to be “up weighted” to account for the greater value to be placed on them. Additionally, weighting specific criteria may change over time.



As described in the Initial Comprehensive Plan, priority may be given to projects and programs that meet one or more of the defined Council goals and objectives within the first three years. Extra weight may applied to criteria that place emphasis on these types of projects for the initial 3 years, but then are relaxed in future years.

It is anticipated that modifications to the evaluation criteria and the weighting scheme will be suggested by the advisory committees and other stakeholders. If so, our internal project evaluation team will re-score the projects pursuant to the revised criteria to develop a final “above the cut” list of projects. These projects will then undergo a more detailed economic analysis including benefit/cost and return-on-investment, as described below.

## TAB D: PROJECT EVALUATION PROCESS

### Economic Evaluation

For each of the “above the cut” projects we will evaluate benefit/cost (B/C) and calculate expected return-on-investment (ROI) to inform the final project ranking and selection. B/C analysis strives to compare project benefits against cost to inform the evaluation process and ensure that selected projects provide the best “value” for the expended costs. Although B/C and ROI are similar in some respects, the metrics, focus and applications of the these analyses are different, as summarized in the table below.

	Cost-Based Analysis (CBA)	Return-on-Investment (ROI)
Measures	B-C or B/C	(B-C)/C
Outcome	\$ value or ratio	% or ratio
Focus	Profit or loss	% return on \$
Common Applications	Compare options using a common currency; justify bottom line feasibility of investments	Assess return and profitability as a basis for continuing and prioritizing future investments

Although B/C analysis is very effective in assessing the economic benefits of projects, a limitation of B/C analysis is that it is often difficult to properly assess important non-monetary benefits, such as ecosystem services and social enhancement in a monetary framework to balance against costs. Therefore, we also propose to implement a methodology called Triple Bottom Line (TBL) that explicitly identifies environmental and social costs and benefits in addition to only economic returns.

As the name implies, TBL explicitly tracks three important bottom lines for decision-making: economic, environmental, and social. In a TBL analysis environmental factors (e.g., water quality improvement, flood protection) and social factors (e.g., community well-being, resilience) are explicitly included in the B/C categories along with economic

factors (e.g., jobs created, economic multipliers, increased tax revenues). Where possible, these environmental and social benefits will be monetized using economic valuation tools such as non-market valuation of ecosystem services. Those factors that cannot be effectively monetized will be accounted for in their natural units (e.g., number of jobs, improved water clarity, reduction in social inequality). Projects that score well in all three bottom lines are deemed to deliver the most sustainable benefits to both the natural and built environments, as shown conceptually in the diagram below.



A comprehensive and exhaustive application of TBL analysis to each of the “above the cut” projects is not anticipated. However, a number of key measures or metrics are expected to be analyzed for each of the three categories. For some of the economic and financial metrics, we anticipate using regional economic impact analysis tools such as IMPLAN to evaluate common benefits such as the potential jobs created, increased expenditures, and induced spending.

## TAB D: PROJECT EVALUATION PROCESS

For the environmental factors, we anticipate that the specific measures are likely to vary across the different types of projects that may qualify for one or more of the 11 Spill Impact Component eligible activities. For example, the environmental metrics that would be evaluated in a project in the “Mitigation of damage to fish, wildlife and natural resources” category might include reduction in fish kills, reduction in wetland acres lost, or increase in bird nesting habitat; while a project in the “Promotion of tourism in the Gulf Coast region, including recreation fishing” might include increase in the number of eco-tourism visits, or increase in fishing licenses. Therefore, the selection of specific metrics will depend in part on the projects that rank highly and specific project categories.

In some cases, we anticipate the ability to monetize environmental benefits using non-market economic valuation tools. Non-market valuation is a branch of environmental economics that estimates values for natural resources and environmental goods and services that are not sold in standard markets. We will utilize the existing significant literature in this field to develop monetary values for the benefits provided by these projects. For example, Farber (2006) estimated the value of ecosystem services provided by one-acre of Gulf Coast wetlands at between \$14,000 and \$24,000 (\$2010); while Johns et al. (2001) estimated the value of a scuba diving day to the diver at approximately \$14 per day above and beyond the cost they have to pay.

Where available, we will incorporate literature-based estimates of non-market values for the various resources and activities affected into the TBL cost-benefit evaluation, and in estimates of the return-on-investment for the projects that rank above the cut line. Non-monetized benefits and costs will be discussed so that an evaluation of the B/C criteria will benefit from a more comprehensive discussion of the financial, environmental and social benefits provided by each project.



In summary, project cost data will be considered in the evaluation of all projects, programs, and activities considered for inclusion in the SEP, and all projects will undergo a scoping level of B/C analysis. However, due to the extensive time and resources required to competently perform TBL analysis, we propose to undertake this step only for those projects that are near the cut line. Projects that obviously have strongly positive or negative B/C ratios will not be subjected further detailed economic analysis. However, detailed economic analyses will be conducted for those projects that are close to the cut line to further refine the preliminary rankings. Furthermore, since it is likely that many projects can provide similar benefits for similar costs, TBL analysis will be used as a tie breaker for closely ranked projects.

## TAB D: PROJECT EVALUATION PROCESS



### Task 11 – Develop Priority Project Rankings

The final step in the evaluation process involves the ranking of the “above the cut” projects. Once we have developed B/C and TBL metrics, our internal project evaluation team will evaluate the final cost criteria that utilize this information and develop a draft priority project ranking.

As stated above, the project evaluation and ranking processes are perhaps the most potentially controversial aspects of the project. It is critical that the stakeholders believe those processes to be objective and fair, and we recognize that there may be concerns about the outcome of the draft priority project rankings. Therefore, we will present the results of the draft priority rankings to the TAC and EAC to gain their feedback on the rationale and appropriate balance of projects, programs, and activities. In addition, it is recommended that another one-day workshop with the Consortium be convened at this juncture to present the findings of the draft priority project rankings. At this workshop modifications to the project evaluation and ranking procedures may be requested by Consortium representatives to address their concerns; and it may be necessary to conduct additional project evaluation and ranking procedures to obtain approval of the final mix and geographic distribution of the various project types, programs, and activities. Therefore, we view this task as iterative, working with our two advisory committees, other stakeholders, and the Consortium to fine tune the final rankings in order to gain a high level of support prior to the development of the Draft Final SEP.

Priority project rankings must clearly reflect the priorities and values of stakeholders and the public. To the extent that different stakeholders and members of the public have different priorities and values, multiple rankings could be conducted to address various scenarios of interest. Alternative ranking scenarios could be developed to allow multiple perspectives to be considered. For example, ranking scenarios may emphasize different values – ROI, acres of ecosystem conservation and restoration, water quality improvement, flood protection, tourism, etc. – or various combinations of these values. Scenarios may also emphasize different time frames (near or long-term). We will work with the Consortium, the advisory committees, and other stakeholders to develop a manageable set of scenarios for assessment. Each scenario will optimize project selection within the expected total SEP budget constraints.

If directed, we will conduct alternative project rankings using the scenarios of interest identified by the Consortium and its stakeholders. We will present the results of the ranking scenarios in a transparent process to aid in decision making. Results of the scenario rankings will be compared to identify common projects that rank highly across multiple scenarios, and to identify projects that are unique to specific scenarios. Where consideration of multiple scenarios does not significantly affect the ranking results, scenarios may be consolidated. Any critical thresholds will be considered in scenario evaluation. In ESA’s South Bay Salt Pond Restoration Project (San Francisco Bay), for example, the minimum extent of tidal marsh restoration required for recovery of federally-listed species was identified in the evaluation and this extent was included in all project scenarios.

Scenarios could also be evaluated for incremental cost-effectiveness or ROI to aid in identifying desirable trade-offs between project types. For project types that stakeholders agree lend themselves to an economic valuation of benefits, ROI will be used for project rankings. For projects whose benefits are with less readily-quantified in economic terms, incremental ROI may take the form of acres of habitat per additional dollar spent, for example. To the extent that ROI for different types of projects are not directly comparable,

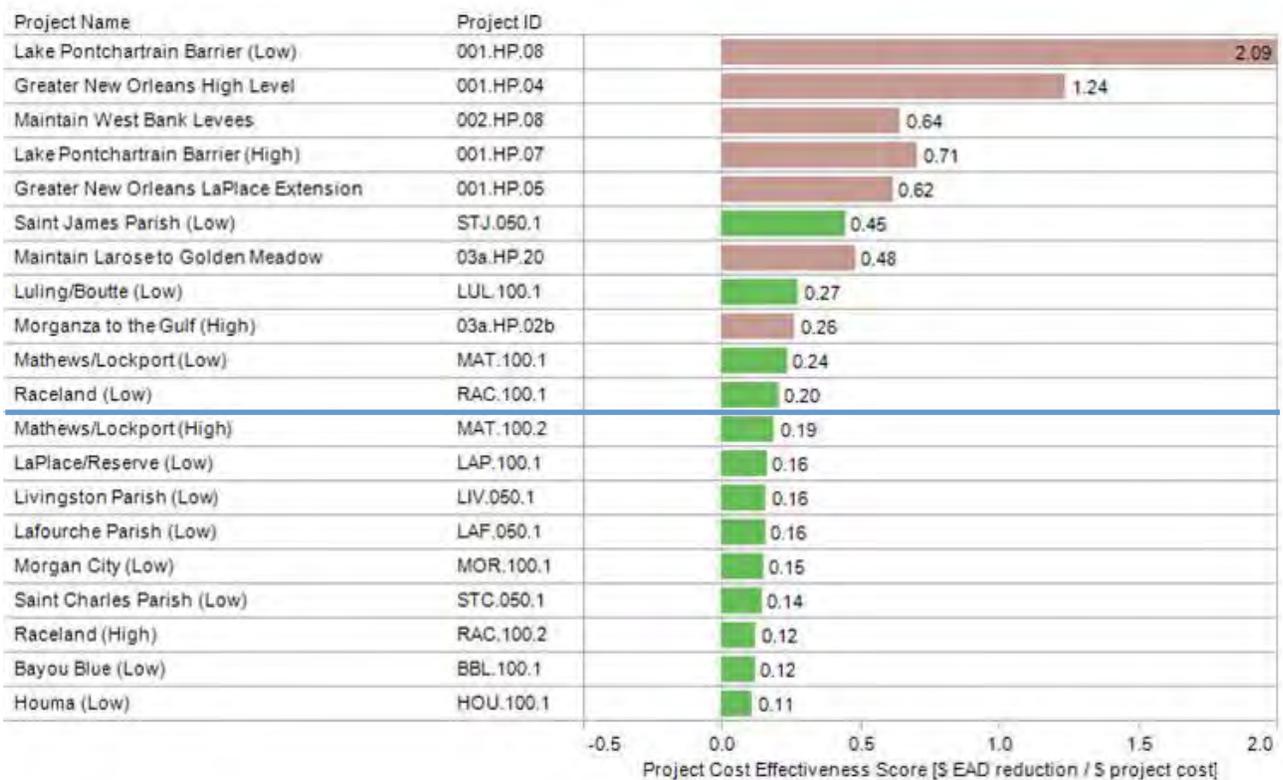
## TAB D: PROJECT EVALUATION PROCESS

we will work with the advisory committees and other stakeholders to identify desired weightings between project types.

We will use visualization tools to assist in supporting consideration of various trade-offs. Cut lines for project rankings can be developed for a wide range of metrics in addition to just cumulative cost. Figure D-1 from the Louisiana 2012 Coastal Master Plan shows project rankings pursuant to cost-effectiveness. In this example, a cut line was selected to include only those projects with a cost-effectiveness ratio of 0.20 or greater, as shown.

Scenario assessment is a learning process, and it is through the process of considering multiple scenarios that the most fundamental values of the stakeholders and the public – the real decision drivers and trade-offs – will become apparent. Our role as the planning consultant will be to consider a range of scenarios broad enough to earn the support of the stakeholders and public, while identifying opportunities to focus decision-making, as appropriate, to make efficient use of resources, and streamline decision-making.

Figure D-1: Project cut line example where only those projects at or above a cost-effectiveness ratio of 0.20 are selected.



## TAB D: PROJECT EVALUATION PROCESS



### Role of Advisory Committees in Project Evaluation

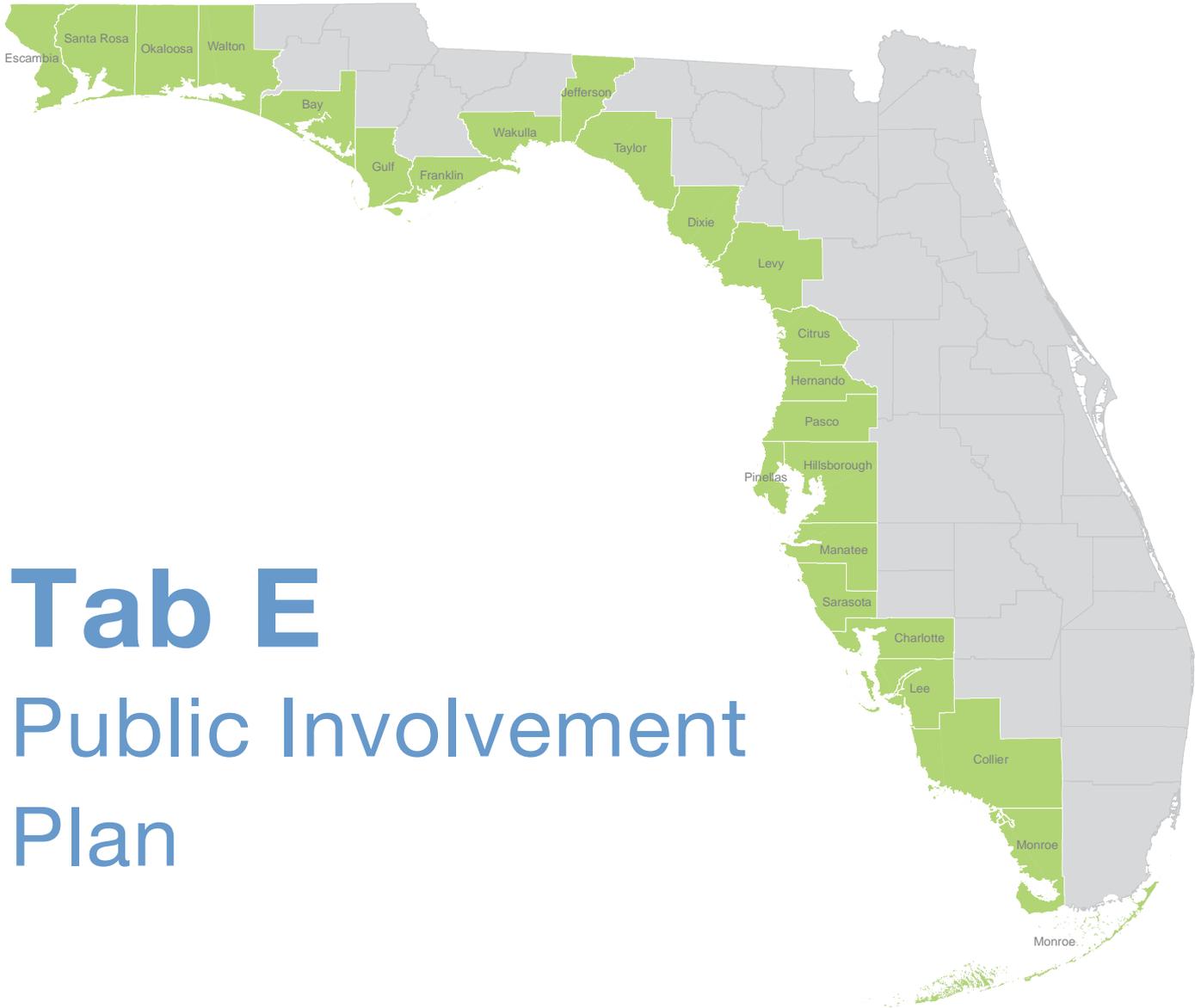
As discussed in Tab E, the overriding goal of our Public Involvement Plan is to ensure that the SEP planning process is transparent and fair, and that all interests and viewpoints are heard and properly considered. In addition to engaging the general public, we are proposing to obtain specialized feedback from two advisory committees, including the:

- Technical Advisory Committee (TAC); and
- Economic Advisory Committee (EAC).

The role of the TAC is to obtain independent feedback on the technical efficacy of the SEP throughout its development. The need for the TAC is essentially specified by the Council in their requirement for the SEP to embody, and be based on, “the best available science.” Accordingly, the TAC will be composed of independent technical experts in applicable fields of science and engineering. Experts will be sought from: academia; private consulting; federal, state, and local natural resource agencies; and applicable NGOs.

The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP. Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial and development interests. In addition, the EAC may also include representatives from local and state chambers of commerce as well as major land owners in affected areas of the Gulf Coast.

As discussed above, the TAC and EAC will be engaged extensively throughout the project evaluation phase of the project. In particular, their input into the development of evaluation criteria will be critical in setting the stage for a project evaluation process that is fair and transparent to all stakeholders, as well as balanced with respect to environmental, economic, and social benefits. Furthermore, the two advisory committees will be engaged to review the preliminary project rankings to ensure that the results are rational, adequately justified, and appropriately balanced between environmental, economic, and social factors.



# Tab E

## Public Involvement Plan



## Tab E

# Public Involvement Plan

## Overview of Public Engagement Process

The overarching goals of our Public Involvement Plan are to ensure that:

- The SEP planning process is transparent and fair;
- All interests and viewpoints are heard and properly considered; and
- A broad consensus of support for the SEP is obtained from the major stakeholders.

It should be noted that in the context of the Florida State Expenditure Plan (SEP), the term “consensus” is generally defined as the absence of opposition or strong dissenting opinion. For something as complex and wide ranging as the SEP it is not reasonable to expect perfect harmony or unanimity among the stakeholders. However, we believe that our goal of achieving a broad consensus of support is feasible. And, to attain this goal we must actively communicate with, and engage the participation of, the diverse range of stakeholders and interests that live, work, and recreate in Florida.

To achieve this level of active engagement, our Public Involvement Plan will include a number of key elements including the following:

- Initial polling of the public to provide data on regional issues and priorities;
- Interviews with Consortium members and local leaders;
- Roll out of a project-specific website, Facebook page, and online survey tools;
- Regional public forums;
- Targeted meetings with community leaders;
- Regular briefings with State agencies;
- Regular briefings with federal agencies;
- Regular briefings with the Governor’s Office;

- Media outreach; and
- Special outreach to elected officials.

This multi-faceted Public Involvement Program will be implemented in three phases, including:

- **Phase 1** - Information Exchange & Assessment;
- **Phase 2** – Active Stakeholder Involvement; and
- **Phase 3** – Strategic Engagement & Public Comment.

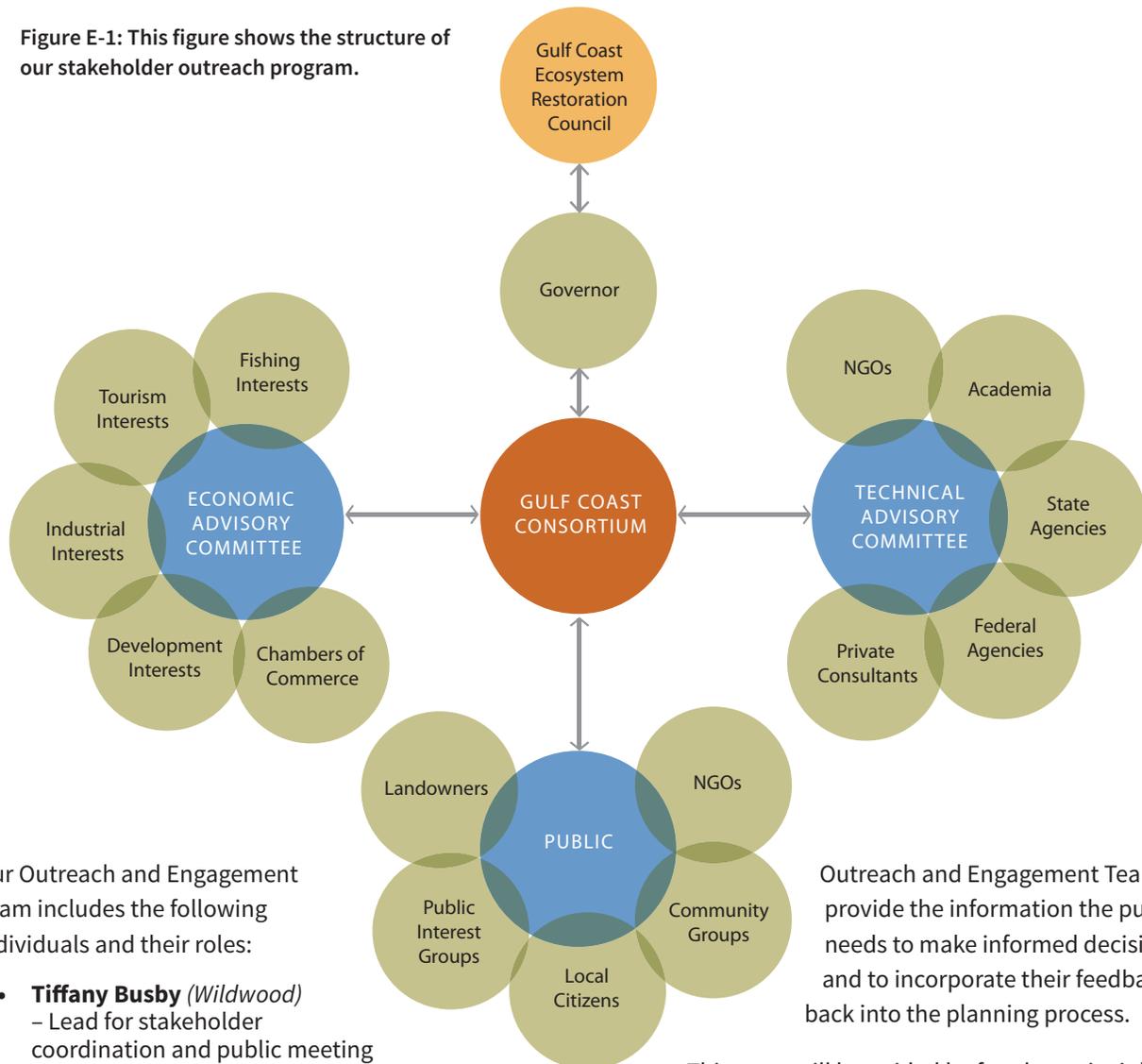
Our Public Involvement Plan will also engage the full range of stakeholders. In addition to the public at large we are proposing to obtain specialized feedback from two adjunct advisory committees including the **Technical Advisory Committee** and the **Economic Advisory Committee**. Furthermore, throughout the SEP planning process we will be actively engaged with the Consortium – including elected officials and associated County staff, as well as gubernatorial appointees to the consortium. Finally, we will regularly communicate with key DEP staff, the Governor’s office, and the Restoration Council.

## Outreach & Engagement Team

Implementation of our Public Involvement Plan will primarily be the responsibility of **Wildwood Consulting**, with assistance from key staff with relevant experience from ESA, Brown & Caldwell, and Royal Engineering. Wildwood Consulting has extensive public involvement and stakeholder engagement coordination experience throughout Florida, specifically with regard to environmentally focused projects conducted for the Florida DEP, various National Estuary Programs, and numerous local governments.

TAB E: PUBLIC INVOLVEMENT PLAN

Figure E-1: This figure shows the structure of our stakeholder outreach program.



Our Outreach and Engagement Team includes the following individuals and their roles:

- **Tiffany Busby** (*Wildwood*) – Lead for stakeholder coordination and public meeting facilitation.
- **Marcy Policastro** (*Wildwood*) – Lead for public communications; stakeholder coordination and public meeting facilitation.
- **Rachael Mitchell** (*ESA*) – Support for public communications, public meeting facilitation and documentation.
- **Shelley Sparks** (*Royal*) – Support for public communications and public meeting facilitation/ documentation.
- **Dennis Mulacek** (*BC*) – Lead for project-specific website development and maintenance.

Our Outreach and Engagement Team will be assigned to facilitate active public involvement and stakeholder engagement throughout all phases of the development of the Florida SEP. It will be the responsibility of the

Outreach and Engagement Team to provide the information the public needs to make informed decisions, and to incorporate their feedback back into the planning process.

This team will be guided by four key principles:

- **Transparency** - Citizens will be informed about the SEP planning process and how and how they can participate in project nomination, evaluation, and review of the draft and final SEP.
- **Timing** - Citizens’ comments and ideas will be reviewed and incorporated while the SEP is being developed, not after it is complete.
- **Fair Hearing** - Not every citizen idea or preference will be included in the plan. However, the process will provide an opportunity that each idea will receive a fair hearing and that questions will be answered promptly and honestly.
- **Access** - The process will provide a variety access points for citizens to both learn about and participate in the process, including workshops, web-based information, direct communication, and public meetings.

The Outreach and Engagement Team members will be the primary conduit for input received from the general public, and this input will be regularly communicated to the ESA project management team for situational awareness. In addition to the Outreach and Engagement Team the ESA project management team (Doug Robison and Ann Redmond) and their strategic advisors (Kirk Rhinehart, Joanne Chamberlain, Deborah Getzoff, and Scott Zengel) will be personally engaged in stakeholder coordination with the Consortium, the DEP, the Governor’s office, the Council, and the two advisory committees throughout the SEP planning process.

As noted above, to provide focused stakeholder engagement, we are proposing the creation to two adjunct advisory committees: the Technical Advisory Committee; and the Economic Advisory Committee. The composition and functions of these two committees, and the importance of government involvement in these activities, are discussed below.

### Technical Advisory Committee

One of the key objectives articulated by the Council is to improve the science-based decision process. Furthermore, a critical project evaluation criteria defined in the Initial Comprehensive Plan is whether or not a project is based on the “best available science.” Based on our experience with the National Estuary Programs, the Louisiana coastal planning process, and other large planning efforts, we are proposing the creation of a Technical Advisory Committee (TAC) to serve as an independent forum to engage and solicit input from specialized and independent science and engineering experts from government, academia and the private sector to work through technical questions and provide technical review and commentary on draft and interim work products.

It is anticipated that the TAC will meet periodically during the planning process, as directed by the project management team, to address particular technical issues. The TAC will also provide technical review and input during the gaps analysis, as well as project evaluation and ranking. The TAC meetings may be held in-person or via teleconference or webinar, depending on the group’s preferences and travel



constraints. The TAC meetings will be facilitated in order to maximize the use of the participants’ time and to focus the discussion on feedback into the process and work products. When appropriate, the TAC will provide reports on their activities to the Gulf Consortium so those discussions can benefit from their recommendations and expertise.

### Economic Advisory Committee

A key modification to our ITN Response was the addition of a second adjunct advisory committee - the Economic Advisory Committee (EAC) – to our Public Involvement Plan and organizational structure.

The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP. Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial and development interests. In addition, the EAC will also include representatives from local and state chambers of commerce as well as major land owners in affected areas of the Gulf Coast.

The EAC will be engaged extensively throughout the project evaluation phase of the project. In particular, their input into the development of evaluation criteria will be critical in setting the stage for a project evaluation process that is fair and transparent to all stakeholders, as well as balanced with respect to environmental, economic, and social benefits. This will ensure that criteria such as job creation and workforce development are considered in the project evaluation

## TAB E: PUBLIC INVOLVEMENT PLAN



process. Furthermore, the EAC will be engaged to review the preliminary project rankings to ensure that the results are rational, adequately justified, and appropriately balanced between environmental, economic, and social benefits.

### Government Involvement

The involvement of government agencies is important to both the successful development and implementation of the SEP. Government agencies bring a wealth of knowledge and understanding of the problems that need to be addressed and the kinds of projects that can address those issues. Agencies often bring a regional, state or national perspective to the process that may differ from local residents and officials. The government involvement process will be set up to inform and involve the agencies and their expertise to benefit the plan and its priorities.

First, representative experts from the key agencies will be invited to participate with the Technical Advisory Committee and the Economic Advisory Committee, either as topic experts or as information sources and advisors to these committees. As topic areas are identified for TAC or EAC members, the agencies will be contacted to designate their experts for participation. Expert staff from the agencies will be encouraged to participate in the TAC and EAC discussions, to review information submitted to the Consortium, and to help address comments and concerns identified during public engagement. These discussions will be facilitated and designed to review information and to reach conclusions or to recommend specific feedback to the process or to the Consortium.

Second, to ensure that the agencies are continually involved and informed about the process and its progress, regular briefing teleconferences or webinars will be scheduled to provide status reports and to provide a forum for the agencies to ask questions and receive feedback. We suggest regular briefings with the Governor's Office, the DEP and other appropriate State agencies, and with the federal agencies represented on the Council. Using an electronic format by either phone or computer will save travel costs and allow agency staff from many locations to participate regularly.

Periodic briefings for leadership within the agencies will also be scheduled, to ensure that policy information as well as technical information is communicated regularly and there are opportunities to discuss problems or concerns. We recommend that the agencies submit a summary report to the Consortium at their meetings to provide agency perspectives directly to the Consortium, and to document questions or concerns. The overall goal of government agency involvement is to produce a SEP that the Governor and his appointees can endorse as well as one that the Gulf Coast Restoration Council will approve.

The deliverables from these activities include identification of TAC and EAC members who have expertise in the kinds of restoration projects being considered who can serve as advisors and provide expertise to the process; regular, facilitated discussions of the TAC and summaries of their findings and recommendations; monthly teleconferences with key agency representatives with updated information and time to discuss concerns; and periodic briefings of agency leaders, particularly when key milestones for the report are reached.

As mentioned above, our Public Involvement Plan will be implemented in three general phases that will overlap the tasks identified in our scope of work. The activities to be conducted in each phase are summarized in Table E-1, and discussed in the sections that follow.

Figure E-1: Public Involvement Plan phases and respective activities.

Phase 1 Information Exchange & Assessment	Phase 2 Active Community Involvement & Exchange	Phase 3 Strategic Engagement & Public Comment
• Key stakeholder interviews	• Briefings	• Briefings
• Consortium Workshop # 1 - Goal Setting	• Consortium meetings	• TAC/EAC meetings
• Media plan/advertising	• Proactive outreach & engagement	• Regional public meetings
• Public polling	• Local leadership meetings	• Consortium Workshop # 2 - Project Evaluation Criteria
• Project-specific website	• Regional public meetings	• Website update
• Social media	• TAC/EAC meetings	• Review of project evaluation & rankings
• Set briefing schedules	• Website update	• Briefings
• Secure TAC/EAC membership		• Consortium Workshop #3 - Project Evaluation & Rankings
		• Website update
		• Public comments on Draft Final SEP
		• Regional public meetings
		• Website update
		• Local leadership interviews
		• Governor & council SEP workshops

## Phase 1: Information Exchange & Assessment

This phase will involve baseline information collection, goal setting, and the establishment of tools and protocols for public information exchange.

### Interviews

Our baseline assessment will involve conducting a series of individual teleconferences with the Consortium members, as well as with other elected officials and local leaders from a variety of stakeholder organizations. The phone interviews with Consortium members will help to structure the agenda for the goal-setting workshop described below as well as provide input on who the key local leaders are in each county to whom the public engagement process should target.

Additional telephone interviews will be scheduled with local leaders to begin the process of outreach and to gather information to plan the regional public meetings. These interviews will also provide initial information about local concerns and project preferences. The information collected during the interviews will help to identify possible advisory committee members. Also critical, the interviews will start the process to identify the community leaders and groups in each region that the outreach process should target. These conversations will also provide the team with some initial feedback on the planning process and schedule.

### Consortium Workshop #1 - Goal Setting

The project team should be guided by the Consortium and its specific goals and objectives, so that the products and outcomes meet the committee’s expectations. Any significant differences in expectations need to be identified and resolved at the outset of the project for the results to be successful.

Therefore, a special two-day workshop will be held with the Consortium to articulate and establish the goals, objectives, and measures of success for the SEP. In addition, the purpose of this workshop will be to thoroughly communicate the SEP planning approach and processes to assure a common understanding and sense of purpose. Additionally, the workshop will be an opportunity to discuss and verify the procedures for nominating advisory committee members, finalizing the regions used in the public involvement process, and providing input to the questions that should be posed prior to the polling effort.

The workshop will be a facilitated session with a detailed agenda, identified objectives, and detailed notes on the outcomes. The results will guide the team as the project begins its outreach efforts and throughout the process.

## TAB E: PUBLIC INVOLVEMENT PLAN

### Media Plan/Advertising

Based on the information the team has at our disposal, we do not feel that paid advertising is likely to increase the quality of the feedback we will receive from the public or local leaders. We intend to further investigate this perception during our interviews and discussions with the Consortium. Based on the experience of other large planning efforts such as the Louisiana 2012 Coastal Master Plan and the four Florida National Estuary Programs, we feel the biggest value will be from targeting individual communications to local leaders and speaking with them directly in a local setting. Overall, this approach is both cheaper and more effective in terms of communications. At this time, therefore, we do not recommend providing a budget for paid media. Instead, we will fulfill public notice requirements, notify the key media in each region, respond to media questions, and use our website and Facebook pages as well as the Twitter feed to provide information. Most importantly, we will focus on speaking directly to the local leaders about the SEP development and solicit their input. If it is determined that paid media is a cost-effective approach, we will certainly support that and budget for those efforts at that time.

### Public Polling

Another important component of our baseline assessment will be public polling conducted to learn more about Florida's citizens' knowledge, preferences, and concerns regarding the Gulf Coast including issues such as the importance of the coast, what coastal features and attributes are most important, and how priorities differ among regions. Based on our team's experience in Louisiana, a public poll can provide objective, informative data to the process for a modest cost. The polling results can be factored into subsequent outreach efforts as well as the SEP process itself. The public poll will provide a valuable dataset on why the Gulf Coast is important to the citizens of Florida and what their preferences are in terms of project priorities.



### Project-Specific Website

A key component to providing and receiving information with the public will be creating a project-specific website so that there is a venue to disseminate further information, solicit comments, and provide links to related agency websites.

The ESA team has already reserved the following domain names for future use by the Consortium:

- FLORIDARESTORE.COM
- FLRESTORE.ORG
- FLORIDARESTORE.ORG

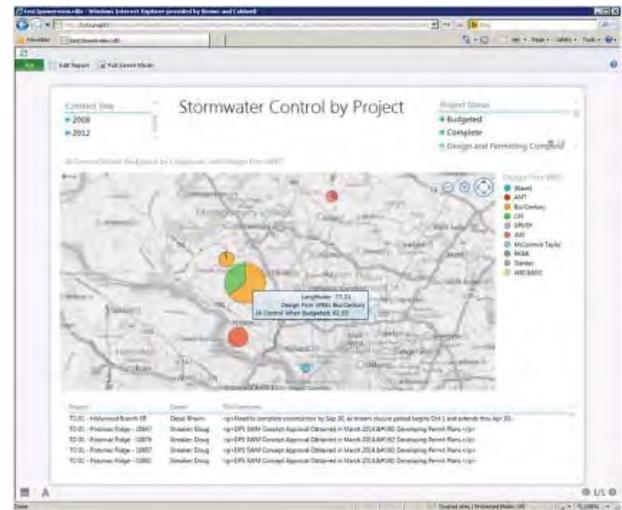
The project website will also provide a link to the program's Facebook page and Twitter feed. The project website will provide information for the public on the meeting schedule, status of the SEP and other current information. Also on the website will be simple explanations of technical matters such as the watershed approach and why addressing the root causes of problems is an effective approach. The site can also provide references for more detailed information and explanations for those who want to learn more. The website will also provide easy access to the initial project lists and the maps developed during the gaps analysis.

Also included on the website will be several public survey tools to provide an opportunity for anyone to provide feedback and their opinions on the most important efforts that should be undertaken for Florida's Gulf Coast. Initially, the survey can ask if citizens believe that the coast is important, what aspects of the coast make it important, and what kinds of projects would have the most value.

The responses will provide the process with an understanding of the concerns and priorities of the stakeholders that are following the process and are most concerned about the outcomes. The website will provide an excellent opportunity for citizens who do not have the time to attend meetings but want more information and to provide their own thoughts and input. Schools can also use this site to promote student education on the types of restoration efforts that the plan is undertaking. The results of the responses will be summarized and presented at quarterly intervals.

As envisioned, the Homepage of the project-specific website will provide the following functions:

- Document Library – This is the storage area for official project documents. The project library uses document metadata to organize documents. Versioning ensures the most recent document is being accessed. All documents can be reached through any of the following views:
  - Documents by subject
  - Documents by project phase
  - Other sorting attributes as needed
- Resources – This area contains links to other functionality on the site, currently the following functionality is available:
  - Contacts: displays a list of project contacts and contact information
  - Calendar: displays the project calendar
  - Action Items: contains a list of project action items
  - Decision Log: contains the project decision log
  - Working Area: is an area for posting and sharing working documents for collaboration.
- Announcements - Alerts and reminders applicable to the project team.
- Consultant Team Calendar (Current Month) - The team calendar for the current month is displayed on the home page, but allows full project calendar viewing.
- Search – Provides a fully indexed free text search function.



The collaborative nature of the SharePoint site will also allow our project team to also use it in-house. For example, the website will serve as a single central repository for maintaining and distributing project related information for all project team members. To enter the SharePoint site, users must sign in with username and password. The username identifies which parts of the site a user is entitled to view. All official project documentation will be stored on the site in the Document Library.

Metadata options are available in SharePoint that facilitate communication for project meetings including attachment capabilities that provide for the ability to group meeting materials by meeting ID, and assign a scribe to take meeting notes, assign an approver to approve the written notes, and more. For action items, the software uses tasks to assign action items, status, and due dates to responsible parties. It is also capable of reminding a responsible party when an Action Item is due, via email alerts. There are many possibilities for web form data entry available in SharePoint which are easily set up according to the Client’s specific needs. Finally, the software also lends itself to grouping materials according to category, keeping a ‘one-stop shop’ open for related documents that need to be grouped.

In summary, the proposed project-specific collaboration website and interactive GIS viewer will fully support the needs and functions of our Public Involvement Plan, as well as our improved Project Nomination process.

## TAB E: PUBLIC INVOLVEMENT PLAN

### **Social Media**

Our team will create a project Facebook page and Twitter account to compliment the project-specific website. In addition, we will explore the applicability and usefulness of other social media including Instagram and Tumblr. The Facebook page will be used to provide updates on the process and provide an opportunity for citizens to connect with the project. The Facebook page will also be used to allow citizens to add their email address to the electronic contact list for direct email announcements. The Twitter feed will be used to provide regular updates on the process and notices when new deliverables are available. The Twitter feed will also be used to drive traffic to the website and Facebook page. The Facebook page will also be a resource for driving traffic to the main website where more detailed information will be available.

The Facebook page will provide an on-going platform for conveying and collecting information and the staff will provide posts on a regular basis on the process and the results. Over the long term, as projects are funded and built, the Facebook page will be an excellent location to post funding award information and photos of people and projects working to RESTORE Florida's coast and the Twitter feed can highlight those accomplishments and support notifications to the media on program achievements.

### **Set Briefing Schedules**

During the initial phase of the project, the team will develop the contact list and schedule for regular briefings to three groups: The Governor's Office; State agencies and representatives; and federal agencies represented on the Council. Establishing the schedule for regular communications to these three important groups will provide stability and continuity through the planning process, as well as a venue for the key partners to stay informed, ask questions, and raise concerns.

We further recommend that a state agency liaison attend the federal agency briefings and a federal agency liaison attend the state agency briefings. Also, we would suggest the inclusion of both liaisons in the Governor's Office briefings, to improve communications among all the government entities.

As an initial schedule for the briefings, we recommend telephone briefings every two months, preferably prior to the Consortium meetings. By timing the briefings prior to the Consortium meetings, additional agenda items and issues may be identified that would benefit from discussion at the Consortium meetings. Through regular briefings, the project team can receive steady agency input and ensure that the Governor's Office and agency staffs are prepared and knowledgeable when they hear questions or concerns about the process directly from local stakeholders.

### **Secure TAC/EAC Membership**

Based on the nominations from the Consortium members and agencies as well as feedback from potential candidates, the membership of the TAC and EAC will be set so that they are prepared to meet in Phases 2 and 3. The TAC and EAC will meet as needed. While in-person meetings are preferable, it may be more practical for these committees to meet via videoconference or have some members who have difficulty travelling to attend via videoconference.

The TAC and EAC meetings will be supported by the project team and detailed meeting notes will be provided for future reference and for input to the work products.

## Phase 2: Active Community Involvement & Exchange

This phase will build on the work done in Phase 1, and will involve active ongoing information exchange with the general public and other key stakeholders.

### Briefings

Throughout this phase, the regularly scheduled briefings will be held including those with the Governor's Office, State agencies and representatives, and federal agencies.

### Consortium Meetings

We anticipate attending and providing informational progress briefings on the SEP planning process at every Consortium meeting. In addition, at certain Consortium meetings we will be seeking input from, and/or decisions by the Consortium members on key project thresholds and actions by holding at least three special workshops.

During the project nomination phase of the SEP planning process we anticipate and holding informational meetings with the full Consortium to report on the initial project list, gaps analysis, and the new nomination process. During the project evaluation phase of the SEP planning process we anticipate and holding both informational and decisional meetings with the full Consortium to report on the evaluation criteria and the draft priority project rankings. Therefore, frequent communication and interaction with the Consortium is a major part of our Public Involvement Plan.

### Proactive Outreach & Engagement

Proactive outreach will be conducted to the public and community groups (Regional Public Meetings), to local elected officials, to businesses, to the three Gulf Coast National Estuary Programs (NEPs) and to key NGOs such as The Nature Conservancy (Local Leadership Meetings). In addition to regional public meetings to attract general attendance and input, working with the members of the Consortium and the NEPs, specific groups will be identified for targeted outreach. Summary materials and presentations will

be developed to describe the process and to keep these groups updated. The information will be delivered through several mechanisms: presentations and information delivered by the Consortium members or their staff; and presentations and information delivered by the planning consultant team.

### Local Leadership Meetings

As mentioned in Phase 1, the Consortium will be consulted about the best local leadership forums for reaching out to local elected officials, such as regular meetings of the Florida Association of Counties and the Florida League of Cities. A similar process will be used for business outreach, such as Chamber of Commerce meetings or other appropriate venues identified during the initial interviews. The three NEPs can be easily reached by contacting their respective executive directors and communications staff and information can be provided to them and presentations scheduled at appropriate milestones in the process.

The deliverables for this task includes simple, summary materials of the process and its status and the presentations that are geared towards lay audiences. Other deliverables include coordination with the appropriate Consortium members and the stakeholder organization contacts as well as speaker scheduling, travel, speech-making and summaries of the feedback and questions received.

The number of local leadership meetings that will need to occur will not be known until the interviews are conducted and the key community groups and leaders are identified. As an initial estimate, a total of 66 meetings would provide for three meetings per county with either an individual or small group. To minimize time and travel costs, effort will be made to geographically group these meetings so multiple meetings can be held per trip. Also, these meetings can be scheduled in conjunction with the public meetings as the local schedules allow. When appropriate, some of these meetings may be held by teleconference. However, our preference is to meet face to face when possible. Our goal will be to maximize the time in each community to meet with as many key leaders as possible.

## TAB E: PUBLIC INVOLVEMENT PLAN

### Regional Public Meetings

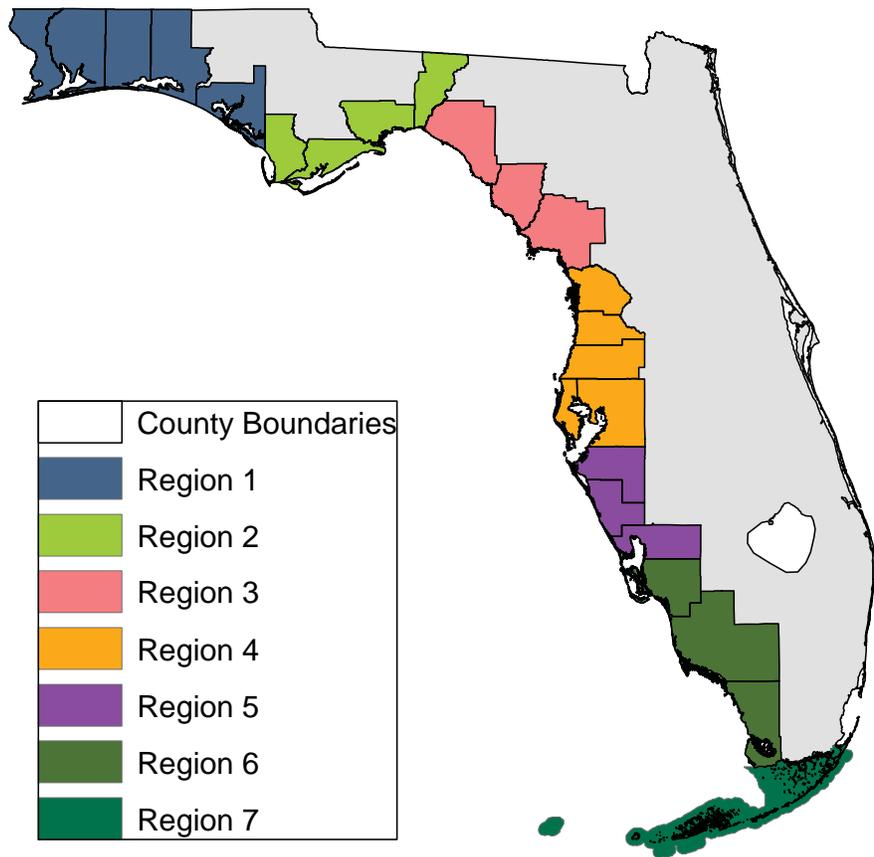
As part of the Active Community Involvement process, a series of regional meetings will be held in a subset of the 23 Gulf Coast counties. We have proposed to sort projects by numerous natural watershed boundaries, 23 County boundaries, and four Water Management District boundaries.

The four WMD boundaries could be suitable as regional boundaries for public involvement purposes; however, the addition of sub-regions is recommended in three areas to provide better access/less travel time for the public to attend the regional meetings. The proposed sub-regions include the following:

- Northwest Florida divided into Far Western and Near Western Florida;
- Southwest Florida divided into the Tampa Bay area and the Sarasota/Charlotte Harbor area; and
- South Florida divided into the Caloosahatchee/Everglades and the Florida Keys.

Therefore, with these additional subdivisions, we are proposing seven regions or sub-regions for holding regional public meetings for public involvement purposes.

Figure E-2: This figure shows our proposed regional breakdown for public involvement meetings.



By designating seven public engagement regions, our presentations, materials and approach can be customized for the location. We plan to customize the regional public meeting approaches based on a number of factors including:

- Feedback from the Consortium and initial interviews;
- The results of the public polling;
- The rural or urban nature of the area;
- The magnitude of retired residents/snow birds in the demographics; and
- Cultural attitudes on why the coast is important (commercial fishing versus tourism versus recreational fishing) and towards government.

## TAB E: PUBLIC INVOLVEMENT PLAN



For example, in an area with a large retired population, we would suggest scheduling meetings so that they end in daylight hours. In rural areas, we suggest evening meetings that include some food and beverages, as that is customary and relationship-building to both eat together and to discuss issues. Where suspicion of government is particularly prominent, we would make extra effort to include local leaders on the program and translate the information as much as possible to the local benefits and opportunities. In all areas, we intend to invite significant involvement of the Consortium representatives and local leaders to help us prepare for the meetings, to encourage attendance and to help host the meetings.

The regional public meeting locations will be selected to minimize the travel distance for the public while providing some sub-regional interaction and cost efficiencies. All meetings will be publically noticed in the Florida Administrative Register (FAR) and the sites will be handicapped accessible. The meetings will be facilitated and will be structured to present and solicit feedback on several key items that include the following:

- Presentation of important background information such as the holistic watershed approach and why it is critical to understand and address the root causes of ecological problems;
- Display of a GIS map series to solicit input on the proper balance of project types and the geographic distribution of the projects;

- Requests for suggestions and ideas for new projects or modifications to the initial projects already included in the database; and
- Feedback on the project nomination process and receiving suggestions on improvements to the process.

These regional public meetings will be an important part of actively engaging the local communities and providing forums for discussion in their region. In Phase 2, as an initial estimate, a total of 7 meetings would provide for one meeting per region to discuss the initial project list, the gaps analysis and new project ideas and comments on the project nomination process.

The results of these regional public meetings will include several key deliverables including the completion of the meetings themselves, as well as a memorandum summarizing the public input received on the balance of project types and locations, suggestions for new projects submitted, and the feedback on potential improvements to the project nomination process.

### TAC/EAC Meetings

The TAC and EAC will meet as needed in Phase 2. If meetings are warranted with either or both committees to discuss the gaps analysis or other project components of Phase 2, meetings will be called and conducted. Detailed agendas and meeting notes will be delivered so that the products can benefit from their discussions. At this time, it is not certain that at TAC or EAC meeting will be necessary in Phase 2, but meetings will be critical in Phase 3.

### Website Update

Based on the results and work products from Phase 2, the project website will be updated so that the materials and information are current and that the public can see the evolution of the program and of the process. The Facebook page will also be updated.

## TAB E: PUBLIC INVOLVEMENT PLAN



### Phase 3: Strategic Engagement & Public Comment

This phase will build on the work done in Phase 1 and 2, and will involve focused engagement of key stakeholders to obtain important feedback and to assist in decision making.

#### Briefings

Throughout Phase 3, the regularly scheduled bi-monthly briefings will be held including those with the Governor's Office, State agencies and representatives, and federal agencies.

#### TAC/EAC Meetings

The TAC and EAC are expected to provide substantial expert input during Phase 3. We expect to hold both a TAC and EAC meeting to review the draft Project Evaluation Criteria to provide scientific evaluation, input on economic concerns, and transparency to the process.

Once the draft Priority Rankings are completed, we expect to hold a second round of TAC and EAC meetings to review the rankings and to provide input. When the draft rankings have been refined, we recommend a third series of TAC and EAC meetings to review the project scenarios as a test of the project rankings before the full project evaluations are completed.

#### Review of Project Evaluation Criteria

Emphasis in this stage of the process will be placed on transparency and fairness to the public and key stakeholders. The goal is that the stakeholders clearly understand and support the project evaluation criteria

and methodologies, and believe them to be reasonably objective, so there is no underlying suspicion of the objectivity of the process. While the project team will be dedicated to fairness and objectivity, it is critically important that the process is clearly communicated so that the evaluation methods are clearly understood and there is confidence in the process.

#### Regional Public Meetings

When the draft Project Evaluation Criteria have been refined based on input from the TAC and EAC, another round of regional public meetings will be held in each of the 7 public involvement regions to describe the criteria and to seek public input. As before, the public meetings will be facilitated and the comments received will be documented and tracked. The changes will be tracked so that there is a record of the amendments made based on public outreach as well as summarized on the "Feedback Loop" part of the website. The feedback will be brought back to the TAC, EAC, agencies, and/or Consortium as needed. The project team will seek their advice on how to adjust the evaluation criteria and the project evaluations to respond to the feedback received. Care will be taken to respond to constructive comments and to acknowledge that it may not be possible or appropriate to make all the changes that are suggested.

#### Consortium Workshop #2 - Project Evaluation Criteria

After the public has seen the proposed evaluation methods, a facilitated workshop will be conducted with the Consortium to present the methodology and to receive approval before the project evaluations are conducted. The project evaluation process will not proceed until the evaluation approach is approved and the discussed will structured to encourage constructive feedback from all members. Concerns and questions received via the website and direct communications with key stakeholders will be summarized and reported during the Consortium workshop, so that the members benefit from the public input received.

### Website Update

When the proposed project evaluation methodology is completed, the evaluation criteria and methodologies will be posted on the project website for stakeholder review and feedback. The website will be updated so feedback can be submitted and concerns outlined.

Along with the posting, notification on the availability of the information will be related to those that attended the regional workshops, key stakeholder groups, the media, the NEPs and WMDs, and key NGOs. The media will also be notified and encouraged to direct the public to the project website for review and comments. The informational materials on the project will be updated to provide information on the project evaluation methods.

The deliverables for this step include the updated web site, media releases and summaries of comments received. Also, an important deliverable is the facilitated workshop with the Consortium, with emphasis placed on constructive criticism of the results and identification of any errors, so that the project rankings can proceed.

### Review of Project Evaluation & Rankings

Based on the approved project evaluation process, the projects themselves will be scored and ranked. Objectivity, transparency and fairness will again be emphasized.

### Briefings

Throughout this phase, the regularly scheduled briefings will be held including those with the Governor’s Office, State agencies and representatives, and federal agencies.

### Consortium Workshop #3 - Project Evaluation & Rankings

After the public has seen the draft project evaluations and rankings, a facilitated workshop will be conducted with the Consortium to present the results and to solicit feedback. This workshop is crucial to the process, as these results are critical to the development of the Draft Final SEP, Concerns and questions received



via the regional public meetings, the website, and direct communications with key stakeholders will be summarized and reported during the Consortium workshop, so that the members benefit from the public input received. Any evaluation errors will be corrected, but in the interest of fairness, the evaluation criteria will not be amended. When the project rankings are approved, the results will be incorporated in to the Draft Final SEP.

### Website Update

When the project evaluations and rankings are completed, the evaluation criteria and methodologies will be posted on the project website for stakeholder review and feedback. The website will be updated so feedback can be submitted and concerns outlined.

Along with the posting, notification on the availability of the information will be related to those that attended the regional workshops, key stakeholder groups, the media, the NEPs and WMDs, and key NGOs. The media will also be notified and encouraged to direct the public to the project website for review and comments. The informational materials on the project will be updated to provide information on the project evaluation methods.

The deliverables for this step include the updated web site, media releases and summaries of comments received. Also, a deliverable is a facilitated workshop with the Consortium, with emphasis placed on constructive criticism of the results and identification of any errors so that the plan can be completed.

## TAB E: PUBLIC INVOLVEMENT PLAN

### Public Comments on the Draft Final SEP

When the Draft Final SEP is completed, the team will support public review and solicit comments on the plan before it is subject to the formal approval process. A comment deadline will be clearly identified with ample time for comment so that there is a timeline that will accommodate public comments and an end time to keep the process moving.

### Regional Public Meetings

When the Draft Final SEP is ready for review, a third round of regional public meetings will be held in each of the 7 public involvement regions to describe the criteria and to seek public input. As before, the public meetings will be facilitated and the comments received will be documented and tracked. The changes will be tracked so that there is a record of the amendments made based on public outreach as well as summarized on the “Feedback Loop” part of the website.

Care will be taken to respond to constructive comments and to acknowledge that it may not be possible or appropriate to make all the changes that are suggested.

### Website Update

Again, the project website and Facebook page will be used for ease of access to the plan by the public and for ease in submitting comments. The media outlets will be notified on the plan’s availability and the process for submitting comments.

### Local Leadership Interviews

A final series of local leadership interviews will be scheduled to review the draft SEP and to seek feedback. To save time and travel costs, these interviews will be conducted by teleconference when appropriate. The key stakeholders will be contacted and asked to provide comments prior to the final approval step.

The comments received will be collected via the website and other electronic means and logged. Substantive comments and corrections will be addressed and adjustments to the plan identified prior to the formal approval process.

### Governor & Council SEP Workshops

The project team will also support the formal public approval process by the Consortium and the Governor, by holding a special workshops for each office to present the Florida SEP. The team’s support will include including making revisions to the plan and providing summaries of the comments received and feedback useful for the implementation process.

## Summary of Public Involvement Plan Meetings

Meetings are time-consuming and costly, and require involvement by senior staff to be effective. And while technology can greatly improve the efficiency of public outreach efforts, the value of face-to-face meetings cannot be overestimated in building a broad level of support for a complex and wide-ranging plan like the SEP.

While it is difficult to provide a precise number of meetings that will be required as part of our proposed Public Involvement Plan, we have developed an estimate for budgeting purposes, provided in the table below.

Meeting Type	Meeting No.
Individual interviews via teleconference (Consortium members [23] and local leaders [Phase 1 = 23 x 3 and again in Phase 3 = 23 x 3])	155
Local Leadership meetings or teleconferences	66
Regional Public meetings	21
Consortium meeting briefings	9
Consortium workshops	3
Governor’s Office briefings	12
State Agency briefings	12
Federal Agency briefings	12
TAC meetings	3
EAC meetings	3
Governor’s Office workshops	1
Restoration Council workshops	1

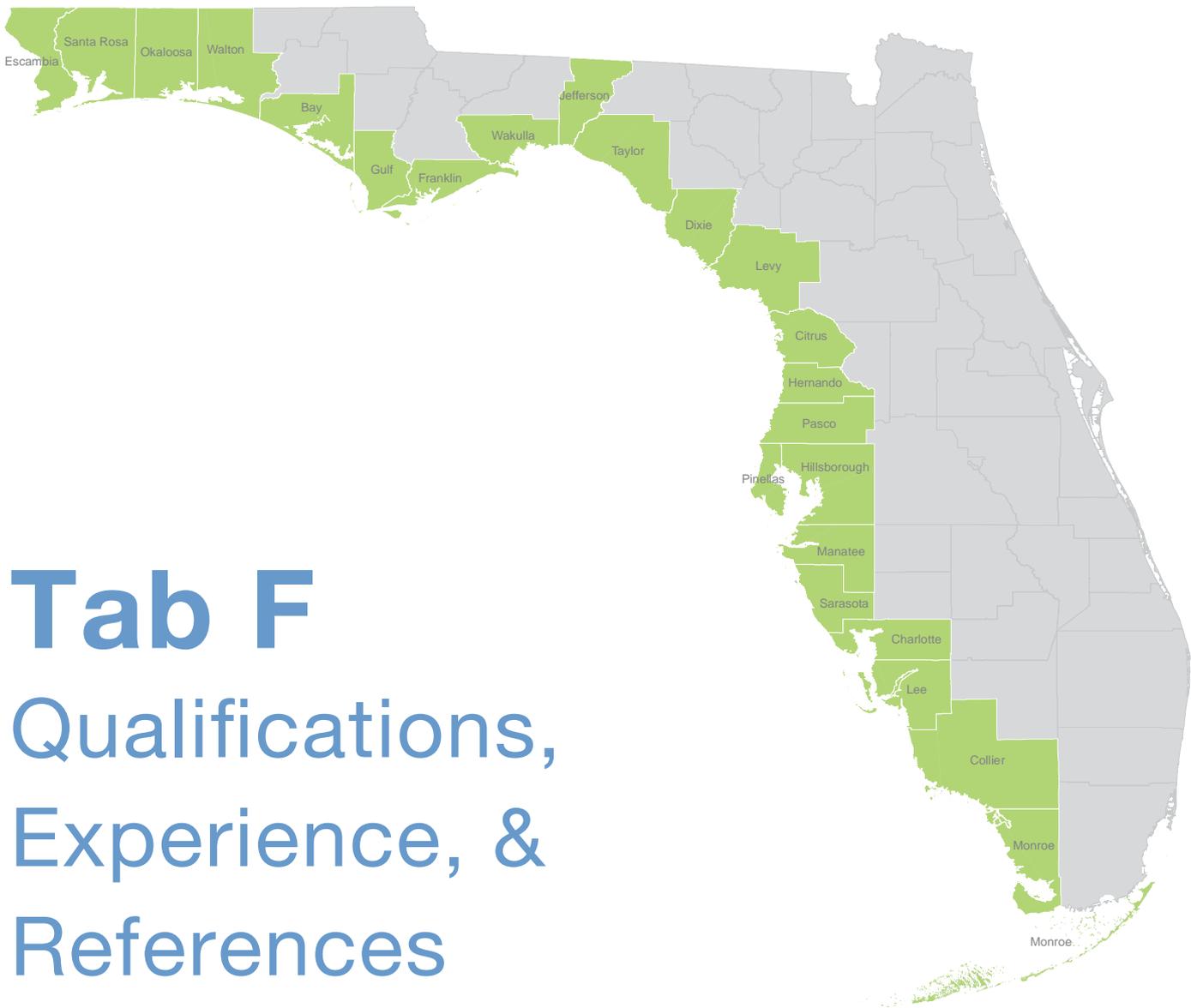
Combined with the production of briefing materials, the development and maintenance of a project-specific website, and other associated public outreach activities, implementing the Public Involvement Plan will be a significant effort. However, we feel that this effort will be necessary to attain the goal of reaching broad consensus of support for the SEP from the major stakeholders.

## The Importance of Creating Transparency & Trust

The entire public engagement process outlined above has been designed to provide transparency of the entire planning process. Input will be solicited in every phase, and the public will be informed of the release of draft or interim deliverables providing opportunity for comment. Further, the comments received will also be made available along with their disposition.

The Feedback Loop section of the project-specific website will be a central location for anyone who has interest to see how the process has gathered and responded to the information received during the many small and large meetings planned during the SEP development.

We intend to provide a culture of conversation, openness and discussion to the process, and to build confidence and respect between all stakeholders and the SEP process. Our team will also be open to input and feedback throughout the process to improve how we respond and communicate the results. While no process is perfect, we can create a culture and a process that is open and transparent that will build confidence and trust in the Final SEP.



# Tab F

## Qualifications, Experience, & References



## Tab F

# Qualifications, Experience, & References

In response to the RBAFO, as well as comments received from the selection committee during our oral presentation, we have made a few modifications to the proposed project team and project organizational chart that was presented in our ITN Response.

First, we have added to our team the firm of **Langton Associates** to provide specialized expertise in the areas of grant research, grant application development, and grants administration. Langton Associates is Florida's oldest and largest grant consulting firm, founded in 1981. During its 33-year history, Langton has procured over \$350 million in grants for local government clients from a broad range of programs and funding agencies. Over the last ten years Langton has used that experience to advise state agencies in expenditure program strategy and design. Langton Associates will assist our team in identifying a range of potential funding sources to help leverage funds available in the Gulf Coast Restoration Trust Fund (RTF); and will provide leadership in preparing grant applications and administering grant funds and related program requirements. Key staff from Langton Associates include: **Michael Langton, GPC**, and **Lisa King, GPC**.

Second, we have augmented our project team in the areas of project-specific website development and maintenance, as well as spatial database development and maintenance. These aspects of the project will be critical to the project nomination, project evaluation, and public involvement aspects of the project. Specifically, we have included two senior technical staff from Brown and Caldwell: **Ryan Pulis, GISP**, and **Dennis Mulacek, PMP**. These two individuals will augment senior GIS and IT staff from ESA, as previously proposed in our ITN Response.

Finally, we have modified our project team organization chart to identify a more prominent role for our two key stakeholder advisory committees: the **TAC** and the **EAC**. As proposed, these two important adjunct committees will be respectively chaired by individuals selected by their stakeholder peers. The activities of the TAC and EAC will be managed by the ESA Project Manager and coordinated through our Public Involvement Plan.

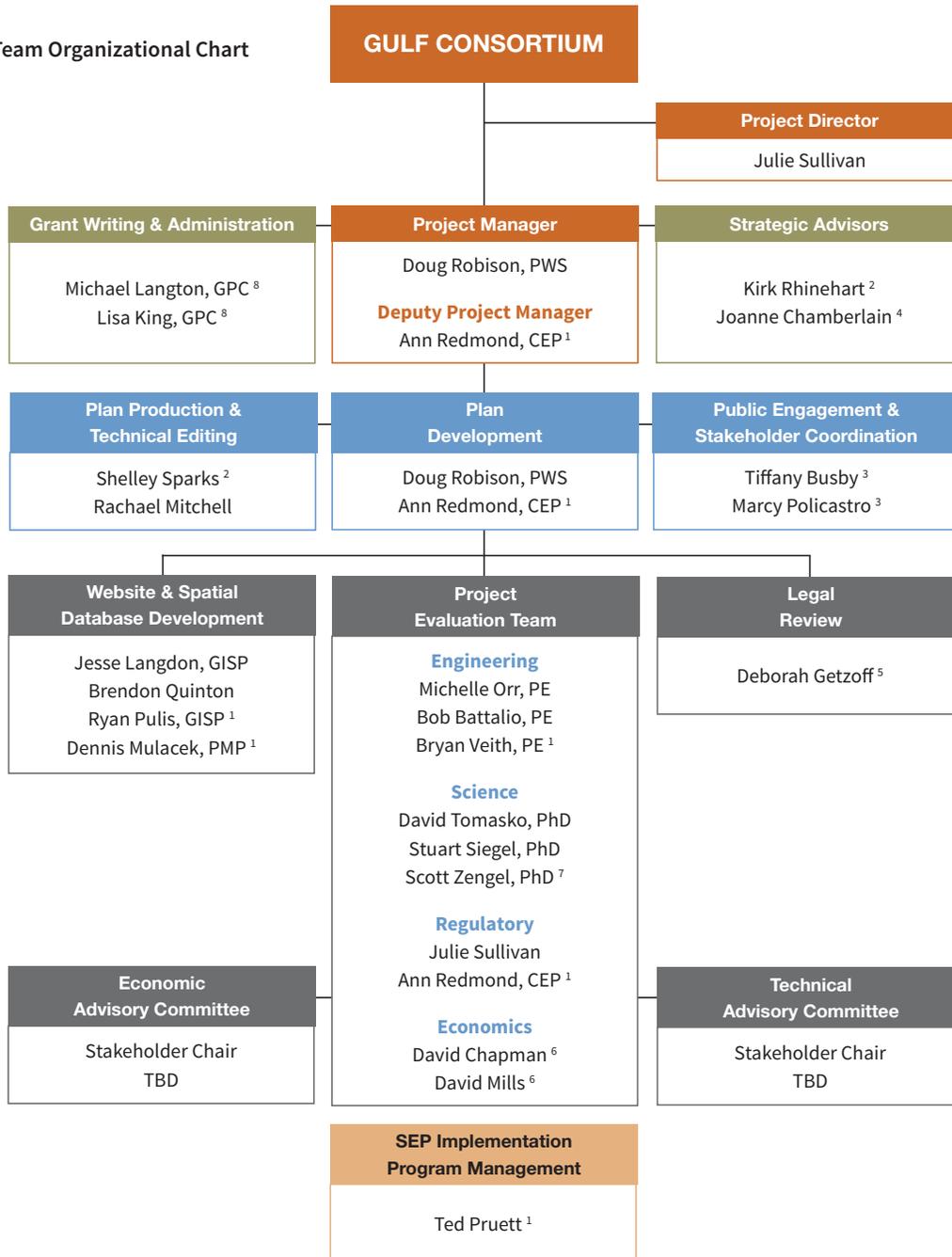
The role of the TAC will be to obtain independent feedback on the technical efficacy of the SEP throughout its development. The need for the TAC is essentially specified by the Council in their requirement for the SEP to embody, and be based on, "the best available science." Accordingly, the TAC will be composed of independent technical experts in applicable fields of science and engineering. Experts will be sought from: academia; private consulting; federal, state, and local natural resource agencies; and applicable NGOs.

The role of the EAC will be to ensure that the SEP planning process properly accounts for economic factors in the project evaluation process, and appropriately balances the viewpoints and concerns of various economic interests potentially affected by the SEP. Accordingly, the EAC will be composed of representatives from various business organizations including fishing, tourism, industrial and development interests. In addition, the EAC may also include representatives from local and state chambers of commerce as well as major land owners in affected areas of the Gulf Coast.

## TAB F: QUALIFICATIONS, EXPERIENCE, & REFERENCES

Our revised project team organization chart is shown in Figure F-1. In addition, the qualifications and resumes of the identified key staff from Langton Associates and Brown and Caldwell are provided in this section of our proposal.

Figure F-1: Team Organizational Chart



### Subconsultant Legend

- 1 - Brown and Caldwell
- 2 - Royal Engineers & Consultants
- 3 - Wildwood Consulting, Inc.

- 4 - Private Consultant
- 5 - Lewis, Longman, & Walker, PA
- 6 - Stratus Consulting

- 7 - Research Planning, Inc.
- 8 - Langton Associates

## Key Staff Biographies

### Michael Langton, GPC (Langton Associates)



Mr. Langton's grantsmanship career began nearly 40 years ago as a mayor's aide in which he assisted in writing the grant and administering the City of Jacksonville's first CDBG Entitlement Program. He has successfully obtained

over \$175 million in grant funds for Langton Associates' local government clients since 1981. Mr. Langton is an innovator in devising funding schemes for non-profit agencies. For example, in 1997, he capped a two-year campaign to include a provision for \$10 million in capital demonstration grants in the federal welfare reform legislation. He then successfully procured the entire \$10 million for Goodwill Manasota and Goodwill Arcadiana. He has procured three \$5 million Welfare to Work grants for Goodwill North Florida, Goodwill Middle Georgia, and Goodwill San Antonio.

Mr. Langton's organizing skills were called upon during the first cycle of the U.S. Department of Transportation's Job Access and Reverse Committee Grants, when he successfully facilitated over 50 Community Stakeholders in each of three counties and one city, resulting in the only grants awarded in the State of Florida, totaling nearly \$3 million. The following year he assisted Orange County and the City of Orlando's transit agency Lynx in submitting their application.

Mr. Langton's contacts in state, federal, and local government are vast. He has been a featured speaker to the Florida Association of Counties, the Florida League of Cities, and Florida Redevelopment Association and has served on the steering committees of statewide campaigns for U.S. Senate, Governor, and Cabinet officers.

### Lisa King, GPC (Langton Associates)



As the lead grant writer for Langton Associates, Ms. King has assisted in obtaining over \$80 million in funding for multiple clients throughout the State of Florida from programs including the Environmental Protection Agency, Department of

Homeland Security, and the U.S. Department of Transportation. Projects associated with Economic Development funding included job retention, infrastructure, disaster relief, and networking and communications.

As a native of Florida, Ms. King's interests in historic preservation and the protection of environmentally sensitive lands have combined with her professional talents to make her a leader in those grant fields. She has written a successful application for Florida Communities Trust in every cycle since its inception. The projects she has promoted through this program range in size from 1/4 acre to 300 acres and in communities as diverse as the Florida Keys, the Jacksonville Beaches, Panama City, and Volusia, Palm Beach, and Leon Counties. Ms. King has procured over \$30 million through this program for Langton's clients. Her leadership in this field has been recognized by organizations such as the Trust for Public Land, which has used her expertise to assist them in drafting a proposed Florida Communities Trust rule the Florida Forever Act.

Ms. King authored the Federal Lands Access Program (FLAP) grant that was recently announced to provide a two-year operating subsidy for the St. Johns River Ferry as well as a \$4 million grant for ferry slip replacement from the Federal Transit Administration. She previously authored grants that constructed a visitor's pavilion at the Ferry and a roundabout at the Ferry exit onto a state road.

## Relevant Project Experience

### 2011- 2015 Consolidated Plan

### Florida Department of Community Affairs (DCA)

**Firm:**  
Langton Associates

**Project Location:**  
Tallahassee, FL

**Client Reference:**  
Tammy A.  
Anderson, Florida  
Dept. of Community  
Affairs (now, Florida  
Dept. of Economic  
Opportunity)  
107 E. Madison  
St., MSC-400,  
Tallahassee, FL  
32399  
Email: tammy.  
anderson@deo.  
myflorida.com  
Ph: 850.717.8425

**Project Date:**  
2011

**Project Value:**  
\$75,000

The most recent and complex of such projects was the development of the 2011-2015 Consolidated Plan for the Florida Department of Community Affairs (DCA). Langton Associates coordinated and assisted in the compilation of data and information that would make up the Plan. Over the course of many months, Langton Associates coordinated with state agencies and the Department staff to execute workshops, working groups and surveys to develop the initial stages of input. Langton Associates focused on developing the narratives of the Citizen's Participation Plan, Impediments to Fair Housing, Barriers to Affordable Housing, Lead Based Paint, Special Needs and Anti-Poverty, Public and Assisted Housing as well as the Public Housing Strategy sections. This involved coordinating with various stakeholders and compiling data from copious sources to develop a narrative and complementary visual aids.

In coordination with DCA staff, Langton Associates reviewed and edited the document for preparation prior to submittal to HUD. Recommendations from advocates as well as agencies were developed and reviewed for effectiveness and efficacy, edited and then made part of the final document. Statistics from the Census Bureau's American Community Survey were also developed into visualizations such as maps, graphs and charts.

Hundreds of hours of citizen input, staff working group meetings and data gathering culminated in a nearly 300-page document that guided the allocation of over \$270 million over five years. Further details related to the utilized methodology and approach, as well as development of both the strategic and action plans is included in this proposal.

A copy of the 2011-2015 Consolidated Plan may be found at: <http://www.floridajobs.org/fhcd/cdbg/Files/ConsolidatedPlan/ConsolidatedPlanFor2011-2015.pdf>

## TAB F: QUALIFICATIONS, EXPERIENCE, & REFERENCES

### **Ryan Pulis, GISP** (Brown and Caldwell)



Mr. Pulis is an Information Technology and Geographic Information Systems (GIS) professional with over 20 years of experience decision support, data management, and software implementation services

in the municipal water/wastewater/stormwater industry as well as the private sector. He has developed mobile, desktop, and web applications to integrate asset information from enterprise systems including GIS, CMMS, Asset Management, and LIMS through intuitive map-based interfaces. Mr. Pulis has extensive experience with software application design and development, database design and implementation, field data collection, and enterprise system integration. He holds the GISP certification as well as several Esri Enterprise technical certifications.

### **Dennis Mulacek, PMP** (Brown and Caldwell)



Mr. Mulacek has over 20 years of experience in all aspects of the Information Technology industry. He has provided expert project management, system, and development services for many private,

municipal, financial, and transportation clients. His relevant experience covers more than 15 years of web application development including back-end database development and site design for both public and private sector clients. These applications were used for entering and tracking and diverse sets of data such as regulatory, environmental management, and project collaboration information.

Additionally, Mr. Mulacek's experience includes: project management; database design/modeling; business intelligence; software architecture; database conversion; application development; mainframe development; web development; systems integration; system conversions; system administration and computer operations.

### **Ted Pruett** (Brown and Caldwell)



Mr. Pruett has over 24 years of operational and supervisory experience in program and construction management. He has held positions as a Senior Project Manager and a Principal Project Manager (Deputy Program

Manager) where he focused on project and program management support for a large scale ecosystem restoration program, a \$977M training system development program, and a \$5B military construction program. Mr. Pruett has successfully led teams of multi-disciplined professionals of various sizes. He has extensive overseas work experience dealing with people of diverse ethnic and cultural backgrounds.

Mr. Pruett specializes in the delivery of large scale ecosystem restoration and design/construction programs across the globe. He developed and proved concept of contract program management support for a large civil works and ecosystem restoration program within the U.S. Army Corps of Engineers. After leaving the army and joining the private sector, he coordinated development of the master program management plan for the \$12B Everglades Restoration Program; in that role he was responsible for conducting ongoing management assessments of program controls and for execution of program team meeting support. His capabilities earned him the role of Deputy Project Manager of the Everglades Partners Joint Venture (EPJV). The EPJV was the U.S. Army Corps of Engineers program manager for the Comprehensive Everglades Restoration Program from 2004 through 2010.

# Resumes of Additional Team Members

# Michael Langton, GPC

President

Grant Professional Certified (GPC)



A former member of the Florida House of Representative (1985-1992), Mike Langton has had an extensive career in Florida State and local government. While serving as a member of the Florida House he had tours of duty as Chair and Vice Chair of the Advisory Council on Intergovernmental Relations, Chair of the Oversight Committee, Chair of the Committee on Children and Youth and Deputy Majority Leader. He was recognized for his service by numerous statewide organizations including the Florida League of Cities, the Florida Chamber of Commerce and Florida Taxwatch.

His grantsmanship career began nearly 40 years ago as a mayor's aide in which he assisted in writing the grant and administering the City of Jacksonville's first CDBG Entitlement Program. He also served as a Special Consultant to U.S. HUD, National Science Foundation and Stanford Research Institute, Palo Alto, CA on national housing trends and non-service approaches. He has successfully obtained over \$175 million in grant funds for Langton Associates local government clients since 1981. He holds a B.A. in Political Science from Florida Atlantic University.



Langton is an innovator in devising funding schemes for non-profit agencies. In 1997, Langton capped a two-year campaign to include a provision for \$10 million capital demonstration grants in the federal welfare reform legislation. He then successfully procured the entire \$10 million for Goodwill Manasota and Goodwill Arcadiana. He has procured three \$5 million Welfare to Work grants for Goodwill North Florida, Goodwill Middle Georgia, and Goodwill San Antonio. Langton currently consults with the Florida Goodwill Association and three individual Goodwills in Florida. In total he has consulted with 23 Goodwill agencies around the United States.

Langton has had extensive hands-on experience in the area of affordable housing, and has worked directly in programs such as the HOME program, the Community Development Block Grant program (Entitlement and Small Cities), Homeless Continuum of Care, Hope 6, and the State Housing Initiatives Partnership Program. Langton assisted Pasco County in the development of its first Comprehensive Housing Affordability Strategy, (CHAS), and wrote the program description for Volusia County's HOME program. Langton provided technical assistance to two County governments, Bay and Baker, during the implementation of their SHIP programs, including preparation of the SHIP plans, Incentive plans and organization of their local partnerships. Langton has a thorough understanding of the HOME Investment Partnerships Program and was the project manager for the Florida Housing Finance Agency contract to provide on-site technical assistance for HOME grant recipients and has provided HOME technical assistance statewide through the Florida Catalyst Program for DCA. More recently, he led the team charged with providing Technical Assistance to the State of Florida's Neighborhood Stabilization Program (NSP) recipients under the direction of the Department of Community Affairs. Michael also led the team developing Florida's 2011-2016 Consolidated Plan for submission to HUD by the Department of Community Affairs.

Langton coordinated the City of Jacksonville's application for federal Empowerment Zone designation. This effort involved recruiting, organizing and facilitating a 200-person partnership for preparation of a Strategic Plan. Community redevelopment



activities include: preparing a paper on "Establishing a CRA in Florida" and an Action Plan for External Funds Procurement for Delray Beach CRA.

Langton's organizing skills were called upon during the first cycle of the US Department of Transportation's Job Access and Reverse Committee Grants, when he successfully facilitated Community Stakeholders (over 50 in each) in Broward County, Palm Beach County, and the City of Jacksonville resulting in the only grants awarded in the State of Florida, totaling nearly \$3 million. The following year Langton assisted Orange County/City of Orlando's transit agency Lynx in submitting their application.



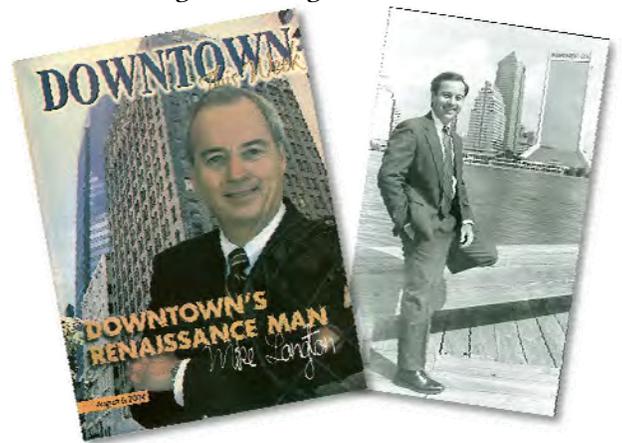
Langton's contacts in state, federal and local government are vast. Langton has been a featured speaker to the Florida Association of Counties, the Florida League of Cities and Florida Redevelopment Association and has served on the steering committees of statewide campaigns for U.S. Senate, Governor and Cabinet officers. President Clinton appointed Langton to the Rules Committee of the Democratic National Convention in July of 1992 and was appointed again by Vice President Al Gore at the 2000 convention. Langton also served as a campaign coordinator for Northeast Florida for the Clinton/Gore campaign of 1992 and 1996. He has served as Vice President of the Florida Democratic Leadership Council and as an advisor to the Field Office of the National DLC. In the year 2000 Langton served as the Gore/Lieberman Chairman for Northeast Florida. In 2008 Langton served as the Northeast Florida Finance Chair for Hillary Clinton for President and went on to Chair the Northeast Florida Infrastructure Committee for President-elect Barack Obama.

*Mr. Langton is the firm's specialist in fields of:*

- ***Housing & Community Development***
- ***Homeless Continuum of Care***
- ***Transportation***
- ***Workforce Development***
- ***Welfare to Work***
- ***Strategic Planning Facilitation***

Langton founded Langton Associates, a Public Affairs Consulting Firm, in 1981 and has served as company President since that time. In 1999 he founded LB Jax Development, a Housing Development Company, focusing on the urban housing market in Florida cities. The company has produced nearly \$100 million in development projects.

In 2012, Mike Langton received his certification from The National Grant Professionals Association and is involved in organizing workshop style presentations for grant writing and consulting services for people interested in becoming grant professionals.



# Lisa King, GPC

Senior Vice President

Grant Professional Certified (GPC)



King's career in public affairs includes stints as a Congressional Aide for a U.S. Congressman and as a Legislative Assistant for a committee chair in the State House. She was appointed by two Florida House speakers to three committees including appointment as a member of the House Computer and Telecommunications Commission. King was also awarded a Davis Productivity Award by Florida Taxwatch, Inc. for a cost saving idea. The Jacksonville Business Journal named King a 2014 Woman of Influence for business leadership and community service.



King, as the lead grant writer for Langton Associates, has assisted clients in obtaining over \$80 million in funding for multiple clients throughout the State of Florida from programs of the Environmental Protection Agency, Department of Homeland Security and the US Department of Transportation. Projects associated with Economic Development funding included job retention, infrastructure, disaster relief, and networking and communications.

As a native of Florida, her personal interests in historic preservation and the protection of environmentally sensitive lands have combined with her professional talents to make her a leader in those grant fields for both Langton's clients and the company. King has written a successful application for Florida Communities Trust in every cycle since its inception. The projects she has promoted through this program range in size from 1/4 acre to 300 acres and in communities as diverse as the Florida Keys, the Jacksonville Beaches, Panama City, Volusia County, Palm Beach County, and Leon County. King has procured over \$30 million through this program for Langton's clients. Her leadership in this field has been recognized by organizations such as the Trust for Public Land, which has used her expertise to assist them in drafting a proposed Florida Communities Trust rule the Florida Forever Act.

*Ms. King is the firm's specialist in the fields of:*

- *Environmental Land Acquisition*
- *Historic Preservation*
- *Recreation*
- *Coastal Management*
- *Cultural Facilities*
- *Disaster Mitigation*
- *Transportation*

King authored the Federal Lands Access Program (FLAP) grant that was recently announced to provide a two-year operating subsidy for the St. Johns River Ferry as well as a \$4 million grant for ferry slip replacement from the Federal Transit Administration. She previously authored

grants that constructed a visitor's pavilion at the Ferry and a roundabout at the Ferry exit onto a state road.

In 2011, King was appointed to Jacksonville's Planning Commission by Mayor Alvin Brown, she was elected by her peers to serve as the Commission's Vice Chair in 2014..

In 2012, King received her certification from the Grant Professionals Association. In 2013, Mayor Alvin Brown appointed King to Jacksonville's Housing and Community Development Commission. In 2014, King was elected Co-Chair of this Commission. In 2014, King was appointed to the North Florida Transportation Planning Organization's Long Range Transportation Plan Steering Committee.



## Experience Summary

Ryan Pulis is an Information Technology and geographic information systems (GIS) professional with 20 years of experience decision support, data management and software implementation services in the municipal public works, water distribution and wastewater treatment industries. Mr. Pulis specializes in helping utilities efficiently and effectively evaluate and maintain their collection system assets, focusing on collecting, managing, and integrating inspection, condition assessment, rehabilitation, and capacity assessment information to support rehabilitation and replacement planning. Mr. Pulis has developed mobile, desktop, and web applications to integrate asset information from enterprise systems including GIS, CMMS, Asset Management, and LIMS through intuitive map-based interfaces. Mr. Pulis is National Association of Sewer Service Companies (NASSCO) Pipeline Assessment and Certification Program (PACP) certified, and has developed planning tools that combine CCTV inspection results with additional consequence and risk of failure information (e.g., pipe location, size, I/I potential, etc.) to facilitate the CIP decision-making process for municipalities.

Mr. Pulis has extensive experience with software application design and development, database design and implementation, field data collection, and enterprise system integration. He holds the GISP certification as well as several Esri Enterprise technical certifications.

### Assignment

*GIS Analyst*

### Education

*B.A., Earth Sciences, Dartmouth College, 1993*

### Certifications

*Enterprise Geodatabase Management Associate 10 (EGMA10), 2010, #EGMA1000000058*

*Enterprise System Design Associate 10 (ESDA10), 2011, #ESDA1000000041*

*ArcGIS Desktop Developer Associate 10 (EDDA10), 2011, #EDDA1000000024*

*Certified Geographic Information Systems Professional (GISP), 2009, #00045934*

*NASSCO PACP Certification, 2006*

*Fundamentals of CartéGraph WORKdirector, CartéGraph, 1998*

*Cyrax Laser Scanner (LIDAR) Operation*

*Cyra Systems, 1999*

### Experience

*21 years*

### Joined Firm

*1998*

### Relevant Experience

- *Data Conversion/Integration*
- *Application Development*
- *Database Design/Modeling*

### Replacement and Rehabilitation (R/R) Program, Orange County Utilities, Florida

**Data Manager.** Mr. Pulis developed data management procedures and tools as part of Orange County Utilities' collection system rehabilitation and replacement program. He designed workflow, data validation, data storage, and software processes and tools to support the entire R/R cycle from initial field inspections through capital project creation. Mr. Pulis integrated CCTV inspection data from Granite XP with OCU's enterprise Esri GIS and Maximo CMMS to create an R/R decision support tool that includes gravity and forcemain pipe criticality assessment.

### Stormwater Inspection and Inventory, Northeast Ohio Regional Sewer District, Cleveland, Ohio

**Task Lead.** The Northeast Ohio Regional Sewer District needed to inventory and inspect 400 miles of streams and verify the existence of assets, record new assets, and to find any severe issues. Mr. Pulis was responsible for designing and implementing the field data collection workflow tools and process, overall data management, and the managing the GIS update process.

### County Watershed Improvement Plans, City of Sandy Springs & Gwinnett County Department of Water Resources, Georgia

**GIS Developer.** Developed ArcPad field data collection forms and procedures for use during stream and stormwater BMP field inventories using handheld GPS units. Data gathered in ArcPad included potential water quality impacts, estimates of bank erosion, and geomorphic conditions within the inventoried watersheds. Field data then used to generate planning level stream restoration projects for watershed Capital Improvement Plans.

### Stormwater Management Program Implementation, Northeast Ohio Regional Sewer District (NEORSD), Cleveland, Ohio

**Project Manager.** Assisted NEORSD with planning and initiating a new regional Stormwater Management Program. Managed Brown and Caldwell's participation as a subcontractor on the project team. Brown and Caldwell's tasks involved assisting with a detailed review of previous stormwater studies,

conducting community coordination visits to assess stormwater issues and project prioritization needs to support development of the CIP and O&M programs, and stormwater GIS data inventorying and geodatabase design. Also used GIS to help define the regional drainage network that will form the core assets managed by the Stormwater Management Program.

### **Enterprise GIS Implementation, Phase II, NEORSD, Cleveland, Ohio**

**Project Manager and Application/Database Developer.** Managed and performed Brown and Caldwell's work as a subcontractor on a project to design, develop and populate an enterprise geodatabase for NEORSD. The database implements ESRI's ArcSDE 9.1 on Oracle 9i, and was modeled with full geodatabase capabilities (geometric network, relationships, domains) using Visio. Responsible for designing the document management and asset inspection portions of the geodatabase. In addition, part of the development team that built a browser-based intranet application to provide access, analysis, reporting, and data maintenance capabilities for the data stored in the enterprise geodatabase. The application provides links from map features to associated record drawings and other documents, inspection reports/photos/videos, and maintenance history from Synergen/SPL. The development platform delivers GIS functionality via ArcGIS Server 9.1 using the C# language.

### **Storm Water Compliance Management System, Unified Port District of San Diego, San Diego, California**

**Application Developer.** Assisted with the development of the Port's Environmental Data and Information Management System (EDAIMS), a web-based multi-tier intranet application for storm water compliance. Responsible for integrating GIS mapping capabilities into the application framework using the ArcIMS 4.0.1 ActiveX Connector and VB.NET. Primary functionality includes two-way communication between database-driven reports and the GIS map of facilities.

### **Urban Runoff Management Plan, City of Santa Monica, California**

**Application Designer/Developer.** Developed ArcGIS-based data entry forms (using ArcObjects) for updating the City's GIS sewer infrastructure layers to support the development of an Urban Runoff Management Plan. Performed a gap analysis was performed on the City's existing GIS data, and implemented a revised data architecture to meet the needs of the City (including hydraulic modeling). Created custom data entry forms to allow an ArcGIS user to capture all pertinent pipe/node attribute information into a project Access database by selecting facilities on a map.

### **Environmental Information System, San Francisco International Airport, California**

**Application Developer.** Developed an ArcView GIS interface for the Airport's existing database of environmental information. This software application provided powerful visualization tools for summarizing 300,000 database records tracking soil and groundwater investigations for petroleum hydrocarbons, trace metals, and chlorinated solvents. Developed custom map navigation, thematic mapping, and reporting tools to provide easy access to and understanding of the complex underlying data.

### **GIS and Hydraulic Model Integration, Gwinnett County, Georgia**

**IT/GIS Analyst.** Developed an application integrating GIS with a hydraulic modeling package. This application, integrating ArcView GIS and SewerCAT, allows users to generate GIS layers based on information driven from the hydraulic modeling environment. Some of the functions include dynamic view synchronization, report generation, model data management, and sewer network comparisons. Project responsibilities included designing data dictionary, developing and presenting application prototype to client, and conducting thorough code testing throughout development lifecycle.

### **Impervious Surface Planimetric Updates, City of Kansas City, Missouri**

**Project Manager.** Managed GIS processing of planimetric CADD files that had been photogrammetrically updated using new ortho-rectified photography. Developed procedures for creating topologically correct impervious surface features with links to an external MGE database. Seamlessly integrated new features with original data and provided methodology to maintain historical feature information. The project area covered approximately 200 square miles over the northern half of Kansas City. Also worked on the original compilation of original 400 square miles of planimetric data five years prior to the updates.

## Experience Summary

Dennis Mulacek has over 18 years of experience in all aspects of the Information Technology industry. He has provided expert project management, system, and development services for many private, municipal, financial, and transportation clients. Experience includes: database design/modeling; Title V air emissions; Environmental Management Information systems; SQL server administration; Oracle system design; software architecture; database conversion; application development; mainframe development; web development; systems integration; system conversions; system administration and computer operations.

### Assignment

*Database Development and Management*

### Education

*B.S., Computer Science, University of West Georgia, 1992*

### Certifications

*Project Management Professional*

### Experience

*18 years*

### Joined Firm

2000

### Relevant Expertise

- *Project Management*
- *Database Design/Modeling*
- *Title V Air Emissions*
- *Environmental Management Information Systems*
- *SQL Server Administration*
- *Oracle System Design*
- *Software Architecture*
- *Database conversion*
- *Application development*
- *Mainframe development*
- *Web development*
- *Systems integration*
- *System conversions*
- *System administration*
- *Computer operations.*

## Project Management

### Watershed Master Plan, City of Atlanta, Georgia

**Project Manager.** Supported the City's \$4.3 million Watershed Master Plan project, delivering a 50 Year Master Plan for Water and Wastewater. The project included managing three subconsultant firms. Also designed and developed a collaboration portal; analyzed data and generated data sets for demand forecasting from the CSTAR database; and developed the electronic version of the final report.

### Customer Information System, City of Atlanta, Georgia

**Project Manager/Business Mapping and Data Integration Analyst.** Managed the business process mapping of the City's meter management and reading processes, data source and field mapping and data cleansing phases.

### IT Demand Services, Gwinnett County, Georgia

**Project Manager.** Currently managing the IT Demand Services contract. Authorizations to date include an Impervious Area Study for Stormwater Management.

## Systems Integration

### CMOM Replacement Planning Model, City of Columbus, Ohio

**Task Leader.** Lead trainer and implementation coordinator for the Replacement Planning Model.

### LIMS Integration, Greenville Utilities Commission, Greenville, North Carolina

**Task Leader.** Assisted Greenville Utilities Commission in the selection and implementation of a new Laboratory Information Management System (LIMS). Activities included conducting a needs analysis, preparing an RFP, and assisting in the implementation of the new system.

### Customer Information System, City of Atlanta, Georgia

**Business Mapping and Data Integration Analyst.** Completed Business Process Mapping of the City's Meter Management and Reading processes as well as Source Mapping, Data Mapping, and Data Cleansing for the City's new Customer Information System.

### Scalehouse Software Upgrade, Department of Solid Waste Management, Miami-Dade County, Florida

**Technical Lead.** Evaluated several different software vendors for replacement of existing scalehouse software and video surveillance software from a technical standpoint while considering the clients current and future hardware and

software needs. Advised both client and vendors on integration of new system with the county's financial management system.

### **System Conversion, Phillips Federal Credit Union, Fort Wayne, Indiana**

**Third Party Conversion Specialist.** Ensured that all data transfers between client and third party vendors were correct, as well as ensuring functionality of software products that used data from the vendors.

### **TRISM Logistics Integration, TRISM Specialized Carriers, Kennesaw, Georgia**

**Lead Developer.** Implemented system integration between TRISM Logistics, a recently purchased asset, and TRISM Specialized carriers.

## **Software Development**

### **Capacity Assurance Accounting, Charlotte-Mecklenburg Utilities, North Carolina**

**Lead Developer.** Developed Capacity Accounting application to track flow debits and credits in the collection system. The application tracks baseline and available capacities for flow meters, lift stations, and treatment plants.

### **Environmental Management Information System, Rental Service Corporation, Phoenix, Arizona**

**Lead Developer.** Designed and developed web interface for the EMIS system designed to track environmental information such as Phase I evaluations, permits, remediation and ISO14000.

### **Title V Monitoring and Reporting, DSM Chemicals, Augusta, Georgia**

**Lead Developer.** Designed and developed web interface for a Title V Air Emission Monitoring and Reporting program to store emission monitoring data and produce regulatory reports. Monitoring forms were converted from paper to a web interface allowing all monitoring data to reside in a database. Annual reporting preparation time decreased significantly through obtaining results from the database rather than tabulating the results from the paper forms.

### **Environmental Data Management System, Benicia Arsenal, Benicia, California**

**Lead Developer.** Developed web-based system to load, track, and report both hardcopy and through GIS lab data results. Lab results could be hand entered or loaded through EDDs sent from a laboratory. Users could then view the results in tabular format or on a site map through GIS.

### **Compliance Tracking, Southern California Water Company, San Dimas, California**

**Lead Developer.** Designed and developed web interface for compliance and action tracking system. Compliance notifications for many satellite agencies were entered into the system which allowed them to be tracked through resolution.

### **San Diego Watershed Guidelines Tool, City of San Diego California**

**Lead Developer.** Designed and developed tool to walk developers through the Watershed Guidelines and produced a report listing the applicable guidelines.

### **Grease Management, City of Atlanta, Georgia**

**Lead Developer.** Designed and developed web interface for new grease management program to monitor and track grease trap inspection, permitting, and invoicing. Applications for new discharge permits were entered into the system and the tracked through inspection, invoicing, and permitting. Existing permits were tracked by scheduling regular inspections for which results would be entered into the system.

### **Business Information Management System, City of Atlanta, Georgia**

**Developer.** Designed and developed web interface for various modules of the environmental management system including Permit Tracking, Action Tracking, and Lab Sampling.

## **Publications/Presentations**

1. "The True Value of Water Audits," presented at the GRWA Conference, Helen, Georgia, October 2005.

## Experience Summary

Ted Pruett has over 24 years of operational and supervisory experience in program and construction management. Mr. Pruett has held positions as a Senior Project Manager and a Principal Project Manager (Deputy Program Manager) where he focused on project and program management support for a large scale ecosystem restoration program, a \$977M training system development program, and a \$5B military construction program. Mr. Pruett has successfully led teams of multi-disciplined professionals of various sizes. He has extensive overseas work experience dealing with people of diverse ethnic and cultural backgrounds.

### Assignment

*Program Management*

### Education

*M.S., Construction Management, University of Florida, 1995*

*B.S., Construction Management, University of Florida, 1986*

### Training and Certifications

*OSHA Safety Training, 10 Hour and 40 Hour*

### Experience

*24 years*

### Joined Firm

*2011*

### Relevant Expertise

- *Delivery of large scale ecosystem restoration and design/construction programs across the globe*
- *Extensive experience implementing and managing multi-year, multi-million dollar programs in the public and private sectors*
- *Construction manager on multi-million dollar federal facilities*

### Louisiana 2012 Coastal Master Plan, Coastal Protection and Restoration Authority (CPRA), Louisiana

**QA/QC.** Provided overall program management and coordination of the master plan delivery team, with specific activities including developing scopes and budgets; negotiating team contracts; coordinating task coordinators' work to ensure successful completion; tracking and monthly progress reporting; identifying and tracking risk; developing and implementing recovery plans to mitigate project variances; and overseeing or conducting quality reviews of deliverables.

### Everglades Restoration, US Army Corp of Engineers, Parsons Infrastructure & Technology, Jacksonville District, Florida

**Principal Project Manager/Deputy Program Manager.** For the Everglades Partners Joint Venture, working with the Jacksonville District, US Army Corps of Engineers on the \$12B Everglades Restoration Program. Provided deliverables of direct interest to the Jacksonville District Program Manager for Ecosystem Restoration and other senior staff within the District. These included periodic assessment reports and support of the Jacksonville District Ecosystem Restoration Program Manager at meetings with groups such as the South Florida Ecosystem Restoration Task Force (Task Force), the Task Force Working Group, the Design Coordination Team, the Water Resources Advisory Commission, and others as directed. As the Deputy Program Manager, directly responsible for the work products produced by the team, profitability of the joint venture earning revenue in excess of \$6M annually, and the professional development and conduct of the 30+ professional staff members that supported the client's restoration program.

### Program Support with Everglades Partners Joint Venture (EPJV), Jacksonville District, Florida

**Parsons Senior Project Manager/Team Lead.** Responsible for conducting ongoing management assessments of the program controls program and for the execution of program team meeting support. Led team members in compiling meeting agendas, coordinating meeting day support, gathering and reproducing meeting materials, compiling and distributing action item lists from meetings, developing meeting summary, and reviewing documents for consistency in support of multiple client project teams working on ecosystem restoration efforts. Provided periodic written recommendations on improvements to procedures and policies to the Restoration Branch Chief and other Jacksonville District staff as directed. Provided technical analyses as directed by Jacksonville District staff and prepared reports associated with those analyses. Developed task orders for the execution of work utilizing sub-contractors and managed sub-contractors as required.

**Ecosystem Restoration Program, US Army Corps of Engineers, Jacksonville District, Florida**

**Project Manager, Task Order Manager, and Team Lead.** Developed and proved concept of contract program management support for a large civil works and ecosystem restoration program within the US Army Corps of Engineers. Coordinated the development of the master program management plan for the client's Florida Everglades restoration program, a \$12B effort. Developed the concept of companion guidance memorandums to provide timely management guidance to the multi-agency project delivery teams charged with initiating individual projects within the restoration program. Provided support to the Jacksonville District's Everglades Program Manager and assigned project managers through the delivery of timely work products, such as program assessments and recommendations.

**Construction Management Services, US Army Corps of Engineers, Mobile District**

**Principal Project Manager/Program Manager.** \$5M Indefinite Delivery, Indefinite Quantity Contract for Construction Management Services for the Mobile District, US Army Corps of Engineers. Responsible for providing engineering and construction management services in support of the Mobile District, Construction Division's military and civilian construction program covering the southeastern United States and Central America. Assessed client needs and assigned qualified engineering and construction management professionals to fill those needs. Worked closely with the client to ensure the quality of deliverables produced by team members along with the responsiveness of their support while maximizing the profit performance of eight assigned professionals.

**Civil Works and Energy Program, 412th Engineer Command, US Army Reserve, (On Active Duty) Assigned to U.S. Army Corps of Engineers, Gulf Region Division, Southern District, Program and Project Management Division, Iraq**

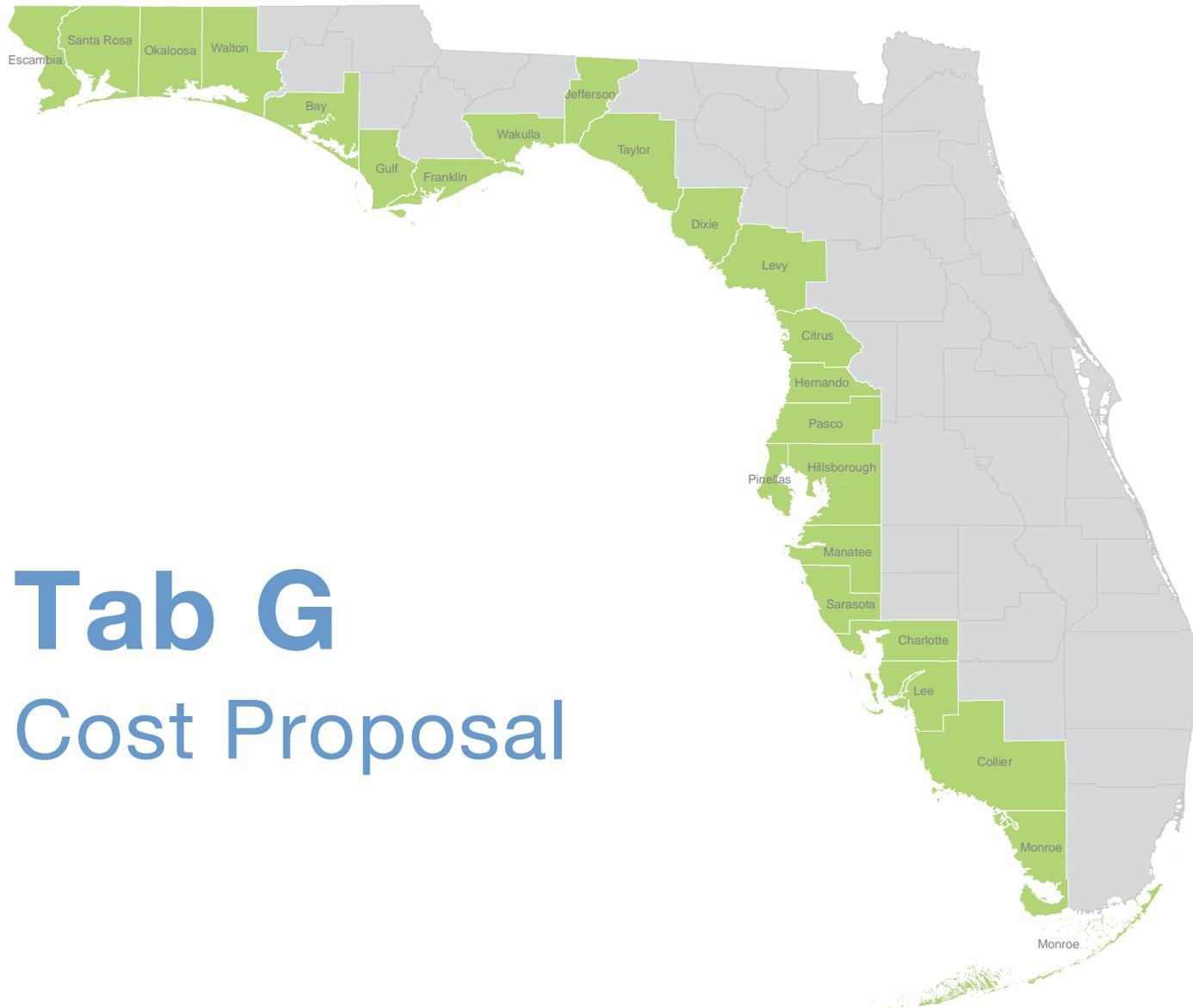
**Chief, Civil Works, and Energy Branch as Branch Chief for the South District.** Responsible for the development and execution of the District's \$200M civil works and energy program to rehabilitate critical infrastructure across the nine southern provinces of Iraq. Responsible for the District's performance in identifying and nominating suitable projects, developing appropriate technical scopes of work to meet local requirements, selecting suitable local contractors, and the timely award of contracts in support of the Coalition's infrastructure rebuilding program. Provided program updates to higher headquarters, US and Iraqi government officials, agencies, and organizations. Supervised and mentored a staff of nine project management professionals providing life cycle project management to a diverse suite of projects providing water, wastewater, electricity, health care and educational facilities, roads, bridges, communications, and security and justice facilities to the people of southern Iraq. Encouraged and supported outreach activities.

**Military Operation in Urban Terrain (MOUT) Training Systems, US Marine Corps' Program Manager for Training Systems (PM TRASYS), FL, NC, VA**

**Principal Project Manager (Deputy Program Manager and Regional Project Manager).** Led a multi-disciplined team of professionals and subcontractors in the design, fabrication, installation, and commissioning of 17 training system projects within the program valued at approximately \$42.8M. Directly responsible for the development of each training system's design and the logistics of procuring and organizing multiple sub-contractors to fabricate, deliver, install and commission the training systems across five geographically separated locations against a challenging schedule.

**Construction Management Services, US Army Corps of Engineers, Mobile District**

**Principal Project Manager (Program Manager), Principal Project Manager, and Program Manager.** \$5M Indefinite Delivery, Indefinite Quantity Contract for Construction Management Services for the Mobile District, US Army Corps of Engineers. Responsible for providing engineering and construction management services in support of the Mobile District, Construction Division's military and civilian construction program covering the southeastern United States and Central America. Assessed client needs and assigned qualified engineering and construction management professionals to fill those needs. Worked closely with the client to ensure the quality of deliverables produced by team members along with the responsiveness of their support while maximizing the profit performance of eight assigned professionals.



# Tab G

## Cost Proposal



## Tab G

# Cost Proposal

Table G-1 below summarizes our cost proposal to conduct the scope of work described in this RBAFO response. Our total cost estimate to complete the scope of work is **\$1,773,880**. This total includes **\$1,705,880** in labor costs, based on 11,199 total labor hours, plus **\$68,000** in reimbursable expenses.

It should be noted that approximately one third of this proposed project cost will be dedicated to the implementation of our comprehensive Public

Involvement Plan (Task 15). Since public involvement activities will be conducted throughout the entire project, the total cost of the Public Involvement Plan will be spread out among the other tasks, but we have itemized the total cost of the Public Involvement Plan so that it can be compared to other proposals. Conversely, project management is incorporated into each task, and has not been split out as a separate cost item.

**Table G-1: Cost Proposal**

Task No.	Task Description	Labor Hours	Labor Cost	Expenses	Task Cost
1	Conduct Consortium Goal Setting Workshop	104	\$19,560	\$2,000	\$21,560
2	Prepare Draft Initial SEP & Grant Application(s)	258	\$50,480	\$500	\$50,980
3	Compile Initial Project List	184	\$29,200	\$250	\$29,450
4	Sort, Attribute, & Screen Initial Project List	344	\$62,000	\$250	\$62,250
5	Develop Initial Project Spatial Database	591	\$78,200	\$250	\$78,450
6	Conduct Gaps Analysis	264	\$50,600	\$250	\$50,850
7	Develop/Implement Improved Nomination Process	597	\$85,600	\$1,500	\$87,100
8	Develop Final Project Spatial Database	623	\$87,400	\$500	\$87,900
9	Develop Evaluation Criteria	360	\$75,040	\$3,000	\$78,040
10	Conduct Detailed Project Evaluation	792	\$156,000	\$3,000	\$159,000
11	Develop Priority Project Rankings	632	\$128,480	\$3,000	\$131,480
12	Prepare Draft Final SEP	928	\$157,440	\$1,500	\$158,940
13	SEP Review & Revisions	440	\$87,080	\$4,000	\$91,080
14	Prepare Final SEP	504	\$85,200	\$3,000	\$88,200
15	Public Involvement & Stakeholder Coordination	4,578	\$553,600	\$45,000	\$598,600
<b>Totals</b>		<b>11,199</b>	<b>\$1,705,880</b>	<b>\$68,000</b>	<b>\$1,773,880</b>

## TAB G: COST PROPOSAL

There are many uncertainties involved in the execution of this project, most notably the timing of adequate funding to complete the scope of work. In addition, master planning projects of this magnitude and complexity rarely track exactly as scoped, and both the Consortium and the selected planning consultant should expect to make course corrections and other adaptations throughout the execution of the project. For this reason, we recommend that the Consortium consider entering into a master agreement with the selected consultant, and then issuing short-term negotiated task orders under the master agreement as funding becomes available. Accordingly, we have developed our scope of work with the task breakdown structured so that the work effort can be executed incrementally over time pursuant to a series of task orders.

Based on our experience, the best outcomes are reached when both the client and the consultant share relatively equally in the risk and uncertainty associated with the execution of a contract.

In our oral interview with the selection committee, we compared and contrasted multiple methods of contracting the SEP project, and the associated

allocation of risk and uncertainty between the client and consultant for each. This information is summarized in Table G-2 below.

Based on this analysis, we recommend that a master agreement be executed between the Consortium and the planning consultant, and that the work be conducted through a series of task orders for discrete tasks or groups of tasks, as funding becomes available. Furthermore, we recommend that task orders be executed using a Time & Materials with a Not-to-Exceed Limit method. This method provides the best balance of risk and uncertainty between the client and the consultant.

### Pricing Methodology

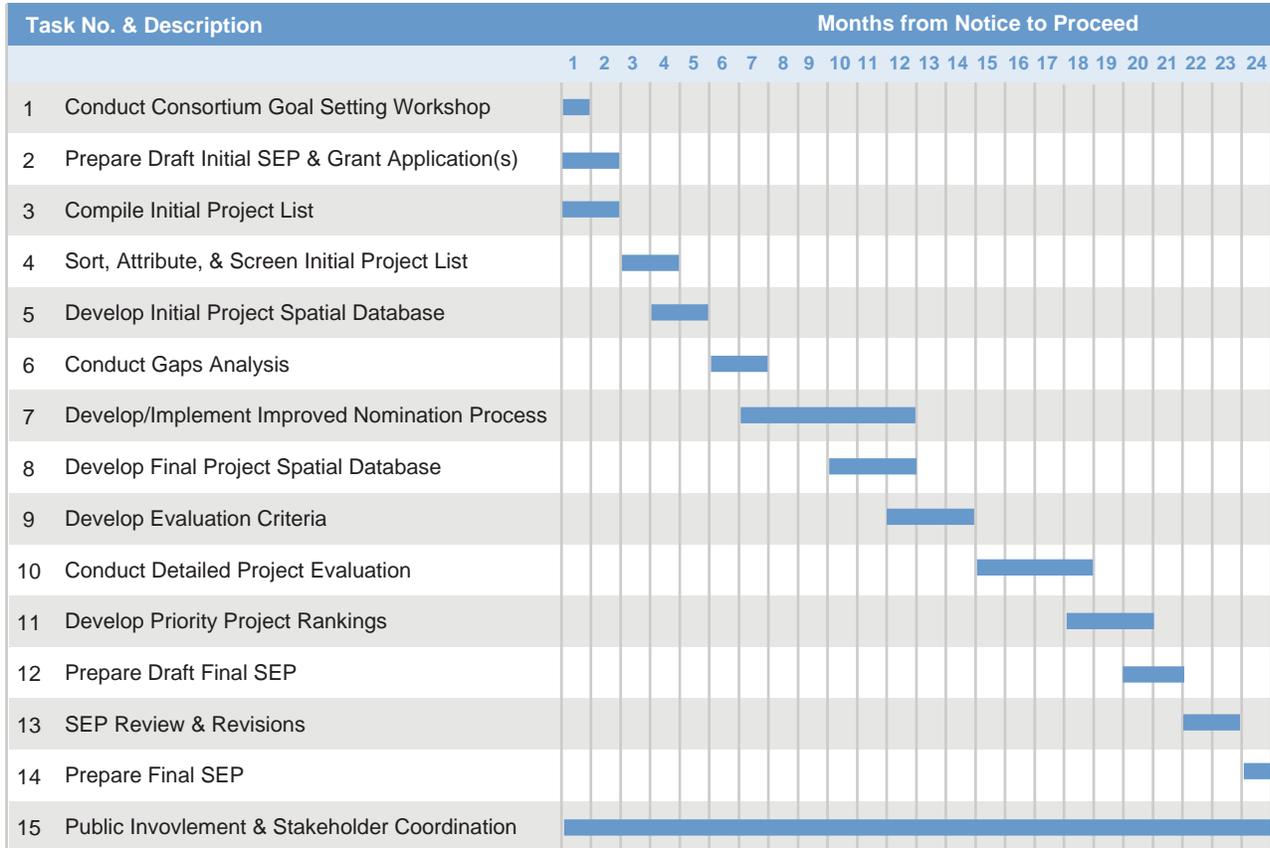
To develop cost estimates for each of the 15 tasks described in our scope of work we multiplied the estimated labor hours for each of the staff identified on our project team organization chart working on that task by their respective loaded hourly labor rates. Therefore, our cost proposal includes all direct and indirect costs, overhead, and profit. Furthermore, reimbursable expenses will be billed at cost with no markups.

Table G-2: Comparison of Contracting Methods

Contract Method	Consortium Advantages	Consortium Disadvantages	Consultant Advantages	Consultant Disadvantages
Lump Sum	Total cost certainty	Risk of overpayment	High project potential	High risk for loss
Fixed Price by Task	Task cost certainty	Total cost uncertainty	Moderate profit potential	Moderate risk for loss
Time & Materials	None	Task cost & total costs uncertainty	Predictable profit	None
Time & Materials with NTE Cap by Task	Task cost & total cost certainty  Reduced risk of overpayment	None	Predictable profit up to NTE amount	Moderate risk for loss

## Schedule

Although not specifically requested in the RBAFO, our estimated project schedule is shown below.



We estimate being able to complete our proposed scope of work within two years from the notice to proceed. We believe this schedule builds in adequate time for the Consortium and other stakeholders to review interim work products, and for proper public meeting notification.

## SEP Implementation & Program Management

It is extremely difficult to provide a finite cost estimate for SEP implementation and program management at this time due to the fact that the program has not yet been defined, nor have the services and respective level of effort requested by the Consortium been fully defined.

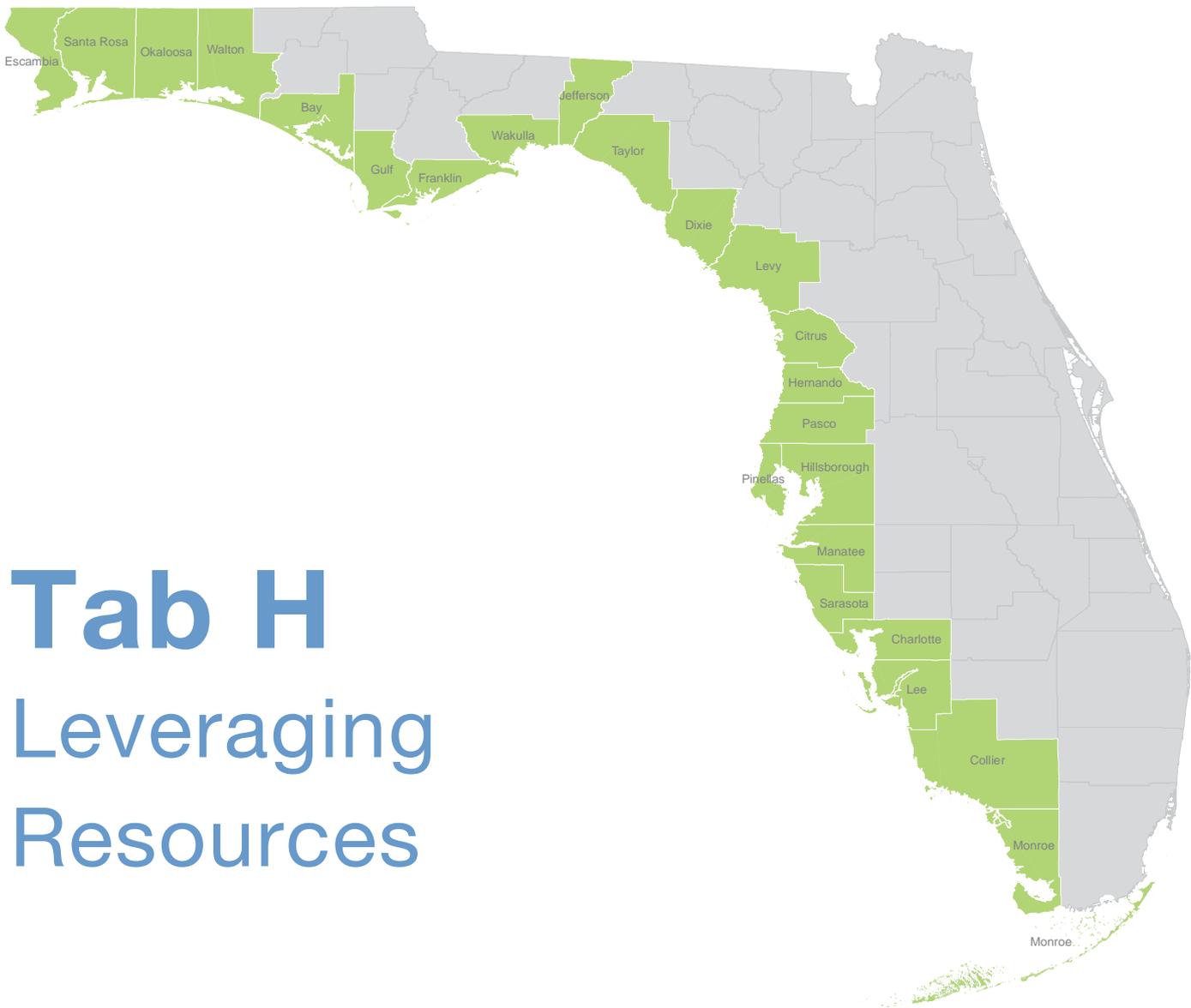
Large program management contracts are usually staffed and budgeted pursuant to the total size or total annual spend of the program. Without that knowledge, we can only speculate on the staffing level required to effectively implement the program. To be responsive to the Consortium's request for a cost estimate for implementation and program management activities we provide below several scenarios with a staffing level that seems appropriate for what SEP implementation may entail. The proposed baseline management team would include seven professionals at estimated billing rates shown below:

- Program Director @ \$90/hr x 3.2 labor multiplier = \$288/hr
- Project Managers (x3) @ \$65/hr x 3.2 x 3 = \$624/hr
- Grant Writer @ \$45/hr x 3.2 = \$144/hr
- Jr. Engr./Scientist @ \$25/hr x 3.2 = \$80/hr
- Project Control/Scheduler @ \$30/hr x 3.2 = \$96/hr
- Team Total = \$1,232/hr

Depending on the size of the program (e.g., the annual spend), this baseline management team could be ramped up or ramped down as needed to meet the demands of program implementation. The following scenarios show the total annual program management cost based on the percent utilization of the baseline management team:

- $\frac{1}{4}$  (540 hrs) @ \$1,232 = \$665,280 + \$150,000 (expenses) = \$815,280
- $\frac{1}{2}$  (1,040 hrs) @ \$1,232 = 1,281,280 + \$200,000 (expenses) = \$1,481,280
- $\frac{3}{4}$  (1,560 hrs) @ \$1,232 = \$1,921,920 + \$250,000 (expenses) = \$2,171,920
- Full (2,080 hrs) @ \$1,232 = \$2,562,560 + \$300,000 (expenses) = \$2,862,560

Expenses would include subconsultant time (on ESA team, or others, not listed above), travel, and other costs associated with delivering the support.



# Tab H

## Leveraging Resources

H: Leveraging Resources



## Tab H

# Leveraging Resources

## Leveraging Overview

The concept of “leveraging” financial resources essentially means using one resource to attract other resources. It is a common strategy in the grant writing business, and this strategy will certainly be important in maximizing the total funds available for SEP planning and implementation. Furthermore, in the context of the RESTORE Act leveraging could also mean using funds from one “pot” to start large/complex projects that are then completed using funds from other pots. Therefore, leveraging is a strategy that will be analyzed and applied to both maximize the total funding level, as well as extend project funding across multiple funding sources.

The potential scale of funding that will be available to the State of Florida through its SEP presents an opportunity to pursue projects, large and small, that have long been planned but never been executed - as well as projects that are just now being conceived. Potential applicants may have long identified grant funding sources for which their projects are eligible but have never had the matching funds to proceed. Applicants may have projects with funding available in the near horizon but the SEP could allow the project to be expedited and/or its scale or scope broadened. Therefore, leveraging has the potential to generate multiple benefits, including:

- It shows that others believe in the project;
- It addresses the issue of sustainability, because those who sign on as partners at the start have an incentive to continue supporting the project after the grant ends;
- Collaborative funding adds stakeholders to the project; and
- Leverging also allows larger, more complex, and more meaningful projects to be executed, including projects of regional ecological and watershed-level significance.

## Approach

As discussed in Tab F, we have retained the firm of Langton Associates to assist the ESA team in the full range of grant writing, administration, and funding optimization. Langton Associates, a full service grant generalist practice, has over 30 years of experience in identifying funding sources to fund a broad range of topics including: environmental restoration, environmental land acquisition, disaster mitigation, stormwater and wastewater infrastructure, recreation, economic development, and job training. Our general approach to leveraging resources is summarized below.

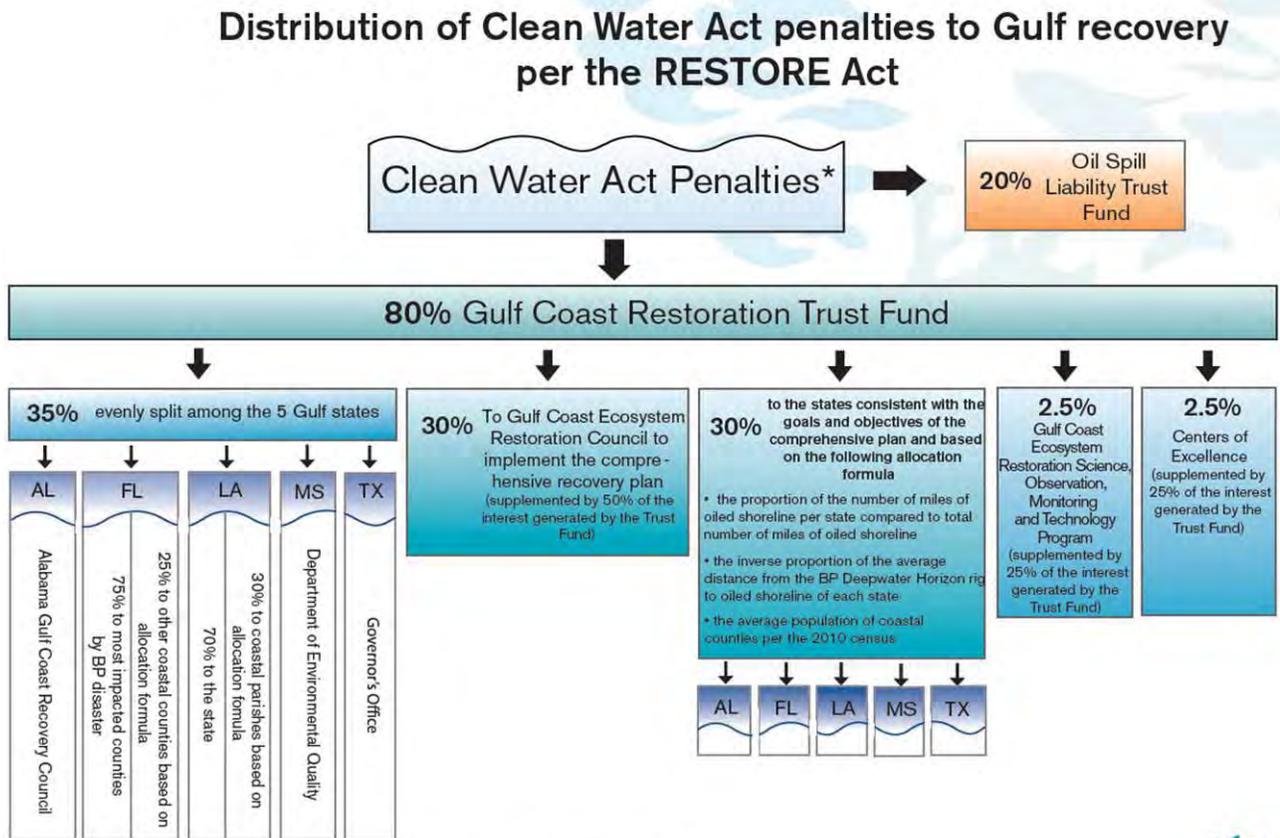
First, the optimization and maximization of all available funding sources will be analyzed as part of the SEP development process. Given the potential value multiplier associated with leveraging, we propose to include “leverage” as one of key economic components in the development of project evaluation criteria. Leverage could be from revenue internal to the applicant, or from other federal, state, or foundation grants. This criterion will assess if there is existing funding budgeted or earmarked for a project, and quantify the amount and percentage of the total cost that is already funded. Projects with some level of funding already secured would presumably be ranked higher.

Second, in the development of the Draft Final SEP, specifically the phasing of selected projects, consideration will be given to setting aside a percentage of pot #1 funding to initiate eligible high value/high cost projects that have clear benefits that extend beyond one county or watershed, and which would be impossible to fund solely from pot #1 monies and/or other internal funding sources, or would totally deplete those resources.

**TAB H: LEVERAGING RESOURCES**

We have thoroughly reviewed the Treasury Interim Final Rule addressing the RESTORE Act and can find no specific provisions explicitly prohibiting the funding of projects across the various funding pots shown in Figure J-1.

Figure J-1: Gulf Coast Restoration Funding Pots



\* Clean Water Act penalties are a per barrel penalty of \$1100 for release of pollution into the environment. If 'gross negligence' is determined in release of the pollution, the penalty per barrel increases to \$4300. In the case of the BP Deepwater Horizon incident the following are estimates:

\$1100 X (4.9 million barrels of oil released into the environment) = approx \$5.39 billion  
 \$4300 X (4.9million barrels of oil released into the environment) = approx \$21.07 billion [gross negligence]

All amounts are subject to negotiation via a settlement between the government and responsible parties.



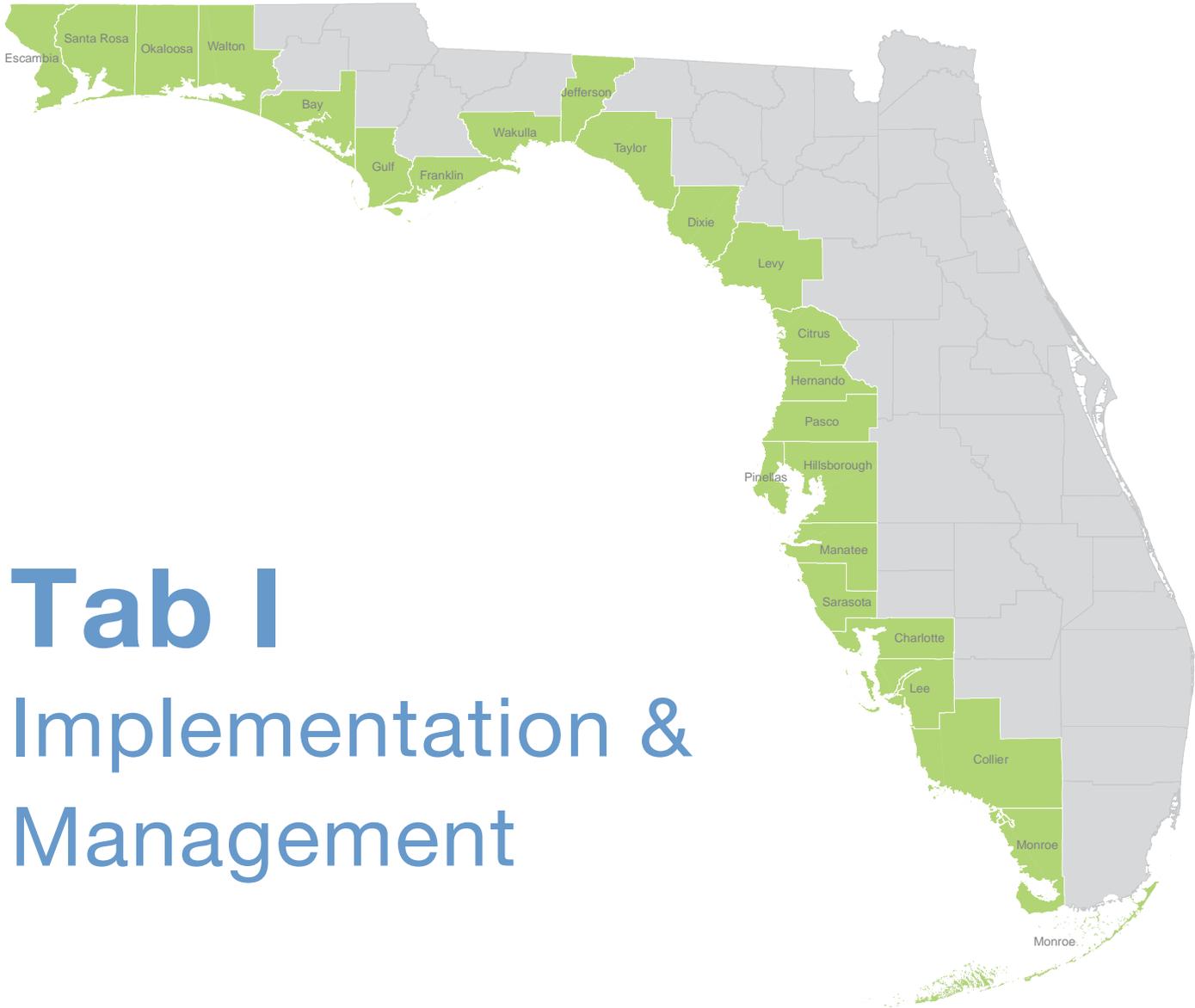
Specific eligibility requirements are identified for projects under the various funding pots; however, for those projects that meet the eligibility requirement of multiple pots there should be no prohibition of funding various stages of those projects using funds from multiple pots. The following is a hypothetical example of this approach. For a seagrass restoration project in Pensacola Bay it may be possible to fund diagnostic/feasibility studies using pot #1 funds, design and construction of wastewater treatment plant upgrades using pot #3 SEP funds, and long-term ecosystem monitoring using pot #2 funds. While they are distinctly different activities, they are all related to an overall project aimed at restoring historic seagrass coverages in Pensacola Bay.

Third, we will evaluate the applicability of a wide range of other complimentary funding sources that could be leveraged to fund SEP projects. We will develop an Other Grant Sources Inventory, a document that will detail other federal, State, and foundation funding sources for projects that are eligible for funding in the SEP. In developing this inventory we will coordinate with agencies specifically responsible for RESTORE Act funding including the Restoration Council and the NRDA Trustee Council. In addition, we will consult with the NFWF with regard to availability and applicability of the Gulf Environmental Benefit Fund monies to SEP projects. Finally, we will coordinate with the DEP and the four Florida Water Management Districts on the Gulf Coast with regard to complimentary cooperative funding programs (e.g., SWIM funds) that could be leveraged to support SEP projects. As part of developing and managing the grant inventory, information on other grant funding sources will be provided to potential applicants, with information updated weekly as grant deadlines are announced.



Furthermore, during the SEP planning process we will actively work with the stakeholders and project applicants to assist them in identifying the best funding strategies for their projects. Potential applicants will be encouraged to leverage SEP funds by pursuing a range of applicable grants identified in our inventory. An important consideration for projects will be readiness and timing. Given that some pots of RESTORE funding will become available before others, it may be necessary to guide project applicants towards particular funding streams that best meet their needs in terms of timing and type of activity.

In summary, the leveraging of financial resources will be an important aspect in the development of a successful SEP. We propose to integrate the concept and metrics of leverage into the project evaluation criteria, and to strategically allocate project funding across multiple funding sources wherever feasible to maximize project benefits and minimize costs.



# Tab I

## Implementation & Management

I: Implementation & Management



## Tab I

# Implementation & Management

## Implementation & Management Overview

The ESA team is not only committed to producing an excellent SEP that has the broad support of the stakeholders, but also to the Gulf Consortium's continued success in implementing the SEP. Our team has the experience and the capabilities to provide the following services to the Consortium:

- Project Management;
- Contract Management;
- Grant Management and Financial Compliance; and
- Other Services Deemed Necessary for Implementation.

We recognize there will be a need for all four of these services to successfully implement and manage this program. Our approach to managing and implementing the projects within this program is rooted in the ability of our team members to work effectively together under the experienced direction of our SEP Implementation Program Manager, Ted Pruett. As such, our management approach will be executed through state-of-the-art program and project management systems that emphasize open communication and coordination with the Consortium and project stakeholders, a systematic approach to managing multiple task orders, and delivering quality work products.

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### ESA Team's Keys to Management Success:

**Engage team through effective communication. Make certain that Consortium members and project team are informed and involved every step of the way.**

**Local team will leverage national resources when necessary.**

**Start with the end goal in mind. Consider how projects will fit into the bigger picture of the Florida SEP.**

**Understand, communicate and mitigate program risks and take quick action to maintain the implementation schedule.**

**Build teams that are both cost-effective and responsive to program needs and the Consortium's expectations.**

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## Approach to SEP Implementation & Management

Successful management starts with the right team of professionals, with proven leadership in resolving coastal restoration issues and quality performance on large, complex, multi-disciplinary contracts. The central figure for any implementation team is the Program Manager. The ESA SEP Implementation Program Management team will be led by Ted Pruett of BC. Ted's experience in leading a program management support team for the Everglades Restoration effort in South Florida and as BC's QA/QC lead, and program management support expert for Louisiana's 2012 Coastal Master Plan has provided Ted with directly relevant experience in leading multi-disciplinary teams executing complex environmental restoration programs similar to the Florida SEP.

## TAB I: IMPLEMENTATION & MANAGEMENT

ESA has assembled a highly qualified and uniquely experienced team of scientists, engineers, planners, public involvement facilitators, grant administrators, legal analysts and regulatory experts, and production staff to develop the SEP. This same team will remain intact and be dedicated to the Consortium should it decide to retain the planning consultant for SEP implementation. Our team includes the following key features:

- Carefully selected professionals who have worked together in Louisiana and nationally on environmental restoration and flood protection issues for many years and who have established a collaborative and supportive working relationship.
- Professional integrity and a strong sense of professional service and personal commitment to assist the Consortium, and to provide outstanding service to the public.
- The essential combination of technical expertise and interpersonal skills, ready to execute on a theme of collaborative problem solving through open communications.

It is our understanding that the role of the Consortium in implementing the Florida SEP has not yet been confirmed. Furthermore, the Consortium has not yet developed a detailed scope of services and legal framework for a contracted program manager. Nonetheless, based on our experience in similar program management roles, we anticipate the implementation and management of the SEP program will include the following.

- **Program & Project Management** – Collaborating with the planning team during the final project prioritization process the implementation team will be organized to immediately move high priority projects toward completion. Led by Ted Pruett, the SEP Implementation Program Manager, a select team of project managers, familiar with the types of projects identified during the planning process, will shepherd projects through the funding, design, permitting, and construction phases to completion. The implementation program management team will work collaboratively with the Consortium and Leon County to prepare the grant funding requests necessary to fund projects, develop detailed



**Ted Pruett**

Mr. Pruett brings demonstrated experience in program and project management for large, complex, environmental and

civil works projects dealing with ecosystem restoration and flood protection:

**Louisiana's 2012 Coastal Master Plan:** Accomplished within an aggressive and legally mandated schedule.

**Comprehensive Everglades Restoration:** Extensive interaction with diverse stakeholders including state and federal agencies, local government, agricultural and recreational groups, and residents.

**Large, Multi-Year Military Construction Program:** Implemented engineering and construction management services throughout the Southeastern and Central America.

scopes of work, facilitate technical reviews of design proposals, provide recommendations on the best qualified consultant, and provide oversight of the design consultants through the design and permitting processes to ensure compliance with contractual requirements. Once project designs are completed and ready for construction, the team will facilitate the selection of contractors to construct the projects and track their progress to completion. The program management team will monitor and report on progress and to fulfill programmatic reporting requirements. Reporting of progress will be through the use of a web-based programmatic dashboard that will be made available to the Consortium and the public. The dashboard will provide basic information to the public such as the status of an individual project's milestone schedule and budget. Consortium members will be able to drill down and find additional information about a project's performance.

- Contract Management** – The program management team will establish and maintain a close relationship with the procurement arm of Leon County and the Florida Association of Counties to facilitate the program’s contracting process. Experience has shown a bottle neck to rapid program implementation can often be the procurement process. The ESA team realizes this and will partner with the Leon County procurement office to provide the technical information needed to advance the procurement process. Development of detailed scopes of work for projects will facilitate the completion of bid packages. Review of technical proposals to offer recommendations of best qualified consultants and contractors will aid decision makers in the Leon County procurement office to make timely selections. The monitoring of contractual compliance of consultant(s) and contractor(s) during program implementation will help to identify and correct problems early and keep the program on track.
- Grant Management & Financial Compliance** – The program management team includes the grant writing resources of Langdon & Associates. They have a long and successful history of developing the type of grant applications necessary to acquiring project funding for this program. As an integral member of the SEP implementation program management team they will be attuned to the pending funding requirements of the program. In preparation for the implementation of the program the Langdon team will review lessons learned from other large grant funded programs and apply relevant lessons to establish common procedures and protocols to streamline this program’s funding process. This effort is intended to ensure the right type of funding is available when needed by the program to aid in maintaining an aggressive implementation schedule.
- Other Services Deemed Necessary for Implementation** – The implementation and management will also encompass the activities necessary to prequalify consultants and contractors who would then compete to perform the work on the SEP projects. Experience has proven that taking the time early in a program to vet both consultants and contractors and evaluate their qualifications, performance history and financial capacity is a big time saver during implementation. The ESA team is experienced in developing and evaluating the criteria for selecting the best consultants and contractors for SEP implementation.



## Effective Organization & Planning to Meet Program Requirements

The ESA team has direct access to BC’s structured internal Project Management Office (PMO) that develops and deploys state of the art project management strategies, processes, and tools. The PMO owns responsibility for training and certification of BC project managers. As part of our PMO requirements, BC project managers develop an integrated Project Management Plan (PMP) for each of their projects. The PMP addresses the Project Management Institute’s Project Management Body of Knowledge processes and includes the following key elements:

- Critical Success Factors (CSFs);
- Team organization including roles and responsibilities;
- Detailed written scope of work (SOW);
- Milestones and key deliverable dates;
- Task budget;
- Risk registry;
- Quality Control Plan (QCP), including dates, responsibilities, and procedures for managing and delivering quality work products;
- Change management procedures;
- Performance monitoring, including schedule (planned value vs. earned value) and budget compliance (earned value vs. actual costs);
- Communication and documentation plans; and
- Health and safety requirements, including a field work safety plan.

The availability of these tools to the SEP Implementation Program Management team will further ensure the success of the program.

## TAB I: IMPLEMENTATION & MANAGEMENT

### Change Management

Unforeseen changes are a normal part of working together and must be handled directly in order to resolve areas of scope change within the program. Our SEP Implementation Program Manager will work with you to resolve changes by focusing on the issue, defining any points of misunderstanding, listening to opinions without interruptions, focusing on common ground, and exploring alternatives in order to resolve the issue. As potential changes within the program are identified, they will be documented. Any change requests would include an analysis and value justification for the change, thus providing a clear understanding of the impact of requests and decisions made during the course of the project. The program manager will establish a Change Control Board populated with Consortium members to review and approve program changes as they are identified. The value to the Consortium is that we will work closely with you to achieve your desired goals and objectives within the overall program budget without any surprises. If added cost is warranted, then this process also allows for the program team to come to a consensus prior to incurring additional cost or schedule delays.

An important part of minimizing unforeseen changes is to anticipate risks. As part of our projects, the ESA team develops a risk registry with the client and program team that includes potential mitigation measures. Risks are simply defined as the issues or circumstances that can prevent the successful delivery of a project or the program. A key responsibility of a Program Manager is to leverage the expertise and skill sets of the team to first identify risks that may affect the delivery of the program and then develop management strategies that prevent or mitigate these risks from occurring or having adverse effects on the success of a program or a specific project. The ESA team will work collaboratively with the Consortium to develop criteria and procedures for successfully mitigating risk and incorporate these into the risk mitigation plan.

The general approach to risk management involves three broad steps:

- **Identify risk** - develop a risk register that identifies and prioritizes risks;
- **Manage risk** - create risk responses and implement a risk response, monitoring, and control plan; and
- **Track risk** - review and revise risks at monthly program review meetings to ensure effective communication and resolution of issues.

### Team Communication

Effective coordination and communication are at the core of our approach to program management and contract administration. The timely delivery of information pertaining to proposed services, planned activities, work efforts accomplished, and issues anticipated and resolved is central to accomplishing the work. At program inception, we will meet jointly with Consortium, Leon County, and Florida Association of Counties (FAC) staff to confirm your program communication requirements, including:

- Communication protocols and responsibilities;
- Monthly progress reporting requirements;
- Project schedule outlining meetings and reporting;
- General requirements for meetings (e.g., agendas, minutes);
- General requirements for phone, email, and written communications;
- Invoicing and related documentation;
- Change management processes;
- Communications with the public or other agencies (if required and as directed by CPRA);

These elements will be documented in the PMP that will serve as a reference guide to the team throughout the project.

As discussed in previous sections of this proposal, we proposed to develop a collaboration website that , all program information and documents will be locatable through the program dashboard. This will enable team members to share information seamlessly, regardless of location.



## Delivering Quality

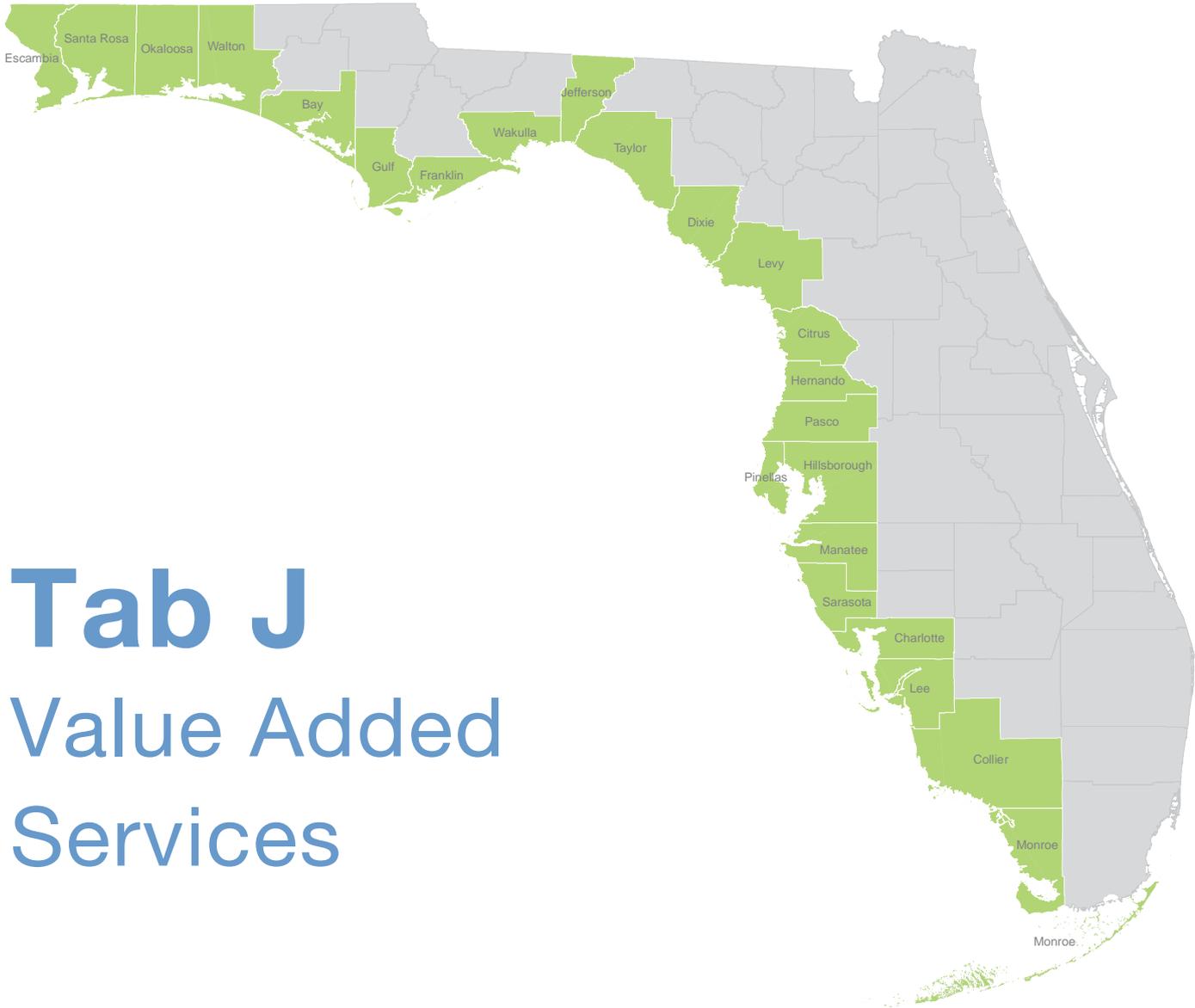
As part of our approach to delivering a quality product, we will manage the efforts of the team members and subcontractors, assign manpower, delegate responsibilities, review work progress, monitor budget and schedule, and direct the team's progress for the duration of each project. We will implement our established and proven internal quality control and quality assurance procedures prior to issuance of each deliverable.

It is fundamental in our culture that quality program delivery and continuous improvement are the responsibility of all personnel. We will continuously improve our management and work practices through team lessons learned sessions; training; stakeholder feedback; staff input; and ongoing review of client, company, and statutory requirements. The consistent high quality of our deliverables is in large part due to our proven project management practices.

.....

The ESA team has the technical resources and expertise; experience and familiarity of Florida's needs; and proven history of delivering successfully on large, multi-disciplinary program management projects. We propose to bring this experience to bear in assisting the Gulf Consortium with successful implementation of the Florida SEP.

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# Tab J

## Value Added Services



## Tab J

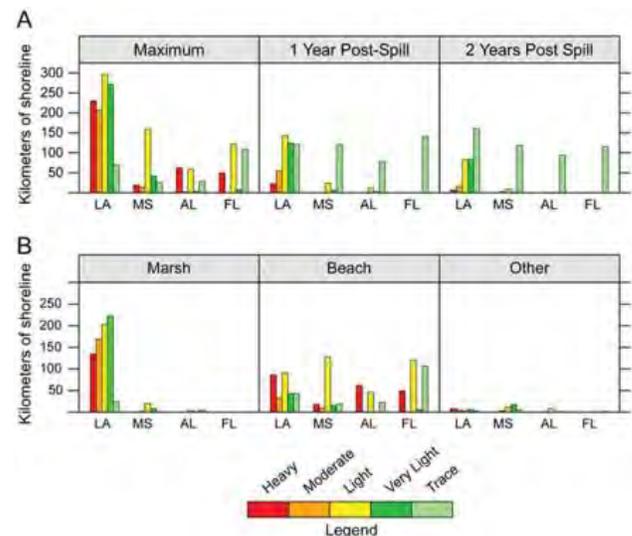
# Value Added Services

This section describes value added services and uniquely provided by the ESA team that will be necessary, useful, or convenient to the Consortium in the development of the SEP. In addition, this section summarizes important attributes of the ESA team that should be strongly considered in selecting the SEP planning consultant.

## Spill Impact Component Funding Allocation Support

The SEP development and implementation will be funded by the Spill Impact Component (Pot 3) of RESTORE Act. Funding for the Spill Impact Component will be allocated among the Gulf States according to several complex formulas. Approximately 80% of the Spill Impact allocation hinges on the length and position of shoreline oiling by state – this represents an estimated \$1-4B to be allocated among the states, a portion of which will go to Florida to implement the SEP. The Gulf Restoration Council will determine the Spill Impact allocation formulas and calculations by State and will publish related federal regulations and guidance in the near future.

It is critical that the Gulf Consortium be informed and ready to provide input on this process as soon as the draft allocation formulas and calculations are issued by the Council (other states may already be positioning to provide such input). The ESA team includes the scientific and database experts who developed and manage the NOAA Deepwater Horizon SCAT Shoreline Oiling Database, the primary source for shoreline oiling in the Gulf. Examples of these data are shown in the figure on this page.



No other team is more familiar with this complex topic and data source. Our team is also intimately familiar with other contributing and supplemental sources of shoreline oiling data from across the Gulf. Our team will provide the following value added services to the Gulf Consortium during development of the SEP:

- Calculations to estimate Florida’s proportional allocation according to shoreline oiling statistics;
- Crucial advice on key related challenges and issues that could affect Florida’s allocation;
- Technical review and draft comments on the Gulf Restoration Council’s Spill Impact allocation formulas, calculations, and related regulations and guidance; and
- Technical coordination with the Gulf Restoration Council regarding Florida’s proportional allocation.

## TAB J: VALUE ADDED SERVICES

The above input is critical to ensure that Florida receives an equitable allocation from the Spill Impact Component to fund SEP implementation. Only the ESA team can address this topic using “Best Available Science”, as defined by the RESTORE Act and the Council.

ESA team member Dr. Scott Zengel (RPI) and other principals from RPI were lead authors on a publically available peer-reviewed journal publication summarizing shoreline oiling statistics across the Gulf (reference below).

Michel, Owens, Zengel, et al. (2013). *Extent and degree of shoreline oiling: Deepwater Horizon oil spill, Gulf of Mexico, USA*. Public Library of Science (PLOS) One 8(6): e65087.

In addition, Dr. Zengel was the chairperson and editor of the Shoreline Oiling Cleanup and Assessment technical session at the 2014 International Oil Spill Conference (IOSC), and co-authored several shoreline oiling assessment papers including a follow-up on Deepwater Horizon shoreline oiling statistics (reference below).

Michel, Nixon, Holton, White, Zengel, et al. (2014). *Three Years of Shoreline Cleanup Assessment Technique (SCAT) Data for the Deepwater Horizon Oil Spill, Gulf of Mexico, USA*. International Oil Spill Conference Proceedings 2014 (1) 1251-1266.

## Regulatory Guidance & Support for SEP Approval

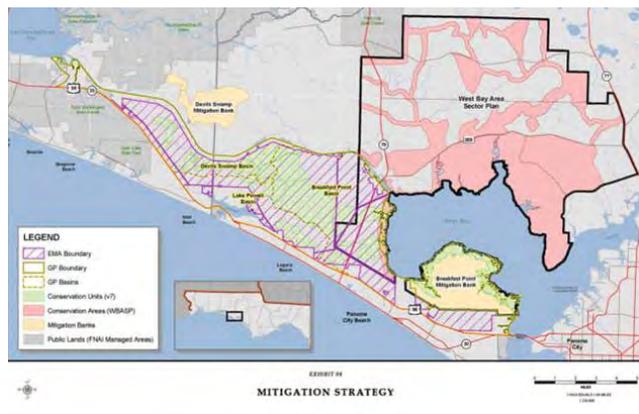
All projects ultimately included in the FSEP will be individually subject to environmental permitting and compliance with all applicable federal and State rules and regulations. Individual permitting of the numerous and diverse projects contained in the SEP projects will likely lead to extensive frustrating delays in SEP implementation.

To facilitate streamlined regulatory approval and implementation of the SEP, we recommend that the Consortium consider a potential value added services task to examine opportunities to develop streamlined state and federal permitting mechanisms, and expedited NEPA compliance (if required), for SEP

projects. This could include development, or technical support of a Programmatic EA or EIS (likely led by the Gulf Restoration Council) concurrent with SEP development, which the SEP would then reference, thus lessening the potential need, or processing details, for stand-alone NEPA documents for individual projects.

Streamlined permitting could also include exploration of how various existing Nationwide and general permits and exemptions could apply to SEP projects, coupled with agency discussions on possible new general permits or other streamlined permitting mechanisms which could be developed for the SEP. Depending on need, it is possible that a comprehensive permitting approach could be devised that would address the SEP as a whole, perhaps as a Regional General Permit (RGP) with the USACE and an Ecosystem Management Agreement (EMA) with DEP.

The ESA team is unique in that key team members have led two of the largest RGP and EMA permitting efforts in the State of Florida, both located in Northwest Florida: the West Bay-South Walton RGP/EMA for the St. Joe Company and the Northwest Florida Beaches International Airport EMA, State Ecosystem Team Permit and USACE Conceptual Permit (both spanning tens of thousands of acres and multiple decades of planned projects, including significant conservation, restoration, and mitigation activities).



Of particular relevance to coastal zones, the federal Special Area Management Plan (SAMP) process could be used with the goal of developing an RGP/EMA or similar regulatory product for the SEP (or even for Florida RESTORE Act projects in general). Other similar approaches could also apply, such as the State of Florida's Ecosystem Team Permitting (ETP) process, with which our team is also highly experienced.

Key ESA team members Doug Robison, Ann Redmond, Scott Zengel, and Deborah Getzoff have unequalled cumulative experience in this level of regulatory analysis and program development in the State of Florida.

## Collaboration Website & Spatial Database Development

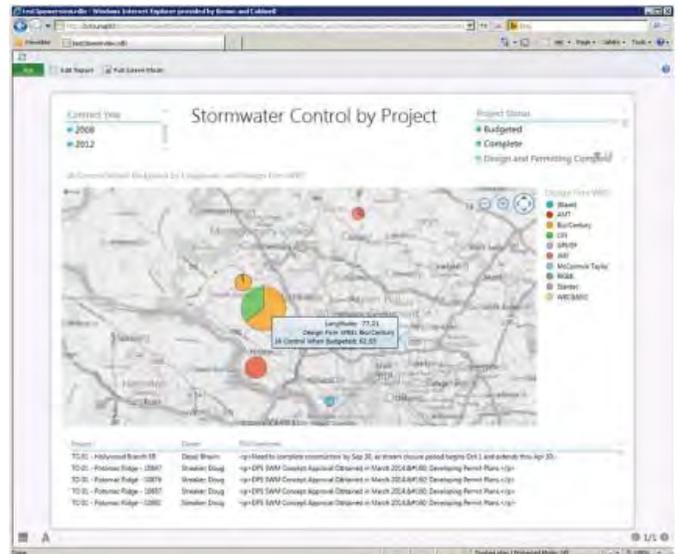
The ESA team has first rate expertise and experience in developing and maintaining project-specific collaboration websites, as well as linked GIS and spatial applications. In particular, BC has provided these services for numerous local governments and utilities, including major projects conducted for Montgomery County, MD, and the San Francisco Public Utilities Commission.

The ESA team will develop and maintain a project-specific collaboration website for the SEP project that provides the following capabilities:

- Project document control (submittal, version control, search)
  - Project status reports
  - Project lists and maps
  - Project documents organized by category;
- Calendar of events;
- Public education materials;
- Interactive spatial database/maps of projects nominated for consideration in the SEP; and
- Project schedule tracking.

We have successfully implemented Microsoft SharePoint technology to serve this purpose on multiple projects. The site will be hosted on a 3rd-party hosting service and will be used as an online collaboration tool for sharing ideas, information, and documents among team members.

The site will also include an interactive GIS viewer to display the submitted projects on a map with links to supporting project information. We propose to use ESRI's ArcGIS Online cloud service for hosting and publishing GIS data for viewing in the SharePoint collaboration site. The project team will have the option to receive notifications and updates when site content is added or changed.



The proposed project-specific collaboration website and interactive GIS viewer will fully support the needs and functions of our Public Involvement Plan, as well as our improved Project Nomination process. Furthermore, the development and ongoing maintenance of these tools will be critically important to the Consortium should it become the implementing entity for the SEP.

In addition, it should be noted that ESA team member RPI has been involved with on-going coastal and marine spatial planning, GIS database development, and data management for the State of Florida for nearly three decades, with much of this work focused on the Florida Gulf coastal zone. Specific products include the Florida Environmental Sensitivity Index (ESI) and Gulf-wide Information System (G-WIS) databases. RPI has also conducted this same work nationally and internationally for NOAA, BOEM (formerly MMS), U.S. Coast Guard, EPA, USAID, the United Nations, and a variety of other coastal states and nations.

## TAB J: VALUE ADDED SERVICES

### Funding Assistance to Project SEP Applicants

It is anticipated that during the planning process hundreds of various types of projects, programs, and activities will be considered and evaluated for inclusion in the final SEP; however, only those projects that provide the greatest combination of environmental, economic and social benefits, and do so in the most cost-effective manner, will be included in the final SEP. Therefore, it is likely that the majority of projects submitted will not be included.

One of the value added services proposed by the ESA team is to assist the “owners” of projects not included in the final SEP in finding other potential funding sources for those projects. As environmental professionals with decades of experience working with federal agencies, the Florida DEP, the Florida Water Management Districts, and local governments around the State, we are extremely familiar with existing grant and cooperative funding programs available for types of projects, programs and activities addressed in the SEP.

Other funding sources that could augment RESTORE Act monies include NFWF grants, conservation land acquisition grants administered by NGOs such as The Nature Conservancy, and various types of community development block grants. Funding programs not directly related to the RESTORE Act could include various EPA grants for water projects (e.g., CLW section 319 grants), and Water Management District cooperative funding programs (e.g., SWIM Act monies).

In the development of the SEP we will evaluate the applicability of a wide range of other complimentary funding sources that could be leveraged to fund SEP projects. As part of this effort, we will develop an Other Grant Sources Inventory, a document that will detail other federal, State, and foundation funding sources for projects that are eligible for funding in the SEP. In developing this inventory we will coordinate with agencies specifically responsible for RESTORE Act funding in consultation with the Restoration Council and the NRDA Trustee Council.



In addition, we will coordinate with the DEP and the four Florida Water Management Districts on the Gulf Coast with regard to complimentary cooperative funding programs that could be leveraged to support SEP projects. As part of this effort, information on other grant funding sources will be provided to potential applicants, with information updated weekly as grant deadlines are announced. Tab H provides more details on our approach to resource leveraging.

Furthermore, during the SEP planning process we will actively work with the stakeholders and project applicants to assist them in identifying the best funding strategies for their projects. In the project screening and early evaluation processes, we will prepare critical reviews of project submittals that are reviewed and evaluated. If requested, we will consult with the owners of rejected projects to discuss how they could make their respective proposals stronger, and what other funding programs might be applicable. Applicants of rejected projects may be encouraged to leverage SEP funds by pursuing a range of applicable grants identified in our inventory.

An important consideration for projects will be readiness and timing. Given that some pots of RESTORE funding will become available before others, it may be necessary to guide project applicants towards particular funding streams that best meet their needs in terms of timing and type of activity.

## Important Attributes of the ESA Team

### No Conflicts of Interest

We have reviewed and carefully considered the Conflict of Interest clause contained in the RBAFO, as well as later clarification of that clause provided by the Leon County Purchasing Department. As we interpret it, the clear intention of this clause is to preclude any actual or perceived bias on the part of the SEP planning consultant such that they could later profit from participating in the implementation of projects, programs, and activities included in the SEP.

The ESA team fully accepts the limitations expressed in this clause, and ESA and its named team partner firms and individuals will formally recuse themselves from all later participation in any projects, programs, and activities ultimately included in the SEP. If selected by the Consortium, the ESA team will be beholden solely and exclusively to the interests of the Consortium, and will not seek to profit from the subsequent implementation of the SEP prepared by the ESA team.

In addition, it should be noted that ESA and its team members are not currently providing RESTORE Act services to any member counties of the Gulf Consortium, and we have expressly rejected opportunities to do so pending the selection of the SEP planning consultant by the Consortium. We consider existing agreements to provide RESTORE Act services to Florida Gulf Coast counties, such as the preparation of County Multi-Year Implementation Plans (MYIP's), to be a clear conflict of interest with respect to also serving as the SEP planning consultant to the Consortium. Such existing contractual relationships with member counties could potentially result in bias in the development of the SEP that favors one county over the others. Accordingly, we advise the Consortium to consider this factor in the selection of the SEP planning consultant.



### Exclusive Coastal Master Planning Experience

Exclusive to our team is Kirk Rhinehart from Royal Engineers & Consultants. Kirk previously served as project director for the development of the **Louisiana 2012 Comprehensive Master Plan** while employed by the Louisiana Coastal Protection and Restoration Authority (CPRA). This document stands alone as the quintessential template for other states to follow in developing their State Expenditure Plans. Kirk also participated in the development of the Gulf Coast Ecosystem Restoration Task Force's Ecosystem Restoration Strategy report which is the basis for RESTORE Act/Gulf Council planning.

BC served as the prime planning consultant to CPRA on the Comprehensive Master Plan project, and we have retained the BC project manager for that effort, Joanne Chamberlain, to also serve exclusively on our team as a strategic advisor. Ann Redmond supported Joanne as a lead scientist on the Comprehensive Master Plan project. Therefore, our project team includes the key core staff from the only team that has developed a RESTORE Act compliant plan of this scale and complexity to date.

## TAB J: VALUE ADDED SERVICES

Our project team’s unique coastal master planning experience will be extremely valuable to the Consortium in preparing the Florida SEP. We know what worked and what did not work in the Louisiana coastal master planning effort, and we know where available funds should be applied to yield the best products with the greatest level of stakeholder support. We also know that there are no “one size fits all” solutions to a coastal master planning effort of this scale and complexity, and caution against the promotion of proprietary “black-box” planning tools and costly modeling efforts. To complete the development of a scientifically-based and publicly-informed Florida SEP, the planning consultant will need to stay focused on the end points, and our proposed project team has the knowledge and most relevant experience to do just that.

### Florida-Based Project Team

While we have brought in outside experts with unique coastal master planning experience from Louisiana, the core of our project team is fully Florida based.

Our project management team – Doug Robison (ESA) and Ann Redmond (BC) - brings over 65 years of combined experience in Florida, and fully understands the ecological, economic, political, and cultural diversity of the Florida Gulf Coast. They have spent virtually their entire careers working on environmental issues in Florida, and the opportunity to contribute to something as important to the State of Florida as the SEP is a major motivating factor in pursuing this project.

Furthermore, our team of supporting consultants has extensive relevant Florida experience in all aspects of this project including: environmental engineering (BC); public involvement and stakeholder coordination (Wildwood Consulting); coastal resource economics (Stratus Consulting); restoration science (RPI); regulatory analysis (LLW); and grant writing/ administration (Langton Associates).



### Dedicated & Experienced Project Management Team

Our proposed project manager, Doug Robison, will serve as the single point of contact with the Consortium for all aspects of the SEP project. Mr. Robison is a full-time employee with 34 years of relevant project and program management experience, and he is senior corporate officer with the authority to fully represent ESA. Furthermore, Julie Sullivan, ESA Southeast Region Director, and the ESA Chief Operating Officer, Gary Oates, will ensure that Mr. Robison has all corporate resources necessary to successfully conduct the SEP project. If the ESA team is selected, Mr. Robison is committed to dedicating 100 percent of his professional time to the SEP project for the contract duration, if so requested by the Consortium.

To assist Mr. Robison in the management and execution of this project, we are proposing Ann Redmond of BC to serve as Deputy Project Manager. For a project of this complexity, the appointment of a Deputy Project Manager will provide for several important benefits, including:

- Collaborative leadership and decision making;
- Workload sharing and delegation management functions; and
- Additional level of quality control and project management oversight.

As discussed in Tab E, the ESA project management team proposes to be actively engaged in the implementation of the Public Involvement Plan. It is anticipated that Mr. Robison and Ms. Redmond will share those responsibilities to ensure that senior management is present and represented at all key stakeholder meetings.

### **Appropriate Corporate Focus**

The overarching goal of the RESTORE Act is to make significant and sustainable improvements to Gulf Coast ecosystems and communities. Consistent with this goal, ESA is recognized as a national leader in ecosystem restoration, innovative coastal resilience, and sustainability. Our internationally recognized coastal planning and restoration experts are often sought out as advisors and reviewers on complex restoration projects, frequently teach at academic institutions and technical conferences on the latest restoration techniques, and have led national training seminars on coastal restoration and resilience. Furthermore, we are at the forefront of driving national and global policy on blue carbon - the climate benefits of tidal wetland restoration. We are proud to employ the minds behind many award-winning restoration projects and environmental policy initiatives.

As prime consultant it should be noted ESA's core business is environmental science and planning, and our key clients are state, regional and local governments like the Consortium – not the oil and gas industry. Furthermore, we are not an engineering firm in the business of designing or constructing major infrastructure projects. Rather, we are an environmental science and planning firm, and projects like the development of the Florida SEP are what we do best. Accordingly, if selected as the SEP planning consultant, this project will be our top priority and our primary focus.