PART 2, CHAPTER 12
WILD AND SCENIC RIVERS

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PART 2 CHAPTER 12
WILD AND SCENIC RIVERS

12.1 OVERVIEW

Pursuant to 23 United States Code (U.S.C.) § 327 and the implementing Memorandum of Understanding (MOU) executed on December 14, 2016, the Florida Department of Transportation (FDOT) has assumed and Federal Highway Administration (FHWA) has assigned its responsibilities under the National Environmental Policy Act (NEPA) for highway projects on the State Highway System (SHS) and Local Agency Program (LAP) projects off the SHS (NEPA Assignment). In general, FDOT's assumption includes all highway projects in Florida which source of federal funding comes from FHWA or which constitute a federal action through FHWA. NEPA Assignment includes responsibility for environmental review, interagency consultation and other activities pertaining to the review or approval of NEPA actions. Consistent with law and the MOU, FDOT will be the Lead Federal Agency for highway projects with approval authority resting in the Office of Environmental Management (OEM).

This chapter provides procedures for identifying and determining effects of federal or federally permitted transportation projects on designated Wild and Scenic Rivers, Study Rivers, or rivers listed on the Nationwide Rivers Inventory (NRI). This includes determining whether the project impacts a designated Wild and Scenic River or Study River and consultation with the National Park Service (NPS) to avoid or mitigate direct and adverse effects to these resources. Guidance is also given on determining if a river is listed on the NRI and subsequent coordination with the NPS.

12.1.1 Definitions

Eligibility - Qualification of a river for inclusion into the National Wild and Scenic Rivers System through the determination that it is free-flowing and, with its adjacent land area, possesses at least one river-related value considered to be outstandingly remarkable. This determination is made by the NPS. (Interagency Wild and Scenic Rivers Coordinating Council, A Compendium of Questions & Answers Relating to Wild & Scenic Rivers).

Nationwide Rivers Inventory (NRI) - A source list of rivers which have been determined by the NPS and other federal land managing agencies as being potentially eligible for the National Wild and Scenic Rivers System (Interagency Wild and Scenic Rivers Coordinating Council, A Compendium of Questions & Answers Relating to Wild & Scenic Rivers). Please note, these are not the same as Study Rivers.

Outstandingly Remarkable Values (ORVs) - Values among those listed in Section 1(b) of the Wild and Scenic Rivers Act (WSRA) are “scenic, recreational, geological, fish and wildlife, historical, cultural, or other similar values..." Other similar values which may be considered include botanical, hydrological, paleontological, scientific, rare landscapes, or unique attractions within a river segment. The NPS uses professional judgment to
determine whether values exist to an outstandingly remarkable degree (Interagency Wild and Scenic Rivers Coordinating Council, A Compendium of Questions & Answers Relating to Wild & Scenic Rivers). They are resources within a river corridor worthy of special protection.

River Administering Agency - One of the four federal agencies that may be charged with administration of a component of the Wild and Scenic Rivers System. These agencies are the Bureau of Land Management (BLM), NPS, U.S. Fish and Wildlife Service (USFWS), and U.S. Forest Service (USFS). (Interagency Wild and Scenic Rivers Coordinating Council, Wild & Scenic Rivers Act: Section 7). For designated Wild and Scenic Rivers in Florida, only the NPS is a River Administering Agency.

River Corridor - A river and the adjacent area within the boundaries of a designated Wild and Scenic River, or a river and the adjacent area within one-quarter mile of the banks of a congressionally authorized Study River.

Study River - a river and the adjacent area within one quarter mile of the banks of the river which is designated for study as a potential addition to the National Wild and Scenic River System pursuant to Section 5(a) of the WSRA (36 CFR §297.3).

Water Resources Project - any dam, water conduit, reservoir, powerhouse, transmission line, or other project works under the Federal Power Act (41 Stat. 1036) as amended, or other construction of developments which would affect the free-flowing characteristics of a Wild and Scenic River or Study River. Water resources projects may also include dams, water diversion projects, fisheries habitat and watershed restoration/enhancement projects, bridges and other roadway construction/reconstruction projects, bank stabilization projects, channelization projects, levee construction, recreation facilities, and activities that require a 404 permit from the U.S. Army Corps of Engineers (USACE) (Interagency Wild and Scenic Rivers Coordinating Council, Wild & Scenic Rivers Act: Section 7).

Wild and Scenic River - a river and the adjacent area within the boundaries of a component of the National Wild and Scenic Rivers System pursuant to Section 3(a) or 2(a) (ii) of the WSRA (36 CFR § 297.3).

12.1.2 Wild and Scenic Rivers and Study Rivers

The Wild and Scenic Rivers Act (WSRA) was signed into law on October 2, 1968 (Public Law 90-542, as amended) to identify and preserve select river segments and their immediate surroundings possessing “outstandingly remarkable scenic, recreational, geologic, fish and wildlife, historic, cultural, or other similar values in free-flowing condition” for the enjoyment of present and future generations.

Rivers are designated by Congress or, if certain requirements are met, the Secretary of the Interior. Boundaries of designated segments generally average one-quarter mile on either bank to protect river-related values, and may include tributaries. Each river is administered by a federal River Administering Agency. The NPS is the River Administering Agency for the two designated Wild and Scenic rivers in Florida.
Designated Wild and Scenic Rivers create the National Wild and Scenic Rivers System and are classified, designated, and administered as one of the following:

1. **Wild River Areas:** Those rivers or sections of rivers that are free of impoundments and generally inaccessible except by trail with watersheds or shorelines essentially primitive and waters unpolluted. These represent vestiges of primitive America.

2. **Scenic River Areas:** Those rivers or sections of rivers that are free of impoundments with shorelines or watersheds still largely primitive and shorelines largely undeveloped, but accessible in places by roads.

3. **Recreational River Areas:** Those rivers or sections of rivers that are readily accessible by roads or railroads, that may have some development along their shorelines, and that may have undergone some impoundments or diversion in the past.

The following segments of two rivers in Florida are currently designated as Wild and Scenic Rivers:

1. **Northwest Fork of the Loxahatchee River:** From River Bend Park downstream 7.6 miles to Jonathan Dickinson State Park. The responsible agency/federal River Administering Agency is the NPS, however it is considered state-administered and Jonathan Dickinson State Park is identified as the managing agency. This river segment is located in FDOT District 4.

2. **Wekiva River:** Consists of 41.6 total miles. The Wekiva River from its confluence with the St. Johns River to Wekiwa Springs. Rock Springs Run from its headwaters at Rock Springs to the confluence with the Wekiva Springs Run. Black Water Creek from the outflow from Lake Norris to the confluence with the Wekiva River. The Southeast Regional Office of the NPS is identified as the responsible/federal River Administering Agency and the managing agency. This river segment is located in FDOT District 5.

The **WSRA** also identifies Study Rivers for possible inclusion in the Wild and Scenic Rivers System. These rivers, along with others identified since creation of the **WSRA** have been authorized by congress to be studied further for potential inclusion into the Wild and Scenic Rivers System. These Study Rivers are protected for three years from the date the President forwards the study report to Congress and are also protected during the multi-year study phase prior to formal submission of the report.

The only Study River located in Florida is the St. Marys River, which is located in FDOT District 2. The study area included the river from the headwaters of the North prong at river mile 125.8 downstream to the confluence of Bells River at river mile 12. It was found to be not suitable for designation in 1995. Although the study report was never transmitted to Congress, the **WSRA** provides no expiration period in a case where the study report is not transmitted. Based on the law and current policy, the St. Marys remains in permanent
Study River status, and is subject to review and determination under Section 7(a) of the WSRA.

Section 7(a) of the WSRA, along with the implementing rules, requires that no federal license, permit, or other authorization (federal assistance) be issued for a water resources project (defined in Section 12.1.1) which would have a direct and adverse effect on the values for which a designated Wild and Scenic River or Study River was established, namely its free-flowing condition, water quality, and ORVs. Federal assistance includes federal funding of projects.

Section 7(a) also precludes federal assistance to projects below or above a designated Wild and Scenic River that have been determined to “invade the area or unreasonably diminish the scenic, recreational, and fish and wildlife values present in the area on the date of designation...”. The “direct and adverse” standard applies to projects within the river corridor, while the “invade or unreasonably diminish” standard applies to projects below, above, or on a stream tributary to the boundaries. This section provides the same protection to Study Rivers, except that the qualifying word “unreasonably” does not appear before “diminish”. The effect is to provide greater protection for study rivers during the shorter term study process. See Section 12.2.2 for guidance on how this determination takes place during the NEPA process.

12.1.3 Rivers on the Nationwide Rivers Inventory

The NRI is a listing of some free-flowing rivers (or river segments), which, based on preliminary studies, are considered to meet eligibility criteria for the National Wild and Scenic River System based on their free-flowing status and resource values. The NRI is maintained and revised as necessary by the NPS. Listing on the NRI, or any other source list, does not represent an official determination of eligibility, and conversely, absence does not indicate a river’s ineligibility.

Rivers on the NRI are afforded some protection from the adverse impacts of federal projects until they can be studied in detail. The NRI was compiled to fulfill Section 5(d)(1) of the WSRA’s mandate that federal agencies consider impacts on potential Wild and Scenic Rivers in all agency “planning for the use and development of water and related land resources.” Under a Presidential Directive issued in 1979, each federal agency, as part of its normal planning and environmental review processes, is required to take care to avoid or mitigate adverse effects to rivers in the NRI. As part of the environmental process, consultation with the NPS is required prior to taking actions which could effectively foreclose wild, scenic, or recreational river status on rivers in the NRI.

12.2 PROCEDURE

12.2.1 Determination of Involvement

Projects with federal (FHWA) funding or federal actions (federal projects), as well as projects requiring federal permits need to be reviewed for potential impacts to Wild and Scenic Rivers, Study Rivers, and rivers on the NRI. FDOT projects that are not federal
projects, with no anticipated federal permits, do not require Wild and Scenic River project review, but should be given careful consideration towards avoiding adverse environmental impacts. The operation of existing facilities does not need to be reviewed unless the project is being maintained or repaired through additional construction in bed or banks of a Wild and Scenic River or Study River, or if new federal assistance is required.

Coordination with the NPS and other interested parties should occur early in the planning process to avoid or greatly minimize possible adverse consequences and to avoid delays or costs associated with projects that are unacceptable under Section 7. It is the responsibility of the District to determine whether a project is located within, across, or adjacent to the boundaries of a designated Wild and Scenic River or a river listed in the NRI, as early as possible in the planning or project development process. This determination is often made during the Efficient Transportation Decision Making (ETDM) process where qualifying projects are entered into the Environmental Screening Tool (EST) by the ETDM Coordinator (ETDM Manual, Topic No. 650-000-002).

During the Project Development and Environment (PD&E) Study, the District reviews information from the ETDM process contained in the Programming Screen Summary Report, especially any Environmental Technical Advisory Team (ETAT) comments for the “Special Designations” issue. It may be helpful to also review ETAT comments on other issues such as “Water Quality and Quantity.” Comments by the NPS are especially important.

If the project may adversely affect a river segment designated as a Wild and Scenic River, Study River, or listed in the NRI, it cannot be classified as a Type 1 Categorical Exclusion (CE). If the project is located within, across or adjacent to a Wild and Scenic River, Study River, or NRI listed river, consultation is needed with OEM. A Type 2 CE, Environmental Assessment (EA), or an Environmental Impact Statement (EIS) may be required, depending on the significance of the effects. If an EIS is necessary on projects that affect rivers designated as a Wild and Scenic River, Study River, or river listed on the NRI, FDOT should request NPS to be a Cooperating Agency.

For projects not qualifying for ETDM screening, the District must determine if the project is located within, across, or adjacent to the boundaries of a river segment designated as a Wild and Scenic River, Study River, or listed in the NRI. These river segments can be delineated and identified in the geographic layers used by the EST that can be accessed as locational data for projects which do not qualify for ETDM screening. Mapping tools are also available on the National Wild and Scenic Rivers System and NPS NRI websites. The NPS NRI website also includes a link to other research sources for NRI rivers. See Figure 12-1 for links to these websites.

Projects having no involvement with designated Wild and Scenic Rivers, Study Rivers, or rivers listed in the NRI should document this in the Environmental Document according to Section 12.2.3.1, and no further action is required.
12.2.2 Coordination and Analysis

12.2.2.1 Designated Wild and Scenic Rivers and Study Rivers

For federal projects involving either a designated Wild and Scenic River or Study River, consultations with the NPS and managing agency must be conducted in accordance with Section 7 of the WSRA (Interagency Wild and Scenic Rivers Coordinating Council: Wild & Scenic Rivers Act: Section 7, 2004). Establishing this contact is especially important for Wild and Scenic Rivers, or Study Rivers with existing transportation systems (or those with potential for expansion) within the river corridor. See Figure 12-1 for NPS contact information.

During the PD&E Study, the District conducts analysis of potential impacts the project would have on a designated Wild and Scenic River, or Study River. There is no way to draw a clear line establishing a threshold for when a project may have an adverse effect on wild and scenic river values. The size of a river, amount and types of existing development, the outstandingly remarkable values of the river, whether the proposed project is within or outside the designated river or congressionally authorized Study River are all critical factors. Therefore, projects that may involve Wild and Scenic Rivers or Study Rivers should be coordinated with the NPS and analyzed during the PD&E phase. River managers will provide input for the environmental analysis if requested and may recommend measures to eliminate adverse effects.

For each alternative under consideration, the environmental analysis will identify the potential effects on the natural, cultural and recreational values of the designated Wild and Scenic River or Study River. If the NPS determines any alternatives could adversely impact the values for which a river was designated, or foreclose options to designate a congressionally authorized Study River, those alternatives cannot be selected without elimination of adverse effects. The Environmental Document should reflect consultation with the NPS and managing agency on avoiding or mitigating impacts. The final Environmental Document should identify measures that will be included in the preferred alternative to avoid or mitigate such impacts.

The NPS is responsible for conducting the Section 7 analysis and making a determination under the statue. A determination under Section 7 is required when:

1. A federal project is proposed in the bed or banks of a designated Wild and Scenic River or congressionally authorized Study River, or

2. A federal project is proposed in the bed or banks of river below, above or on a stream tributary to a designated Wild and Scenic River or congressionally authorized Study River and the project is likely to result in effects within a designated Wild and Scenic River or congressionally authorized Study River.

The responsibility for the Section 7 determination lies with the administering agency, as this is a federal responsibility not delegated to the state. Unless otherwise defined through a written agreement, responsibility rests with the NPS. The NEPA analysis, in itself does
not substitute for a Section 7 determination by the NPS. Their determination is conducted in a response to the draft and final Environmental Document during PD&E. The completed Section 7 determination should then be included in, or appended to, the project’s Environmental Document.

12.2.2.2 Rivers listed on the Nationwide Rivers Inventory

When the project involves a river listed on the NRI and the project development process reaches the stage when potential impacts can be identified, aerials depicting alternatives including conceptual right of way (ROW) limits will be submitted (by mail or email) for review and comment to the NPS. See NPS contact information in Figure 12-1.

If a letter is sent, it should include the following statement:

The environmental review, consultation, and other actions required by applicable federal environmental laws for this project are being, or have been, carried out by FDOT pursuant to 23 U.S.C. § 327 and a Memorandum of Understanding dated December 14, 2016 and executed by FHWA and FDOT.

12.2.3 Documentation

The NPS will respond to the request within 30 days. Any responses or comments received should be resolved. There are times when this may require close coordination with the NPS for certain projects where there may be either a physical or visual intrusion of the proposed project on the river. If in consultation with NPS, it is determined that the impact on any NRI river is substantial, further analysis is needed. It is FDOT’s responsibility to ensure that effects to NRI rivers are avoided or mitigated. Instructions on the consultation process with NPS are available in the Procedures for Interagency Consultation to Avoid or Mitigate Adverse Effects on Rivers in the Nationwide Inventory and on the NPS NRI website (Figure 12-1). In all cases, however, the responses, comments and resolutions are included and discussed in the Wild and Scenic Rivers section of the Environmental Document, as appropriate (Section 12.2.3).

As appropriate, the Environmental Document will document involvement with a Wild and Scenic River, Study River, or river listed on the NRI and include the results of coordination with the NPS and managing agency.

12.2.3.1 Projects Involving Rivers Not Designated as Wild and Scenic, Study Rivers, or Listed on the Nationwide Rivers Inventory

Documentation for federal projects involving rivers that are not designated as Wild and Scenic, Study Rivers, or included on the NRI is as follows:

Type 1 CE: In the Wild and Scenic Rivers section of the Type 1 Categorical Exclusion Checklist, Topic No. 650-050-12, identify that there are no Wild and Scenic, Study Rivers, or NRI rivers present, or not within a quarter mile of the listed river.
**Type 2 CE:** Select "not present" on the Wild and Scenic Rivers section of the *Type 2 Categorical Exclusion Determination Form, Form No. 650-050-11.*

**EA or EIS:** Include the name of the river and state that it is not designated as a Wild and Scenic River, Study River, or listed on the NRI and clearly state that the *WSRA* does not apply to this project.

### 12.2.3.2 Projects Involving Rivers Designated as Wild and Scenic, Study Rivers, or Listed on the Nationwide Rivers Inventory Without Impacts

Documentation for federal projects involving rivers designated as Wild and Scenic, Study Rivers, or included on the NRI which will have no impacts on the river, is as follows:

**Type 2 CE:** Select "present" and then "not impacted" on the *Type 2 Categorical Exclusion Determination Form, Form No. 650-050-11* for the Wild and Scenic Rivers category. Select Designated Wild and Scenic River, Study River, or NRI river and identify the name of the river. Correspondence, or NPS *Section 7* determinations should be added as a Technical Material in the project file in the StateWide Environmental Project Tracker (SWEPT).

**EA or EIS:** The Wild and Scenic Rivers section should identify the name of the river or river segment that is designated as a Wild and Scenic River, Study River, or listed in the NRI, identify if it is a Wild and Scenic River, Study River, or NRI River, and discuss coordination with the NPS. This section should identify that there will be no direct or adverse effects on the outstanding river values.

NPS and managing agency correspondence, or NPS *Section 7* determinations should be included in the Appendix along with appropriate information in the Comments and Coordination section.

### 12.2.3.3 Projects Impacting Rivers Designated as Wild and Scenic, Study Rivers, or Listed on the Nationwide Rivers Inventory

For projects with potential impacts to rivers designated as Wild and Scenic Rivers, Study Rivers, or listed on the NRI, the following areas should be assessed and included in the summary in the Wild and Scenic Rivers section of the *Type 2 Categorical Exclusion Determination Form, Form No. 650-050-11,* or the Wild and Scenic Rivers section of the EA, or EIS.

1. Identify the name and description of the river;
2. Identify whether the river is a designated Wild and Scenic River, Study River, or listed on the NRI;
3. Describe the surrounding environment and setting of the river;
4. Describe the river’s usage;
5. Identify any adverse impacts on natural, cultural, and recreational values within and on each side of the river from the river bank inland one-fourth of a mile. Examples of adverse impacts would be:

   a. Alteration of free-flowing nature of river,
   
   b. Alteration of the setting, or
   
   c. Deterioration of water quality.

6. Address comments submitted by the NPS and other appropriate agencies and reference letters included in the Appendix; or in the project file

7. State alternatives and designs considered that can avoid or minimize harm;

8. Address measures to mitigate harm;

9. Determine if the project’s impacts will preclude or downgrade the wild and scenic designation of the river; and

10. Adopt and summarize a monitoring and enforcement program as developed in consultation with NPS and, as applicable, the managing agency, where applicable, for any mitigation listed in the Environmental Document.

If a determination is made that a project will have no impact on a designated Wild and Scenic River, Study River, or river on the NRI, after coordination with NPS and the managing agency, then it is documented in the Wild and Scenic Rivers section of the Environmental Document according to Section 12.2.3.2.

**12.2.4 Section 4(f) Applicability**

Publicly-owned waters of designated Wild and Scenic Rivers, Study Rivers, or NRI rivers may be protected by Section 4(f) based upon their designated functions or the designated functions adjacent to and within sections of the designated river. Publicly-owned lands in the immediate proximity of such rivers may also be protected by Section 4(f), depending on the ownership and, when publicly owned, the manner in which they are administered by the federal, state, or local government managing the land. Designation under the WSRA does not in itself create a Section 4(f) resource. However, ORVs often include consideration of surrounding areas or areas within the river which function for Section 4(f) protected purposes. In addition, the river management may include Section 4(f) functions over the length of the river or in certain areas of the river. Section 4(f) would only apply to sites that function as, or which are designated as public parks, recreation areas, wildlife and waterfowl refuges, and historic and archaeological sites. Therefore, during the consultations with the NPS for projects which are within, across, or adjacent to rivers designated as Wild and Scenic, Study Rivers, or listed in the NRI, the FDOT District must include consultations regarding the functions of the river and its surroundings in the area of the proposed project. When Section 4(f) applies to the use of property which is either within the river corridor or which represents an element of the
ORVs, consultations with the official of the agency having jurisdiction over the property in question, the NPS, and other appropriate agencies will be needed to evaluate and resolve potential alterations to the protected functions of the river and the river corridor. Concurrence on the Section 4(f) finding/approval will need to fulfill the coordination and approval requirements of Sections 7 and 12 of the WSRA. See Part 2, Chapter 7, Section 4(f) Resources, or Questions 21 B,C and D contained in the July 20, 2012 Section 4(f) Policy Paper located at FDOT’s Section 4(f) References web page for more information.

12.3 REFERENCES

CEQ Memorandum, Interagency Consultation to Avoid or Mitigate Adverse Effects on Rivers in the Nationwide Inventory, August 10, 1980. Includes Procedures for Interagency Consultation to Avoid or Mitigate Adverse Effects on Rivers in the Nationwide Inventory and Guide for Identifying Potential Adverse Effects.


https://www.environment.fhwa.dot.gov/4f/4fpolicy.asp


http://www.fdot.gov/environment/pubs/etdm/etdmmanual.shtm


12.4 FORMS

Type 1 Categorical Exclusion Checklist, Topic No. 650-050-12*

Type 2 Categorical Exclusion Determination Form, Form No. 650-050-11*

*To be completed in SWEPT

12.5 HISTORY

National Park Service Contact:

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National Park Service-Southeast Region
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(423) 987-6127
Jeff_duncan@nps.gov

Websites:


Nationwide Rivers Inventory website: https://www.nps.gov/subjects/rivers/nationwide-rivers-inventory.htm

Figure 12-1 National Park Service Contact Information and Websites