

**CHAPTER 29**  
**SCENIC HIGHWAYS**

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## 29-1 OVERVIEW

The National Environmental Policy Act of 1969 (NEPA) requires Federal agencies to take into consideration the effects of proposed Federal actions on the human environment. The Council on Environmental Quality (CEQ) Regulations recognize social, economic, natural, aesthetic and cultural needs of the community as factors in the human environment which must be considered in determining the effects of a Federal action. Title 23 U.S.C. 109(h) and Technical Advisory T 6640.8A cites the social, economic, natural, aesthetic and cultural effects of the proposed action as matters which must be fully considered in the preparation of environmental documents. Title 23 CFR Part 771, states that “Alternative courses of actions be evaluated and decisions be made in the best overall public interest based upon a balanced consideration of the need for safe and efficient transportation; of the social, economic and environmental impacts of the proposed transportation improvement; and of national, state and local environmental protection goals.”

The social, economic, natural, aesthetic and cultural qualities of a community are composed of natural, physical and visual resources including land, water, vegetation and man-made features such as buildings, roadways and structures.

It is Federal Highway Administration's (FHWA) policy to emphasize quality design, art and architecture, as well as quality engineering in the development of highways. FHWA supports the many Departmental programs concerned with the natural, physical, visual and cultural qualities of highways (ie. highway landscaping, wildflower plantings, scenic strips and overlooks, scenic highways, preservation of parks and historic places, rest areas which may accommodate sculpture and other original art forms, and many other similar programs).

FHWA will participate with State and local governmental agencies and organizations to provide opportunities for preserving, maintaining, protecting and enhancing the intrinsic resources of scenic corridors. Federal funding participation may be used on those corridors which meet the criteria and standards set forth by the Florida Legislature and adopted by the Department governing the designation of scenic corridors. Specific legislation includes:

**FS 334.044(25) Department; powers and duties-** To provide for the conservation of natural roadside growth and scenery and for the implementation and maintenance of roadside beautification programs.

**FS 336.045(1) Uniform Minimum Standards for design, construction and maintenance; advisory committees....**the Department shall consider design approaches which provide for the compatibility of such facilities with the surrounding natural or man-made environment; the safety and security of public spaces; and the appropriate aesthetics based upon scale, color, architectural style, materials to be used to construct the facilities, and the landscape design and landscape materials around the facilities.

**FS 336.045(6) Uniform Minimum Standards for design, construction and maintenance; advisory committees.** If the governing body of a county or municipality has adopted a

design element as part of its comprehensive plan.....the department shall consider such design element during project development of transportation facilities.

**FS 339.155(2)(k) Transportation Planning-** In developing the Florida Transportation Plan the Department shall consider....The total social, economic, energy and environmental effects of transportation decisions on the community and region.

The Department has adopted an Environmental Policy to insure design approaches are compatible with the surrounding environment and community desires while preserving natural vegetation and the human environment. The result of this design effort is to provide the road user and community road viewer with a transportation system that is pleasing to the senses, assimilates the intrinsic qualities of a community's social, economic, and environmental resources into it's design and makes the highway system compatible with the community at-large.

To obtain such full consideration of the intrinsic resources, or potential impacts thereto, the District must coordinate with other state, federal, regional and local agencies and private interest groups to ensure that full consideration is given to designing a facility which meets the social, economic, natural, aesthetic and cultural needs of the community.

Designated scenic highways exist in Florida in an effort to preserve the natural beauty and scenic character of the State. In Florida, scenic highways fall into four general types of designation: local, legislative, state and national. Each type of designation may carry with it different levels of protection, preservation and public involvement.

### **Locally Designated Scenic Highways**

Prior to the ISTEA legislation, Florida had no official statewide scenic highways program. Several communities and local governments had designated scenic corridors under their jurisdiction but no standard level of quality or criteria had been established. These locally designated roads were recognized on a case-by-case basis and determined valuable community assets that should be protected and preserved. Many of these corridors were adopted into the jurisdictions' local government comprehensive plan(s) or were protected by certain local restrictions or regulations.

### **Legislatively Designated Scenic Highways**

Some community groups have had their scenic corridors recognized at the state legislative level. Approximately 19 routes have been designated by the Florida Legislature as "scenic and/or historic." Similar to locally designated scenic highways, these roads were selected on a case-by-case basis and designated through special legislation. These corridors may also carry specific restrictions or regulations that guide improvements or development in a manner compatible with the purpose of the road.

## **Federal Agency Designated Scenic Highways**

Several Federal Land Management Agencies have designated scenic corridors on lands within their jurisdictional control. For example, the National Park Service may designate roadways within national parks as scenic corridors. In Florida, the only Federal Agency Designated Scenic Highway is State Road 65 which was designated by the U.S. Forest Service as *Apalachee Savannahs* and runs through the Apalachicola National Forest in Liberty County.

## **Florida Scenic Highway Program (FSHP)**

In 1993, State legislation was passed to enable Florida, through the Florida Department of Transportation, to establish an official program for scenic highways. This program would be designed to hold a minimum level of quality and criteria for State-designated scenic corridors. In 1994, the Department applied for and received a Scenic Byways Grant from FHWA to develop a Florida Scenic Highways Program.

The intrinsic resources identified in the Florida Scenic Highways Program (FSHP) mirror those recognized by FHWA in their Interim Policy Docket No. 95-15 (dated May 18, 1995) and represent Florida's cultural, historical, archeological, recreational, natural and scenic features that are deserving of recognition. The six intrinsic resources considered in this Program include both natural features and man-made features from the past and present. *Cultural Resources* include the traditions, values, customs and arts of social groups. *Historic Resources* reflect human actions evident in past events, sites or structures. *Archeological Resources* embody the physical evidence or remains of human life, activities or cultures. *Recreational Resources* highlight activities dependent upon the natural elements of the landscape. Those natural landscapes showing little or no disruption by humans are considered *Natural Resources*. Finally, *Scenic Resources* are combinations of natural and man-made features that give the visual landscape remarkable character and significance.

The primary benefit of Florida Scenic Highway designation is the opportunity to preserve, maintain, protect and enhance the intrinsic resources identified as important to the particular region. These benefits may include community recognition, which relates to the effects that a designation may have on tourism and the promotion of communities and regions, economic development/tourism, developing a community vision through consensus building and partnering between public, private, local, and regional agencies.

The FSHP is divided into three phases: 1) *Eligibility*, 2) *Designation* and 3) *Implementation*. During the *Eligibility Phase*, the Florida Department of Transportation determines whether the corridor meets the criteria and requirements for designation. If found eligible, the corridor moves into the Designation Phase, wherein a Corridor Management Plan (CMP) which specifies the operational procedures, protection techniques and standards/regulations by which the corridor will be managed and enhanced, is developed. If the Department determines that the CMP satisfies all Program requirements, designation is granted. After designation begins the *Implementation Phase*, in which the actions, techniques and procedures specified in the CMP are carried out, including corridor monitoring, annual reports and CMP updates.

In carrying out FHWA Interim Policy, FDOT utilizes the following sections of F.S. 334 and 335, FDOT Procedure 650-050-005, Rule 14-12.021 as well as identification of the designated corridors in local government comprehensive plans.

Chapter 334.044 (2)

“To adopt rules, procedures, and standards for the conduct of its business operations and the implementation of any provision of law for which the Department is responsible.”

Chapter 335.093

(1) The Department of Transportation may, after consultation with other state agencies and local governments, designate scenic highways on the State Highway System. Highways designated as scenic highways are intended to preserve, maintain, and protect a part of Florida’s cultural, historical, and scenic routes on the State Highway System for vehicular, bicycle, and pedestrian travel.

(2) The Department may by rule adopt appropriate criteria for the designation of scenic highways and may specify appropriate planning and design standards including corridor management plans on such scenic highways.

Added during 1994 Legislative Session

(3) The designation of scenic highways by the Department and the criteria adopted by the Department for the designation of scenic highways are not intended to affect or limit existing or customary uses in commercial or industrial areas that are adjacent to designated scenic highways nor is designation intended to limit the ability of local government entities to control or limit uses in commercial or industrial areas within their jurisdiction. This subsection shall take effect on July 1, 1996.”

FDOT Procedure, Topic Number 650-050-005.

“This procedure establishes the Florida Scenic Highways Program (FSHP) Manual as the administrative process by which public roads on the State Highway System, for the Florida Program, and all public roads, for the National Scenic Byways Program (NSBP), are to be nominated for eligibility and designation in the State of Florida.”

Rule 14-12.021, Florida Scenic Highways Program

1-1 PURPOSE

The purpose of this administrative process is to establish the criteria and procedures governing the designation of public roads on the State Highway System, by the Department, as scenic highways and, thereby, establish a scenic highways program within the State of Florida in accordance with Section 335.093, Florida Statutes. This scenic highways program

shall be known as the Florida Scenic Highways Program and shall be comprised of state designated scenic highways which may be nominated as nationally designated scenic byways (e.g., National Scenic Byway or All-American Road) at the federal level. All public roads on the State Highway System designated as scenic highways by the Department are also designated to preserve, maintain, protect, and enhance Florida's intrinsic resources, which include cultural, historical, archaeological, recreational, natural, and scenic resources, for the enjoyment of all citizens and visitors. Scenic highways also provide vehicular, bicycle, and pedestrian access, where feasible, and encourage tourism."

Aside from the above mentioned authority, the FSHP Manual specifies that certain elements of the Corridor Management Plan for each designated corridor be incorporated in the applicable local government comprehensive plan(s). This requirement seeks to ensure local commitment to the corridor's goals, objectives and strategies.

### **National Scenic Byways Program (NSBP)**

In 1966, a study entitled "A Proposed Program for Scenic Roads and Parkways" (FHWA, 1966) identified over 50,000 miles of existing or proposed scenic corridors in the United States. Later, in 1991, the Intermodal Surface Transportation Efficiency Act (ISTEA), which set aside funds for State transportation improvements, was adopted. ISTEA also enabled the development of the National Scenic Byways Program (NSBP). Administered by the Federal Highway Administration, the NSBP is intended to recognize and promote corridors that have outstanding qualities by designating them as National Scenic Byways or All-American Roads. All-American Roads, considered to be the premier National Scenic Byways, offer the most outstanding examples of America's unique resources.

The FHWA Interim Policy that outlined the basis for the NSBP "sets forth the criteria for the designation of roads as National Scenic Byways and All-American Roads based upon their scenic, historic, recreational, cultural, archeological and/or natural intrinsic qualities. To be designated as a National Scenic Byway, a road must significantly meet criteria for at least one of the above six intrinsic qualities. For the All-American Roads designation, criteria must be met for multiple intrinsic qualities. Anyone may nominate a road for National Scenic Byway or All-American status, but the nomination must be submitted through a State's identified scenic byway agency and include a Corridor Management Plan designed to protect the unique qualities of the byway."

Since nationally designated corridors must first be State-recognized, National Scenic Byway corridors will have met all the criteria and fulfilled the process of becoming a Florida Scenic Highway prior to their national designation. Therefore, the remainder of this chapter will focus on the same set of standards for FSHP and NSBP corridors. If requirements are mentioned and reference is only made to FSHP corridors, the analyst can assume that these requirements also apply to a corridor designated under the NSBP. Similarly, local and legislatively designated corridors may be discussed together and the same set of standards applied equally to both levels of designation. The analyst can therefore assume that local and legislatively designated corridors require the same level of analysis and that FSHP and NSBP corridors will require the same level of analysis.

## 29-2 PROCEDURE

### 29-2.1 Scenic Highway Evaluation

The following methods should be employed to: 1) determine if the proposed improvement involves a designated scenic highway and, if so, 2) what conditions exist along the corridor. The analyst should:

1. Contact the District Scenic Highways Coordinator for designated scenic corridors and any corridors that have been determined to be eligible for designation within the applicable district(s).
2. Examine the applicable local government comprehensive plans for locally designated corridors including land use regulations, special zoning ordinances, and other local commitments to preserve, protect, maintain or enhance the corridor.
3. Consult the Florida Department of Transportation, Environmental Management Office, Legislatively Designated Scenic Highways Report which shows all scenic and historic corridors designated in the state of Florida by special legislation, including their restrictions.
4. Examine the documents prepared for a State or nationally designated corridor (Eligibility and Designation Applications for FSHP, Corridor Management Plans for FSHP and NSBP and any plans for Federally Designated Scenic Highways). The analyst should become familiar with the priorities and plans for a designated scenic corridor, or for a corridor determined to be eligible for designation. These priorities and plans consist of the following:
  - a. Corridor Vision
  - b. Goals, Objectives and Strategies
  - c. Community or Public Participation Program/Plan
  - d. Local Support
  - e. Partnerships and Agreements
  - f. Background Assessment or Background Conditions Analysis
  - g. Designation Criteria
  - h. Corridor Story
  - i. Protection Techniques or Development Plan
  - j. Relationship to the Comprehensive Plan
  - k. Action Plan or Responsibility Schedule
  - l. Intrinsic Quality Management Strategy
  - m. Outdoor Advertising Control Compliance
  - n. Commerce and Safety Plan
  - o. Sign Plan
  - p. Visitor Experience Plan
  - q. Highway Design and Maintenance Standards
  - r. Accommodation of Travel Modes (including Tour Buses)
  - s. Seasonality Plan
  - t. Multi-lingual Information Plan

- u. Tourism Plan
- v. User Facilities Plan

Based on the information listed above, the analyst will be able to evaluate the impact of the proposed improvement on the designated and eligible scenic corridor and take into consideration direct, indirect and cumulative impacts on the corridor's intrinsic resources. The purpose of the analysis is to determine the effects that the proposed project will have on the stability and quality of the designated scenic corridor and its resources.

## **29-2.2 Public Involvement and Intergovernmental Coordination**

Public involvement is critical throughout the evaluation process and should be as complete and comprehensive as possible in order to be effective.

For locally, legislatively and federal agency designated scenic corridors, the analyst should follow the guidance set forth in Part 1, Chapter 8 of this Manual in regards to developing a Public Involvement Program (PIP). The analyst should also ensure that, along with citizens, the appropriate jurisdictional agency is included in the scoping process for the project and all project related public participation programs and activities.

The process leading to a FSHP or NSBP designation includes a comprehensive Community Participation Plan (CPP) element. The FSHP is a community-based, grass-roots program that enables local communities to fully participate and lead the eligibility, designation and implementation process for their corridor. For proposed actions involving a Florida or nationally designated scenic highway, the analyst should make every effort to network with the Corridor Advocacy Group (CAG)/Corridor Management Entity (CME) and incorporate the CPP elements with the established PIP for the improvement.

Certain elements of the FSHP Community Participation Program and PD&E Study PIP should compliment each other. Examples include small group meetings with local community interest groups, members of the business community, local government agency briefings, and presentations to the CAG/CME. Close coordination must be maintained with the CAG/CME throughout the project development process and during subsequent phases. This should be accomplished through the DSHC.

A specific requirement of the FSHP eligibility and/or designation process involves obtaining local support. This is also important during the PD&E process. If the proposed improvement is being considered simultaneously with the implementation of action items which are included in the Scenic Highway corridor management plan, the opportunity to obtain strong local support for both efforts and ensure compatibility among actions should be evaluated and addressed. These efforts will facilitate a better understanding of proposed improvement concepts, how they may affect or enhance the corridor's designation, and how the project compliments CMP Action Items that are being implemented overtime along the corridor. Where opportunities for the Department exist to fulfill a commitment in the CMP or partner on resource related issues, this too must be evaluated and addressed. In addition, it is important that the proposed improvement be consistent with the Local

Government Comprehensive Plan (LGCP), the CMP, and the Metropolitan Planning Organization (MPO) Long Range Plan, if applicable.

Consistency with the LGCP is very important since the FSHP requires that elements of the CMP of designated highways be adopted into the LGCP. The CMP will document proposed short term and long term improvements which, when completed, would enhance the scenic highway experience and protect, maintain and enhance the intrinsic resources. Close coordination with the DSHC and the CAG/CME during project development is essential in order to explore opportunities to accommodate certain CMP action items in the project alternatives stage. The analyst should also make a concerted effort to recognize the Department's commitment to the designated corridor and its resources in all public endeavors and environmental documentation.

### **29-2.3 Advance Notification (AN)**

#### **29-2.3.1 Locally, Legislatively and Federal Agency Designated**

For locally, legislatively and federal agency designated scenic corridors, the analyst should complete the evaluation included in Section 29-2.1 and include in Box 2 of Form 650-040-08 (AN Fact Sheet) a description of the scenic corridor, its termini and designation status.

If the local, legislatively or federal agency designated corridor is included in the Local Government Comprehensive Plan (LGCP), established by State statute or recognized by a federal agency, this should also be stated in the AN Fact Sheet.

The District Scenic Highways Coordinator, the appropriate jurisdiction agency and the appropriate local planning agency for the scenic corridor should be included on the AN Mailing List. The Project Location Map prepared for the AN should identify the corridor as a scenic or historic highway, as applicable.

#### **29-2.3.2 FSHP and NSBP Corridors**

For FSHP and NSBP designated or eligible scenic corridors, the analyst should complete the evaluation outlined in Section 29-2.1 and consult with the appropriate Corridor Advocacy Group and/or Corridor Management Entity. Box 2 of the AN Fact Sheet should include a description of the scenic corridor, its termini and a designation status. A statement should be included about the CMP and its adoption into the LGCP.

The District Scenic Highways Coordinator, and the chairperson of the Corridor Advocacy Group and/or Corridor Management Entity for the scenic corridor should be included on the AN Mailing List. If other CAG or CME members request notice they too should receive a copy of the AN. The Project Location Map prepared for the AN should identify the corridor as a scenic highway. The AN should recognize the existence of the corridor and its status, but should not draw any conclusions regarding the impact of the proposed improvement on the scenic corridor.

## **29-2.4 Class of Action Determination**

A project's Class of Action is determined by completing the Environmental Determination Form 650-040-08 (Part 1, Chapter 3). The information considered in completing the form by the District and the FHWA Transportation Engineer includes determining the significance of the proposed improvement's impact on the scenic corridor. The analyst should have an awareness of the intrinsic resources upon which the scenic highway is based (e.g. cultural, historic, archaeological, recreation, natural, scenic) when completing the impact evaluation and determining the level or magnitude of the impact on Form 650-040-02. Discussion of impacts on intrinsic resources should be included in the appropriate topical area in Block 6. Each scenic highway corridor should be considered, and sufficient documentation provided to document potential impacts or involvement.

## **29-2.5 Environmental Documentation**

In preparing a Type 2 CE, EA or EIS, the following evaluation information in the sections following should be provided.

### **29-2.5.1 Description of the Proposed Action**

This section should recognize the limits of the scenic corridor and provide its current status.

### **29-2.5.2 Purpose Of and Need For Action**

For all designated scenic corridors, this section should discuss the proposed improvement in relationship to the scenic highway in addressing and satisfying community needs. Care should be taken to recognize and preserve intrinsic resources and remain consistent with the State law, the CMP and the LGCP, as applicable. If the proposed improvement involves any intrinsic resource along the scenic corridor for which the corridor was designated, then this section should identify the involvement.

### **29-2.5.3 Alternatives Including Proposed Action**

The analyst should fully consider the scenic corridor when developing and discussing the no-action alternative, transportation systems management, multi-modal alternatives, and construction alternatives for the proposed improvement. This section should address how different proposed alternatives will impact the intrinsic resources and how these impacts could be avoided or mitigated.

### **29-2.5.4 Impact Evaluation and Documentation**

For Type 2 CEs, EAs and EISs, the Impacts section should discuss the effects of the proposed improvement on the scenic highway and its intrinsic resources. When a potential impact to a designated scenic corridor's intrinsic resources exist, the Type 2 CE, EA and EIS should contain a detailed discussion on the potential impacts of each alternative under consideration.

For scenic highways, the impact analysis should contain, at a minimum, the following information:

1. Sufficient information to briefly describe the corridor and its intrinsic resources (cultural, historical, archeological, recreational, natural and scenic);
2. Discussion on the CAG and CME members, sensitive visitors/users/viewers, and local community supporters that have an interest in the improvement and the corridor impacted by the project;
3. Describe the impacts of the improvement on the corridor, its intrinsic resources and the community, including the people and groups identified in #2 above. Consideration should be given to direct and indirect impacts resulting from the improvement and LGCP goals and objectives concerning the corridor.
4. Identify appropriate measures to avoid, mitigate or minimize impacts to the designated scenic corridor and its intrinsic resources, including mitigation measures not already included in the proposed action.
5. Identify enhancements and CMP action items that could be accomplished as part of the proposed improvement to fulfill Department commitments included in the CMP, as appropriate and feasible.

For FSHP and NSBP designated corridors, much of the information necessary to complete this analysis may be available in the CMP or through the CAG/CME. The analyst should consult these resources when preparing the Impacts section.

In the discussion of project impacts to a designated scenic highway, the analyst should fully consider the environmental impacts of the alternatives including the proposed action and any adverse environmental effects which cannot be avoided. This is especially true regarding any irreversible or irretrievable commitments of resources within the corridor.

It is critical for the analyst to recognize that designation of a corridor as a “scenic highway” carries with it a level of distinction and certain expectations of an “experience” for the traveling public. Therefore, special care should be given when proposing and implementing improvements on designated scenic highways. Through the designation process, the Department and other agencies, groups, businesses and local governments have made voluntary commitments to the preservation, maintenance, protection and enhancement of the corridor. These commitments need to be fully considered in the evaluation of impacts and alternatives.

Just as the Department is a committed partner in the designated corridor, other partners involved with the scenic highway may have plans, policies and programs that the analyst should be aware of and consider in impact evaluation. These partners include the member agencies of the Corridor Management Entity as well as other agencies/organizations who have made voluntary commitments to help fulfill the designated corridor's vision, goals, objectives and strategies. The analyst should consult the CMP which identifies the partners involved with the scenic highway.

Along with the plans of the Department and CME, potential conflicts between the proposed improvement and the goals and objectives of Federal, regional, State and local land use plans and

policies for the corridor area need to be considered. These plans and policies, normally are reflected in the comprehensive plan, and may include land use, transportation, public facilities, and community services.

From the above mentioned plans, programs and commitments, the analyst will be able to gain a thorough understanding of the corridor and prepare a comprehensive evaluation of the potential impacts of the improvement on the designated scenic corridor. In general, the Impacts Section should discuss the project's direct effects on the resources along the designated corridor and the significance of these effects. Similarly, the project's indirect effects and their significance should also be fully considered and evaluated, especially in light of the CMP for the corridor. The analyst should consider the effects of all viable project alternatives and provide impact comparisons between them, as well as the potential for conservation, enhancement and mitigation. Also, urban quality, historic and cultural resources, and the design of the built environment, including the conservation potential of various alternatives and the means to mitigate adverse environmental impacts should be discussed.

Just as with non-designated corridors, the analyst should include discussions on the topical areas of Part 2 of the PD&E Manual where applicable. In designated scenic corridors, greater sensitivity should be afforded the applicable topical areas along a corridor, which may include, but are not limited to the following:

1. Project impacts to lands, features and communities adjacent to or visible from the corridor which have a direct effect on the traveling experience of road users and the communities through which the corridor passes.
2. A discussion of land use should consider current development trends. State and/or local government plans and policies on land use and growth related to the designated scenic corridor should be reviewed and considered. Local comprehensive plan issues may include, but are not limited to, land use, transportation, public facilities, housing, and community services. The analyst should also consider secondary impacts to land use, social issues, economy and environment where they are known or anticipated.
3. Farmlands include 1) prime, 2) unique, 3) other than prime or unique farmland that is of statewide significance, and 4) other than prime or unique farmland that is of local significance (Part 2, Chapter 28).
4. Fully consider the community and social impacts of the proposed project on the designated corridor's surrounding community(ies) (Part 2, Chapter 9). Remember, the designation is due to extensive local initiatives which were undertaken by community(ies) along the corridor. Changes in neighborhoods or community cohesion as a result of the proposed project should be fully considered. Where applicable, the analyst should draw on the Conceptual Stage Relocation Plan (CSRP) when discussing any relocations associated with the proposed project (Part 2, Chapter 11).
5. Where economic issues are part of the CMP, the analyst should consider economic impacts on the region and/or local economy resulting from the proposed project. These impacts to be

considered may include development practices, tax revenues and public expenditures, employment opportunities, accessibility, and retail sales along the corridor and in its surrounding communities. The evaluation should consider impacts to the economic viability and sustainability of the area. These economic impacts should be discussed for present and future conditions. Many communities seek FSHP or NSBP designation in an effort to increase economic development and tourism in their area. Therefore, it is particularly important that the analyst consider the impacts to the economic vitality of highway-related businesses (e.g., gas stations, motels, tourist related activities, etc.) and the resultant impact, if any, on the local economy, especially given the goals of the community as expressed in the CMP and LGCP. The Annual Report provided by the CME may provide useful information on the economic viability of the corridor.

6. The analyst should discuss any partnering and joint development measures that have been set up for the corridor in the CMP and local comprehensive plan. These voluntary partnerships have been established in an effort to preserve and enhance a corridor and thereby protect the community's social, economic, environmental and visual values. The analyst should review the CMP and the local comprehensive plans and discuss the benefits that can be derived from the proposed project and how it will help to accomplish the expressed goals of the CMP and local comprehensive plan thereby contributing to the improvement of the quality of life in the area. The partnerships/joint development entities responsible for maintaining the corridor and future measures/activities should be identified and any relationship with the project clarified
7. The analyst should discuss the considerations relating to pedestrian and bicyclists in the corridor (Part 2, Chapter 14). In particular, the CMP may identify bicycle and pedestrian elements that should be considered fully in the alternative development discussions. Whenever feasible and reasonable, elements of the CMP Action Plan relating to bicycle/pedestrian improvements should be incorporated into the proposed project.
8. If the intrinsic resources of the designated corridor include wetlands, the analyst should identify the specific wetlands that are a part of the corridor's significance. A summary of the impacts to them and any measures to minimize harm should be reiterated from the Wetlands portion of the document (Part 2, Chapter 18).
9. If the intrinsic resources of the designated corridor include threatened or endangered species, the analyst should identify the specific species that are a part of the corridor's significance. Any impact to threatened or endangered species and measures to minimize harm to them should be summarized and reiterated from the Wildlife and Habitat portion of the document (Part 2, Chapter 27).
10. When the CMP identifies specific historic and archeological intrinsic resources that are part of the corridor's significance, the analyst should summarize the effect of all viable alternatives on the resource(s) from the Cultural Resources portion of the document (Part 2, Chapter 12). The "designation" of a corridor as a scenic highway does not make the corridor a Section 4(f) resource as defined in the Department of Transportation (DOT) Act of 1966 [Title 49, USC, Section 1653(f)] (Part 2, Chapter 13). The individual resources themselves

may be protected under Section 106 or Section 4(f). Where Section 4(f) or 106 does not apply, the specific historical/archeological intrinsic resources on a designated corridor do, however, constitute a valuable community resource that has been identified for preservation, protection, maintenance and enhancement in the CMP. Therefore, the analyst should fully consider avoidance, minimization and mitigation in regards to impacts on these resources.

11. In regards to visual/scenic resources, the analyst should identify the impacts of the project on the visual and aesthetic characteristics of the corridor (Part 2, Chapter 15). Since the corridor has been designated as a scenic highway, visual/aesthetic characteristics may contribute greatly to the corridor's significance both along the corridor and its viewshed. When the CMP has identified scenic as an intrinsic resource, the analyst should consider the visual impact of the project on the visual experience of potential road users along the roadway. Measures to avoid, minimize or reduce any adverse visual impacts should be fully considered and incorporated, when feasible, into the improvement.

In general, the analyst in the evaluation should recognize the relationship of short-term impacts to long-term productivity and community goals and objectives. Critical in the evaluation is fulfilling the "Vision" of the community as expressed in the CMP to preserve, maintain, protect and enhance significant resources within the corridor. The analyst should recognize that the Department is a contributor in the success of the corridor vision. Neither the FSHP nor the NSBP preclude the Department from fulfilling its mission of safety and mobility as prescribed under State statute. Rather, the Department, as a committed, voluntary partner to the corridor's success, should seek to complete its mission with the utmost regard and sensitivity to the community's vision and assist, where possible, in achieving successful CMP goal attainment in the scenic corridor.

Mitigation of impacts to a designated scenic highway and its intrinsic resources may encompass a wide variety of measures including landscaping, resource enhancement, screening, vegetation removal, incorporation of engineering and architectural features, selective clearing, kiosks, and other innovative measures to offset impacts and enhance the corridor. Mitigation measures must always consider the concerns of the community(ies) in accomplishing the designated scenic corridor's vision, goals and objectives as outlined in the CMP.

Community values as expressed in the CMP and by the CME and local citizens serve to aid the decision-making process in planning highway improvements on the corridor. It is important that these community values and issues be identified early so they can be incorporated into the project during project development, where feasible and acceptable to the Department. Documenting the impacts of a proposed project on a designated scenic highway will insure compliance with State statutes, federal requirements and consistency with local comprehensive plans.

Care should be taken to ensure that the proposed improvement is consistent with the CMP, where applicable, and that the designation is not adversely impacted.

### **29-2.6 Reevaluation**

The Reevaluation process evaluates (Part 1, Chapter 11) any changes in the proposed improvements, community and environmental impacts, proposed design concept(s), mitigation

status and commitment compliance, and/or permit status must be evaluated to determine if the change is significant. Every effort should be made to ensure that changes in the proposed action do not adversely affect the designation and/or implementation of the CMP for the scenic highway.

### **29-3 REFERENCES**

1. Florida Department of Transportation, Environmental Management Office, "Florida Scenic Highways Program Manual." FDOT, January, 1996.
2. Section 334.044(25), Florida Statute.
3. Section 336.045(1), Florida Statute.
4. Section 336.045(6), Florida Statute.
5. Section 339.155(2)(k), Florida Statute.
6. Section 335.093, Florida Statute.
7. Florida Administrative Rule 14-12.021.
8. Florida Department of Transportation, Florida Scenic Highway Program Procedure, Topic Number 650-050-005-a.
9. Florida Department of Transportation, Environmental Management Office, "Legislatively Designated Scenic Highways." FDOT.
10. National Environmental Policy Act of 1969.
11. Council on Environmental Quality, Executive Office of the President, 1978. Regulations for Implementing the Procedural Provisions of the National Environmental Policy Act, 43 CFR 55978-56007 and 40 CFR Parts 1500-1508.
12. Title 23 U.S.C. 109(h).
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