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Final Case Study for the National Scenic Byways Study

Wisconsin's Rustic Road Program

Scenic BYWAYS



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Final Case Study
for the
National Scenic Byways Study

WISCONSIN'S RUSTIC ROAD PROGRAM

SEPTEMBER 1990

Prepared for
The Federal Highway Administration

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Final Report

**A CASE STUDY OF
WISCONSIN'S RUSTIC ROAD PROGRAM**

by

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DEDICATION

I want to see the roadsides grow up wild; the woods go untouched; and the character of the farmland remain unchanged.

Earl Skagen

Rustic Roads founder and program chairman

1902 - 1990

ACKNOWLEDGEMENTS

This study owes much to the cooperation of numerous individuals and organizations. We would like to acknowledge and thank those who made this research possible, our work easier and the Case Study a success.

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We greatly benefitted from the excellent support and cooperation received from the staff of the Federal Highway Administration who were associated with the Scenic Byways Study. We are also grateful to the Congress of the United States of America, the Federal Highway Administration and the Department of Physical Education and Leisure Studies of Iowa State University for the financial and administrative support of this project.

Finally, we are appreciative of the visions of Earl Skagen the founder of the Rustic Road Program, the community mindedness of the many state and local leaders who sponsored the legislation creating the program, the Wisconsin Department of Transportation for their administrative and financial support of the Rustic Road Program, and the people of Wisconsin who have made the program the success it is today.

EXECUTIVE SUMMARY

INTRODUCTION

The case study of Wisconsin's Rustic Road Program is a detailed description of one of the nation's most established state-maintained scenic byways program. Established in 1973, the Rustic Roads Program includes fifty-seven county, town, and municipal roads, varying in length from one to twenty-six miles and ranging in character from single-lane unimproved roadbed to two-lane paved county highway.

REPORT SUMMARY

The Rustic Road case study consists of six sections and 7 appendixes.

Section 1 An administrative history of the Rustic Roads Program. The brainchild of Racine County Highway Commissioner Earl Skagen, the original intent of the program was to create a system of county roads which would protect the quiet, slow, natural beauty of select lightly traveled roads. The administrative history includes the imperfections of the original concept and lists subsequent improvements on the program; e.g. an increase of state financial support and inclusion of town/municipal roads into the system. The history also contains, as an example, a detailed account of the successes and failures of the Rustic Road Program within a single southwestern county.

Section 2 Identifies the costs of the Rustic Road Program. Because the program includes no mandatory adjustments to the existing road maintenance procedures, the most notable aspect of this section is the overall low cost of the program (Rustic Roads does not even merit mention in the Wisconsin Department of Transportation (DOT) line budget). The expenses incurred by the state for Rustic Roads are initial and replacement signage, Rustic Road promotion brochures, salary for a Rustic Roads coordinator (25% of a planning is position devoted to Rustic Roads), and travel expenses of the Rustic Road Board (the Board determines Rustic Road regulations and makes final approval of all Rustic Road applications). County and town/municipal governments incur no direct costs for being part of the program.

- Section 3&4 Identifies the benefits and disadvantages of participation in the Rustic Roads Program. Major benefits include protection of the natural, historic, and/or rural character of the roadways, contribution to local tourism industries, and a source of prestige for local communities. In comparison to benefits, disadvantages are relatively minor (noting that the survey from which these results were derived was given to people responsible for the designation of a Rustic Road). Thirty percent of the respondents are concerned the zoning which might accompany Rustic Road designation could curtail future development of the area. Just over 10% of the respondents list safety-related concerns, restrictions on future road improvements, unwanted outsiders coming into the community, and safety problems specifically associated with farm vehicles as possible disadvantages to having a Rustic Road.
- Section 5 Explains the contributions of the Rustic Road Program in protecting the natural, historic and/or agricultural integrity of the road and its immediate surroundings. The Rustic Road Program includes no mandatory restrictions on either road maintenance or land use on adjoining property. Local governing bodies, however, are encouraged to establish compatible policies concerning road improvements, mowing, and zoning of adjacent land. The extent to which local governments implement preservationist policies increases with time. Also many residents and business people on Rustic Roads assume the designation carries restrictions, even when no specific restrictions have been established by the local governing bodies.
- Section 6 Catalogues both the positive and negative attributes of Wisconsin's fifty-seven Rustic Roads. Positive attributes are divided into the visual (native vegetation, agricultural vistas, etc...) and the active (trails, parks, recreation-related businesses, etc...). Common visual attributes are native vegetation, native wildlife, tree tunnels, scenic vistas, and bodies of water. Common active attributes are hiking trails, bike trails, snowmobile trails, county parks, and wildlife refuges. The most common negative attributes are powerlines, high tension wires, small billboards, and small industrial sites (quarries, machine shops). This section also categorizes the dominant land use(s) of the specific Rustic Roads. Pastureland is the most common dominant land use, but natural landscapes, row crops, reforested land, and residential development also are dominant land uses on several Rustic Road.

METHODS

The case study relied upon four major sources of information in developing this report. The four sources are:

- (1) A literature review which included legislation, administrative codes, newspaper/magazine articles, and Wisconsin Department of Transportation publications.
- (2) Assistance from Wisconsin Department of Transportation personnel. This included access to all Rustic Roads files and interviews with Steven Coons, Rustic Roads Coordinator.
- (3) "Windshield surveys" of all 57 roads. This survey consisted of first hand assessment of the positive and negative attributes of each road and interviews with residents and business people along the roadway.
- (4) Telephone survey of people instrumental in the designation of specific roads. The highway commissioners, town clerks, town chairpersons, and other local residents who initiated the designation process were asked a series of questions concerning the motivations and hesitations behind a Rustic Road designation.

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SECTION ONE

PROGRAM DESCRIPTION

This section of the Rustic Roads Case Study includes a rationale, program history, description of the designation process, and implications of the Rustic Roads program. It is designed to give the reader a thorough understanding of the program from its inception through its maturation.

RATIONALE FOR THE RUSTIC ROADS PROGRAM

Prior to 1973, Wisconsin's road system consisted of five basic classifications: state highways (including federal routes), county highways, town roads, city and village streets, and state park and forest roads. The least developed of these road classifications were the town roads, and on January 1, 1972, the Wisconsin Administrative Code - Rules of the Highway Commission, Department of Transportation Chapter 34 (Section 86.26) mandated that town roads had to be upgraded to new standards. The new standards required widening of the road bed, cutting hills, filling valleys, reducing the degree of curves, and removing most of the trees and vegetation within the usual four rod right-of-way.

Even if a local government wanted to preserve and maintain a rugged or pristine character to some of its roads, state law dictated that when road improvements occurred, they were required to conform to the new standards. This situation prompted the 1973 Wisconsin Legislature to authorize the creation of a new classification of highway - the Rustic Road. The purpose of the Rustic Road was to preserve certain roads from modernization for high speed travel, sudden road-side development, heavy commercial traffic and billboard proliferation in order to preserve a bit of Wisconsin's rural heritage.

The Rustic Road designation allowed local governments the latitude to apply minimum maintenance on certain low-volume, low-function roads in order to preserve some unique characteristics associated with the roadway. The Rustic Roads program motto is, "*A Positive Step Backwards*".

A key element of the enabling legislation was the creation of a Rustic Roads Board. As stated

in Section 83.42 of the law, the Board's purpose is to govern the *creation and preservation of a system of rustic roads for vehicular, bicycle and pedestrian travel in unhurried, quiet and leisurely enjoyment; to protect and preserve recreational driving, culture, beauty, trees, vegetation and wildlife by establishing protective standards of rustic road design, access, speed, maintenance and identification; and to promote a continuous system of rustic roads and scenic easements for the public health and welfare.*

The objectives adopted by the Board include: (1) preservation of rustic roads for future enjoyment; (2) provision of a linear, park system for pleasure drivers, tourists, hikers, cyclists, and anyone else "desiring a quiet, unhurried, beautiful route; (3) protection of the state's environmental heritage and preservation of vegetation and wildlife; (4) provision of a network of rustic roads, all with speed controls, design standards, and utility and access controls; and (5) identification of historical names, places, and events, and to make use of scenic easements where possible.

The board and other proponents of the program viewed the Rustic Roads program as not only a means of preserving the countryside, but as an opportunity for local involvement, economic development, and recreation activities.

PROGRAM HISTORY

The Wisconsin Rustic Roads program became reality in 1975 with the adoption of the first "Rustic Road" in Taylor county. However, from the circumstances bringing about the inception of the idea through the process of designating the first road, there was much activity which explains how the program became what it is today. (See Appendix A for a detailed Chronology.)

A Grass Roots Beginning

One Man's Idea. Earl Skagen is the Father of the Rustic Roads program. As a highway commissioner of Racine County and a farmer forced to give up farming because of an agriculture related illness, Earl Skagen preferred the back-road detours on his way to work every day. As he drove, he considered the fate of some of these picturesque roads around the state. State law was being considered which would require the development of Wisconsin's roads to meet certain

construction standards once improvements were undertaken. Knowing of the tendency for engineers to straighten every curve, widen shoulders, and clear away trees, he felt the need to preserve the state's most scenic routes. In 1971, during the midst of the Environmental Movement, Skagen conceived the idea for a category of roads which would be exempt from the state's current road requirements: roads having unusual or outstanding natural or cultural beauty by virtue of native vegetation, native wildlife, or open areas with agricultural vistas. By creating this classification, local governments could resist the pressures to "improve" the roads.

County Commission Involvement. In 1971, Skagen presented his idea to the Wisconsin County Highway Commissioners and Committee Members Association (WCHCCMA), and to the Wisconsin Counties Association at various county district meetings and the Winter Highway Conference. He asked colleagues in these agencies to support an effort to persuade the state to authorize the development of a special system of uniquely rustic and scenic rural roads in Wisconsin. Favorable publicity by the Green Bay Press-Gazette, the Wisconsin State Journal, and the Burlington Standard Press generated offers of help from various organizations and individuals interested in the concept. Skagen's idea quickly became popular with people who enjoyed traveling on the most attractive rural roads of the state. With this favorable momentum, an advisory committee of the WCHCCMA was formed in order to identify the potential of the program. The five member committee was made up of county road administrators, and officers of the state highway administration; all of whom were knowledgeable in the identification of intrinsically attractive, rustic, and natural aesthetic values. A report was drafted which set out guidelines for both designating and maintaining this category of roads. The report was to be used to persuade the legislature to legally recognize low volume roads with special values worthy of preservation for public enjoyment.

State Involvement. In late 1972, the WCHCCMA presented their report to the Wisconsin Department of Transportation. DOT officials reviewed the report and determined the plan feasible given the following stipulations: (1) state aids for Rustic Roads would be based on the status of the road prior to designation as a Rustic Road; (2) the county would remain responsible for maintaining all county and state roads, i.e. the Rustic Roads delineation would not change that jurisdiction; (3) if a Rustic Roads designation was desired for a municipal road, it would have to be transferred to the county jurisdiction; and (4) the program would have to be based on local initiative and would not be actively pursued or promoted by the state, i.e. local people must provide the support and initiate the designation process. Given these directives, the Wisconsin Department of Transportation agreed to support a bill and encourage legislators to put it into law.

Bringing it to Law

The WCHCCMA's proposal for a State Rustic Road System was written in bill form by Robert Mortenson, then the Executive Director of the Wisconsin Counties Association and the WCHCCMA. The bill was referred to the Assembly Tourism Committee and a Public Hearing was held on April 4, 1973. The comments solicited at the public hearing were overwhelmingly supportive. The only negative remarks came from home owners along potential Rustic Roads who did not want others driving slowly down their road, getting in their way of getting to the market and looking at their property.

Assembly Bill 658 was passed by the legislature and signed into law by Governor Lucey on December 1, 1973. (See Appendix B for a copy of Assembly Bill. 658).

The Early Years

Organization. The Rustic Roads legislation created an ten member Board responsible for administering the program in cooperation with the Wisconsin Department of Transportation. The Secretary of Transportation was to appoint eight board members, four of whom were nominated by the Wisconsin Counties Association. Two members were appointed for a term of two years, two for a term of four years, two for a term of six years and two for a term of eight years. The chairpersons of the Senate and Assembly Transportation Committees completed the membership. Earl Skagen was appointed chairman of the Board and initially given the task of selecting roads to be added to the system (this task was later eliminated when the program's focus turned to local initiative). The Board was made responsible for the development of rules and standards for maintenance, identification, construction, use, and preservation of Rustic Roads and for the final approval of a Rustic Road designation.

The law further stated that the Senate Committee on Transportation and the Assembly Committee on Highways, acting jointly, could amend or revoke the rules and standards set by the Rustic Roads Board. The Wisconsin Department of Transportation's, Division of Planning and Budget would provide staff support to the Rustic Roads Board.

Implementation. On September 17, 1975, ribbon-cutting ceremonies celebrating Wisconsin's first official Rustic Road were held in the Town of Rib Lake. The unpaved route, in Taylor County's lake district, transversed heavily forested and gently rolling terrain. Within two years, seven more roads were added to this special classification. Racine, St. Croix, Chippewa, Kewaunee, and Brown Counties all designated roads which passes through alternating forested and agricultural environments. These eight Rustic Roads totaled close to forty-five miles.

The acceptance of the new designation, however, was not universal. In 1977, Door County declined to approve Rustic Road petitions for the towns of Sturgeon Bay and Clay Banks. Marquette County denied a petition from the Town of Marquette to put a portion of the Grand River Road on the Rustic Roads system. Most likely, the denials were caused by a stipulation in the legislation that the road had to be transferred to county jurisdiction before designation as a Rustic Road was possible. These failures brought to light the major flaw of the original Rustic Road legislation. The law intended the success of the program to come from local involvement, and it identified the county highway committee as the appropriate agency to initiate the designation process. As the legislation reads: any county highway committee could make out an application to the Board for the designation of any highway within the committee's jurisdiction as a Rustic Road. Also, upon written request of the governing body of any municipality, the county highway committee could make application to the Board for the designation of a roadway within a municipality as a Rustic Road. The flaw in the legislation was that a municipal or town road accepted for Rustic Road Status had to revert to the jurisdiction of the county. This meant that a town that wanted a Rustic Road, but did not want to forfeit authority of the road, would not apply. It also meant that a town that wanted a Rustic Road but was situated in a county that did not want a Rustic Road, could not apply. Only amending the legislation would undo this "road block" to the program.

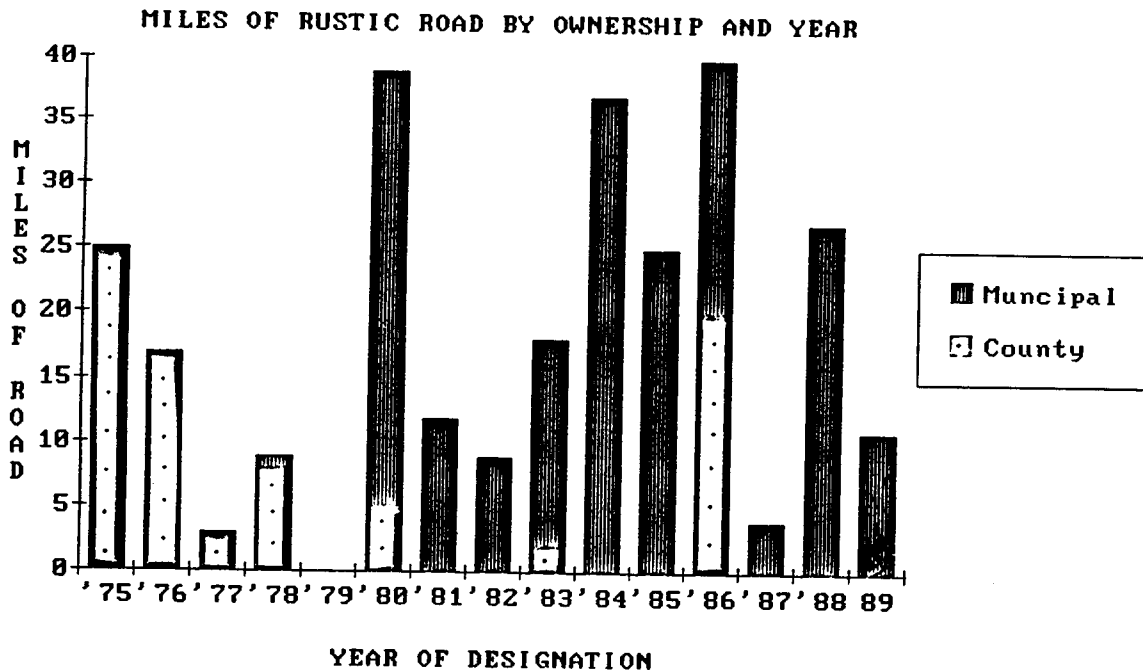
A second problem with implementation in the early years was sign vandalism. Although the Wisconsin Department of Transportation paid for the initial Rustic Road signage, all sign repair and replacement were the responsibility of the government entity maintaining the road. As signs fell into disrepair, the limited funds of these small agencies prevented restoration or replacement. More importantly, some agencies rejected the Rustic Road concept altogether for fear of assuming a large sign replacement cost.

The Program of 1990

In comparison to the perceived benefits of the Rustic Roads program, the problems were small. The problem with sign replacements was resolved when the Wisconsin Department of Transportation assumed the cost of both initial and replacement signs. In 1977, the Rustic Roads legislation was amended to allow governmental bodies other than the county highway commission to apply for Rustic Road designation, and to also maintain authority over the road.

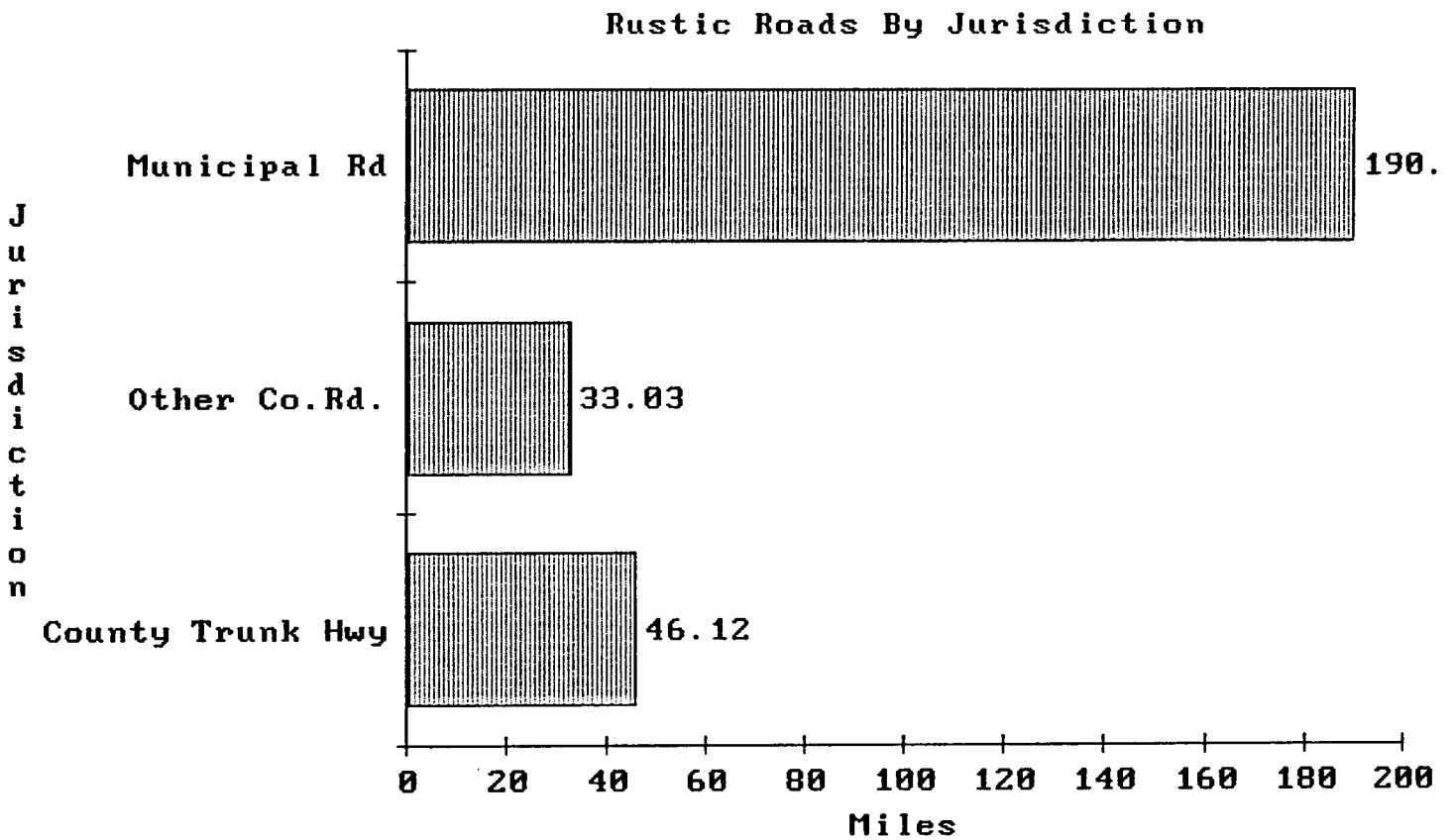
By allowing municipalities to keep a Rustic Road in their own jurisdiction, the program was stimulated once again. Prior to these amendments, the program was in a downward mode with fewer and fewer county roads being added each year. Figure 1.1 shows that prior to 1978, no municipal roads were in the program. Then in 1979, about a year and a half after the legislative amendment was put into effect, the Rustic Roads Board approved the first sizeable set of municipal/town applications and nearly doubled the number of miles in the Rustic Roads program.

Figure 1.1



Currently, any government body, municipal or county, may apply for the Rustic Roads classification. A Rustic Road remains in its original jurisdiction and continues to be eligible for its existing level state aid. Figure 1.2 presents the Rustic Roads by jurisdiction. Municipal roads dominate the program with 190 miles of scenic roadways. County and county trunk highways make up less than thirty percent of the total Rustic Roads.

Figure 1.2



Since the first Rustic Road designation in 1975, the system has grown to include 57 roads in 31 Wisconsin counties, totalling approximately 280 miles. Each of these roads has at least one

outstanding natural feature such as rugged terrain, native vegetation, native wildlife, or a cultural and historic quality which sets it apart from other roads. Each must be a low-volume, low-function road which connects to a major highway to form a loop, and must not be scheduled for major improvements when it has been proposed for the Rustic Roads designation. The surface may be dirt, gravel or paved, and the speed on these roads is limited to 45 miles per hour or less. Figure 1.3 shows the length and surface type of the Rustic Roads.

Figure 1.3

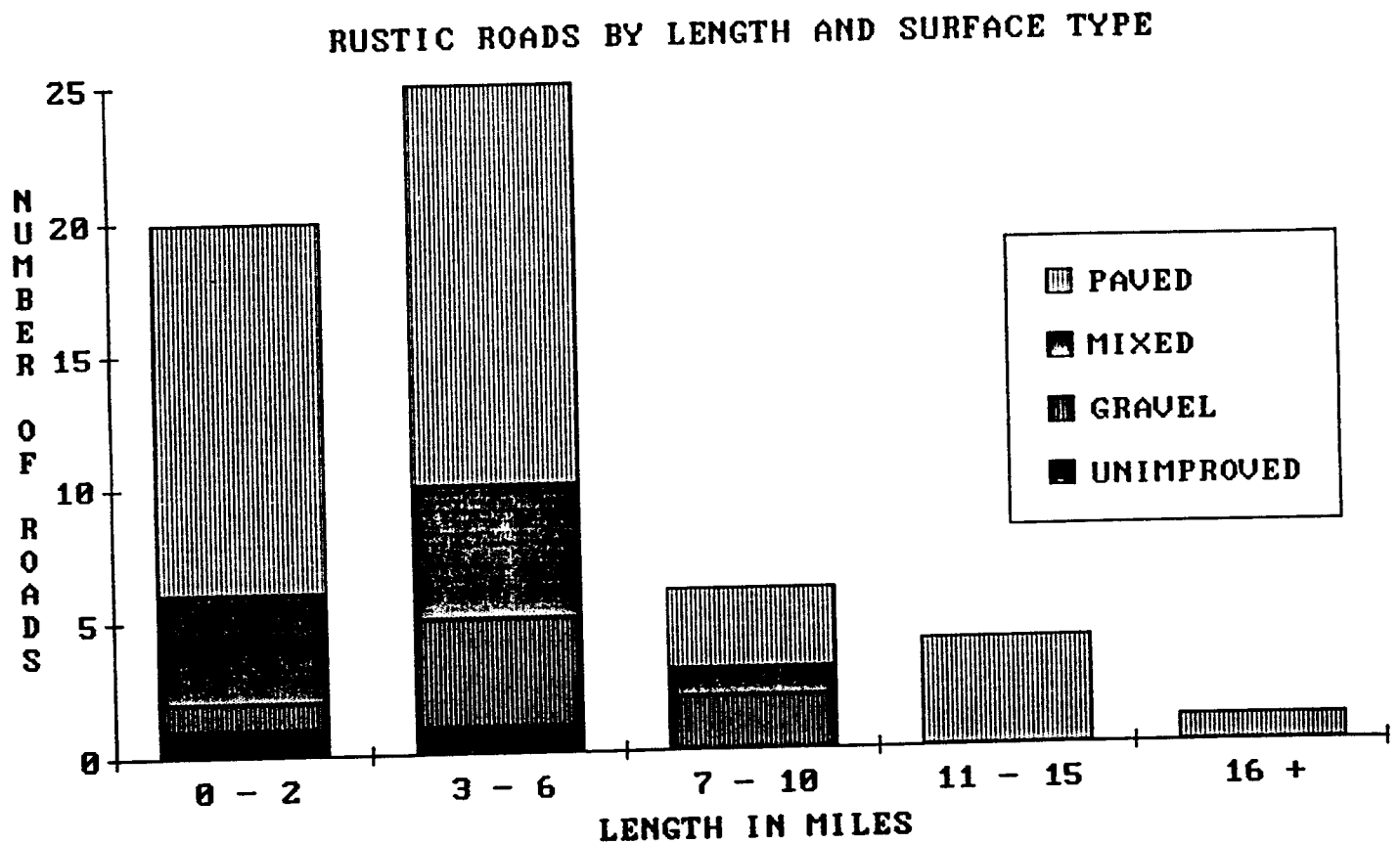
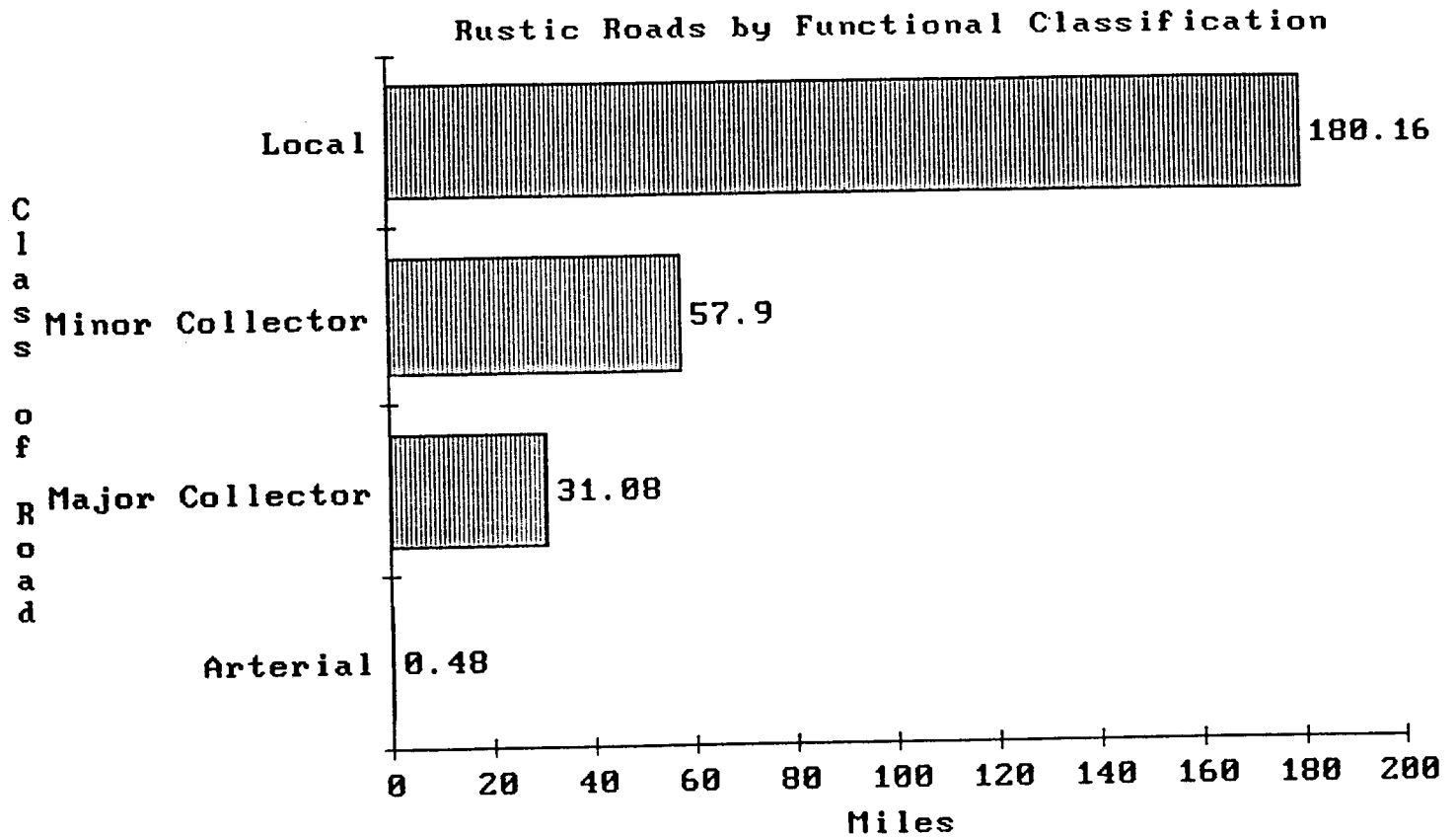


Figure 1.4 displays the Rustic Roads by functional classification. The majority of the Rustic Roads are local, with minor collector, major collector and arterial roads bringing less and less

mileage to the program. This graph emphasizes the low-volume, low-function aspect of the program.

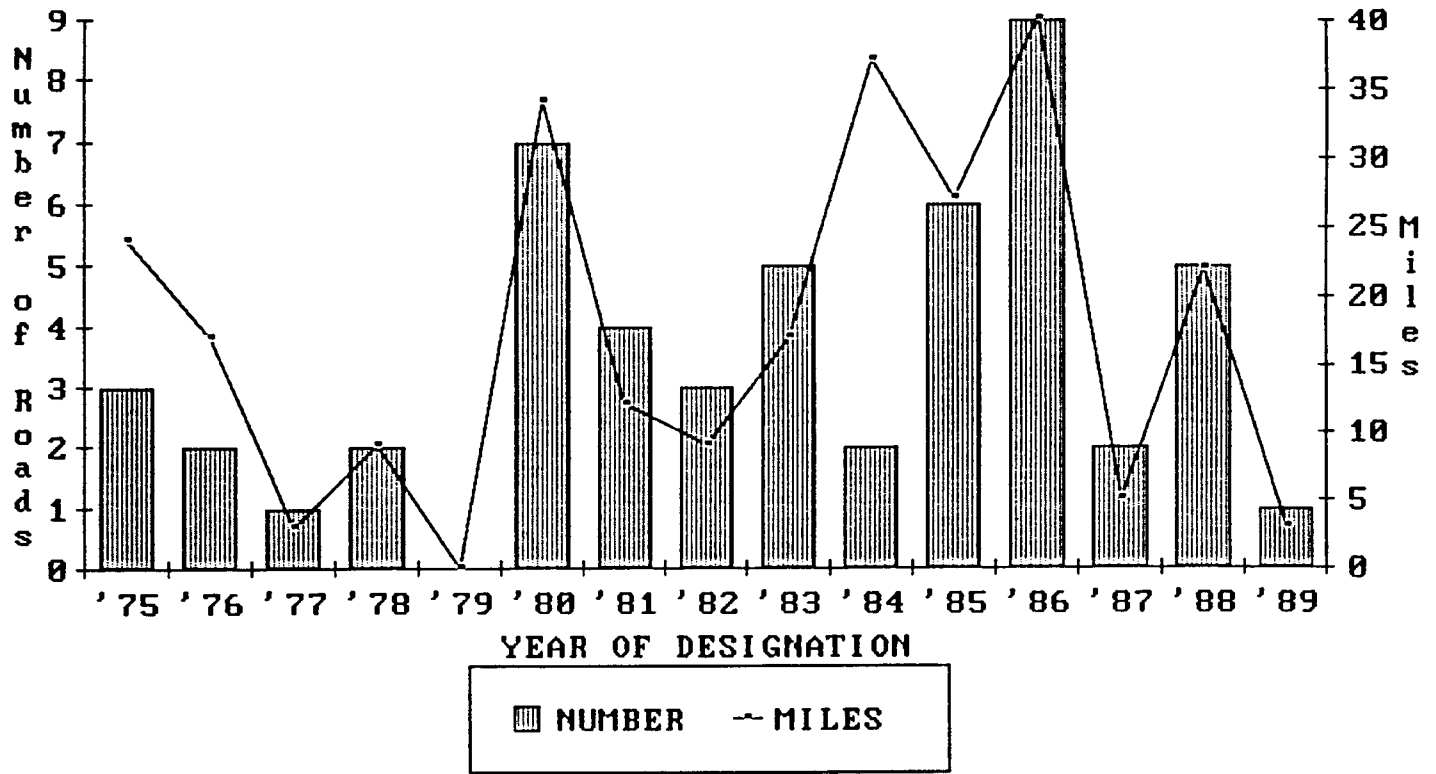
Figure 1.4



As Figure 1.5 indicates, the number of roads designated each year is relatively equal to the number of miles included in the program each year. In other words, it appears that each road designation brings a small number of miles into the program rather than one or two roads which include many miles; the exception was in 1984 where two roads brought 37 more miles into the program. It is noteworthy that the average number of miles with each designation is small.

Figure 1.5

A COMPARISON OF NUMBER AND MILES OF RUSTIC ROADS BY YEAR



RUSTIC ROADS DESIGNATION PROCESS

As of June, 1990, fifty-seven roads were classified as Rustic Roads in the state of Wisconsin. Each road met seven qualification standards in order to become part of the program. The request

to designate a Rustic Roads was granted on an individual basis by the Rustic Roads Board upon receipt of the application and review of the road's qualifications.

Criteria for Qualification

Section 1.04 of the Wisconsin Administrative Code (see Appendix C) states the seven qualifications for the Rustic Road designation:

- (1) A road with outstanding natural features along its borders such as rugged natural terrain, native wildlife and native vegetation, or includes open areas with rustic or agricultural vistas which, singly or in combination, set this road apart from other roads as being something unique and distinct.
- (2) A low-volume local use public road which is usable year-round.
- (3) A local access road, such as one which serves the adjacent property owners and those wishing to travel by auto, bicycle or hiking, for purposes of enjoying its rustic features. This would generally preclude designating as a rustic road any road serving as a collector or arterial as defined in the Wisconsin Administrative Code.
- (4) A road not scheduled or anticipated for major improvements which would change its rustic characteristics.
- (5) A road which preferably has no high density development along it, but the development as exists at the time the road is designated should be compatible with the surroundings and should not detract from the rustic, natural, unspoiled character and visual impact of the road area.
- (6) A road which preferably has a minimum length of two miles and where feasible, provides a completed closure or loop or connects to major highways at both ends of the route.
- (7) A road where the adjacent land is preferably zoned compatible with the maintenance or preservation of its rustic character and low density development.

Upon an investigation by at least one Board member of the proposed road, the application is either denied or approved.

Application Procedure

Section 1.05 of the Wisconsin Administrative Code explains the details for applying for the Rustic Road classification. Applications are submitted to the Rustic Roads Board of the Wisconsin Department of Transportation.

Procedure for Municipal Roads:

- (1) A petition from six or more resident freeholders of the municipality in which the road is located, or a petition from a majority of the resident freeholders along the road must be presented to the governing body of the municipality in which the road is located.
- (2) If the governing body of the municipality decides that a jurisdictional change is desired, the municipality petitions the county highway committee for approval of the Rustic Road designation and approval of the transfer of jurisdiction of the road to the county. If both are approved by the county, the county highway committee petitions the Rustic Road Board for the Rustic Road classification. If the county does not approve of the jurisdiction change, the municipality may petition directly to the Board for the designation.
- (3) The process may also be initiated without a petition by a resolution of the governing body of the municipality in which the road is located. Upon such a petition or resolution, the governing body of the municipality may hold a public hearing (in accordance with Wisconsin Statutes and local ordinances) on the proposed Rustic Road designation.

Procedure for County Roads:

- (1) The Rustic Road designation may be initiated by county highway committee resolution, or by a petition from six or more resident freeholders of the county, or by a petition from a majority of the resident freeholders along the subject road. The county highway committee may hold a public hearing on the proposed Rustic Road designation in accordance with Wisconsin Statutes and local ordinances.
- (2) If a jurisdictional transfer is desired, the governing body of the municipality assuming jurisdiction, as well as the county highway committee, must approve the transfer and the Rustic Road designation.

- (3) Any change in the designation of a county trunk highway, whether it be transferred to municipality or changed to another road under county jurisdiction, requires the approval of the Wisconsin Department of Transportation. Upon Department approval, the governing body of the municipality assuming the jurisdiction of the Rustic Road must petition the Board for approval of the Rustic Road designation.
- (4) If no jurisdictional transfer is desired, the county highway committee must petition the Board for approval of the Rustic Road designation.

Before the approval of a Rustic Road is given by the Rustic Roads Board, a final review of the road's qualifications are conducted by the Board through either a review of slides or photos or by a personal inspection by one or more Board members.

Additionally, before final approval, the Board must ensure that if a subject road is under two governmental jurisdictions, both governing bodies have approved of the jurisdiction arrangement and of the road designation. See Case Study in Appendix D for an example of the designation process and application procedure.

THE IMPLICATIONS OF THE RUSTIC ROAD DESIGNATION

Signs

Once the Board has granted the classification of Rustic Road, the subject road is assigned a number within the "system" of Rustic Roads. The prefix is "R", and the numbers are sequential starting with R1. The unique sign is brown and yellow and includes both the identification number and the mileage for each road. The signs are placed at all important public entrances and outlets.

Jurisdiction and Authority

The county highway committees, municipalities and counties have the same authority over Rustic Roads as they possess over other highways under their jurisdiction.

Maintenance

The level of maintenance is determined by the governing authority, but the following Rustic Road guidelines apply.

- (1) Keep maintenance at a level which will preserve the rustic character of the road, however, this does not preclude any maintenance necessary for safe travel by auto, bicycle or hiking.
- (2) Mowing and herbicides are used only to ensure safe travel and are applied judiciously as to not destroy roadside vegetation and where appropriate to encourage the growth of prairie flora adjacent to the road.
- (3) Cross drainage should be provided where necessary to prevent damage to the road and to provide safe travel. Bridges which are in need of repair or replacement should be constructed in order to maintain the rustic character of the road such as with the use of timber or stone.
- (4) The Rustic Roads' signs are provided by the Wisconsin Department of Transportation. However, all other signs regarding the Rustic Road, such as markings, warnings, speed controls and signals are provided and maintained by the maintaining authority.

Land Use Protection

Local authorities are encouraged to preserve the natural and scenic characteristics of land along the Rustic Roads. The use of local zoning powers, building setback regulations, access control, sign control and other powers may be used to protect and preserve the rustic character of the road by discouraging industrial, high density residential and most commercial development and encouraging the development or the continued existence of commercial establishments compatible with a Rustic Road, such as antique shops, craft shops, rock shops and produce markets.

Utility companies are encouraged to bury electric power and communication lines on private easements where possible. Otherwise, additional lines may be placed on existing poles or towers,

or buried with the intention of attempting to maintain the rustic character of the area.

Finally, the maintaining authority is encouraged to use roadside markers for historical names, structures, places and events which complement and enhance the rustic character of the road. (See Appendix C for the Wisconsin Administrative Code).

SECTION TWO

PROGRAM COSTS

Section Two addresses costs associated with the Rustic Roads program: planning costs, designation costs, signing costs, promotion costs, improvement costs, and road preservation/protection costs. It should be pointed out that the costs of this program are relatively low, which sets it apart from other scenic byway programs. Obviously part of the reason is that a main objective of the Rustic Roads program is to preserve the "rustic" character, i.e. low-maintenance being stressed. Another reason for the lower costs associated with this program is that it is based on local grassroots involvement.

Because of the low-costs of this program, WDOT does not have it as a separate line item in its budget. This makes it difficult to provide detailed planning and program expenses; all information provided is approximate.

Planning Costs

Because of the grassroots feature of the Rustic Roads program, the majority of the planning costs are incurred at the local level. In most cases, both time and money are donated by local citizens dedicated to the designation of a specific road.

The professionals serving on the Rustic Roads Board for the past ten years have incurred \$10,130 in travel expenses; approximately **\$1,000 per year**.

Wisconsin Department of Transportation (WDOT), Division of Planning and Budget, has one staff person devote 25 percent of his time to the program. Costs are approximately **\$8,000 a year** with some funds for travel to various meetings.

Designation Costs

Again, due to the local initiative aspects to the program, the designation costs are extremely low.

The application process is generally a local effort. The Rustic Roads Board meets a minimum of four times per year to review the applications and make visits to some of the subject roads.

Signing Costs

Currently, WDOT pays for both the initial and replacement (from theft and vandalism) signage. The estimated cost of initial signage is **\$12,000 a year**. The estimate for replacement/restoration signs is **\$9,000 a year**.

Promotion Costs

For the first three years of promoting the program, there was only the cost of printing brochures. For 1,000 brochures each year, the cost was **\$500 a year in 1980, 1981, and 1982**. Over 10,000 brochures were printed for **\$2,500 in 1983**. It is estimated that 60,000 booklets will be printed for **\$20,000 in 1990** (the new 1990 booklet incurred \$10,000 in production costs). The nature of the program requires that new booklets be printed and distributed yearly as new roads are added to the program. Some of these expenses are direct mail costs (\$2000/year) for people who write in to the DOT requesting booklets. The majority of the brochures, however, are distributed at the state welcome centers.

The WDOT has also prepared a video tape of a slide program explaining the program and the designation process which it mails out to interested parties. (The video tape is included with the final report). Eight tapes were made at a cost of **\$300**.

The Wisconsin Department of Transportation Motorcycle Safety program promotes an annual Rustic Roads Motorcycle Tour. Patches and certificates are awarded to cyclists who travel the Rustic Roads. As of April, 1990, the department has awarded 170 patches and 50 certificates, (costs unavailable).

Road Improvement Costs

There are no additional maintenance or improvement costs associated with the designation of a

Rustic Road. The Rustic Roads designation allows for maintenance or improvements below town or county road design standards in order to preserve the rustic character of the road. State aids for Rustic Roads are based on the status of the road prior to designation as a Rustic Road.

Corridor Preservation Costs

Again, because of the objectives to maintain the rustic character of the roadside, and to preserve native vegetation and wildlife, there is no cost associated with preservation efforts.

It can not be emphasized enough that the costs associated with this program are relatively low compared to other scenic byway programs around the nation. The benefits, however, are ample. Both local people and tourists enjoy the picturesque roadways of Wisconsin. The idea behind this program is simply to identify, preserve and employ existing resources - which includes both the people of Wisconsin and their environment.

SECTION THREE & FOUR

SURVEY OF COMMUNITY LEADERS: LOCAL PERSPECTIVES ON THE ADVANTAGES AND DISADVANTAGES OF THE RUSTIC ROAD PROGRAM

INTRODUCTION

This section of the report describes the results from a telephone survey of local community leaders who are (were) associated with Wisconsin's Rustic Road Program. The focus of this component of the study is to identify and analyze the advantages and disadvantages of the Rustic Road Program. Findings reported in this section provide a better understanding of:

- * The reasons why local leaders chose to participate in the Rustic Road Program; the range of benefits associated with the Rustic Road Program in terms of the number of tourists, jobs and other economic benefits; the protection of natural and cultural resources; and the intrinsic benefits of being associated with the program.
- * The reasons why local leaders may have been hesitant to participate in the Rustic Road Program; a description of problems associated with participation in the Rustic Road Program, to include a description of safety related issues; the impact of the designation on economic development; and the impact of the Rustic Road designation on traffic congestion and routine road maintenance.
- * A description of local community leaders evaluation of and attitudes towards the Rustic Road Program, to include their opinions of the effectiveness of the Rustic Road Program.

Research Method

Wisconsin's Rustic Road Program spans a diverse array of settings, the program includes roads in close proximity to major population areas, to major tourist attractions, and to important natural, historical, cultural and geological landscapes. The program also requires the involvement of a wide range of elected officials, professional staff, concerned citizens, municipal employees and roadside residents who may have very different reasons for being involved with the program and who are very likely to have different opinions regarding how their community is (was)

affected by the designation of a Rustic Road. In order to capture a feeling for the diversity of the Program, while at the same time meeting the objectives of this portion of the "Scenic Byway Case Study" it was necessary to interview persons who are knowledgeable of the Rustic Roads Program and who have a Rustic Road in close proximity to the community in which they live and work.

Sample Design

A survey of persons associated with the Rustic Roads Program was desired, however a random survey of this population was beyond the scope of the "Scenic Byways Case Study", and therefore it was necessary to selectively interview persons associated with each of the Rustic Roads. Initially the researchers identified two or three persons associated with each of the 57 Rustic Roads via the application form required for the Rustic Road Designation (the forms are on file at the planning office of the Wisconsin Department of Transportation). The researchers also obtained a listing of all county highway commissioners to supplement the listing obtained from the applications.

The names obtained from the applications represented a diverse set of backgrounds including city clerks, town chairmen, highway superintendents, county board members, county highway commissioners, extension agents, chamber of commerce, tourism boards, directors of parks, educators, and concerned citizens. In order to be representative of the entire population, an attempt was made in the sampling process to contact a broad range of professions and interests across the Rustic Roads program.

Survey and Questionnaire Design

The method for surveying the sample was telephone interviewing. This would allow some flexibility in the survey instrument and be less time consuming than personal interviewing. Once the sample was identified and prepared, initial calling began on June 18, 1990. Attempts were made to contact each of the persons identified from the applications for each Rustic Road until contact was made. Three attempts were made to contact each of the persons with viable phone numbers. All persons contacted agreed to be interviewed. The phone interview process resulted in 29 completed interviews with persons associated with 29 different Rustic Roads, for

a final contact rate of 51 percent. Table 3.1 presents a summary of the persons interviewed.

TABLE 3.1 RESPONDENTS TO THE COMMUNITY LEADER SURVEY

FREQ	PERCENT	POSITION
9	31.0%	Town Clerk
4	13.8%	Town Chairmen
3	10.3%	Highway Superintendent
2	6.8%	County Board Memeber
2	6.8%	Highway Commissioner
2	6.8%	Chair of County Highway Commission
1	3.4%	Concerned Citizen
1	3.4%	Other County Government
1	3.4%	Chamber of Commerce (tourism council)

The questionnaire was designed out of the need to collect three basic types of information: first, information concerning the respondents reasons for being involved with the program and the most important benefits realized through this involvement; second, respondents were asked to identify reasons they may have been hesitant to become involved with the Rustic Road program and to describe the problems they have encountered as a result of their involvement; and third, information concerning the respondents perception and evaluation of the Wisconsin Rustic Road program.

The questionnaire design was accomplished by conducting: (1) detailed personal and telephone interviews with key Wisconsin Department of Transportation staff and Rustic Road Board members; (2) conversations with local residents and local and regional political groups; (3) review of studies conducted to evaluate other state and federal land use and development programs; (4) the development and review of a detailed case history of Wisconsin's Rustic Road program; and (5) on site examination and inventory of the physical characteristics of each of the 57 roads which make up the Rustic Road program.

Formal pretesting of the instrument did not occur due to time and cost constraints associated with this study. However, the content of the questionnaire was discussed with Wisconsin Department of Transportation and Federal Highway Administration staff and persons from the research and academic community. The research instrument went through three iterations for the final draft.

The questionnaire was made up of numerous Likert-type scale attitudinal questions that yielded interval data. There were six open-ended questions. The questionnaire took approximately 10-15 minutes to administer over the telephone.

Data Reduction

Data reduction, coding and key punching was accomplished by the researchers, utilizing the computation services at Iowa State University. Frequency tabulations and analyses were run by the researchers according to the Statistical package for the Social Sciences Version X (SPSSX, 1989).

Limitations of Study Design

There are limitations of this component of the Rustic Road Case Study which should be noted. First of all, there was difficulty in completing interviews with someone associated with each of the 57 Rustic Roads. Secondly, a majority of the persons contacted were associated with Rustic Roads in the southern portion of Wisconsin. This is primarily due to the fact that many of the roads in the southern portion of Wisconsin are more densely populated. Many of these areas have town halls which are staffed during working hours making contact easier. The third limitation, is that many of the roads which were contacted were those which were designated as a Rustic Road within the past 10 years. Persons associated with Rustic Roads which were designated in the early years of the program were more difficult to contact, since many of the person who initiated those applications had moved, retired, passed away, or were otherwise unavailable to be interviewed. The fourth point is that only one person was contacted for each Rustic Road, due to the wide range of objectives of the program, a single person may not be aware of the full range of benefits or costs associated with a Rustic Road. Finally, only participants in the program were contacted. Communities that have roads which would qualify

for Rustic Road designation, but have chosen not to, may have an alternative view of the program.

Further efforts should be made to substantiate the preliminary findings, i.e. follow-up telephone interviews with those we were not able to contact; an effort should be made to contact multiple persons associated with each road; and finally an effort should be made to contact communities not currently participating in the Rustic Road program. There may be avenues for bias in this study, but the researchers are confident that information presented in this section identifies some of the positive and negative aspects of the Rustic Road program, while allowing for a preliminary understanding of the relative importance of the values of and problems associated with the designation of a Rustic Road.

WHY DO LOCAL COMMUNITIES PARTICIPATE IN THE RUSTIC ROAD PROGRAM?

This section reports the results from a series of questions intended to identify the relative importance of various factors which serve to encourage participation in the Rustic Road program. Table 3.2 presents results from questions which asked local leaders to rate how important each of the listed reason were for participating in the Rustic Road program on a five point scale, from "not an important reason at all" (1), to an "extremely important reason" (5).

The results indicate that the low administrative costs of the program was a very important factor which served to encourage local leaders to become involved with the Rustic Road program. A second important reason for participation, is the protection of the natural and/or cultural characteristics of the area. This includes "saving resources for future generations", "protecting historic landscapes", "maintaining the existing character of the area", and "protecting roadside vegetation". There was a high level of agreement across different types of community leaders, that these preceding items were the fundamental reasons for participating in the Rustic Roads program. Another reason for participating in the program, that received considerable support, was the fact that people became involved to feel better about their community. Participation in the program allows the local community leaders to feel like they are doing their part to protect the natural and cultural values of their roads.

TABLE 3.2 REASONS FOR LOCAL COMMUNITY PARTICIPATION IN RUSTIC ROAD PROGRAM

RANK ORDER	MEAN SCORE	REASON FOR PARTICIPATING
1	4.20	It is a inexpensive program to administer
2	4.03	Local residents supported the designation
3	3.86	It saves resources for future generations
4	3.83	To protect historic landscapes
5	3.79	To maintain existing character of the area
6	3.69	To protect roadside vegetation
7	2.82	Civic pride
8	2.79	To have better control over development
9	2.01	To promote tourism development
10	1.93	To lower the speed limit
11	1.90	To bring more people into area
12	1.65	To improve property values
13	1.55	To create local jobs
14	1.41	To reduce road maintenance expenses

Somewhat surprising was the low level of importance of benefits of tourism/attraction of visitors. The Rustic Roads coordinator for the Wisconsin Department of Transportation observed that five years ago he doubted if this "tourism" would have even made the list. He said it seems to be a much more common motivating reason these days. From these results it appears that a majority of the local leaders interviewed, participated in the program out of more aesthetic and intrinsic reason as opposed to economic ones.

HOW HAVE LOCAL COMMUNITIES BENEFITED FROM THE RUSTIC ROAD PROGRAM?

This section will report the results from the community leader survey which contained two open-ended questions intended to identify the range of benefits associated with the Rustic Roads program. The first identifies the most important benefits associated with the program the second identifies the ways various ways local communities have benefited form the program.

Most Important Benefits Realized

The first question asked, "Based on your experience, what is the most important benefit realized through the designation of a Rustic Road?". Figure 3.3 present the results from this question.

Limit road improvements. The results of the first open-ended question indicates that keeping the road as it is, was the most important aspect of the program to the respondents. This conforms well with the many on-site interviews with people living adjacent to the Rustic Roads. Many of these residents sought or supported the designation in order to insure that the road would not be widened, bridges replaced, or other "improvements" that would change the existing volume or of traffic on the roadway.

Community leaders associated with nine of the roads indicated that this was the single most important benefit realized through the program. This benefit could be considered a "no growth" type of benefit in that the local road is not changed or otherwise altered to accommodate increased usage. Many of the roads are located in close proximity to urban areas and many of the residents have moved to the country to get away from the rapidly expanding transportation systems.

TABLE 3.3 MOST IMPORTANT BENEFIT REALIZED THROUGH THE DESIGNATION OF A RUSTIC ROAD

Rank	Freq	Percent	MOST IMPORTANT BENEFITS OF ROAD PROGRAM
1	9	31.0%	Limit road improvements, keeping rural roads/areas as they are (protection)
2	5	17.2%	Tourism related benefits (economic)
2	5	17.2%	Increased public awareness of the value of rural low volume roads (education)
4	4	13.8%	Preserve the natural or historic character of the area (protection)
5	3	10.3%	Lowered speed limit to make road safer for local residents and businesses (safety)
6	1	3.4%	Area residents became more involved in local government and community issues (education)
6	1	3.4%	Reduced road-away mowing expenses and road improvement costs (economic)

Tourism related benefits. A second important benefit realized through the program was related to the tourist industry. Which according to the section which identified the reasons for entering into the program, this was not an expected benefit. Community leaders associated with five of the Rustic Roads indicated the designation increased the volume of tourists (visitors from outside of the local community) to the areas surrounding the Rustic Roads. Unfortunately, they were unable to provide any specific information, other than reports to them from some of the local taverns and grocery/liquor store owners who "felt" that the road designation helped their

businesses. During the on-site interviews, however, the researchers visited many of the businesses in close proximity to Rustic Roads and a vast majority were unaware of the program.

A couple of taverns located on Rustic Roads changed their names to "Rustic Road Inn" and "Rustic Road Tavern". These tavern owners did not report any change in business as a result of either the name change or the designation of the road. A campground/ resort owner contacted during the on-site interviews indicated that the designation did not change the volume of business, but believed that it would in the long run, through the many preservation benefits associated with voluntary control of commercial growth of the area.

Increased public awareness. Another important benefit which was identified through the community leader survey was that the Rustic Road Program served to inform and educate people as to the importance of preserving rural landscapes and on the cultural and social values associated with these landscapes. A number of local leaders suggested that having a Rustic Road in their area has made people in their communities more aware of the value of protecting rural landscapes whether or not they live on the Rustic Road itself.

Preservation of natural or historic character of the area. Four of community leaders contacted believed that the most important benefit was the protection or preservation of the natural or historic character of area. As noted earlier the legislation creating the Rustic Road Program did not include any "zoning requirements" or any means to enforce "more stringent land use controls", however four of the community leaders felt that the Rustic Road program did serve to protect and preserve the area -through indirect means e.g. increasing community awareness/ appreciation of the values.

When the leaders were asked the degree to which they agreed or disagreed with the following statement "More fuss is being made about the need to protect rural landscapes that is justified", over 72 percent disagreed or strongly disagreed.

Lowered speed limit. Three of the community leaders interviewed considered the most important benefit realized through the designation of a Rustic Road was the reduced speed limit. The community leaders suggested that certain local residents were unsuccessful at other attempts to

lower the speed limit on the road (tried to lower speed limit for safety related reasons). A majority of the respondents indicated that the characteristics of the road required a lower speed limit long before the designation of the road as a Rustic Road and was therefore not an additional benefit.

Encouraged more involvement in local government. One local community leader stressed that the most important benefit of the program was that it encouraged local citizens to become involved with town and county government. The grassroots requirements got people initially involved and they continued to express an interest in the workings of the government. Over 86 percent of the community leaders agreed or strongly agreed with the statement, "The most important aspect of the Rustic Roads Program is its grassroots requirements".

Reduced road right-away mowing and road improvement expenses. The final benefit that was expressed by a local community leader was the "savings" that resulted from reduced mowing expenses. This respondent also indicated that the community saved considerable amount of operating expenses by eliminating the need to widened straighten or otherwise alter the road.

Ways Local Communities have Benefited

Unlike the first question which asked local community leaders what they thought was the most important benefit realized by the Rustic Road program, the second question asked the respondent, "Has your community benefited from the Rustic Road Program?". Seventy-nine percent of the community leaders survey indicated that their community has benefited from the Rustic Road Program. In other words 23 out of the 29 community leaders associated with Rustic Roads believed that their community benefited from the program. Six community leaders did not believe that the local community benefited from the Rustic Road Program. Those who responded yes to this question were asked to explain the reason for their response.

Table 3.4 presents the results from this open-ended question. The responses of the community leaders to this question, as expected, were quite similar to those addressed earlier. They identified the benefits of increased visitation, saving money on mowing and improvement

expenses, protection of natural and cultural resources and increased awareness of rural lands and landscapes. This question did however, identify two benefits that were not mentioned in other the earlier question.

TABLE 3.4 HOW HAS YOUR COMMUNITY BENEFITED FROM THE RUSTIC ROAD PROGRAM

Rank	Freq	Percent	WAYS COMMUNITTIES HAVE BENEFITED FROM THE RUSTIC ROAD PROGRAM
1	6	20.7%	Allowed local residents to feel better about themselves
1	6	20.7%	Saved money from mowing and road improvement
1	6	20.7%	Increased awarness of rural lands and landscapes
4	3	10.3%	Increased the number of tourists
5	1	3.4%	Provided a souce of publicity for rural areas
6	1	3.4%	Protected historical or natural character of area

Six local leaders indicated that participation in the program allowed members of the community to feel better about themselves. One respondent explained that "many community members feel rather helpless with regards to helping resolve such pressing issues as 'global warming' and 'deforestation' and it seems as though participation in the Rustic Road program allows local residents to feel like they did their part to protect the countries and worlds resources".

A second benefit not mentioned in other areas was the value of Rustic Road Program as a source of publicity for rural areas. The State of Wisconsin Department of Transportation publishes a

booklet yearly which includes maps and descriptions of all the roads in the program. A number of articles have also appeared in local, regional and national publications which provided a source of free publicity for the local communities and the program.

Summary of Local Community Benefits

As noted earlier in examining a program as diverse as Wisconsin's Rustic Road program it is very difficult to provide specific documentation of the "benefits" of the program. When asked to the degree to which they agree or disagree with the following statement "Our community has benefited from the Rustic Road Program" nearly 80 percent agreed or strongly agreed with this statement. In addition, 79 percent disagreed or strongly disagreed with the statement "Rustic Roads are more trouble than they are worth". These results and others presented in this section suggest that a vast of the majority of the communities have benefited from the program, although not necessarily in the traditional "economic sense". Again the program was not intended as a means to encourage development, quite the opposite it was intended to protect a rapidly disappearing feature of the rural America the unimproved road.

REASONS WHY LOCAL COMMUNITY LEADERS MAY HAVE BEEN HESITANT TO PARTICIPATE IN THE RUSTIC ROAD PROGRAM

This section reports the results from a series of questions intended to identify the relative importance of various factors which may serve to inhibit participation in the Rustic Road Program. The questions asked local leaders to rate the importance of various reasons for being hesitant to participate in the Rustic Road program on a five point scale, from "not an important reason at all" (1), to an "extremely important reason" (5). Table 4.0 presents the results from these questions.

The most important consideration that served to inhibit participation in the Rustic Road program were safety related concerns. These seem to have taken a number of basic forms. First, some of the community leaders were concerned about the effect of reduced mowing on safe use of the Rustic Roads. Second, that Rustic Road designation would increase the volume of traffic on the

road, thereby increasing the opportunity for traffic accidents. Finally, many community leaders indicated that they feared that the Rustic Road designation would restrict road improvements (e.g. widening, straightening), which would thereby increase the likelihood for traffic accidents.

TABLE 4.0 REASONS FOR LOCAL COMMUNITY LEADERS TO HESITATE TO PARTICIPATE IN THE RUSTIC ROAD PROGRAM

RANK ORDER	MEAN SCORE	REASON FOR <u>NOT</u> PARTICIPATING
1	1.92	Safety related concerns
2	1.76	Increase safety problems with farm vehicle
2	1.76	May want to improve road in the future
4	1.42	It may bring outsiders into community
5	1.41	No money associated with program
6	1.35	It may limit economic development

A second consideration is that the Rustic Road designation would prevent the local jurisdictions from making improvements to the road at a later date. Other considerations identified were concerns over increased traffic volumes, the fear the program would bring more outsiders into the community, concerns that the program would limit economic development and the fact that the program did not include any extra funding for participating communities.

When reviewing the results from this section it is important to note that these concerns had low overall importance (low mean scores) as compared to the mean scores of the "reasons for participating" questions. These findings are not unexpected in that all of the community leaders interviewed decided to participate in the program. The results could vary considerably if non-participant were included in the sample design.

Reasons for Not Wanting to Participate in Rustic Road Program

This section also included a open ended questions which asked community leaders what their

most important reason for not wanting to participate in the program were. The open ended question identified a number of other concerns, these are presented in Table 4.1.

TABLE 4.1 MOST IMPORTANT REASON FOR NOT WANTING TO PARTICIPATE IN THE PROGRAM

Rank	Freq	Percent	MOST IMPORTANT REASON
1	13	44.8%	No reason not to participate
2	10	34.5%	The designation could be used to prevent development
3	1	3.4%	Safety related (effects of reduced mowing)
3	1	3.4%	Fear that the level of maintenance may change
3	1	3.4%	Rustic Road designation may increase taxes
3	1	3.4%	More signs to vandalize
3	1	3.4%	People may trespass or get lost
3	1	3.4%	May increase traffic on back country roads

Thirteen of the local leaders did not indicate that there were any concerns that made them hesitant to participate in the program. As in the first question a number of local community leaders expressed concerns that the designation could be used to prevent development and that it may increase the potential for traffic accidents.

The open-ended question allowed for the identification of a number of new concerns. First, one community leader indicated that local residents were concerned that the Rustic Road Program may lead to an increase in problems associated with trespassing and would cause "city" people to get lost on the rural roads. A second said that adjacent land owners were afraid that the designation would increase property taxes. A third was concerned that the program would "just create another set of signs to be vandalized".

WHAT PROBLEMS HAVE LOCAL COMMUNITIES EXPERIENCED WITH THE RUSTIC ROAD PROGRAM ?

This section will report the results from four open ended questions included in the community leader survey which were intended to identify some of the concerns and problems associated with participation in the Rustic Road Program. Three central areas will be addressed (1) problems communities have experienced which were/are associated with the Rustic Road Program, (2) safety related problems associated with the Rustic Roads, and (3) descriptions of the complaints which received by local community leaders regarding Rustic Roads.

Problems experienced with Rustic Road Program

The question asked "Has your community (area) experienced any problems with the Rustic Road Program ?" Eleven of the community leaders responded that they have not experienced any problems with the program. A follow up question asked the community leaders to describe the problems they have experienced. Table 4.2 presents a rank order listing of the frequencies and percentages of each general category the community leader responses.

Conflict over mowing issues. Eight of the persons contacted in the community leader survey indicated that they experienced conflicts with local residents over mowing issues. As noted in earlier portions of this report a fundamental component of the Rustic Road program is to preserve and protect the rustic nature of low volume roads. Many of the local residents (especially in areas close areas with higher population) are protective of the roadside vegetation and wildlife, and are very vocal in their opposition to roadside mowing and spraying. Likewise there is a portion of local population who support road side mowing and spraying for aesthetic, safety and noxious weed control. It is evident from the interviews that local government officials are often somewhere in the middle between the two opposing perspectives.

Improvement issues. Three of the community leaders were concerned over the issue of road improvement. Each indicated that the Rustic Road was the only road in their jurisdiction that was not paved. They indicated that they would like to pave or otherwise improve the Rustic Road, but hesitated out of the fear of local opposition. It seems that having all roads within ones jurisdiction paved is a source of pride and allows for standardized maintenance and plowing programs.

TABLE 4.2 PROBLEMS WITH RUSTIC ROAD PROGRAM EXPERIENCED BY LOCAL COMMUNITY LEADERS

Rank	Freq	Percent	PROBLEMS WITH PROGRAM
1	12	41.4%	No description of problems
2	8	27.6%	Conflicts with local residents over mowing
3	3	10.3%	Only county road that isn't paved
4	2	6.9%	Limited economic development
4	2	6.9%	Lowered speed limit
6	1	3.4%	Lack of tree trimming (school busses)
6	1	3.4%	Lack of clarity in maintenance requirements

Limited economic development. Two community leaders indicated that they felt the Rustic Road Designation served to limit economic development. One of the leaders suggested that the Rustic Road program creates an environment that is not conducive to economic development. One of the leaders explained "that even though the program does not specifically prohibit any sort of development, local residents and interest groups treats the area as worthy of special consideration and protection".

Lowered speed limit. Two community leaders mentioned problems with the lower speed limits. One problem related to the additional cost of maintaining the required 45 mph speed limit signs. The second problem centered around the fact that they considered the lower speed limit unnecessary on the specific road in question.

Lack of tree trimming. One of the community leaders expressed a problem with the reduction in tree trimming within the Rustic Road right-of-way. Apparently the trees posed problems for school buses driving down the road, making it difficult for the buses to reach their destinations. But local support for tree protection made it difficult for the school district to take corrective action. The local highway supervisor also indicated that the tree limbs would inhibit snow plowing efforts during the winter months. The supervisor suggested that roadside residents may change their tune when the snow plows can't make it down the road due to the over growth of trees.

Unclear maintenance requirements. The final problem associated with the Rustic Road Program identified by one of the community leaders was the lack of well defined maintenance requirements. The community leader indicated that the program should specify legislatively how the roads should be mowed, tree trimmed, bridges repaired etc., thereby removing any points of contention between local residents and those person responsible for mowing and upkeep of local roads.

Safety related Problems

A second open-ended question asked the community leaders "Has there been any safety related problems with this Rustic Road ?". Nearly ninety percent of the sample of community leaders (26 out of 29) indicated that there was not any safety related problems. A follow up questions asked those who indicated that there were safety related problems to describe those instances. Figure 4.3 presents a listing of the safety related problems which have occurred on Rustic Roads.

Dangerous curves. One of the community leaders expressed a concern over a number of dangerous curves on the road. The leader indicated that he didn't not have any knowledge of any accidents on the road, but felt it was only a matter of time until an accident did occur.

Overgrown grass and brush. One community leader indicated that over grown grass and brush posed a serious threat to safe use of the Rustic Road. The community leader indicated that no accidents have occurred as a result of this problem, but that it did pose a threat to vehicular safety.

TABLE 4.3 SAFETY RELATED PROBLEMS WITH RUSTIC ROADS

Rank	Freq	Percent	SAFETY PROBLEMS
1	26	89.7%	No report of safety related problems
2	1	3.4%	Dangerous curves (no accidents)
2	1	3.4%	Mowing difficulties (no accidents)
2	1	3.4%	Getting lost on Rustic Roads (elderly couple spent night lost on road)

Getting lost on back roads. One community leader indicated that a serious safety related problem occurred when an elderly couple driving a Rustic Road became lost on a network of fire break roads and were forced to spend the night in the car on the road. The couple became lost due to the complex nature of the route and this problem was compounded by the fact that a number of the Rustic Road signs were missing. The couple survived with only minor case of fatigue. But it scared the local community leaders enough to withdraw the road from the Rustic Road Program.

Summary of safety related issues. An additional question related to highway safety was asked of each of the twenty-nine community leaders. This question asked community leaders the degree to which they agree or disagree with the statement "The Rustic Road designation has caused some accidents". The results of indicate that 93.7% of the sample disagree or strongly disagree with that statement (6.9% and 82.8% respectively). The research team also contacted five county or municipal police departments and asked if any accident had occurred on Rustic Roads within their jurisdictions, all responded that none have occurred.

According to all information available it seems that the Rustic Road program has not changed the number of accidents associated with travelling on rural roads. This finding may be partially attributed to the lower speed limits and rugged terrain associated with roads within the program. However, the most important factor is the low volume of traffic on the Rustic Roads.

Complaints to Local Community Leaders

The final open-ended question asked the community leaders, "Has there been any complaints related to the Rustic Road ?". Sixty-nine percent of the community leaders surveyed indicated that they did not receive any complaints about the Rustic Road Program. A followup question asked them to describe those complaints. Figure 4.4 provides a rank order listing of those complaints. The most common complaint was that there was too much mowing. Other complaints which have been discussed earlier included "not enough mowing", "speed limit was too low" and the "cost of signs".

TABLE 4.4 CITIZEN COMPLAINTS ABOUT RUSTIC ROAD PROGRAM

Rank	Freq	Percent	COMPLAINTS
1	20	69.0%	No report of citizen complaints
2	5	17.2%	Too much mowing
3	1	3.4%	Not enough mowing
3	1	3.4%	Cost of signs (extra speed limit signs)
3	1	3.4%	Speed limit too low
3	1	3.4%	Too many missing signs
3	1	3.4%	Residents were not notified about the road becoming part of the Rustic Road Program

A second complaint not covered elsewhere was that a person who lives adjacent to the Rustic Road was upset that he was not notified about the program prior to the road's designation. Little specific information was available, but the community leader thought that person was a seasonal

resident along the road and was unable to be reached during the application process.

A couple of complaints that have not been discussed elsewhere are related to the problem of missing signs. The research team experienced this problem first hand in completing the on site inventory. It is very frustrating to be looking for a Rustic Road and to miss it completely because the road was not marked.

Summary of Problems Encountered with Designation of a Rustic Road

The results of the community leader survey suggest that there are not any major problems associated with the Rustic Road Program. Persons who are knowledgeable about the program are typically very satisfied with the program. Eighty-six percent of the community leaders either agreed or strongly agreed with the statement "I am very satisfied with the Rustic Road Program as it is currently administered. Furthermore, nearly 90 percent agreed or strongly agreed with the statement "The rustic Road Program should stay as it is." The problems with the program were shown to be minor when compared to the wide range of benefits associated with participation in the program.

SECTION FIVE

PROTECTION AND MANAGEMENT OF RUSTIC ROADS

This section describes the Rustic Road programs in terms of the resource protection devices which are available and have been utilized in preserving the natural, historic and or agricultural integrity of the area. It will also describe current road management practices. This section will conclude with a description of local initiatives intended to further develop and enhancement the Rustic Road program.

RESOURCE PROTECTION DEVICES

The legislation which created the Rustic Road program did not include any mandatory restriction on either road maintenance or land use on adjoining property. The Wisconsin Administrative Code, Trans-RR 1.15 (see Appendix B), encourages the local authorities to preserve the natural and characteristics of land adjacent to Rustic Roads through the use of various land use controls (e.g. local zoning powers, building set back regulations, access control, sign control and others). Municipalities are also encouraged to adopt local ordinances that restrict off-premise advertizing signs, as well as the control of existing signs once a road has been designated a Rustic Road (see Appendix B - Trans-RR 1.17, Wis. Adm. Code).

Thus far local governments have not adopted any local ordinances or comprehensive zoning intended to protect the character or values of the Rustic Roads. However, it does seem as though the extent to which local governments are implementing preservationist policies is increasing with time. In other words, even though comprehensive zoning has not been instituted, local elected officials seem to consider the Rustic Road designation when granting construction permits. For example, a situation recently occurred where a sand and gravel company unsuccessfully applied to the county board for a construction permit. The fact that the construction permit was denied could, at least in part, be attributed to the fact that the proposed project was adjacent to a Rustic Road. A carry over effect has also taken place in that some persons seem to assume the Rustic Road designation carries restrictions, even when no specific restrictions have been established by the local governing bodies.

Management Changes Associated with Rustic Road Designation

One of the most important changes that seems to have taken regarding the protection or enhancement of Rustic Roads is that roads within the program are typically not upgraded or otherwise improved. The community leader survey also addressed this issue. Table 5.1 presents the results from the question which asked "Has the Rustic Road designation led to any changes in the way the road is managed?". The results indicate that nearly 40 percent of the community leaders said that the Rustic Road designation has not changed the way the road is managed. The leaders suggested that the designation was merely a technique of recognizes the unique character of the road and did not require any changes in management.

TABLE 5.1 CHANGES IN THE WAY THE RUSTIC ROAD IS MANAGED

Rank	Freq	Percent	CHANGES
1	11	37.9%	No report of changes in road management
1	11	37.9%	Reduced mowing along Rustic Roads
3	6	20.7%	Did not have to make improvements to road
4	1	3.4%	Required sign replacement activities

Forty percent of the community leaders surveyed indicated that the Rustic Road designation has led to a reduction in the amount of mowing of the roadside right-of-way. Reduction in the amount of mowing and tree trimming though a minor change, is the first step in protecting the "rustic" and "natural" character of the roads. Approximately 21 percent of the leaders interviewed said that the designation required an alteration in the road improvement schedule for the Rustic Road. Protecting the road, from widening and straightening is a fundamental component of the program.

RUSTIC ROAD DEVELOPMENT AND ENHANCEMENT PROGRAMS

Various communities approach the enhancement and development of the Rustic Road differently. Table 5.2 presents the results from the component of the community leader survey intended to measure the current status of the Rustic Road program throughout the various communities.

TABLE 5.2 ENHANCEMENT AND DEVELOPMENT PROGRAMS

Plans for Rustic Roads	Current	Future	No Plans	Unknown
Designate a new Rustic Road	3.4%	24.1%	58.6%	13.8%
Expand an existing Rustic Road	0.0%	13.8%	58.6%	13.8%
Develop a system (network) of Rustic Roads	0.0%	10.3%	72.4%	17.2%
Inventory all roads eligible for program	20.7%	3.4%	51.5%	24.1%
Eliminate an existing Rustic Road	3.4%	3.4%	75.9%	17.2%
Develop support services	17.2%	3.4%	62.1%	17.2%
Develop a brochure to promote road	34.5%	6.9%	41.4%	17.2%

Plans for new roads. Of the community leaders surveyed one indicated that they were currently involved in designating a new Rustic Road and seven said that their community had plans to designate a new road in the future. Seventeen said that they had no plans and a four said that they didn't know.

Expand an existing road. Only four of the community leaders indicated that they were aware of plans to expand a current Rustic Road. A community leader suggested that the existing road was as long as was feasible, (e.g. it could not be expanded due to practical or political constraints).

Develop a system of roads. Three of the leaders surveyed indicated that their community had future plans to develop some sort of network of Rustic Roads. Earl Skagen the founder of the Rustic Road program had initially intended the program to be an interconnected system of Rustic Roads, this finding suggest that his dream is still alive in at least three communities.

Inventory of eligible roads. Six of the leaders indicated that their community had completed or were in the process of completing an inventory of their area for all Rustic Roads.

Eliminate an existing road. One community removed a road from the Rustic Road program. The road as a result of continued sign vandalism and safety related problems associated with people getting lost on the road. One community is considering removing a portion of a Rustic Road at some time in the future. The community leader suggested that this action may be necessary as a result of the dramatic changes that have occurred on the properties adjacent to a portion of the road since its designation in the mid-1970s.

Develop support services for a road. Five communities indicated that they have or are in the process of developing amenity support for the road (e.g. bed and breakfasts, taverns tourist shops). One communities said that had plans to encourage support development in the future.

Develop brochure to help attract visitors. Ten of the leaders surveyed indicated that their community has developed or were in the process of developing some sort of brochure or promotional materials associated with the Rustic Roads program. Two communities said they planned to develop promotional materials in the future.

Summary of Protection and Enhancement Devices

The information presented in this section suggests that even though the program is without any formal easement or protection devices the program has successfully protected the "rustic" character of the roads within the program. The results of the community leader survey suggest that the Rustic Road designation has led to changes in the way those roads are managed. The survey results also indicate that many of the local communities have plans to develop and further promote the Rustic Road program.

SECTION SIX

RUSTIC ROADS' INVENTORY

INTRODUCTION

The Rustic Roads program is based on local initiative and thus the reasons leading to the application for designation can vary from the protection of native vegetation to the preservation of historic farms, or both. The variety of reasons leading to the application process and to final designation make the program characteristics quite diverse. Therefore, in order to arrive at a good definition of what the Rustic Roads program is, an inventory of the roads' attributes, both positive and negative, needed to be conducted.

METHODOLOGY

A "windshield" survey, or on-site investigation, was used for identifying characteristics of the Rustic Roads. These characteristics included positive and negative features as well as the dominant land use of the roads. The windshield survey consisted of an inventory check-list of possible attributes which, upon driving along each road, were checked off if identified. (See Appendix F for an example of the inventory form). The data were compiled and are presented in a worksheet format in Appendix G. Additionally, home and business owners adjacent to the Rustic Roads were asked their opinion of the program, and what benefits, costs and problems they associated with the program.

RESULTS

Positive Attributes

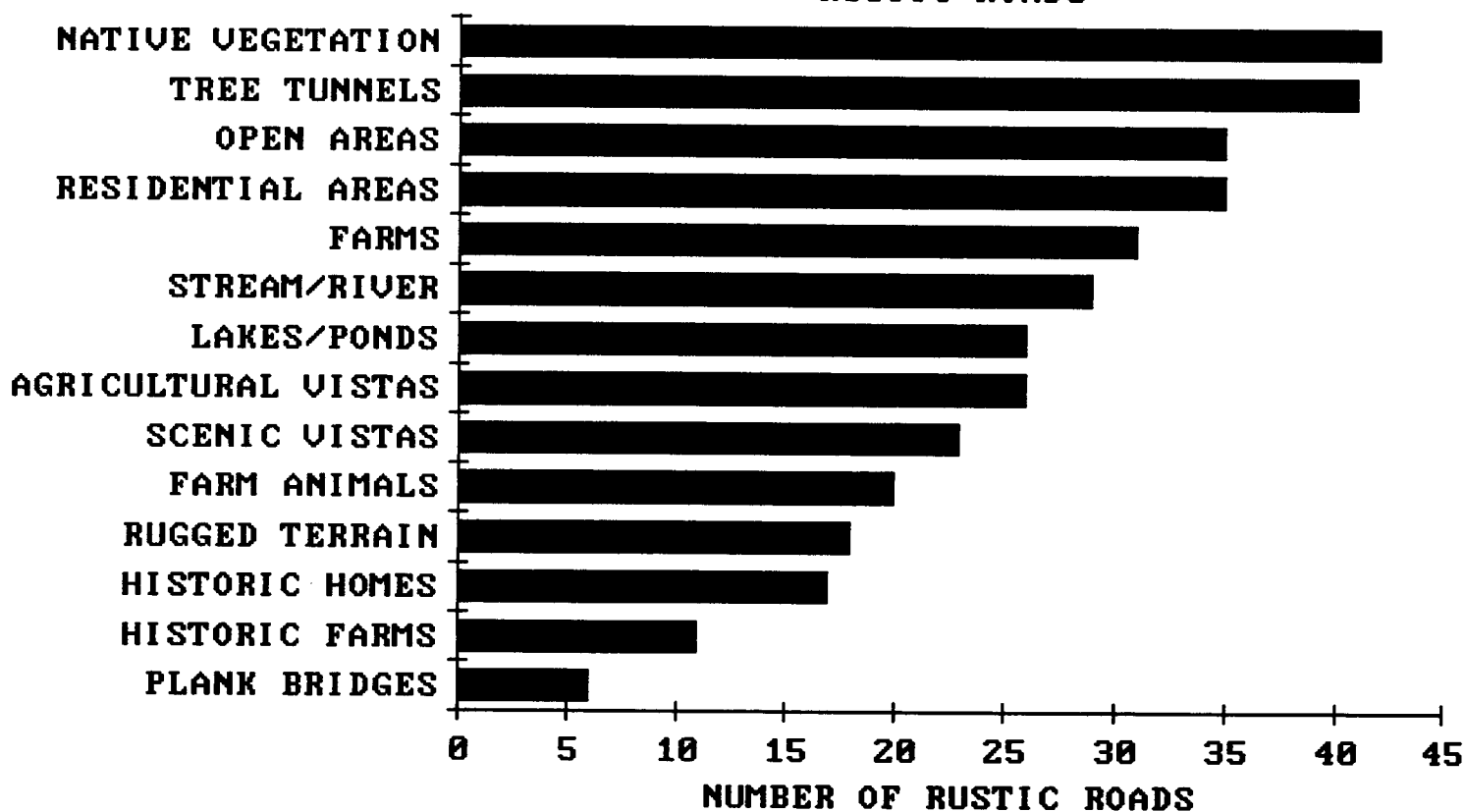
The positive attributes are divided into two categories, "visual" and "active". The visual category

included all the landscaping and scenery items which enhance the road: native vegetation, native wildlife, historic homes, historic farms, residential areas, rugged terrain, open areas, tree tunnels, plank bridges, covered bridges, monuments, agricultural vistas, scenic vistas, farm animals, farms, streams/rivers/ and lakes/ponds. (If some of these items do not appear in the following graph, they were not identified at any of the sites).

Figure 6.1 depicts the visual positive attributes of the program. The most common of these were native vegetation, native wildlife, tree tunnels, residential areas and open areas. Forty-two out of the fifty-seven Rustic Roads had native vegetation and thirty-six had native wildlife present; forty-one had tree tunnels and thirty-five had residential and open areas which were visually attractive. There were thirty-one roads with attractive farms and another eleven with historic farms. Water features, in the form of lakes, ponds, rivers, streams and wetlands, were also a dominant positive attribute. (Note that the number here is in reference to the number of roads not the number of each characteristic along the road. There may be more than one of each of these items found along the roads.)

FIGURE 6.1

VISUAL POSITIVE ATTRIBUTES ADJACENT TO RUSTIC ROADS

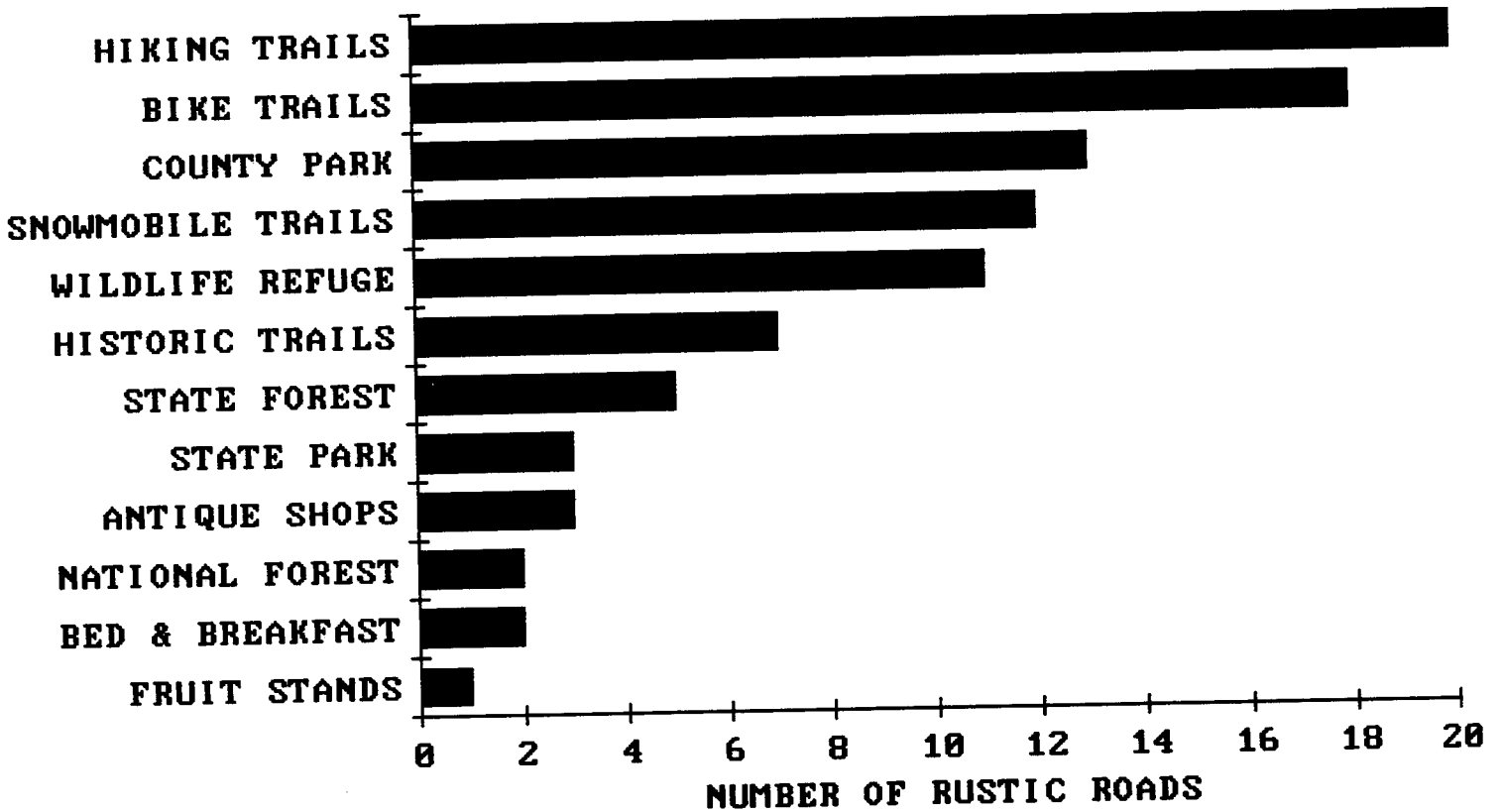


The active positive features of the Rustic Roads included items which create an opportunity for recreation or participation of some sort: historic trails, hiking trails, bike trails, snowmobile trails, county parks, state parks, state forests, national forests, wildlife refuges, museums, antique shops, fruit stands, and bed & breakfast businesses.

Figure 6.2 presents the active positive features. Trails, in addition to the fact that the Rustic Roads are trails in themselves, are the most prominent characteristic in this category. Twenty of the Rustic Roads had hiking trails, eighteen had bike trails, twelve had snowmobile trails and six roads had historic trails. County parks and wildlife refuges were also quite commonly found along the Rustic Roads.

FIGURE 6.2

ACTIVE POSITIVE ATTRIBUTES ADJACENT TO RUSTIC ROADS



The "visual" attributes were more commonly found along the Rustic Roads than the "active" attributes.

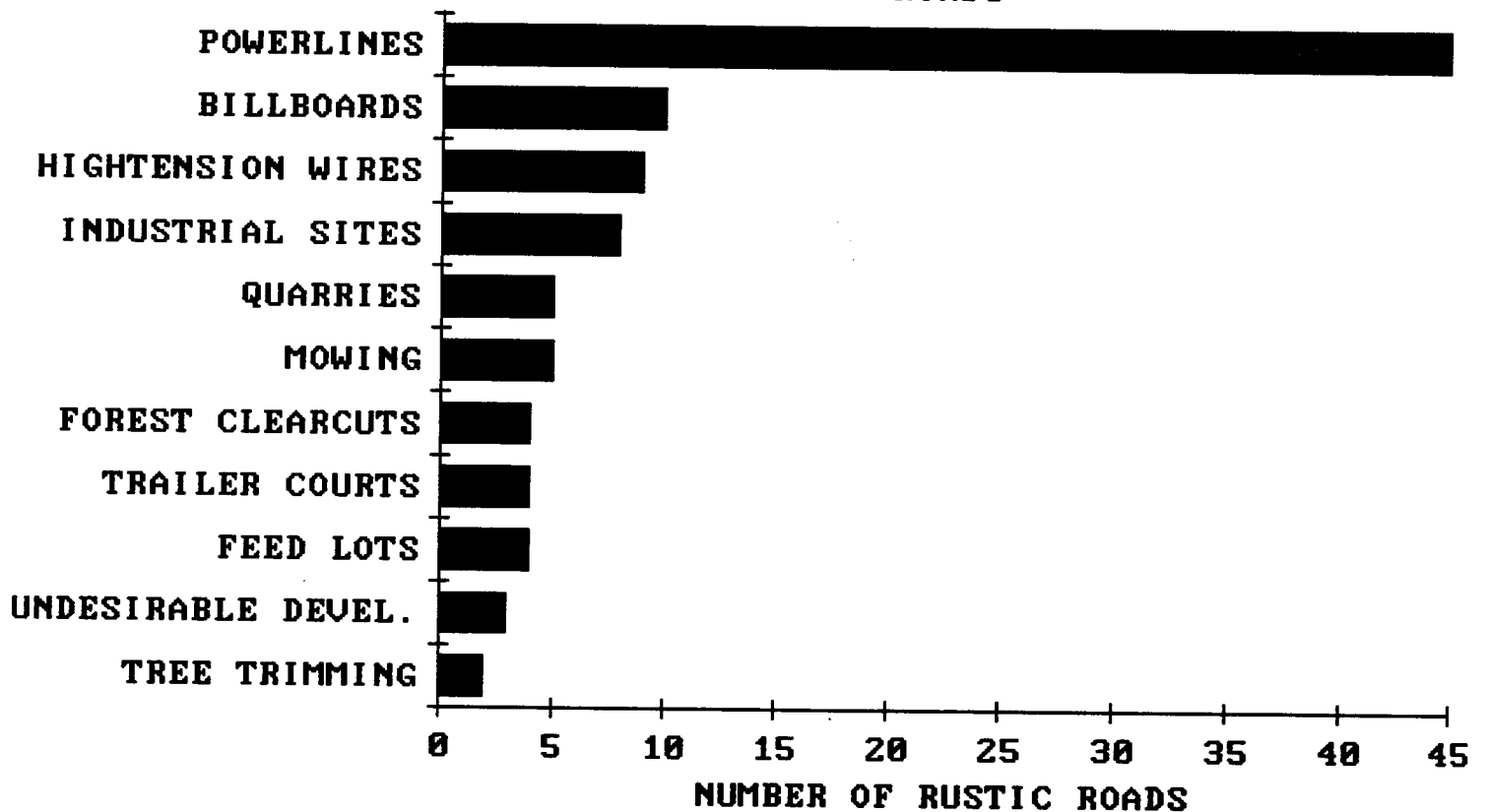
Negative Attributes

It was also necessary to look at the negative features of the Rustic Roads which might detract from enjoyable and safe use of the roadway. The items identified during the on-site investigation included: powerlines, hightension wires, billboards, undesirable tourist developments, industrial sites, feed lots, trailer courts, mowing, tree trimming, forest clearcuts and quarries.

Figure 6.3 shows the negative attributes associated with some of the Rustic Roads. Powerlines were considered a distraction on forty-five of the fifty-seven roads. Some of these crossed back and forth across the road rather than simply running along the sides of the road. Hightension powerlines were found on nine of the roads. On ten of the roads, billboards were present but did not appear to be a major distraction. Eight of the roads had some type of industrial site, these included small quarries, small lumber mills and machine shops.

FIGURE 6.3

NEGATIVE ATTRIBUTES ADJACENT TO RUSTIC ROADS



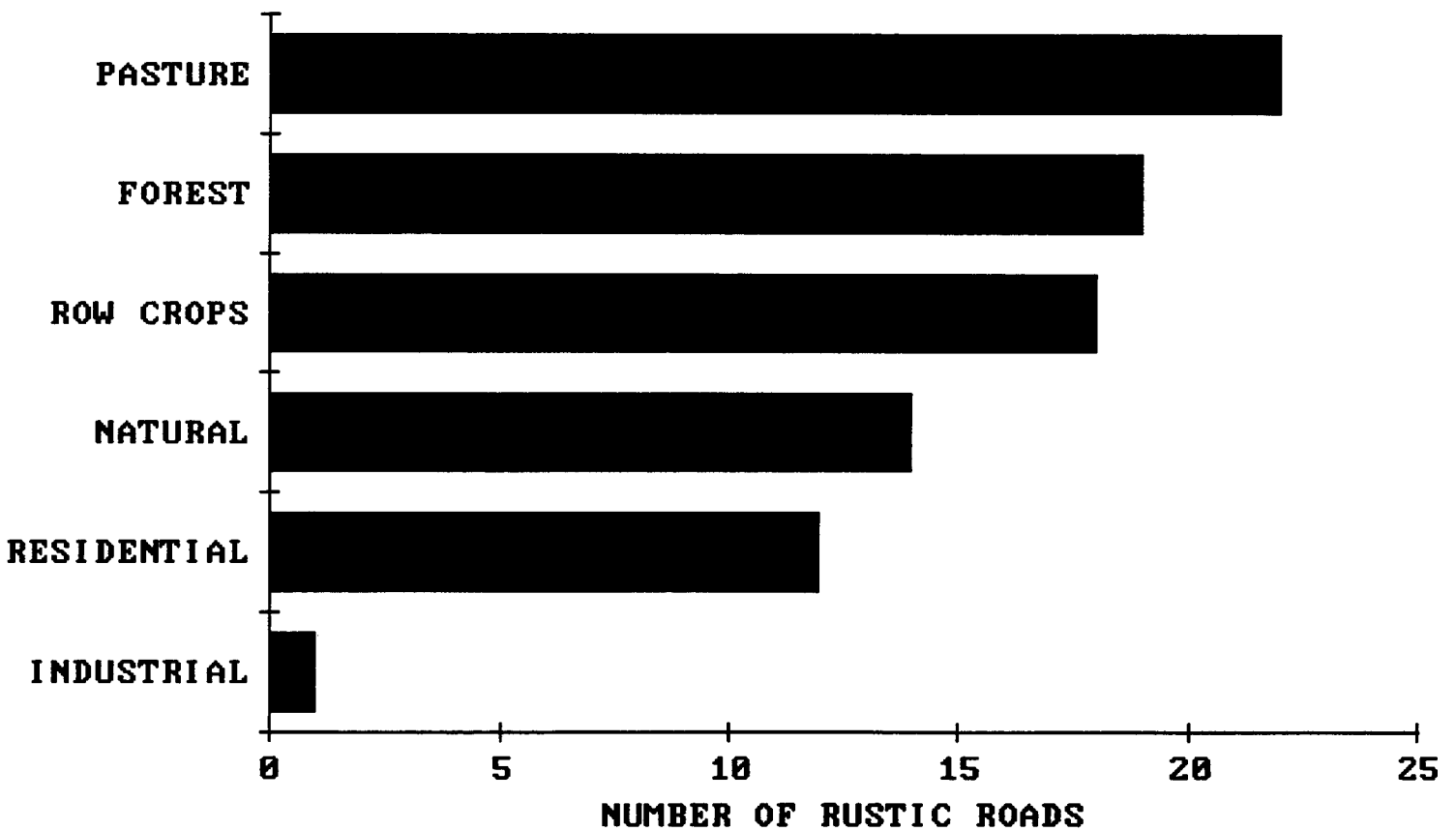
Dominant Land Uses

The land uses adjacent to the Rustic Roads included: row crops, pasture, natural, forest (planted), residential and industrial. Many of the roads had more than one dominant land use, for example, one road might have equivalent amounts of land dedicated to pasture as well as to residential areas.

Figure 6.4 displays the dominant land uses adjacent to the Rustic Roads. Pasture, prevalent on twenty-two of the roads, was the most common land use in the Rustic Roads program as a whole. Forest, meaning planted trees, and row crops were also a common land use. Fourteen of the roads had natural landscaping as their dominant land use. Twelve roads had substantial amounts of residential development along them and only one road had enough industrial sites along it for it to be considered the dominant land use.

FIGURE 6.4

DOMINANT LAND USE ADJACENT TO RUSTIC ROADS



EXAMPLES

Because each Rustic Road is a result of local initiative, there is no master state-wide plan connected with the program. The originators of the Rustic Roads concept had envisioned a unified system of roads, but the only remnant of this idea is an effort by Steven Coons to encourage local officials in counties devoid of a Rustic Road to consider submitting an application.

In spite of this relatively haphazard designation process, the variety in the system is Great. The following descriptions of specific Rustic Roads reveals the range of roads in the Rustic Roads Program.

Rustic Road #1 (R1)

The first Rustic Road was designated in 1975, nearly two years after passage of the enabling legislation. In northcentral Wisconsin, R1 is an accurate representation of the program as a whole. The 5-mile segment of road has both stretches of residential development and native vegetation. There are several sections with attractive hardwood tree tunnels. The road runs adjacent to six lakes, with public access to all but one. An historic marker at the eastern terminus commemorates the designation of the first Rustic Road.

Rustic Road #32 (R32)

In northeastern Wisconsin, R32 is, at 26.6 miles, the longest road in the system. Running parallel to the beautiful Peshtigo River and its two major flowages, it is part of the state's northcountry tourism area. The paved road has resorts, lakeside taverns (including one named the Rustic Road Inn), giftshops, raft companies, county parks, and public boat accesses along its entire route.

An example of the
Rustic Road Sign.



A tree tunnel, a common
feature of Rustic Roads.

A plank bridge, a not so common feature of Rustic Roads.



A "rustic" barn, on a Rustic Road.

Rustic Road #51 (R51)

In Pierce County near the Wisconsin-Minnesota border, R51 represents the most primitive of the Rustic Roads. The entire 4.3 miles is unpaved, and the western two miles narrows to a single lane that, at three points, has a trout stream flowing over the road bed. A few miles south of the Rustic Road is the childhood home of Laura Ingalls Wilder.

Rustic Road #53 (R54)

Although the motives behind the designation of most Rustic Roads are general in nature (e.g. overall preservation, general tourist attraction), a few roads have been designated for a very specific purpose. R53 is a good example of this. The route, which includes a zigzag of four connected road segments, passes through attractive, but unspectacular farm land. When one of two double arch stone bridges was replaced by a modern steel structure, a few local residents pushed for Rustic Road designation as a means to protect the remaining double arch bridge. The zigzag route was created in order to include other points of historic interest, those being the original town hall, an old school house, a century-old farm, and an old stone silo.

Rustic Road #54 (R54)

One of the few roads without a building of any kind is the 12 miles of R54 in the west central part of the state. R54 is a segment of the Wazee Trail, a loop of road promoted as a tourist attraction. All of the Rustic Road is in the Black River State Forest, a wildlife area in Wisconsin's bog country (the land adjacent to the state forest is diked and irrigated cranberry bogs). With large, shallow marshes and lakes, the wildlife area attracts eagles, cranes, waterfowl, and rattlesnakes. Recreation includes birding, hiking, snowmobiling, camping, and off-road motorbiking.

APPENDIX A

CHRONOLOGY OF WISCONSIN'S RUSTIC ROAD PROGRAM

- 1965 Wisconsin Department of Transportation staff was a participant in the a "Scenic Road Study" sponsored by the Bureau of Public Roads. This conference provoked an interest across the county in the scenic values of highways across the United States.
- 1966 - 1969 Earl Skagen forced to give up farming because of "farmer's lung" moves to Burlington Wisconsin and becomes involved with local politics. Mr. Skagen is elected as a Racine County Highway Commissioner. While serving in this capacity he suggests the novel idea that all roads do not have to be "improved" and that there are values associated with preserving the natural and scenic nature of rural roads.
- Spring 1970 Commissioner Skagen while driving to his job decided that the scenic stretches of the road he passed each day should be preserved for "future generations to travel in a peaceful, unhurried setting". Skagen developed a formal proposal which would serve to protect the esthetics of rural, lightly traveled roads. Skagen limited the proposal to two-lane highways that have rustic and scenic virtues that are not already a major arterial road. Essentially, Commissioner Skagen proposed a wild and scenic designation for roads.
- Fall 1970 Earl Skagen presents his proposal to the Wisconsin County Highway Commission and Committee Members Association Convention. At the convention Skagen made a case for a new road classification within the State of Wisconsin Highway System. He suggested the creation of a *Rustic Road* classification in order to preserve some of the most scenic, rustic old roads for those who desire a slow, restful scenic drive. The road's within this new classification would have standards for reconstruction, repair and maintenance that would preserve and enhance the natural and scenic beauties presently existing.
- 1970 The Wisconsin County Highway Commissioners' and Committeemen's Association appoint a special five member committee to study the *Rustic Road* concept.
- 1971 The Rustic Roads study committee hold a number of meetings during 1971. The meeting included representatives from the Wisconsin Division of Highways and Departments of Planning and Maintenance. The study committee recommended that the State Legislature enact a law to create a State Rustic Road System.

- 1972 On January 1st of 1972, Wisconsin Administrative Code - Rules of the Highway Commission, Department of Transportation, Chapter 34 (Section 86.26) became law. The rules set requirements for roadway length, surfacing length, shoulder width, horizontal curves, percent grade, sight distance, (stopping sight distance) and structure widths and loading requirements. The passage of these administrative Rules essentially required that all roads, regardless of classification, be brought up to these new standards.
- 1972 Annual Wisconsin Highway Conference. The agenda included a panel presentation on the Rustic Road System proposal. The participants in the panel included a Consulting Engineer, a Milwaukee Journal reporter, a Conservationist, a State Highway Planning Engineer, two Rustic Road's committee members and Earl Skagen as moderator for the panel. Following the panel presentation, the resolution recommending the State Legislature enact a law creating a state Rustic Road System was introduced and adopted by the attendees at the Annual Highway Conference.
- 1972 Robert Mortenson, Executive Director of the County Boards Association, and the Commissioners and Committeemen's Association was given the responsibility of the developing the Rustic Road concept into legislation.
- 1973 Earl Skagen and other members of the Committee made formal presentations to each of the six District Offices of the Wisconsin Department of Transportation.
- 1973 Mortenson completes a draft of the Rustic Road legislation.
- 1973 The Rustic Roads Bill - Assembly Bill 658 was introduced on March 20, 1973 by 27 State Assemblymen and co-sponsored by 8 State Senators.
- 1973 Public Hearing on the Rustic Roads Legislation before the Assembly Tourism Committee on April 4, 1973. All those testifying before the Assembly tourism Committee were in support of the Bill.
- 1973 Assembly Bill 658 (Rustic Road Bill) received passage from the Wisconsin State Assembly on June 26, 1973. The vote was 84 yes - 12 no.
- 1973 The Senate Transportation Committee reported the bill out for concurrence 4 - 0 in September of 1973.
- 1973 The Wisconsin Senate passed assembly Bill 658 in October 1973.
- 1973 Governor Patrick J. Lucy signed Assembly Bill 658 into law on December 1st 1973.

- 1973 A committee was formed by the Legislature and the County Highway Commissioners to implement and promote Rustic Roads was established upon the passage of the legislation.
- 1974 A program on the proposed system of Rustic Roads was presented at the 1974 Winter Highway Conference held in late January of 1974 in Milwaukee, Wisconsin.
- 1975 Five Rustic Roads were designated in 1975. The first Rustic Road was designated on June 6, 1975 by Taylor County. Four other roads were designated, all at the county level. Total miles designated in 1975 = 24.34 miles.
- 1975 The Rustic Roads Board published the first annual brochure describing the program goal and designation process. "Wisconsin's Rustic Roads A Positive Step Backward".
- 1976 Two Rustic Roads were designated in 1976, both at the county level. Total miles designated in 1976 = 16.8 miles.
- 1977 One Rustic Road designated in 1977 at the county level. Total miles designated in 1977 = 3.01.
- 1977 Door County declined to approve a Rustic Roads petition from the towns of Sturgeon Bay and Clay Banks; Marquette County denied a petition from the town of Marquette to put a portion of the Grand River Road on the Rustic Roads System.
- 1978 The Rustic Road's Board requested an Administrative Rule change be made to the initial legislation which would eliminate the need for municipalities to transfer jurisdiction of Rustic Roads to the county.
- 1978 Two Rustic Roads were designated in 1978 (one by at the county level and one at the municipal). Total miles designated in 1978 = 9.17.
- 1979 No Rustic Roads were designated.
- 1980 Eight Rustic Roads were designated. Seven at the municipal level and one at the county Level. Total miles designated in 1980 = 33.71.
- 1981 Four Rustic Roads were designated in 1981 all at the municipal level. Total miles designated in 1981 = 16.8.

- 1982 Three Rustic Roads were designated, all at the municipal level. Total miles designated = 8.89.
- 1983 Five Rustic Roads were designated, four at the municipal level and one a joint county municipal program. Total miles designated in 1983 = 14.4.
- 1984 Two Rustic Roads were designated, both at the municipal level. Total miles designated in 1984 = 37.18.
- 1985 Rustic Road 26 removed from Rustic Road System. The problem was related to Rustic Road sign vandalism. As a result of missing and damaged signs people were entering private property looking for the Rustic Roads.
- 1985 Six Rustic Roads were designated in 1985, all at the municipal level. Total mile designated in 1985 = 26.53.
- 1986 Nine Rustic Roads were designated in 1986, all at the municipal level. Total miles designated in 1986 = 38.36.
- 1986 The Rustic Roads Board supported a request for more funding for sign replacement for designated Rustic Roads, the Wisconsin Department of Transportation supported this request.
- 1987 The Department of the Transportation Motorcycle Safety Program promoted the First Annual *Rustic Roads* Motorcycle Tour.
- 1987 Two Rustic Roads were designated in 1987, both at the municipal level. Total miles designated in 1987 = 4.45.
- 1988 Five Rustic Roads were designated in 1988, all at the municipal level. Total miles designated in 1988 = 26.54.
- 1988 Rustic Roads Program was featured as one of four scenic-road case studies at the at the National Scenic Byways '88 conference in Washington D.C..
- 1989 One Rustic Road was designated in 1989, it was at the municipal level. Total miles designated in 1989 = 2.84.
- 1990 The 1990 edition of the Rustic Roads Brochure was a booklet including larger maps and with accompanying description of the exact location and scenic qualities of each site. These booklets are available free of charge for Wisconsin Department of Transportation.

- 1990 One Rustic Road was designated in 1990, it was at the municipal level. Total miles designated in 1990 = 8.64. There are approximately 10 application awaiting approval by the Rustic Roads Board.
- 1990 The Wisconsin Rustic Roads Program was selected as program for a detailed case study relative to the 1990 Scenic Byways Study of the Federal Highway Administration.

1973 Assembly Bill 658

Date published*: December 1, 1973

CHAPTER 142 , LAWS OF 1973

AN ACT to create 15.461 (3), 15.465, 20.395 (4) (r) and 83.42 of the statutes, relating to the creation of a rustic roads board in the department of transportation, designation of a rustic roads system, providing rule-making authority and making an appropriation.

The people of the state of Wisconsin, represented in senate and assembly, do enact as follows:

SECTION 1. 15.461 (3) of the statutes is created to read:

15.461 (3) RUSTIC ROADS BOARD. The rustic roads board shall have the program responsibilities specified for the board under s. 83.42.

SECTION 2. 15.465 of the statutes is created to read:

15.465 SAME; ATTACHED BOARDS. (1) RUSTIC ROADS BOARD. There is created a rustic roads board in the department of transportation. The rustic roads board shall consist of 11 members: the chairman of the highway commission or his designee, the chairman of the senate committee on transportation, the chairman of the assembly committee on highways, and 8 members appointed by the secretary of transportation for staggered 4-year terms of whom at least 4 members shall be selected from a list of nominees submitted by the Wisconsin county boards association.

SECTION 3. 20.395 (4) (r) of the statutes is created to read:

20.395 (4) (r) Rustic roads system. As a continuing appropriation, the amounts in the schedule for establishment of the rustic roads system under s. 83.42.

SECTION 4. 83.42 of the statutes is created to read:

83.42 RUSTIC ROADS SYSTEM. (i) PURPOSE. In order to create and preserve rustic and scenic roads for vehicular, bicycle and pedestrian travel in unhurried, quiet and leisurely enjoyment; to protect and preserve recreational driving, culture, beauty, trees, vegetation and wildlife by establishing protective standards of rustic road design, access, speed, maintenance and identification, which will promote a continuous system of rustic roads and scenic easements for the public health and welfare; a state system of

.....
*Section 990.05. Wisconsin Statutes: Laws and acts; time of going into force. "Every law or act which does not expressly prescribe the time it takes effect shall take effect on the day after its publication."

rustic roads is created.

(2) DEFINITIONS. In this section:

(a) "Board" means the rustic roads board in the department of transportation.

(b) "Municipality" means a city, village or town.

(3) DESIGNATION AS A RUSTIC ROAD. Any county highway committee may make application to the board for the designation of any highway within the committee's jurisdiction as a rustic road. Upon written request of the governing body of any municipality, the county highway committee may make application to the board for the designation of such highway within a municipality as a rustic road. The board shall approve or deny the application for designation of a highway as a rustic road submitted by the county highway committee under this subsection.

(4) WITHDRAWAL OF HIGHWAYS FROM RUSTIC ROADS SYSTEM. Any county highway committee, after holding a public hearing, may make application to the board for the removal of a highway from the rustic roads system. The board shall approve or deny the application for removal of such highway from its designation as a rustic road.

(5) JOINT JURISDICTION OF HIGHWAYS. Highways under the joint jurisdiction of 2 or more municipalities or a municipality and a county or 2 or more counties may not be designated rustic roads or be withdrawn from the rustic roads system until after approval by:

(a) The governing bodies of all affected municipalities; and

(b) The county highway committees of all affected counties;
and

(c) The board.

(6) TYPE OF USE ON RUSTIC ROADS. The county highway committee, after approval by the board, may:

(a) Designate a rustic road or portion thereof as a pedestrian way or bicycle way or both.

(b) Designate the type of vehicles which may be operated on the rustic road.

(c) Establish priority of right-of-way, paint lines and construct such dividers to physically separate vehicular, bicycle or pedestrian traffic.

(7) LOCAL AUTHORITY. The county highway committees and the counties shall have the same authority over rustic roads as they possess over county trunk highways except as otherwise provided in this section.

(8) AIDS. State aids for rustic roads shall be based on the status of the highway prior to designation as a rustic road.

(9) RULES AND STANDARDS. The board shall promulgate rules and establish standards for the maintenance, identification, construction, use and preservation of the rustic roads system. Such rules and standards may be amended or revoked by the senate committee on transportation and the assembly committee on highways, acting jointly.

SECTION 5. INITIAL APPOINTMENTS. Of the initial appointments to the rustic roads board, 2 members shall be appointed for a term of 2 years, 2 for a term of 4 years, 2 for a term of 6 years and 2 for a term of 8 years.

Wisconsin Administrative Code

Rules of

DEPARTMENT OF TRANSPORTATION RUSTIC ROADS BOARD

RUSTIC ROADS

**Cite the rules in this Code as
(for example)**

s. Trans-RR 1.01, Wis. Adm. Code

**DEPARTMENT OF TRANSPORTATION
RUSTIC-ROADS BOARD
Hill Farms State Office Building
Madison, Wisconsin 53702**

Purpose and Structure

The Legislature, by s. 35.93 and ch. 227, Stats., directed the publication of the rules of administrative agencies having rule-making authority in a loose-leaf, continual revision system known as the Wisconsin Administrative Code. The Code is kept current by means of new and replacement pages. The pages are issued monthly, together with notices of hearing, notices of proposed rules, emergency rules, instructions for insertion of new material, and other information relating to administrative rules. This service is called the Wisconsin Administrative Register, and comes to the subscriber after the 10th and the 25th of each month. Code pages are issued to subscribers only with the end of the month Register. The editing and publishing of the Register and Code is done by the Revisor of Statutes Bureau, Suite 702, 30 W. Mifflin St., Madison, Wisconsin, 53703. (608-266-7275).

Availability

The complete code and the upkeep service are distributed to the county law libraries; to the libraries of the University of Wisconsin Law School and Marquette University Law School; to the State Historical Society; to the Legislative Reference Bureau and to the State Law Library, and to certain designated public libraries throughout the state.

The sale and distribution of the Register, Code and of its parts is handled by Department of Administration, Document Sales and Distribution, P.O. Box 7840, Madison, Wisconsin 53707. (608-266-3358)

Table of Contents

Each code with more than one chapter will have a table of chapters. After the title of each chapter will be the page numbers on which the chapter begins. Each chapter will have a table of sections. When a chapter has more than 10 sections and is over 10 pages in length the page number which that particular section begins on will be inserted after the title of the section.

History Notes

Each page of the code as it was originally filed and printed pursuant to the 1955 legislation, is dated "1-2-56". A rule which is revised or created subsequent to the original printing date is followed by a history note indicating the date and number of the Register in which it was published and the date on which the revision or creation of the rule became effective. The absence of a history note at the end of a section indicates that the rule has remained unchanged since the original printing in 1956. The date line at the bottom of the page indicates the month in which the page was released. Some common abbreviations used in the history notes are: cr. - created, am. - amend, r. - repeal, recr. - recreate, renum. - renumber, eff. - effective and emerg. - emergency.

In some instances an *entire* chapter has been repealed and recreated or renumbered subsequent to the original printing date. When this occurs a history note has been placed at the beginning of the chapter after the table of sections to contain this information. A separate history note appears after each section indicating the date when the revision became effective.

Index

The index for the complete Wisconsin Administrative Code will be found in the last volume. It will be recompiled, reprinted and distributed at least annually. Some codes have a separate index prepared by the agency involved. See the Building and Heating Code (chs. ILHR 50-64) for an example.

Chapter Trans-RR 1

RUSTIC ROADS

Trans-RR 1.01	Definitions	Trans-RR 1.12	Sign maintenance
Trans-RR 1.02	Membership	Trans-RR 1.13	Winter maintenance
Trans-RR 1.03	Purpose of the board	Trans-RR 1.14	Speed limits
Trans-RR 1.04	Qualifications for rustic road designation	Trans-RR 1.15	Land use protection
Trans-RR 1.05	Application procedures	Trans-RR 1.16	Utility installation
Trans-RR 1.06	Numbering of rustic roads	Trans-RR 1.17	Advertising sign control
Trans-RR 1.07	Jurisdiction and authority	Trans-RR 1.18	Development of county rustic roads plans
Trans-RR 1.08	General maintenance	Trans-RR 1.19	Withdrawal of rustic roads designation
Trans-RR 1.09	Road bed maintenance	Trans-RR 1.20	Identification of complementary rustic features
Trans-RR 1.10	Cross drainage maintenance	Trans-RR 1.21	State aids
Trans-RR 1.11	Vegetation maintenance		

Note: The Rustic Roads Code, chapters RR 1 to 11 were repealed and a new code, chapter Trans-RR1 was created effective June 1, 1981.

Trans-RR 1.01 Definitions. As used in this chapter:

- (1) "Board" means the rustic roads board of the Wisconsin department of transportation.
- (2) "Department" means the Wisconsin department of transportation.
- (3) "Maintaining authority" means the county or municipality which has jurisdiction over a road.
- (4) "Municipality" means town, city or village.
- (5) "Rustic roads marking signs" means the brown, white and yellow standard statewide rustic road sign approved by the rustic roads board and designed by the department of transportation, the standard brown and yellow placard denoting the numerical identification of the rustic road within the statewide system, the standard brown and yellow placard denoting the length in miles of the rustic road, and all necessary auxiliary signs.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.02 Membership of the board. [s. 15.465 (2), Stats.] The board of the department is composed of the following members:

- (1) Chairpersons of the senate and assembly standing committees having jurisdiction over transportation matters as determined by the speaker of the assembly and the president of the senate, and
- (2) Eight members appointed by the secretary of transportation for staggered 4-year terms of whom at least 4 members shall be selected from a list of nominees submitted by the Wisconsin county boards association.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.03 Purpose of the board. [s. 83.42 (1), Stats.] The purpose of the board is to govern the creation and preservation of a system of rustic

roads for vehicular, bicycle and pedestrian travel in unhurried, quiet and leisurely enjoyment.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.04 Qualifications for rustic road designation. (1) A rustic road has outstanding natural features along its borders such as rugged natural terrain, native wildlife and native vegetation, or includes open areas with rustic or agricultural vistas which, singly or in combination, set this road apart from other roads as being something unique and distinct.

(2) A rustic road is a low-volume local use public road which is usable year-round.

(3) A rustic road functions as a local access road, i.e., one which serves the adjacent property owners and those wishing to travel by auto, bicycle or hiking, for purposes of enjoying its rustic features. This would generally preclude designating as a rustic road any road serving as a collector or arterial as defined in ch. Hy 35, Wis. Adm. Code.

(4) A rustic road is one not scheduled or anticipated for major improvement which would change its rustic characteristics.

(5) A rustic road preferably has no high density development along it, but the development as exists at the time the road is designated shall be compatible with the surroundings and shall not detract from the rustic, natural, unspoiled character and visual impact of the road area.

(6) A rustic road preferably has a minimum length of 2 miles and, where feasible, provides a completed closure or loop or connects to major highways at both ends of the route.

(7) The land adjacent to the rustic road preferably is zoned compatible with the maintenance or preservation of its rustic character and low density development.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.05 Application procedures. [ss. 80.39, 83.025 (1), 83.42 (3), Stats.] (1) For a road to be designated a rustic road, a petition from 6 or more resident freeholders of the municipality in which the road is located, or a petition from a majority of the resident freeholders along the road, shall be presented to the governing body of the municipality in which the road is located. The process may also be initiated without petitions by a resolution of the governing body of the municipality in which the road is located. Upon such a petition or resolution, the governing body of the municipality may hold a public hearing on the proposed rustic road designation. If such a hearing is held, it shall be held in accordance with ss. 19.83 and 19.84, Stats., and any applicable local ordinances.

(2) Upon its final approval, the governing body of the municipality shall determine whether a jurisdictional change is desired. If so, the governing body of the municipality shall petition the county highway committee for approval of the rustic road designation and approval of the transfer of jurisdiction of the road to the county. If the county highway committee approves the jurisdictional transfer and the rustic road designation, the county highway committee shall petition the board for its approval. If no transfer of jurisdiction is desired, the governing body

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of the municipality shall petition directly to the board for its approval of the rustic road designation.

(3) (a) Rustic road designation of a road under county jurisdiction shall follow a procedure similar to the above, whereby initiation of the rustic road designation process shall be by county highway committee resolution, or by a petition from 6 or more resident freeholders of the county, or by a petition from a majority of the resident freeholders along the subject road. The county highway committee may hold a public hearing on the proposed rustic road designation. If such a hearing is held, it shall be held in accordance with ss. 19.83 and 19.84, Stats., and any applicable local ordinances.

(b) If a transfer of jurisdiction is desired, the governing body of the municipality assuming jurisdiction, as well as the county highway committee, shall approve the transfer and the rustic road designation.

(c) Any change in the designation of a county trunk highway, whether it be transferred to a municipality or changed to an "other road under county jurisdiction," requires the approval of the department. Upon departmental approval, the governing body of the municipality assuming the jurisdiction of the rustic road shall petition the board for approval of the rustic road designation.

(d) If no transfer of jurisdiction is desired, the county highway committee shall petition the board for approval of the rustic road designation.

(4) Before its approval, the board shall provide final review as to the subject road's qualifications for designation. In its review, the board may require photos or slides describing the rustic qualities of the road or a personal inspection by one or more members of the board.

(5) Additionally, before its approval for designation is granted, the board, in accordance with s. 83.42 (5), Stats., shall ensure that a road under joint jurisdiction of 2 or more municipalities, or a municipality and a county, or 2 or more counties, has had the approval of the governing bodies of all affected governmental units having jurisdiction over the subject road.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.06 Numbering of rustic roads. Upon approval by the board of a rustic road designation, the board shall assign a numerical identification to the rustic road that is preceded by the prefix "R." The rustic roads shall be numbered sequentially beginning with R1.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.07 Jurisdiction and authority. [s. 83.42 (7), Stats.] Upon approval of the board of rustic road designation and except as otherwise provided in these administrative rules, the county highway committee, the municipalities and counties shall have the same authority over rustic roads as they possess over other highways under their jurisdiction—including responsibility for maintenance.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.08 General maintenance. A rustic road shall receive the level of maintenance necessary for public travel by auto, bicycle or hiker.

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ing for recreational enjoyment, while still preserving the rustic qualities of the route.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.09 Road bed maintenance. (1) Rustic roads may be dirt, gravel or hard surface. Necessary improvements may be made in surface to improve safety or drainage or to reduce maintenance problems, but shall not disturb the rustic characteristics for which the road was designated. Drainage and road improvements shall be kept as narrow as possible to retain the rustic charm of the road as well as keeping the driver's speed lower. The improvements shall be kept to a minimum to avoid disturbance of vegetation or unusual scientific or cultural sites which have been designated.

(2) Where it becomes a necessity, dust treatment may be used.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.10 Cross drainage maintenance. (1) Cross drainage shall be maintained where necessary to prevent damage to the road, possible washouts and other problems which may be detrimental to proper safety.

(2) When bridge replacement is necessary, it is preferable that it be of a design and construction with a rustic appearance such as timber or stone structure.

(3) Repairs to an existing bridge of rustic character shall be made with an effort to preserve the rustic qualities of the structure.

(4) When deemed advisable, the maintaining authority may impose weight limitations on structures on a rustic road in lieu of structure replacement or repair.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.11 Vegetation maintenance. (1) Where necessary for safety or protection of the traveling public, tree branches and shrubs may be trimmed or whole trees removed. This shall be done with proper tools so as not to leave unsightly scars. Land and forest management may be practiced.

(2) Control of undesirable vegetation shall be accomplished by mowing or selective cutting. However, when herbicides are necessary, they shall be used judiciously and in a prudent manner to avoid unnecessary browning of roadside vegetation.

(3) Mowing shall be performed only as necessary for health, safety and ecological reasons with the aim of encouraging, where appropriate, the growth of prairie flora adjacent to the road.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.12 Sign maintenance. (1) The standard statewide rustic road sign and the numerical identification placard shall be erected at all important public entrance points to a rustic road sign as mutually agreed upon by the maintaining authority and the department. Beneath the standard statewide rustic road sign, affixed to the same sign post, shall be the standard placard denoting the numerical identification of the rustic road within the statewide system of rustic roads.

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(2) At each terminus of the rustic road an additional standardized placard denoting the length, in miles, of the rustic road shall be affixed to the post supporting the rustic road sign and placed below both the rustic road sign and the placard denoting the numerical identification of the individual rustic road.

(3) The rustic road marking signs may be placed on existing information or highway identification sign posts but shall not be placed on any regulatory or warning sign posts.

(4) (a) The department, at its own expense, shall furnish and install the initial rustic roads marking signs needed on all officially designated rustic roads.

(b) Each year, at the department's request, the maintaining authority for a rustic road shall inventory all the rustic roads marking signs on its rustic road. The inventory shall be sent to the department and shall state the number of missing or damaged rustic roads marking signs on its rustic road and shall identify the location of those missing or damaged signs that should be replaced. After receiving this inventory, the department, at its own expense, shall furnish and install the needed replacement rustic roads marking signs.

(c) The maintaining authority for a rustic road shall furnish, install and maintain all other guide or warning signs, signals, markings or devices on its rustic road at its own expense.

(5) All informational, regulatory, warning and identification signs shall be erected and maintained as necessary, in accordance with chs. 86 and 349, Stats., and ch. Trans 200, Wis. Adm. Code.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81; am. '83, r. and recr. (4), Register, February, 1988, No. 386, eff. 3-1-88.

Trans-RR 1.13 Winter maintenance. Normal winter maintenance practices shall be continued on any official designated rustic road.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.14 Speed limits. [ss. 346.57 and 349.11, Stats.] (1) The speed limit on all officially designated rustic roads is 45 miles per hour but may be changed by the maintaining authority. Any increase in the speed limit above 45 miles per hour requires the approval of the department.

(2) Pursuant to s. 346.57 (6), Stats., official signs giving notice of the speed limit shall be posted by the maintaining authority for the speed limit to be in effect.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.15 Land use protection. (1) Local authorities are encouraged to preserve the natural and scenic characteristics of land along rustic roads. Local zoning powers, building setback regulations, access control, sign control and other powers may be used to protect and preserve the rustic character of the road by discouraging industrial, high density residential and most commercial development and encouraging the development or the continued existence of commercial establishments compatible with a rustic road, such as antique shops, craft shops, rock shops and produce markets.

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Trans-RR 1

(2) Upon petition for a zoning change to the county or municipality having authority over zoning, the board shall be notified in order to appear and present testimony at the zoning hearing, if the board deems it necessary.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.16 Utility installation. (1) All utility companies shall be encouraged to bury electric power and communication lines on private easements where possible. Where it is not possible additional lines may be placed on existing poles or towers, or buried. Any utility installation shall attempt to preserve or restore the rustic quality of the route.

(2) Restoration of the rustic quality shall be required for all utility installation within the right-of-way of a rustic road.

(3) Upon approving a rustic road application, the board shall notify all utility companies providing service in the area of the rustic road as to the official rustic road designation.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.17 Advertising sign control. Municipalities shall be encouraged to adopt local zoning ordinances restricting off-premise advertising signs and which address the control of existing signs and the erection of additional signs once a road has been designated a rustic road.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.18 Development of county rustic roads plans. Each county shall be encouraged to inventory its roads for potential candidates for inclusion in the rustic roads system and using this inventory, along with previous inventories of scenic roads, develop a countywide plan of rustic and scenic roads which is compatible with the functional classification plan in the county.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.19 Withdrawal of rustic roads designation. [s. 83.42 (4), Stats.] (1) A road may be withdrawn from the rustic roads system with approval of the board after petition of the board by the maintaining authority and upon the holding of a public hearing by the maintaining authority for such a removal. The public hearing shall be held in accordance with ss. 19.83 and 19.84, Stats., and all applicable local ordinances.

(2) The board may wish to withdraw rustic road designation for a particular road if the road no longer possesses the rustic character originally qualifying it for designation due to over-development. The board shall have the authority to remove the designation following a public hearing on the removal. The public hearing shall be held in accordance with ss. 19.83 and 19.84, Stats.

(3) The removal of rustic road designation shall cause the jurisdiction of the road to revert to the status held before original designation by the board.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.20 Identification of complementary rustic features. The maintaining authority is encouraged to identify with roadside markers

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any historical names, structures, places and events which complement and enhance the rustic character of the road.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

Trans-RR 1.21 State aids. [s. 83.42 (8), Stats.] State aids for each rustic road shall be determined in accordance with the local transportation aids provisions of s. 86.30, Stats.

History: Cr. Register, May, 1981, No. 305, eff. 6-1-81.

APPENDIX D

DESIGNATION PROCESS

CASE STUDY OF VERNON COUNTY

BACKGROUND INFORMATION ON VERNON COUNTY

Vernon County is a rural county in the southwestern portion of the state. With its western boundary on the Mississippi River, Vernon County borders both Minnesota and Iowa. Its population is fewer than 25,000 residents, and Viroqua, the county seat and largest community in the county, has a population of 3,800 people.

Vernon County was not chosen at random as an example of the Rustic Roads designation process. Steven Coons, Coordinator of the Rustic Roads program for the Department of Transportation, recommended Vernon County because 1) it offers a spectrum of examples concerning Rustic Road designation, and 2) certain residents of Vernon County exhibited dedication and professionalism in bringing about the designations of R55 and R56.

THE INTIAL IDEA

According to Jim Radke, Soil Conservation Service Agent in Vernon County, the designation of any Rustic Road depends upon a small group of people who believe the designation serves a specific need of the community. The group may include government officials, members of service organizations, and/or residents along the road in question. The need may be development of a tourism industry, protection of a natural or historic area, or curtailment of development along the outskirts of town. When, and only when, a few members of a community recognize the benefits of Rustic Roads does there exist an opportunity for a Rustic Road designation.

In Vernon County, those few community members are the Vernon County Tourism Council. Organized to develop a small tourism industry in a county dominated by agriculture, the non-profit Council identifies ways to forward tourism and publicize the beauty of the county's rugged hills and agricultural vistas.

In 1988, Radke, who was also a Tourism Council member, recommended a series of Rustic Roads as one method for attracting state-wide attention to Vernon County. Familiar with the Rustic Roads program through a brochure that the state Department of Transportation sent to the Soil Conservation Service, he suggested that the Rustic Roads booklet and the many newspaper and magazine articles about Rustic Roads would be a source of inexpensive advertising.

A COUNTY WIDE APPROACH

The Tourism Council embraced the Rustic Roads concept, but realized that only a strong education campaign would convince any town board member to endorse a Rustic Road designation. The Council sent to all of the county's town supervisors a Rustic Road packet. The packet included a Rustic Road brochure, a letter explaining the Rustic Road program and its value in establishing a small tourism industry, and an invitation to attend an informational meeting set for March 9, 1989. The mailing of the packet was followed by a telephone call which again invited them to the March 9 meeting.

The purpose of the meeting was twofold. First, it was intended to explain the Rustic Roads program to people who could initiate the designation process. Steven Coons, traveled from Madison to explain the program to board members in attendance. Secondly, the meeting was intended to facilitate any township's efforts to designate a Rustic Road. Toward this end, the Tourism Council not only supplied application forms and advice on applying, but also proposed one road per township that they felt had potential as a Rustic Road.

Representatives from eleven of twenty-two townships attended the meeting. Not one township, however, submitted an application.

ASSESSING THE SETBACK

The consensus of the Tourism Council was that no applications for Rustic Road designation were submitted because town board supervisors perceived the program as a potential hassle with

no obvious benefit. Because most supervisors were in agriculture-related businesses, economic benefits associated with tourism were not a convincing justification. If anything, these officials felt that out-of-town travelers would drive either too fast or too slow, compromising safety and interfering with farm equipment on the roadways.

The intent of the Rustic Roads program always has been for road designations to originate at the local level. At least in Vernon County, garnering Rustic Road support at a county-wide level was on too large of a scale. One county road (County Road P) was considered for designation, but it was rejected because of heavy traffic flow. The March 9 meeting revealed that appealing to township officials in general county-wide terms, even those officials interested enough to attend the meeting, was not sufficient to move any of them to action. The Tourism Council decided that the next approach was to identify specific roads in specific towns and contact individuals within those towns who would actively campaign for a Rustic Road designation.

SUCCESS AND FAILURE

Four attempts at designating specific roads as part of the Rustic Roads system have been made in Vernon County. Two have resulted in designation. Two have not.

- No. 1** The attempt for designation with the longest history is a nine mile chain of short roads in the town of Whitestown. Passing through an Amish community, the road has not only the natural beauty of high ridges, but the rural mystique of round barns and horse-drawn carriages. Even prior to the March 9, 1989 Tourism Council meeting, Council members Jim Radke and Margaret Lee approached town clerk and local travel writer Mary Bufton and asked her to take the lead in promoting the Rustic Road program in the town of Whitestown. She agreed and, in the fall of 1988, presented the idea to the town board. Although the board was concerned with state intervention on any road designated a Rustic Road, Ms. Bufton and Whitestown Board Chair Roger Parr sought additional information and invited Steve Coons, Rustic Road Coordinator, to address the Board on matters specific to Whitestown. Coons met with the Board and successfully dispelled resistance to the program. The Town Board submitted the necessary paperwork to the Rustic Roads Board, and in early 1989, R56 was labelled.

No. 2

A less successful attempt for Rustic Road designation involved Esofea Road in the town of Jefferson. Town resident Dorothy Krause believed the road that she lived on would be an excellent addition to the Tourism Council's effort to make Vernon County "the Rustic Road Capital of Wisconsin." The road had a park, a country church, a trout stream, and a variety of wildlife that included deer and wild turkey. In April 1989, she took it upon herself to write a description of a loop of roads off of County Road B and present it to the town board for consideration as a Rustic Road. Unaware of any negative aspects of her proposal, Ms. Krause was surprised when the three-panel board, without explanation, rejected her proposal.

Other than approval by the town board, the only way for a town to approve a Rustic Road is to have all of the residents of the town approve it at an annual town meeting. Dorothy Krause spent late winter and early spring of 1989 visiting residents along the proposed route, explaining the Rustic Road concept and asking them for support at the town meeting. With one vocal exception, a man who did not "want those people from Minnesota throwing junk all over my road", most of the people living on the route had no objection to a Rustic Road designation. On April 9, 1990, Dorothy Krause presented the Rustic Road proposal at the town meeting. Only three of the people contacted by Ms. Krause attended the meeting. Largely because a town board member, who also was a resident of the road, spoke against the proposal, the designation was voted down by a vote of 8 - 5.

According to Dorothy Krause, the issue is not dead. However, "it will never pass until the members of the board change, and those guys are in there for a long time."

No. 3 & 4

The final two roads considered for Rustic Road designation in Vernon County were Tunnelville Road and Elk Run Road. Each exhibited natural beauty, but both were identified, at least in part, because they ran through the town of Webster, a town known to have at least some support for the Rustic Road program. The roads, however, also passed through adjacent towns. Tunnelville Road went through the town of Stark and Elk Run

Road into the town of Liberty. In both cases, opposition existed on the town boards of these adjoining towns. Town supervisors not only opposed increased traffic, but feared that Rustic Road designation might lead to local governments losing autonomy over management of their own roads. Dairy farmers Jack and Margaret Lee assumed the responsibility of confronting resistance by soliciting support of residences along the road. Margaret, a member of the Tourism Council, also spoke to the board members of the towns involved. These steps did ease resistance in Stark Township, and in the fall of 1989 Wester town chair Brent Waddell submitted to the Rustic Roads Board an application to designate wooded areas and scenic glens, and on November 15, 1989, the Rustic Roads Board approved Tunnelville Road as R55. Liberty Township continues to oppose Rustic Road designation for Elk Run Road, and no application has been submitted.

In a May 1990 interview, Steven Coons stated that the Rustic Roads Board has yet to reject a proposal for designation. He felt that the discussion and review occurring at the local level was arduous and more selective than what could happen at the state level. If a Rustic Road proposal survived the scrutiny of local residents and officials, it would, in most instances, deserve the endorsement of the Rustic Roads Board. He used Vernon County as substantiation of his point.

APPENDIX E
COMMUNITY LEADER SURVEY

Frequencies

1. How familiar are you with Wisconsin's Rustic Road Program ?

	Freq.	Percent
Not familiar	1	3.4%
A little	7	24.1%
Moderately	5	17.2%
Very	16	55.2%

2. Which source of information did the most to influence your decision to become involved with the Rustic Road Program ?

	Freq.	Percent
Mass media	1	3.4%
Printed DOT information	4	13.8%
Peers	4	13.8%
Professional Contacts	2	6.9%
Rustic Roads Board	12	41.4%
DOT Agency personnel	6	20.7%

3. Communities decide to become involved with the Rustic Road Program for a number of reasons. Based on your experience with the Rustic Road Program how important are the following reasons ?

Reasons for Participating in Rustic Road Program

a. Its a relatively inexpensive program to administer

	Freq.	Percent
not an important reason at all	0	0.0%
slightly important reason	4	13.8%
important reason	5	17.2%
very important reason	1	3.4%
extremely important reason	19	65.5%

b.	To protect historic landscapes		Freq.	Percent
		not an important reason at all	6	20.7%
		slightly important reason	2	6.9%
		important reason	0	0.0%
		very important reason	4	13.8%
		extremely important reason	17	58.6%
c.	To protect roadside vegetation		Freq.	Percent
		not an important reason at all	7	24.1%
		slightly important reason	1	3.4%
		important reason	2	6.9%
		very important reason	3	10.3%
		extremely important reason	16	55.2%
d.	To promote tourism development		Freq.	Percent
		not an important reason at all	8	27.6%
		slightly important reason	7	24.1%
		important reason	3	10.3%
		very important reason	0	0.0%
		extremely important reason	11	37.9%
e.	The prestige of being associated with program		Freq.	Percent
		not an important reason at all	5	17.2%
		slightly important reason	5	17.2%
		important reason	6	20.7%
		very important reason	6	20.7%
		extremely important reason	7	24.1%
f.	To maintain the existing character of the area		Freq.	Percent
		not an important reason at all	3	10.3%
		slightly important reason	3	10.3%
		important reason	4	13.8%
		very important reason	6	20.7%
		extremely important reason	13	44.8%

g.	To improve property values		Freq.	Percent
		not an important reason at all	15	51.7%
		slightly important reason	11	37.9%
		important reason	2	6.9%
		very important reason	0	0.0%
		extremely important reason	1	3.4%
h.	To lower the speed limit		Freq.	Percent
		not an important reason at all	14	48.3%
		slightly important reason	7	24.1%
		important reason	4	13.8%
		very important reason	4	13.8%
		extremely important reason	0	0.0%
i.	To bring more people into the community		Freq.	Percent
		not an important reason at all	17	58.6%
		slightly important reason	3	10.3%
		important reason	5	17.2%
		very important reason	3	10.3%
		extremely important reason	1	3.4%
j.	To reduce road maintenance expenses		Freq.	Percent
		not an important reason at all	21	72.4%
		slightly important reason	5	17.2%
		important reason	2	6.9%
		very important reason	1	3.4%
		extremely important reason	0	0.0%
k.	To create local jobs		Freq.	Percent
		not an important reason at all	20	69.0%
		slightly important reason	4	13.1%
		important reason	4	13.1%
		very important reason	1	3.4%
		extremely important reason	0	0.0%

1.	It saves resources for future generations	Freq.	Percent
	not an important reason at all	4	13.1%
	slightly important reason	1	3.4%
	important reason	3	10.3%
	very important reason	8	27.6%
	extremely important reason	13	44.8%
m.	Better control over development	Freq.	Percent
	not an important reason at all	13	44.8%
	slightly important reason	1	3.4%
	important reason	3	10.3%
	very important reason	3	10.3%
	extremely important reason	9	31.0%
n.	Local support (e.g. residents along the road wanted it)	Freq.	Percent
	not an important reason at all	4	13.8%
	slightly important reason	3	10.3%
	important reason	0	0.0%
	very important reason	3	10.3%
	extremely important reason	19	65.5%
4.	Based on your experience, what is the most important benefit realized through the designation of this Rustic Road ?	Freq.	Percent
	benefits related to tourism	5	17.2%
	Increase public awareness (value of Rural Road)	5	17.2%
	local interest	1	3.4%
	save money (cut back on road mowing expenses)	1	3.4%
	keep things as they are	9	31.0%
	lower the speed limit	3	10.3%
	locals feel better about themselves	1	3.4%
	protect natural or historic character of area	4	13.8%

5. Do you have any other reasons for supporting the designation of a Rustic Roads ?

	Freq.	Percent
no other reasons	18	62.1%
civic pride	3	10.3%
a board member was a strong supporter	6	20.7%
preserve and recognize local history	2	6.8%

6. How important are the following reasons for not participating in the Rustic Road Program ?

Reasons for Not participating in the Rustic Road Program.

a. Safety related concerns

	Freq.	Percent
not an important reason at all	20	69.0%
slightly important reason	2	6.9%
important reason	3	10.3%
very important reason	0	0.0%
extremely important reason	4	13.8%

b. It may limit economic development

	Freq.	Percent
not an important reason at all	25	86.2%
slightly important reason	1	3.4%
important reason	1	3.4%
very important reason	1	3.4%
extremely important reason	1	3.4%

c. May want to improve road in the future

	Freq.	Percent
not an important reason at all	22	75.9%
slightly important reason	1	3.4%
important reason	3	10.3%
very important reason	0	0.0%
extremely important reason	3	10.3%

d.	No increased funding associated with program		
		Freq.	Percent
	not an important reason at all	25	86.2%
	slightly important reason	1	3.4%
	important reason	1	3.4%
	very important reason	2	6.9%
	extremely important reason	0	0.0%
e.	It may bring outsiders into the community		
		Freq.	Percent
	not an important reason at all	25	86.2%
	slightly important reason	1	3.4%
	important reason	0	0.0%
	very important reason	1	3.4%
	extremely important reason	2	6.9%
f.	It may cause safety problems associated with the movement of farm vehicles ?		
		Freq.	Percent
	not an important reason at all	23	79.3%
	slightly important reason	0	0.0%
	important reason	2	6.9%
	very important reason	1	3.4%
	extremely important reason	3	10.3%
7.	What is the most important reason for not wanting to participate in the Rustic Road program ?		
		Freq.	Percent
	no reason not to	13	44.8%
	zoning it could be used to prevent development	9	31.0%
	safety (effects of reduced mowing)	1	3.4%
	the level of maintenance may change	1	3.4%
	Rustic Road may increase taxes	1	3.4%
	lower the speed limit on the road	1	3.4%
	the Rustic Road would limit development	1	3.4%
	sign vandalism	1	3.4%
	people may get lost	1	3.4%
	may increase traffic on back roads	1	3.4%

8. To what extent do you agree or disagree with the following statements ?

a. More fuss is being made about the need to protect rural landscapes than is justified

	Freq.	Percent
Strongly agree	3	10.3%
Agree	5	17.2%
Disagree	10	34.5%
Strongly disagree	11	37.9%

b. Our community has benefited from the Rustic Roads Program.

	Freq.	Percent
Strongly agree	14	48.3%
Agree	9	31.0%
Disagree	4	13.8%
Strongly disagree	2	6.9%

c. There has been changes in the level of maintenance for roads in the Rustic Road Program.

	Freq.	Percent
Strongly agree	4	13.8%
Agree	5	17.2%
Disagree	13	44.8%
Strongly disagree	7	24.1%

d. Rustic Roads are more trouble than they are worth.

	Freq.	Percent
Strongly agree	1	3.4%
Agree	5	17.2%
Disagree	5	17.2%
Strongly disagree	18	62.1%

e. More counties and towns should designate Rustic Roads.

	Freq.	Percent
Strongly agree	13	44.8%
Agree	8	27.6%
Disagree	5	17.2%
Strongly disagree	3	10.3%

f. The most important aspect of the Rustic Roads Program is its "grass root" requirements.

	Freq.	Percent
Strongly agree	13	44.8%
Agree	12	41.4%
Disagree	2	6.9%
Strongly disagree	2	6.9%

g. Increased federal funding would help our Rustic Road Program.

	Freq.	Percent
Strongly agree	5	17.2%
Agree	17	58.6%
Disagree	5	17.2%
Strongly disagree	2	6.9%

h. I am very satisfied with the way the Rustic Road Program is currently administered.

	Freq.	Percent
Strongly agree	14	48.3%
Agree	11	37.9%
Disagree	2	6.9%
Strongly disagree	2	6.9%

i. The Rustic Road Program should stay as it is.

	Freq.	Percent
Strongly agree	15	51.7%
Agree	11	37.9%
Disagree	2	6.9%
Strongly disagree	1	3.4%

j. The Rustic Road designation has caused some accidents.

	Freq.	Percent
Strongly agree	2	6.9%
Agree	1	3.4%
Disagree	2	6.9%
Strongly disagree	24	82.8%

9. Some communities are making plans for Rustic Roads. What is the time frame for this county or area.

Plans for Rustic Roads.

a.	Designate a new Rustic Road.	Freq.	Percent
	Now	1	3.4%
	Future	7	24.1%
	No plans for this action	17	58.6%
	Unknown	4	13.8%
b.	Expand (lengthen) and existing Rustic Road.	Freq.	Percent
	Now	0	0.0%
	Future	4	13.8%
	No plans for this action	17	58.6%
	Unknown	4	13.8%
c.	Develop a system of Rustic Roads	Freq.	Percent
	Now	0	0.0%
	Future	3	10.3%
	No plans for this action	21	72.4%
	Unknown	5	17.2%
d.	Inventory all roads which could be include in program.	Freq.	Percent
	Now	6	20.7%
	Future	1	3.4%
	No plans for this action	15	51.5%
	Unknown	7	24.1%
e.	Eliminate an existing Rustic Road.	Freq.	Percent
	Now	1	3.4%
	Future	1	3.4%
	No plans for this action	22	75.9%
	Unknown	5	17.2%

f.	Develop support services for a Rustic Road.		
		Freq.	Percent
	Now	5	17.2%
	Future	1	3.4%
	No plans for this action	18	62.1%
	Unknown	5	17.2%
g.	Develop a brochure to help attract visitors.		
		Freq.	Percent
	Now	10	34.5%
	Future	2	6.9%
	No plans for this action	12	41.4%
	Unknown	5	17.2%
h.	Lower the speed limit on a Rustic Road.		
		Freq.	Percent
	Now	0	0.0%
	Future	0	0.0%
	No plans for this action	26	89.7%
	Unknown	3	10.3%
10.	Has your community benefited from the Rustic Road Program ?		
		Freq.	Percent
	No	8	27.5%
	Yes	21	72.4%
a.	How ?		
		Freq.	Percent
	No description of benefit	6	20.7%
	They feel better about themselves	6	20.7%
	Has increased the number of tourists	3	10.3%
	Saved money (mowing, tree trimming costs)	6	20.7%
	Awareness of Rural Lands and Landscapes	6	20.7%
	Protected historical or natural character of area	1	3.4%
	Provided a source of publicity for rural areas	1	3.4%

11. Has your community experienced any problems with the Rustic Road Program ?

	Freq.	Percent
No	11	37.9%
Yes	18	69.1%

a. Please describe problems ?

	Freq.	Percent
No description of problems	12	41.4%
Limited economic development	2	6.9%
Mowing problems (conflict with residents)	8	27.6%
Lack of clarity in maintenance requirements	1	3.4%
Lower speed limit	2	6.9%
Only county road that isn't paved.	3	10.3%
Lack of tree trimming (e.g. school buses/plows)	1	3.4%

12. Has the designation of the Rustic Road changed the way in which the road is managed ?

	Freq.	Percent
No	14	48.3%
Yes	15	51.7%

a. How ?

	Freq.	Percent
No description of changes	11	41.4%
Cut back mowing	11	37.9%
Did not have to make improvements to road	6	20.7%
Required more sign replacement activities	1	3.4%

13. Has there been any safety related problems with this Rustic Road ?

	Freq.	Percent
No	26	89.7%
Yes	3	10.3%

a. Please describe ?

	Freq.	Percent
No description of safety problems	26	89.7%
Dangerous curves (no accidents)	1	3.4%
Couple got lost (spent night lost on road)	1	3.4%
Mowing difficulties (no accidents)	1	3.4%

14. Has there been any complaints related to this Rustic Road ?

	Freq.	Percent
No	20	69.0%
Yes	9	31.0%

a. Please describe ?

	Freq.	Percent
No descriptions	20	69.0%
Too much mowing	5	17.2%
Not enough mowing	1	3.4%
Cost of signs	1	3.4%
Speed limit (low)	1	3.4%
Were not notified about program	1	3.4%
Missing signs	1	3.4%

15. What is your association with the Rustic Road Program ?

	Freq.	Percent
Educator	1	3.4%
Parks Department Director	1	3.4%
Town Clerk	9	31.0%
Concerned Citizen	1	3.4%
County Board Member	2	6.8%
Highway Commissioner	2	6.8%
Chair County Highway Commission	2	6.8%
Other County Government	1	3.4%
Town Chairmen	4	13.8%
Extension Agent	1	3.4%
Highway Superintendent	3	10.3%
Chair County Board of Supervisors	1	3.4%
Chamber of Commerce	1	3.4%

APPENDIX F

RUSTIC ROADS->	R1	R2	R3	R4	R5	R6	R7	R8	R9	R10	R11	R12	R13	R14	R15	R16	R17	R18	R19	R20
POSITIVE FEATURES																				
Historic Trails	1					1				1										
Native Vegetation	1	1	1	1		1	1	1	1				1	1	1	1	1	1		1
Historic Homes			1			1	1			1					1				1	
Open Areas	1	1	1	1		1	1	1				1		1		1		1	1	1
Covered Bridges												1	1		1	1		1		
Residential Areas	1	1	1	1	1	1		1	1	1	1	1	1					1		
Hiking Trails					1	1	1	1	1						1	1				
County Park				1	1	1		1		1										
Snowmobile Trail			1	1		1									1	1				
Bed & Breakfast													1			1			1	
Rugged Terrain	1	1											1							1
Historic Farms							1											1	1	1
Tree Tunnels	1	1	1	1			1	1	1	1	1				1	1		1	1	1
Plank Bridges							1											1	1	1
Agricultural Vistas				1	1		1	1					1					1	1	1
Native Wildlife	1			1	1		1	1	1	1				1	1	1	1	1		
Wildlife Refuge								1						1		1				
National Forest									1	1				1						
Bike Trail			1	1	1	1			1	1										1
Antique Shops																1				
Monuments																		1		1
Farm Animals			1	1	1		1											1	1	1
Farms			1	1	1		1	1	1			1	1					1	1	1
Scenic Vista			1	1	1		1				1				1				1	1
Stream/River	1						1	1		1				1	1		1	1		1
Lakes/ponds			1			1	1	1	1	1	1									
State Park																				
State Forest																1	1			
Museums																				
Fruit Stands																				
NEGATIVE FEATURES																				
Powerlines	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Billboards					1		1									1				
Excessive Mowing							1			1										
Tree Trimming																			1	1
Industrial Sites				1	1														1	1
Feed Lots							1													1
HighTension Powerlines				1	1															
Undesirable Tourist Dev.					1															
Roadside Spraying															1					
Forest Clearcuts	1						1												1	1
Environmental Intrusions																				
Trailer Court			1				1									1				
DOMINANT LAND USE																				
Row Crops			1	1	1	1		1				1	1			1				
Pasture			1	1	1		1	1				1	1			1		1	1	1
Natural											1									
Industrial																				
Residential						1			1					1			1			
Forest	1							1	1								1	1	1	

RUSTIC ROADS->	R41	R42	R43	R44	R45	R46	R47	R48	R49	R50	R51	R52	R53	R54	R55	R56	R57	TOTAL
POSITIVE FEATURES																		
Historic Trails						1												7
Native Vegetation	1	1		1		1	1	1	1	1	1	1		1	1	1	1	42
Historic Homes								1			1	1	1		1	1		17
Open Areas	1		1	1		1	1		1	1			1	1	1	1	1	35
Covered Bridges																		0
Residential Areas	1					1	1		1				1				1	35
Hiking Trails			1	1	1		1							1			1	20
County Park			1		1				1									13
Snowmobile Trail				1			1						1	1				12
Bed & Breakfast	1																	2
Rugged Terrain				1	1			1			1			1	1	1		18
Historic Farms					1			1					1		1	1		11
Tree Tunnels	1	1		1	1	1	1	1		1	1	1			1	1	1	41
Plank Bridges													1					6
Agricultural Vistas	1		1				1	1					1		1	1		26
Native Wildlife	1			1	1		1	1	1	1	1			1	1	1	1	36
Wildlife Refuge				1					1					1				11
National Forest																		2
Bike Trail						1	1							1			1	18
Antique Shops																		3
Monuments																		4
Farm Animals						1	1						1		1	1		20
Farms			1	1		1	1						1		1	1	1	31
Scenic Vista								1	1						1	1		23
Stream/River		1			1	1	1				1		1	1	1	1	1	29
Lakes/ponds						1		1	1	1			1	1	1	1	1	26
State Park																		3
State Forest					1			1						1				5
Museums																		0
Fruit Stands			1															1
NEGATIVE FEATURES																		
Powerlines			1	1		1	1	1					1	1		1	1	45
Billboards													1					10
Excessive Mowing							1							1				5
Tree Trimming																		2
Industrial Sites													1					8
Feed Lots													1					4
HighTension Powerlines			1				1						1					9
Undesirable Tourist Dev.																		3
Roadside Spraying																		0
Forest Clearcuts																		4
Environmental Intrusions				1										1				5
Trailer Court																		4
DOMINANT LAND USE																		
Row Crops		1											1		1	1	1	18
Pasture						1							1		1	1	1	22
Natural		1	1						1	1		1		1				14
Industrial																		1
Residential						1											1	12
Forest	1			1	1		1	1			1						1	19

APPENDIX G

RUSTIC ROAD INVENTORY FORM

Rustic Road Number: R - _____ Road Surface _____ Date of Visit _____

County _____ Length of Rustic Road _____ miles

Features:

- | | | |
|-------------------------|---------------------------|--------------------|
| Historic Trails _____ | Rugged Terrain _____ | Monuments _____ |
| Native Vegetation _____ | Historic Farms _____ | Farm Animals _____ |
| Historic Homes _____ | Tree Tunnels _____ | Farms _____ |
| Open Areas _____ | Plank Bridges _____ | Scenic Vista _____ |
| Covered Bridges _____ | Agricultural Vistas _____ | Stream/River _____ |
| Residential Areas _____ | Native Wildlife _____ | Lakes/ponds _____ |
| Hiking Trails _____ | Wildlife Refuge _____ | State Park _____ |
| County Park _____ | National Forest _____ | State Forest _____ |
| Snowmobile Trail _____ | Bike Trail _____ | Museums _____ |
| Bed & Breakfast _____ | Antique Shops _____ | Fruit Stands _____ |

Other _____

Dominant Landuse Practice (i.e., forestry, row crops, pasture, industry, homes):

Negative Attributes of Site:

- | | |
|------------------------|--|
| Powerlines _____ | High Tension Powerlines _____ |
| Billboards _____ | Undesirable Tourist Developments _____ |
| Excessive Mowing _____ | Roadside Spraying _____ |
| Tree Trimming _____ | Forest Clearcuts _____ |
| Industrial Sites _____ | Environmental Intrusions _____ |
| Feed Lots _____ | Other _____ |

APPENDIX H

ABOUT THE AUTHORS

Robert A. Robertson, Ph.D. is an Assistant Professor at Iowa State University. He has published articles in the areas of outdoor recreation resource management, environmental sociology and social impact assessment. He has completed major research projects examining the relationship between commercial/industrial and recreational use of the Illinois Michigan Canal National Heritage Corridor. Dr. Robertson currently serves as a technical advisor to the Mississippi Parkway Commission's Environment/Recreation Committee.

Steven V. Simpson is coordinator of the Leisure Studies Program at Iowa State University. He received his Ph.D. from the University of Minnesota in 1986. Recent Scholarship has been in the areas of river-based recreation, environmental ethics, and philosophy of leisure.

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