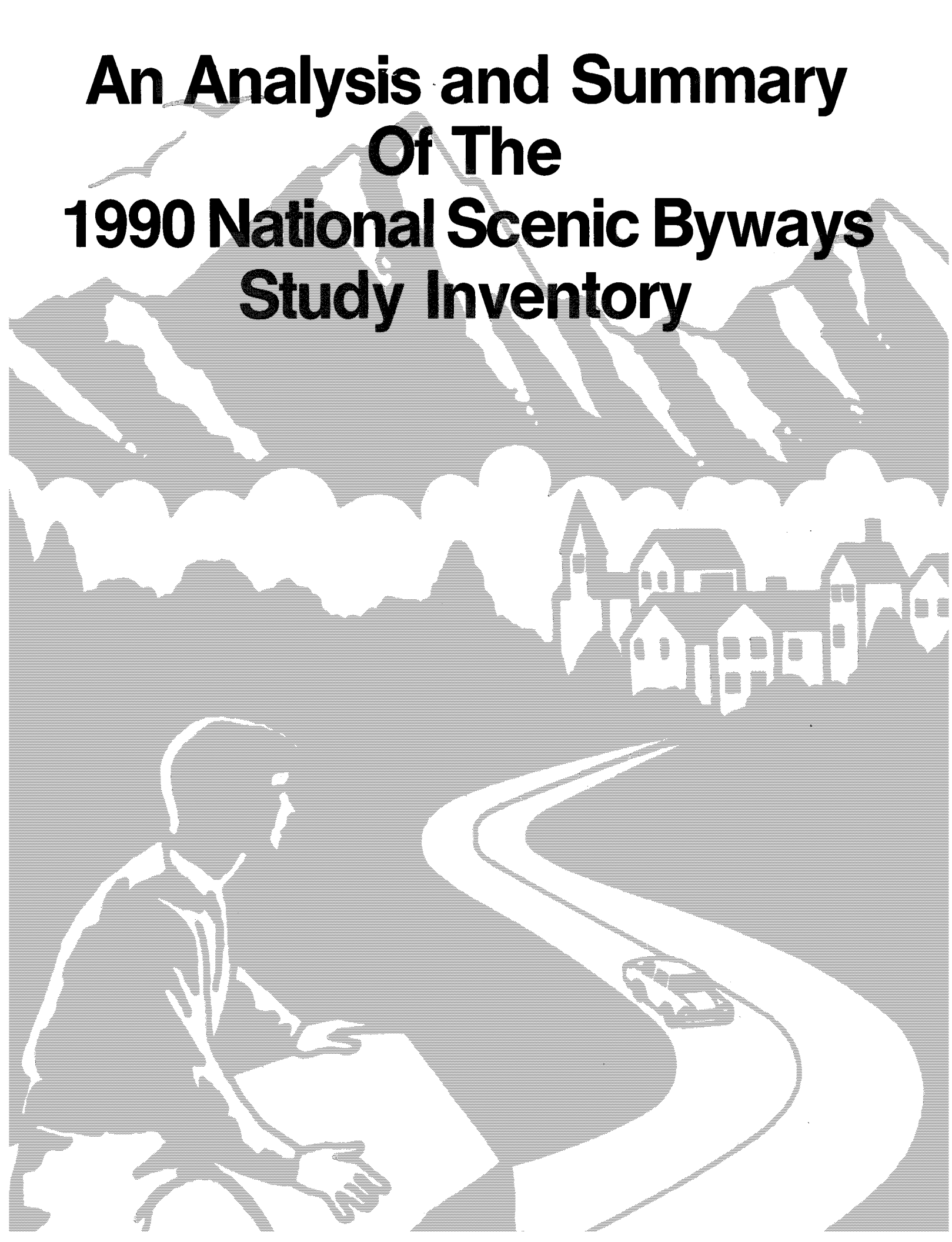


An Analysis and Summary Of The 1990 National Scenic Byways Study Inventory



AN ANALYSIS AND SUMMARY
OF THE 1990 NATIONAL SCENIC
BYWAYS STUDY INVENTORY

DECEMBER 1990

Prepared for:
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TABLE OF CONTENTS

	Page
► INTRODUCTION	1
► PART A: PROGRAM INVENTORY	2
A-1 What type of legal authorization does your program have— legislative, administrative, or other?	2
A-2 Is there an eligible system (some form of Master Plan) from which individual scenic byways are selected for designation?	4
A-3 Is the “interpretation” of scenic and historic attractions through explanatory and educational signs and displays an important criterion in the selection and designation of scenic highways?	5
A-4 What are the objectives of your scenic byway program?	7
A-5 What agencies in your State are involved with establishing the scenic byway program?	8
A-6 What criteria were used in the designation of your scenic byways?	11
A-7 What percentage of your total scenic byway system mileage has been designated in the last three years?	15
A-8 How would you assess the success of your program? In retrospect, would you have done anything differently?	16
A-9 What environmental protection issues (such as “4f” clearances) or historic preservation problems (such as “106” clearances) have you faced as a result of designating certain highways as scenic byways?	20
A-10 What have been the safety consequences of designating scenic byways?	23
A-11 What has been your experience in working with the private sector on the scenic byways program?	26
A-12 In developing your scenic byway program, what different sources of funds have been used—federal, state, local and private, or some combination thereof?	29
A-13 Do you use special scenic byway designation signs?	33
A-14 Can you provide any generalized cost-per-mile estimate of the increased cost of maintaining and improving a highway as a result of its designation as a scenic byway?	36

A-15	What successful marketing programs have been used to attract scenic byway supporters and users?	38
A-16	What successful citizen participation programs have been used in the development of your scenic byway program?	42
►	PART B: SCENIC BYWAY INVENTORY	46
B-1	Total Mileage of Scenic Byways	46
B-2	Federal Aid Classification of Scenic Byway Miles	49
B-3	Ownership of Scenic Byways	51
B-4	Road Surface of Scenic Byways	52
B-5	Number of Lanes of Scenic Byways	53
B-6	Land Use Controls Associated with Scenic Byway Corridors	54
B-7	Passing Opportunities Provided on Scenic Byways	59
B-8	Route Restrictions on Scenic Byways	61
B-9	Vehicle Prohibitions on Scenic Byways	63
B-10	Complementary Services Along Scenic Byways	66
B-11	Corridor Themes Associated with Scenic Byways	69
B-12	Federal Agencies' Scenic Byway Mileage	70
B-13	Federal-Aid Classification of Federal Agencies' Scenic Byways	72
B-14	Ownership Characteristics of Federal Agencies' Scenic Byways	75
►	PART C: GENERAL DISCUSSION SECTION	80
C-1	What is your policy position or opinion relative to a national scenic byway program?	80
C-2	Are you planning or do you have under consideration a scenic byway program? Why or why not?	92
C-3	Have you ever tried to implement a scenic byway program? Why or why not?	96

► PART D: TRAVEL AND TOURISM	99
D-1 What programs do you have for promoting scenic byways? Has the use of scenic byways increased since you started your program?	99
D-2 How effective are scenic byway programs in promoting tourism?	104
D-3 Can the scenic byway program assist the travel industry to enhance international/national competitiveness and profitability?	108
APPENDIX A. 1990 National Scenic Byways Study, Scenic Byway Questionnaire and Instructions, Federal Highway Administration, U.S. Department of Transportation	113
APPENDIX B. State and Territorial Tourism Offices, U.S. Department of Commerce, U.S. Travel and Tourism Administration	123
APPENDIX C. Memorandum Dated March 2, 1990, National Scenic Byways Memorandum, Federal Highway Administration, to Regional Federal Highway Administrators	132
INDEX	135

LIST OF TABLES & FIGURES

Page

► PART A

TABLE 1	Legal Authorization for a Scenic Byway Program	2
---------	--	---

► PART B

TABLE 2	Mileage and Number of Routes of Scenic Byways by Ownership — 1990 National Scenic Byways Study	47
---------	---	----

FIGURES:

1	Scenic Byways Designated and Potential Miles	46
2	Total Scenic Byways by Length	48
3	Total Scenic Byway Miles by Federal-Aid Class	49
4	Designated and Potential Scenic Byway Miles by Federal-Aid Class	50
5	Scenic Byway Off-system Miles by Federal/Non-Federal	50
6	Scenic Byways Ownership Total Miles	51
7	Scenic Byways Ownership Designated and Potential Miles	51
8	Scenic Byways Total Road Surface Mileage	52
9	Total Scenic Byways Road Surface by Ownership	52
10	Total Scenic Byway Miles by Number of Lanes	53
11	Designated and Potential Scenic Byway Miles by Number of Lanes	53
12	Total Scenic Byways Land Use Controls by Ownership	54
13	Designated Scenic Byways Land Use Controls by Ownership	55
14	Potential Scenic Byways Land Use Controls by Ownership	55
15	Total Scenic Byways Land Use Controls in Urban/Rural Areas	56
16	Designated Scenic Byways Land Use Controls in Urban/Rural Areas	57
17	Potential Scenic Byways Land Use Controls in Urban/Rural Areas	57
18	Designated and Potential Scenic Byways Routes Land Use Controls	58
19	Total Scenic Byways Passing Opportunities by Ownership	59
20	Designated Scenic Byways Passing Opportunities by Ownership	60
21	Potential Scenic Byways Passing Opportunities by Ownership	60
22	Total Scenic Byways Route Restrictions	61
23	Total Scenic Byways Route Restrictions by Ownership	61
24	Designated Scenic Byways Route Restrictions by Ownership	62

25 Potential Scenic Byways, Route Restrictions by Ownership	62
26 Total Scenic Byways Vehicles Prohibited	63
27 Total Scenic Byways Routes Vehicles Prohibited	63
28 Total Scenic Byways Vehicles Prohibited by Ownership	64
29 Designated Scenic Byways Vehicles Prohibited by Ownership	65
30 Potential Scenic Byways Vehicles Prohibited by Ownership	65
31 Total Scenic Byways Complementary Services by Ownership	66
32 Designated Scenic Byways Complementary Services by Ownership	67
33 Potential Scenic Byways Complementary Services by Ownership	67
34 Total Scenic Byways Routes Complementary Services	68
35 Scenic Byways Themes Designated and Potential	69
36 Federal Agencies' Scenic Byways Total Mileage for Federal Scenic Routes	70
37 Federal Agencies' Scenic Byways Designated and Potential Mileage for Federal Scenic Routes	71
38 Federal Agencies' Byway Miles by Federal-Aid Class	72
39 BIA Byway Miles by Federal-Aid Class	72
40 BLM Byway Miles by Federal-Aid Class	73
41 USDA-FS Byway Miles by Federal-Aid Class	73
42 NPS Byway Miles by Federal-Aid Class	74
43 States' Byway Miles by Federal-Aid Class	74
44 Federal Agencies' Scenic Byways Total Mileage by Ownership	75
45 Federal Agencies' Scenic Byways Designated and Potential Mileage by Ownership	75
46 USDA-FS Scenic Byways Total Mileage by Ownership	76
47 USDA-FS Scenic Byways Designated and Potential Mileage by Ownership	76
48 BIA Scenic Byways Potential Miles by Ownership	77
49 BLM Scenic Byways Total Mileage by Ownership	77
50 BLM Scenic Byways Designated and Potential Mileage by Ownership	78
51 NPS Scenic Byways Potential Miles by Ownership	78
52 States' Scenic Byways Total Mileage by Ownership	79
53 States' Scenic Byways Designated and Potential Mileage by Ownership	79

LEGEND FOR ABBREVIATIONS

AAA	American Automobile Association
AASHTO	American Association of State Highway and Transportation Officials
ADT	Average Daily Traffic
ARC	American Recreation Coalition
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
Caltrans	California Department of Transportation
dBASE III	A Special Computer Program
DNR	Department of Natural Resources, Minnesota
DOT	Department of Transportation
DTOP	Department of Transportation of Puerto Rico
EIS	Environmental Impact Statement
FHWA	Federal Highway Administration
4f	Section 4(f) of the U.S. Department of Transportation Act (23 U.S.C. 138)
GRR	Great River Road
HPR	Highway Planning & Research
IDOT	Illinois Department of Transportation
MDOT	Maryland Department of Transportation
MDPW	Massachusetts Department of Public Works
MHS	Minnesota Historical Society
MNDOT	Minnesota Department of Transportation
MRPC	Mississippi River Parkway Commission
NCDOT	North Carolina Department of Transportation
NFS	National Forest Service
NPS	National Park Service
ODOT	Ohio Department of Transportation
R/W	Right-of-Way
SB	Senate Bill
TARP	Tourism and Recreation Partnership - Colorado
TVA	Tennessee Valley Authority
USDA-FS	United States Department of Agriculture, Forest Service
USTDC	United States Travel Data Center
"106"	Section 106 of the National Historic Preservation Act (16 U.S.C.470f)

INTRODUCTION

Study efforts involving scenic byways have spanned more than a quarter of a century. One of the first such organized efforts was made by the then existing Recreation Advisory Council in 1964. This effort resulted in a report, titled A Proposed Program for Scenic Roads and Parkways, that was published in June 1966. In 1973, the Congress directed that a study be made of the feasibility of developing a national scenic highway stream. The Federal Highway Administration prepared a report titled An Assessment of the Feasibility of Developing a National Scenic Highway System in response to this request.

The 1990 Department of Transportation and Related Agencies Appropriation Act directed the Department of Transportation to prepare a report with the following objectives:

- Update for the use of Congress a nationwide inventory of existing scenic byways.
- Develop guidelines for the establishment of a National Scenic Byways Program, including recommended techniques for maintaining and enhancing the scenic, recreational, and historic qualities associated with each byway.
- Conduct case studies of the economic impact of scenic byways on travel and tourism.
- Analyze potential safety consequences and environmental impacts associated with scenic byway designation.

To respond directly to the first objective, the Federal Highway Administration developed a questionnaire in May 1990, to obtain information on Scenic Byways and byways programs. It was reviewed by a representative group of Federal, State, and local officials, private groups, and individuals. A copy of this questionnaire is included in Appendix A. This questionnaire was distributed to a variety of State and Federal agencies, including the State highway and transportation departments, State tourism departments, and the pertinent Federal agencies (U.S. Forest Service, Bureau of Land Management, National Park Service, and the Bureau of Indian Affairs).

The questionnaire had the following four parts:

- Part A — Program Inventory
- Part B — Scenic Byway Inventory
- Part C — General Discussion Section
- Part D — Travel and Tourism Section

Parts A, B, and C were completed by the lead State agency for the scenic byway program, generally the State Highway or Transportation Department. Part D was completed by the State tourism agency. States without a scenic byway program were to answer only Part C, but some of these States completed Part B for potential scenic byways.

In order to ease the burden of this study effort upon the States and Federal agencies, no field surveys were required to be undertaken. All information was obtained from inventories and reports already in hand, and from the respondents' personal knowledge and experience. Where exact information was unavailable, the best estimates were provided.

This report, prepared by Greenhorne & O'Mara, Inc., for the Federal Highway Administration, summarizes all four parts of the subject questionnaire.

PART A: PROGRAM INVENTORY

This part sought answers to sixteen questions and elements of scenic byway programs. The State response to each of them is identified and summarized in the pages that follow. Not all states responded to every question. Matrices are provided where it is reasonable to do so. A broad spectrum of elements and actions are recorded, involving Federal, State, and local government and private activities.

A-1 *What type of legal authorization does your program have—legislative, administrative, or other?*

Twenty-six States and Puerto Rico have legislative authorizations which are very limited, being confined to one or more scenic routes.

Eight States have administrative authorizations, presumably undertaken pursuant to a generalized authority involving highway improvement generally, or under some kind of executive authority.

Fifteen States and the District of Columbia have neither legislative nor administrative authority to proceed with a scenic road program or have never activated authority that might be implicit in a general authorization.

TABLE 1 LEGAL AUTHORIZATION FOR A SCENIC BYWAY PROGRAM
AUTHORIZATION

State or Jurisdiction	Legislative	Administrative	Comment
Alabama			<i>None.</i>
Alaska			<i>None.</i>
Arizona	✓	✓	<i>Law supplemented by Rules.</i>
Arkansas	✓		
California	✓		
Colorado	✓	✓	<i>Law and Executive Order creating Colorado Scenic & Historic Byways Commission.</i>
Connecticut	✓	✓	<i>Law and Regulations.</i>
Delaware			
District of Columbia			
Florida			
Georgia	✓		<i>Only one legislated route.</i>
Hawaii			
Idaho	✓		<i>Law vests complete authority with Idaho Transportation Board which authorizes and designates scenic routes.</i>
Illinois			
Indiana			
Iowa	✓		
Kansas	✓		<i>Law directs signing of four routes.</i>
Kentucky			
Louisiana	✓		<i>Law legislates several scenic routes. Has Joint Legislative Resolution on a pilot project.</i>
Maine	✓		

State or Jurisdiction	Legislative	Administrative	Comment
Maryland		✓	<i>Governor had MDOT develop a network. Has map of routes and logo.</i>
Massachusetts	✓		<i>Has bond Issue Law for scenic roads, etc. Also, open space program.</i>
Michigan	✓		<i>Has additional legislation pending.</i>
Minnesota	✓	✓	
Mississippi	✓		<i>Law designates several scenic routes.</i>
Missouri			
Montana			
Nebraska			<i>Has scenic roadway classification.</i>
Nevada	✓		
New Hampshire	✓		<i>Has scenic road easement program under law.</i>
New Jersey		✓	<i>Acquires scenic road easements under Highway Beautification Act.</i>
New Mexico			
New York	✓	✓	
North Carolina		✓	
North Dakota			
Ohio		✓	
Oklahoma			
Oregon	✓		
Pennsylvania		✓	<i>Has designated several routes.</i>
Rhode Island	✓		
South Carolina	✓		
South Dakota	✓		
Tennessee	✓		
Texas		✓	
Utah		✓	
Vermont	✓		
Virginia	✓	✓	
Washington	✓		
West Virginia			
Wisconsin	✓	✓	
Wyoming		✓	<i>Has designated one scenic road.</i>
Puerto Rico	✓		
Corps of Engineers			
BLM-Interior	✓		<i>Done under general legislative authorization.</i>
USDA-FS	✓		<i>Done under general legislative authorization.</i>
NPS-Interior			
BIA-Interior	✓		<i>Done under general legislative authorization.</i>

A-2 Is there an eligible system (some form of Master Plan) from which individual scenic byways are selected for designation? How was the Master Plan established?

There are seven states which have an eligible system or some form of Master Plan for scenic roads, each with notable variations, as follows:

California. Legislation established a Master Plan that made 5,870 miles eligible for scenic road designation. Of these, 1022 have been so designated. New routes can be added only by legislative action, at request of local governing body and recommendation of Transportation Department Advisory Committee.

Idaho. In 1974, Idaho Transportation Department, Department of Parks and the Forest Service, as a committee, established an initial Master Plan, identifying 2200 miles of potential scenic routes of a State Highway System of approximately 5,000 miles.

Maine. An eligible system was based on a study, Scenic Roads—Maine 1965, requested by U.S. Department of Commerce, Bureau of Public Roads.

Maryland. A Master Plan was established by identifying numerous candidate routes, reviewing each on site and making final selections, pursuant to Governor's directive.

Minnesota. State had developed a 1965 and 1974 Master Plan, but in 1986, Minnesota Legislature mandated the preparation of a plan, which is still in its developmental stage, to be completed by the end of the summer of 1990.

Tennessee. A committee (Department of Transportation, Department of Conservation, Department of Tourist Development, and State Planning Office) developed a draft of a comprehensive plan of a Parkway System. The Highway Commissioner has sole authority to add to or subtract from the system.

Utah. The System of Scenic Byways was selected by the Scenic Byways Steering Committee from a suggested list of candidate routes.

Additionally, the Great River Road (Mississippi River Parkway), traversing ten River Road States (Wisconsin, Minnesota, Iowa, Illinois, Missouri, Kentucky, Tennessee, Arkansas, Mississippi, and Louisiana), may be considered a form of a Master Plan. In 1970, FHWA, in cooperation with the ten River Road States and their Mississippi River Parkway Commissions, designated a single route as the GRR.

Some states, such as Vermont, have indicated that all roads in the State are eligible for scenic road designation.

Apart from the above, the following States, and others, have designated one or more specific routes as scenic roads:

Alaska	Mississippi	Ohio	Virginia
Arizona	Nebraska	Oklahoma	Washington
Colorado	New Hampshire	Pennsylvania	Wisconsin
Kansas	New Jersey	Puerto Rico	
Michigan	New York	Texas	

A-3 *Is the “interpretation” of scenic and historic attractions through explanatory and educational signs and displays an important criterion in the selection and designation of scenic highways? If so, please describe how it applies.*

The vast majority of the states, even those with ongoing scenic highway programs, indicated “No” in response to this question. The following five jurisdictions responded in the affirmative as follows:

California. California Department of Parks & Recreation and local historical groups place information signs and historic markers on State and other highways where appropriate. Caltrans places vista stations in scenic areas. These are not criteria for scenic designation. State legislation also created a Special Interest Stopping Place Fund for gifts of money or property to establish and maintain stopping places adjacent to any state highway in the state scenic highway system as a memorial to any person or group at a point of special scenic, historical, or cultural interest. The Department places and maintains appropriate signs at the stopping places which indicate the name of the person or group in whose honor the place was established.

Colorado. One criterion requires a conceptual plan involving interpretation, promotion, and marketing of the scenic byway. This includes promotional activities and special events; placement of historical markers and informational signs; proposed improvements such as rest areas, interpretive sites, and scenic pullouts; and the publication of maps, brochures, audio and visual tapes describing the route, attractions, and sites along the route. The Commission seeks to identify and recommend those proposed byways that are planning for the interpretation of the scenic, historic, recreational, educational, scientific, geological, natural, wildlife, cultural, or ethnic features that make the route distinctive.

Maine. If the route is signed, a greater degree of importance is attached to it.

Puerto Rico. Highlighting the potential for the interpretation of the scenic and historic attractions through explanatory and educational signs and displays is a very important criterion of Puerto Rico’s current Master Planning efforts for “La Ruta Panorámica.” It would also be an essential aspect for the selection of additional scenic byways.

Wisconsin. On the Great River Road, educational signs and displays were not important criteria but rather the many features themselves along the route. However, while some interpretive signs and displays were in place at the time of establishing the GRR route, the GRR program has added and embellished many interpretive signs and plaques.

Additionally, four other states conditionally use or encourage the use of interpretive devices, as follows:

Arizona. While such devices are not required, interpretation of resources is advised, as appropriate, by means of specific recommendations adopted by the Advisory Committee for each designated road.

North Carolina. Interpretive displays have been a consideration for NCDOT in the development of the Scenic Byway program but are not an important criterion for selection or designation. Until this program has had an opportunity to mature and public opinion is received, the State will continue to evaluate the need for interpretation systems along NC routes.

Texas. No interpretive signs or displays were or are part of the Texas Travel. But official Texas historical markers—on the site, etc.—are coincidental parts of the Texas Trails System. Primary interpretation was provided in printed trail folders, with maps, produced in the Texas highway Dept.

Washington. In Washington, “interpretation” is not a criterion but is rather an activity that either exists or would be identified in a management study for the specific route. The base criterion for this State’s system is scenic, recreational, and cultural merit.

Finally, the Forest Service (USDA) comment is noteworthy: “Although we do not specifically request that an interpretive plan be prepared for each of the byways that are nominated, we do ask for a discussion of interpretive opportunities in the proposal. Due to the strong support and encouragement of interpretive planning throughout the agency, nearly all currently designated National Forest Scenic Byways have master interpretive plans either in process or completed.”

One state, Vermont, has indicated that, in general, signs are considered a distraction from the scenic qualities of a road.

BLM. The existence of scenic and historic opportunities is an important factor in the selection of BLM byways. A variety of media will be used to interpret these values, including signs and displays.

A-4 What are the objectives of your scenic byway program?

Nineteen objectives were identified by the States and the Federal agencies responding. Some of these may be overlapping in what is sought in the objective. Moreover, any given State generally has multiple objectives to be achieved by a scenic byway program.

To preserve and enhance natural beauty was identified by 19 states, to promote tourism by 13 states, to preserve historic resources by 11, to preserve and enhance cultural resources by 8, to provide recreational opportunities by 8. The number of states and agencies citing other objectives is indicated in the following summary.

<u>OBJECTIVE:</u>	NUMBER CITING
To preserve and enhance natural beauty	19
To preserve and enhance cultural resources	8
To promote tourism	13
To preserve historic resources	11
To preserve geologic attributes	2
To promote understanding of State's heritage	6
To promote lifestyle of inhabitants	1
To appreciate State at leisurely pace	3
To present regional diversity	2
To provide recreational opportunities	8
To preserve and exhibit natural vegetation	1
To preserve and enhance man-made beauty	1
To provide an alternative to faster paced traffic	1
To preserve and enhance scientific and engineering elements	1
To provide safe and relaxing travel	1
To provide pleasurable facilities for hikers and bikers	2
To showcase National Forest and Public Lands awareness and understanding of activities	2
To increase use of National Forests and Public Lands by non- traditional users, urban minorities, disadvantaged, and elderly	2
To improve property values	1

A-5 What agencies in your State are involved with establishing the scenic byway program?

Alabama:	<i>None.</i>
Alaska:	<i>None.</i>
Arizona:	<i>Arizona Department of Highways, Arizona State Parks Department, Arizona Historical Society.</i>
Arkansas:	<i>State Highway and Transportation Department, State Legislature, Great River Road Commission.</i>
California:	<i>Local Governments and State Transportation Department.</i>
Colorado:	<i>Colorado Scenic & Historic Byways Commission which has representation from State Legislature, Tourism Board, Historical Society, Wildlife Commission, Highway Commission, U.S. Forest Service, Southern Ute Indian Tribe, several museums, local government, and ex officio directors of Department of Highways, Local affairs, and Natural Resources. Also, BLM now has representation too.</i>
Connecticut:	<i>Department of Transportation, Department of Economic Development, and Department of Environmental Protection.</i>
Delaware:	<i>None.</i>
District of Columbia:	<i>None.</i>
Florida:	<i>None.</i>
Georgia:	<i>None.</i>
Hawaii:	<i>None.</i>
Idaho:	<i>Idaho Transportation Board which welcomes input from Department of Parks and Recreation, Department of Commerce and Tourism, State Legislators, Local Governments, and Citizens.</i>
Illinois:	<i>None.</i>
Indiana:	<i>None.</i>
Iowa:	<i>Current study underway involving four states.</i>
Kansas:	<i>Has study underway, signed four routes.</i>
Kentucky:	<i>None.</i>
Louisiana:	<i>None.</i>
Maine:	<i>Maine Department of Transportation. In the past, had a Scenic Highway Board abolished in 1972. It has State Highway Commission, Director of Parks and Recreation, Commissioner of Sea and Shore Fisheries, Commissioner of Agriculture, Commissioner of Inland Fisheries and Game, Forest Commissioner, Commissioner of Economic Development, and Director of Planning.</i>
Maryland:	<i>Maryland Department of Transportation and Department of Economic and Employment Development.</i>
Massachusetts:	<i>None.</i>

Michigan:	<i>None.</i>
Minnesota:	<i>Department of Transportation, Department of Natural Resources, Historical Society, Office of Tourism, U.S. Forest Service, Department of Public Safety, University of Minnesota, Mississippi River Parkway Commission, Leech Lake Indian Reservation, and cities and counties along the river. Also, Department of Trade & Economic Development.</i>
Mississippi:	<i>Have several legislated scenic routes.</i>
Missouri:	<i>None.</i>
Montana:	<i>None.</i>
Nebraska:	<i>None, except has a four-State study underway.</i>
Nevada:	<i>Department of Transportation and Commission on Tourism.</i>
New Hampshire:	<i>No system, but committee is developing one, comprised of Commissioners of Transportation, Resources and Economic Development, Director of State Planning, FHWA, Tourism agency, and private sector.</i>
New Jersey:	<i>No formal program, but acquires lands in scenic corridors.</i>
New Mexico:	<i>None.</i>
New York:	<i>Departments of Environmental Conservation and Transportation, Heritage Task Force for Hudson River, Inc., Scenic Hudson, local govt's and public officials, private citizens.</i>
North Carolina:	<i>Department of Transportation, Department of Cultural Resources-Archaeology and Historic Preservation, Department of Commerce, Travel and Tourism, Department of Environment, Health & Natural Resources — Geological Survey, Department of Justice, Legislative Drafting and Codification.</i>
North Dakota:	<i>None.</i>
Ohio:	<i>Department of Transportation.</i>
Oklahoma:	<i>None.</i>
Oregon:	<i>Department of Transportation.</i>
Pennsylvania:	<i>No program, but designated several routes.</i>
Rhode Island:	<i>Scenic Highway Board, with Department of Transportation and Environmental Management acting in advisory capacity.</i>
South Carolina:	<i>None.</i>
South Dakota:	<i>Governor's Office, Department of Agriculture, Department of Education and Cultural Affairs, Department of Game, Fish and Parks, Department of Tourism, Department of Transportation, Department of Water and Natural Resources.</i>
Tennessee:	<i>Department of Transportation, Department of Conservation, Department of Tourist Development, State Planning Office.</i>

Texas:	<i>Department of Highways and Public Transportation, Department of Commerce, Tourism Division.</i>
Utah:	<i>Interagency Steering Committee consists of Travel Council, Department of Transportation, Association of Governments, Travel Regions, Association of Counties, League of Cities and Towns, National Park Service, National Forest Service, BLM, FHWA.</i>
Vermont:	<i>Vermont Scenery Preservation Council comprised of State employees from several State agencies, private citizens, and legislators.</i>
Virginia:	<i>Department of Transportation and Department of Conservation and Recreation.</i>
Washington:	<i>When management is fully implemented, it will most likely include Department of Transportation, State Parks and Recreation Commission, Department of Natural Resources, Interagency Committee for Outdoor Recreation, Department of Wildlife, and Department of Trade and Economic Development.</i>
West Virginia:	<i>None.</i>
Wisconsin:	<i>The Rustic Road Board consists of Chairpersons of standing committees on transportation matters plus ten members nominated by Wisconsin Counties Association representing a broad spectrum geographically as well as State, county, and local governments, utilities, and general public.</i> <i>On GRR, Wisconsin Mississippi River Parkway Commission, chaired by chief official of highway agency, with a Technical Advisory Committee of Department of Natural Resources, Department of Transportation, Department of Development (Tourism), Mississippi River Regional Planning Commission, and State Historical Society.</i> <i>On Kettle Moraine Drive, Department of Natural Resources</i> <i>On Circle Tours, Department of Development, Division of Tourism, supported by Department of Transportation.</i>
Wyoming:	<i>None.</i>
Puerto Rico:	<i>Department of Transportation and Public Works</i>
Corps of Engineers:	<i>None.</i>
BLM:	<i>BLM Headquarters and its field offices.</i>
USDA-FS:	<i>FS Headquarters and its field offices.</i>
NPS:	<i>NPS Headquarters and its field offices.</i>
BIA:	<i>BIA Headquarters and its field offices.</i>

A-6 What criteria were used in the designation of your scenic byways?

The following 30 states and the District of Columbia have not provided any criteria, largely because they have no ongoing scenic byways programs. Some States indicated they have studies underway and may soon develop such criteria.

Alabama	Illinois	Mississippi	North Dakota
Alaska	Indiana	Missouri	Oklahoma
Arkansas	Iowa	Montana	Pennsylvania
Delaware	Kansas	Nebraska	Rhode Island
D.C.	Kentucky	Nevada	South Carolina
Florida	Louisiana	New Hampshire	Wyoming
Georgia	Massachusetts	New Jersey	West Virginia
Hawaii	Michigan	New Mexico	

The following States have developed criteria having a broad range of elements. Accordingly, these are summarized individually for each State.

Arizona. Uniqueness; vividness; intactness; unity; historic impact to area, state or national; proximity to highway or area; sufficient land area for parkway to accommodate facilities for visitor needs; evaluation by Arizona Historical Committee.

California. To be eligible for scenic designation, routes must have outstanding natural or man-made features such as rivers, waterfalls, virgin timber, geological formations, canals, reservoirs, old bridges, historic sites, and buildings of architectural, historical, or civic value. To proceed from eligibility to designation requires the local jurisdiction to adopt a program to protect and enhance the scenic corridor. Minimum requirements for a protection program are: (1) regulation of land use and density of development, (2) detailed land and site planning, (3) control of outdoor advertising, and (4) control of earth moving and landscaping the design and appearance of structures and equipment.

Colorado. Special features, safety, accessibility, local support, and conceptual plan. These are general criteria. More specific are the following:

- a. Must possess unusual, exceptional, and/or distinctive scenic, recreational, historical, educational, scientific, geological, natural, wildlife, cultural, or ethnic features.
- b. Must be suitable for the prescribed type of vehicular use.
- c. Must be an existing route and have legal public access.
- d. Must have strong local support and be coordinated with relevant agencies.
- e. Must be based upon a conceptual plan.

Connecticut. *For State Roads:* (1) Have significant natural or cultural features along its borders such as agricultural lands, a historic building, vistas of marshes, shorelines, forests with mature trees or notable geologic or other natural features which singly or in combination set this highway apart from others as being distinct. (2) Has a minimum length of one mile. (3) Has development compatible with its surroundings and must not detract from the scenic, natural character and visual quality of the highway areas.

For Local Scenic Roads: Must be free from intensive commercial development and intensive vehicular traffic, and must meet at least one of the following: (a) Unpaved, (b) bordered by mature trees or stone walls, (c) travelled portion not more than 20' wide, (d) offers scenic views, (e) blends naturally into surroundings, or (f) parallels or crosses brooks, streams, lakes, or ponds.

Idaho. (1) Paved, all season status. (2) Alternative route connecting arterial highways. (3) Superior aesthetic characteristics. (4) Reasonable distance comparison.

Maine. (1) Scenic quality of corridor. (2) Service to major population centers. (3) Economic feasibility. (4) Variety of recreation experience. (5) Compatibility with other recreation values. (6) Harmony with other highway users. (7) Access to parks and other recreation areas.

Maryland. Scenic quality suitable for inclusion.

Minnesota. Past criteria: (1) Scenic quality of corridor. (2) Service to major population centers. (3) Economic feasibility. (4) Availability of complementary facilities. (5) Availability of other scenic routes and recreation resources in the area. (6) Access to parks and recreation areas. (7) Connectivity between recreation facilities. (8) Access to major highways. (9) Potential for energy conservation and meeting user needs. (10) Protection of corridor and ecology. (11) Public demand for development. (12) Suitability for use by other modes.

New York. (1) Road condition—road, r/w, and views should exhibit exceptional compositional merit. (2) Regional attributes—road must provide travellers a substantial opportunity to view and appreciate distinctive cultural, historic, and/or geomorphic features of the region.

North Carolina. (1) Must have significant visible natural or cultural features along its borders, such as agricultural lands, historic sites, vistas of marshes, shorelines, forests with mature trees or other significant vegetation, notable geological or other nature features; which singly or in combination set this route apart from others as being distinct. (2) Minimum length of one mile. (3) Development on the route shall not detract from the scenic, natural character and visual quality of area. (4) Corridors with land use controls to reasonably protect the aesthetic or cultural value of the area will be given preference. A highway's designation may be revoked if character changes occur so that it no longer meets the above criteria.

Ohio. (1) Attractiveness and number of scenic areas visually adjacent to route. (2) Variety of different landscapes traversed by route. (3) Effectiveness with which route would link specific scenic, historical, recreational, industrial, or agricultural areas of interest. (4) Availability of individual routes or combinations of routes, which can be conveniently utilized for weekend or one-day sight-seeing trips. (5) Connection with, or proximity to, major state or interregional routes.

Oregon. *Criteria used initially:* (1) Provides an outstanding view or vista. (2) Contains outstanding or unusual historic values illustrating development of State. (3) Provides for historic or scenic values. (4) Appears in local or regional promotion literature as having historic or scenic value. (5) Contains unique design or construction features. (6) Contains view or vistas of unique landforms, vegetation, or scenic values. (7) Contains significant features involving a notable designer or architect. (8) Has significant historic or scenic values recognized by local population.

Criteria used to rate the above: (1) Exceptionally rare and beautiful and/or historically significant. (2) Statewide recognition. (3) Use of segment/structure as a destination and/or preferred route of travel.

South Dakota. No routes designated yet, but have developed criteria with a point system, involving distinctive, common, or minimal features: (1) scenic, (2) cultural, (3) geologic, (4) wildlife and habitat, (5) aesthetic.

Tennessee. Parkway routes providing access and direction to historic, recreational, scenic, and major tourist areas, including spurs to these routes.

Texas. Trail criteria: (1) Staying on State highway (avoiding county roads). (2) Avoiding heavy traffic, major highways in favor of rural, secondary roads. (3) Selecting most visually scenic routes. (4) Leading to cities or towns with significant sites of interest to tourists.

Texas Travel Trails Committee criteria: (1) Each trail should be a loop on existing highway. (2) No alternative legs or spurs may be designed. (3) Each should have a significant point of interest.

Utah. (1) No actual or inferred restriction on commerce or future highway rehabilitation or development. (2) Must conform to AASHTO standards for primary and secondary roads. (3) Must be paved. (4) Have outstanding scenic, recreational, historical, educational, scientific, or cultural features. (5) Needs to be wide enough for RV's or provisions should be made to accommodate them. (6) Off Interstate System. (7) Need not necessarily lead to or join other road networks. (8) Need not be open during winter months, as long as it is scenic.

Vermont. State has a unique set of criteria, both positive and negative. The positive elements are: (1) Vegetation, such as forest patterns, field and forest edge, agricultural patterns, significant single or stand of trees, leaf tunnel effects, orchards, or masses of wildflowers or ferns. (2) Landscape features, such as panoramic or other distant views, scene terrain, natural focal point, or cliffs, boulders, or rock outcrops. (3) Road characteristics, such as road conforming to landscape or gravel road surface. (4) Waters, such as lakes and ponds, marshes and wetlands, rivers and brooks, and waterfalls. (5) Buildings, such as picturesque farmsteads, or other unusual or picturesque buildings. (6) Other man-made structures, such as covered and other bridges, stone walls and wooden fences, cemeteries, man-made focal points, historic site or district, or distant village or village edge. The negative elements are: (1) Landscape scars, such as lumbering scars or slash, erosion, gravel or sandmining operations, utility lines, corridors or substations. (2) Buildings, such as strip development, inappropriate or dilapidated buildings, open auto sales, or gas stations or auto repair shops. (3) Other man-made structures, such as large or inappropriate buildings, protruding culverts, junkyards and landfills, storage tanks, structures out of context, or a road not conforming to the landscape.

Virginia. (1) Provides important scenic values and experience. (2) Diversity of experience, as in transition from one landscape to another. (3) Route links together significant scenic, scientific, historic, or recreation points. (4) Bypasses major roads or provides opportunity to leave high-speed routes for variety and leisure in motoring. (5) Landscape control or management along route is feasible. (6) Route is susceptible to techniques to provide for user safety. (7) Route contributes to good distribution within elements of the scenic highway and Virginia byway system. (8) Preference shall be given to those corridors controlled by zoning or otherwise, so as to protect the aesthetic or cultural value of road.

Washington. State used criteria suggested in the 1966 study entitled A Prepared Program for Scenic Roads & Parkways, U.S. Department of Commerce, for the President's Council on Recreation and Natural Beauty.

Wisconsin. *For Rustic Roads:* (1) Outstanding natural features such as rugged natural terrain, native wildlife, native vegetation; open areas with rustic or agriculture vistas which singly or in combination set this road apart as being unique. (2) Lightly traveled local access road, serving adjacent property owners and motorists, bicyclists, or hikers for recreational enjoyment of its rustic features. (3) Not scheduled or anticipated for major improvements which would change its rustic character. (4) Preferably has no high density development along its borders; existing development should be compatible with surroundings and not detract from the rustic, unspoiled natural character and visual impact of the road. (5) Preferably have a minimum length of 2 miles and where feasible, provide a completed closure or loop or connect to major highway at both ends. (6) Corridor zoning should be compatible with preservation of its rustic character and low density development. (7) May be unimproved, gravel or paved, one- or two-way and may have bicycle or hiking paths adjacent to or incorporated into roadway area.

Great River Road. Enhancement and preservation of the state and nationally significant historic, economic, recreational, scenic, cultural, natural, and scientific resources located along the Mississippi River.

Circle Tours. For Lake Michigan Circle Tour and Lake Superior Circle Tour, to follow highways on the State Trunk Highway System which most closely parallel Lake Michigan and Lake Superior.

Puerto Rico. Criteria involve "La Ruta Panoramica," and are mainly geographic and scenic, rich in landscapes and natural beauty, unique geological formations and cultural heritage.

BLM. *For backcountry byways:* (1) High scenic value and may include recreational, historical, wildlife, educational, scientific, or cultural features, more than of local significance. (2) An existing route, where BLM is principal land owner, and have legal public access. (3) Must be safe for prescribed type of vehicle use, but a reasonable level of risk is part of the recreation experience. (4) Proposal to manage the corridor and road/trail to maintain the visual features and scenic values must be consistent with BLM, State, local, and other land-use plans.

USDA-FS. Thirteen elements are: (1) Must be an existing road but may take time and money to bring it up to scenic byway standards. (2) Deserves recognition in terms of its scenic, recreational, historical, educational, scientific, or cultural character. (3) Must be a destination in and of itself. (4) Complementary facilities should exist or be developed along the road. (5) Should provide for a wide and rich variety in landscape, land use, or terrain. (6) Provides connecting links between existing and proposed points of interest, as well as visual and physical accessibility including for the elderly and handicapped. (7) Should safely accommodate anticipated traffic volumes, with ground-fitting graceful alignment taking advantage of striking vistas. (8) Public and private development must be consistent with the scenic corridor, requiring county zoning ordinances, regulations for non-National Forest segments of byways. (9) May be a managed and changing landscape. (10) Must be compatible with recreational, aesthetic and management needs of area, and not conflict with existing Forest Land Management Plans. (11) Must involve a commitment from all agencies and landowners involved. (12) Must be primarily within or adjacent to National Forest boundaries. (13) Must have an environmental assessment and a management (viewshed) plan completed within one year.

A-7 What percentage of your total scenic byway system mileage has been designated in the last three years?

Alabama	None	Nebraska	None
Alaska	None	Nevada	None
Arizona	61%	New Hampshire	None
Arkansas	1 to 2%	New Jersey	None
California	4%	New Mexico	None
Colorado	4%	New York	5%
Connecticut	None	North Carolina	100%
Delaware	None	North Dakota	None
D.C.	None	Ohio	15%+
Florida	None	Oklahoma	None
Georgia	None	Oregon	None
Hawaii	None	Pennsylvania	None
Idaho	34%	Rhode Island	None
Illinois	None	South Carolina	10%
Indiana	None	South Dakota	None
Iowa	None	Tennessee	Less than 1%
Kansas	None	Texas	None
Kentucky	None	Utah	16%
Louisiana	None	Vermont	100% (town-owned)
Maine	None	Virginia	25%
Maryland	100%	Washington	0.48%
Massachusetts	None	West Virginia	None
Michigan	None	Wisconsin	18.5%—GRR 100% of one Circle Tour route
Minnesota	62% of GRR 100% of Wildflower routes	Wyoming	None
Mississippi	None	Puerto Rico	None
Missouri	None	Corps of Engineers	None
Montana	None	BIA	None
		BLM	None
		USDA-FS	100%

A-8 *How would you assess the success of your program? In retrospect, would you have done anything differently?*

Arkansas. Moderately successful. Perhaps in the future we would involve owners of tourist attractions or potential attractions along scenic routes in publicity and preservation efforts.

Arizona. Excellent success. One major effect of the program has been to attract tourists; although this was not one of the goals originally, it is a very positive effect. Probably one change that would be beneficial is the development of enforceable improvement/betterment criteria that would be mandatory during maintenance and construction activity along these corridors.

California. Successful. But monitoring needs to receive more priority to protect the integrity of scenic highway designation. Interest in the program is cyclical depending on environmental attitudes. It was begun during a period of high environmental sensitivity, then went into a relatively dormant stage. Interest in preserving the State's scenic and historical heritage is again being renewed, and along with it, interest in scenic highway designation.

Colorado. Successful, has generated a great deal of interest and support. During this first nomination period, over 150 nomination packets have been mailed to interested persons. The program has received extensive media coverage. However, it is too early to determine whether the program will be successful in terms of economic benefits to local communities. A benchmark study will be conducted soon to serve as a base for future evaluations; it will include, but not be limited to, traffic counts for the last five years, accident data, business/attraction and sales taxes, maintenance costs, etc. Random citizen surveys will be completed this summer. For future nominations, better instruction information will be provided, special requirements and needs will be sought, better personal contacts will be made and public information meetings will be held.

Connecticut. Program appears to be operating smoothly.

Idaho. Highly successful. Would not do anything differently.

Iowa. A special study is underway.

Kansas. A special study is underway.

Maine. Program was successful in designating routes, but preservation has been limited to control of outdoor advertising, junk yard permitting process, entrance and utility permitting process.

Maryland. Program has been well received. Would not make any changes.

Minnesota. Would have been helpful to have more staff resources on the project. Presently have less than one full-time employee with a lot of turnover there too. Political climate is a lot more supportive now than in the past, on scenic roads. On the GRR, State's efforts have been successful, since the planning process has worked quite well. A better source of funding for the amenity site development program would have insured a higher rate of completion of these important elements. Components that facilitated success were extensive early studies identifying potential amenities and special features on the route, and local support. Creating and using development guides greatly helped to involve the public. The Bikeway System and Bike Tours have been very well received. The Wildflower Route System has been overwhelmingly successful, both with elements of their own kind.

Nebraska. Involved in a four-state study.

Nevada. From an early response, travelers are eager to learn more about the places they are passing through.

New York. Considered a success. Over the years, many similar efforts have come and gone. One reason for the present success is that the State interprets the criteria very strictly, preferring not to designate a qualifying road rather than designate one that does not qualify. This has produced 83 miles designated from 355 miles that have been nominated. Another reason is that participation is voluntary and measures for protection are imposed at the local level, not the State. The key to success is to get something going and be flexible enough to revise it along the way. Very important to identify a highly motivated and enthusiastic individual in each municipality who is interested in doing something.

North Carolina. Will assess the success of the program through public response, in field observations, and in community conservation actions to land along the byway.

Oregon. Successful in connection with the preservation and maintenance of designated segments and as to informing the public of these values. State is conducting studies to expand the program. The existing program wasn't originally intended to relate well to loop tours or scenic corridors specifically.

Tennessee. Fairly successful. System put in place is meeting its intended objectives.

Texas. Success is fair. Feel that on-the-road interpretations (through printed folders) enhance the pleasure of driving, introducing subjects of interest that would otherwise be overlooked. In retrospect, we probably should have had shorter (and more numerous) driving routes than the original 500-800 miles each. We should have developed strategies to enlist and maintain significant local support for the routes.

Utah. Program seems great and would not change a thing! Utah has a unique program of bringing together all existing programs under one roof, so to speak—one document, etc.

Vermont. Successful in allowing towns and the State to designate scenic roads. However, the law has not been widely used. The scenic highway law is complemented by other State laws involving planning and development, providing further authority for the preservation of scenic qualities of routes.

Virginia. Very successful, procedurally.

Washington. Even though the State does not now have a fully functioning program, many of its elements have been operational, such as billboard control, overhead utilities regulation based upon scenic quality of the roadside, working with public agencies to achieve visual objectives and recreational access, managing roadside vegetation, selective thinning for improving the view, preserving wildlife habitat, protecting rare and endangered species, providing roadside pullouts, installing interpretive markers or safety breaks, revegetating roadside to blend highway construction with adjacent landscapes. When the State had Highway Beautification Funds it purchased scenic strips or scenic easements along many highways. One activity not accomplished is enhanced design and construction criteria that recognize the scenic nature of a facility as well as the different mix of traffic expected to use it.

Wisconsin. The Rustic Road program has been a tremendous success. Since the designation of the first Rustic Road in 1975, the statewide system has grown to include 57 roads in 33 counties totalling 279 miles. As the program has grown, so has the interest at the local, state, and national level. In 1985 the Department of Transportation received approximately 5,000 requests for maps and information about the Rustic Roads program. For 1990 the Department is planning on handling the distribution of 60,000 Rustic Roads Map booklets to the general public in Wisconsin and across the United States.

Over the past five years the Rustic Roads program has received considerable local, statewide, and national media attention in a variety of publications. This attention includes feature articles in state and local area newspapers as well as nationally distributed magazines such as "Modern Maturity." Wisconsin is now recognized as one of the first states to enact legislation which provides for the identification and preservation of a system of low-volume, low-function, scenic rural roads.

In retrospect, we would probably have made a few changes to the original legislation so that municipalities would have become more involved in the first years of the program:

- 1) The initial 1973 legislation required the jurisdictional transfer of a Rustic Road to county authority at the time of designation. This requirement was repealed by the Wisconsin Legislature in 1979. The effect of the revised legislation was to allow municipalities to apply directly to the Rustic Roads Board for designation of a road under its jurisdiction, without the previously required change in governing authority over the road.
- 2) The initial 1973 legislation also required that the Department of Transportation pay the costs of the installation only of the initial Rustic Roads marking signs. The cost of replacement signing was the responsibility of the maintaining authority. In 1988, the Wisconsin Administrative Code was revised and the Department assumed all marking and signing replacement costs. The result was to remove a potentially significant financial burden from local governments that were interested in the designation of a Rustic Road.

On the Great River Road, assessment of success is very good. Visitors' feedback is very favorable. Requests for information are increasing from travel agencies, tourism groups, individual citizens from a multi-state area, international interest and others. There is increasing interest from the media, for special articles in newspapers, travel magazines, and National Geographic feature articles. And there is continuing support from the public businesses, governmental units, and agencies along the route.

Puerto Rico. "La Ruta Panoramica" had been adopted by the general public as a scenic byway for its intrinsic qualities and opportunities. Since most of the landscape elements along the scenic corridor are not under DTOP jurisdiction, Puerto Rico recommends a better coordination with public institutions in order to enhance the conservation measures along the byway.

USDA-FS. Very successful. Reaction from local communities has been favorable and, in some instances, very positive in nature. Local governments and businesses view the program as a means to increase tourism and thus enhance rural economic development opportunities.

BLM. Very new program, but all indications are it will be a great success. There is great excitement among user groups. Local governments are enthusiastic about the tourism potential. Only negative feedback is from livestock operators who are apprehensive about possible program impact on their operations. Have two corporate sponsors. Only major thing BLM would do differently would be to do a more effective job of coordinating with their traditional users, livestock operators, miners, etc. Where early coordination was done, there has been no adverse reaction, and vice versa.

The remaining states and jurisdictions do not have any on-going scenic byways programs or didn't comment on this element.

A-9 *What environmental protection issues (such as “4f” clearances) or historic preservation problems (such as “106” clearances) have you faced as a result of designating certain highways as scenic byways? What scenic protection techniques are being applied?*

Alaska. While it has no current program, the State is concerned that the designation process may lead to further complications in designing, building, and maintaining the State highway system.

Arizona. None as yet. One of the most favorable scenic protection techniques is the use of overlay zoning along the designated corridors.

Arkansas. None.

California. Designation does not require an EIS. A scenic protection program, as dwscribed in California’s response to question A-6, is required. The most critical part of the scenic highway program is implementation of the protection program by the local jurisdiction.

Colorado. Since program is new, no specific issues or problems have emerged. State is developing guidelines for maintenance and construction activities which may occur along scenic byways. The continued safety of the road is the first concern. Proposed guidelines may include requirements for the protection of historical resources, long byways, and land-scaping, maintenance, and surface upgrades. But regardless of scenic designation, all highway related activities are subject to standard environmental review and Section 106 and Section 4(f) clearance procedures. The Colorado Historical Society fully intends to incorporate treatment of historical resources along scenic byways into the state preservation plan.

Connecticut. No environmental protection issues or historic preservation problems encountered to date. Improvements proposed on scenic byways are reviewed by the Advisory Committee to evaluate whether such improvements will have a significant effect upon or alter the features or characteristics that qualified it to be a scenic byway. If adverse effects are found, alternative recommendations may be made. Special improvement and maintenance standards prevail.

Iowa. Study presently underway.

Idaho. Environmental groups have protested guardrails and removal of trees constituting safety hazards at the edge of heavily travelled roads.

Kansas. Study underway.

Maine. No problems have been encountered. Scenic roads are protected through outdoor advertising control, junk yard and utility permit processes, and a requirement for entrance permits for any opening onto a highway.

Minnesota. None documented. GRR was located on existing county or state road. Accordingly, 4f and 106 problems were not major factors, although some road widening and bridge reconstruction through an Indian Reservation did result in additional documentation. Several amenity sites could not be developed because historical Native American artifacts were found during the documentation. Scenic protections primarily were the result of local zoning, and there was no consistency over the entire length of the route.

Nevada. These issues have not been addressed.

New York. No problems with environmental protection issues. Each designation is an unlisted action by the Conservation Commissioner and is subject to review under the State Environmental Quality Review Act.

North Carolina. Sec. 4(f), Sec. 106, and GS 121.12(a) all came under review by the State prior to approval of byways program. But FHWA Division Office and NC Department of Cultural Resources reaffirmed that none of these are applicable to scenic byways. Scenic protection is being left to local jurisdiction.

Ohio. None. No scenic protection techniques are being applied.

Oregon. No problems encountered. The State, under its program, is limited to scenic features within the State highway r/w. There are no controls in place outside of those limits.

South Carolina. Some scenic roads are subject to the Outdoor Advertising Control Act of 1971.

Tennessee. None encountered.

Texas. None.

Utah. None in general. On one, a question was raised by BLM regarding a permit to remove material from a borrow site along the side of the road.

Vermont. None to date. The scenic highway law prevents modifications to scenic roads except for routine maintenance. Plans for reconstruction of a scenic road are subject to a public hearing and/or comment by the regional planning commission.

Virginia. No protection techniques applied.

Washington. Have faced both of these issues along scenic byways, but because of highway construction rather than scenic designation. In this case, it involved modification of some construction activities and was only a one-time event.

Wisconsin. On Rustic Roads, none. Wisconsin law encourages local authorities to preserve the natural and scenic characteristics of land along Rustic Roads through the use of local zoning and other powers. Municipalities are also encouraged to adopt local ordinances that restrict off-premise advertising signs and which address control of existing signs and erection of additional signs once a road is designated a RR.

None on the GRR. These issues could arise during a specific construction project but not as a result of designation. In the former case, they are dealt with as any other highway project improvement. Some 150 miles have imposed scenic easements.

None on the Kettle Moraine Scenic Drive.

None on the Circle Tours.

Puerto Rico. None. A special growing district has been established and adopted as a land use control tool. It identifies what kind of uses are permitted along the scenic byway as well as minimum land subdivision lot proportions and minimum frontages. Access has been limited and publicity signs prohibited.

BLM. We have had very few problems with environmental issues. We attribute this primarily to the fact that nominations are restricted to only those areas or corridors where a byway designation is compatible with current land-use plans and that only existing roads qualify for designation. We have withdrawn one designation in Montana for further review because of some concerns raised on environmental issues. In the future, we plan to tie byway designations to our land-use planning system. Environmental analysis is done as part of this planning process. For the most part, protection of scenic values is offered through our land-use plans. Visual management objectives are written into most of these plans in the form of visual management classes. The objectives for each class specify the amount of visual change that will be allowed on BLM administered lands within the corridor.

USDA-FS. No specific scenic protection techniques are applied in the National Forest Scenic Byways program directly with the exception of those that are built into the existing National Forest Land Management Plan. One of the criteria for nomination is that the proposed management of the route being considered for National Forest Scenic Byway status must be consistent with the direction set forth in the respective Forest Plan. Various levels of scenic or other types of protection or levels of management may or may not be set forth in these plans.

Of the 23 States and Puerto Rico that have programs and responded, most reported no problems involving environmental protection issues or historic preservation problems. Several states indicated minor problems involving highway improvements, not designation.

Six states indicated a variety of protection devices in use by the state or mostly by localities, but this should not be taken to indicate that additional states do not use these devices.

A-10 *What have been the safety consequences of designating scenic byways? Have certain classes of vehicles created safety problems? Have accident rates changed? What steps have you taken to solve any safety problems?*

Arizona. No detrimental changes due to designation. There has been an increase in tour buses on one of the routes, which has very narrow lanes and limited parking/turnaround areas which could conceivably cause problems. This is also the focus of discussion during proposed highway improvements on this route.

Arkansas. No unique problems.

California. A study of accident statistics indicates that accident rates on portions of highways with an official scenic designation are no different from other sections of the same highway.

Colorado. After the summer tourist season, a study of accident data will be much more meaningful. Of special interest is the inclusion of BLM's Back Country Byways as part of the Colorado Scenic and Historic Byways Program, particularly since these routes are suitable for four-wheel drive vehicles only, and if not marked properly, there may be some safety issues concerning recreational and passenger vehicles attempting to use these routes. These routes will be carefully monitored to make sure that safety problems do not emerge. Also, there is concern about visitors exploring in mining areas where hazardous and unsafe mines exist. The Scenic Byways Commission requires that all brochures discussing historic mining areas feature a warning about the risks and dangers involved.

Connecticut. Program still too new to respond.

Idaho. Classes of vehicles do not present problems. Safety remedies for fatal accident locations have been approved by environmental groups and the press. Brush removal and noxious weed control have posed problems.

Iowa. Study currently underway, including safety features.

Kansas. Study underway.

Maine. Scenic roads have not been studied from a safety perspective.

Maryland. None generally.

Minnesota. No data. No vehicles are specifically excluded from scenic byways, only standard route weight exclusions are used. On GRR, designation did not result in any safety problems. Construction of GRR National route must meet higher than normal local standards (paved shoulders to accommodate bicycles and pedestrians) and therefore are safer. State sections are subject to all normal road standards and new construction is designed to accommodate projected future traffic volumes. Vehicle exclusions and geometric problems were avoided. Guides identify certain areas where design care or exception should be taken to retain scenic qualities and accommodate safety.

Nevada. No safety problems have been reported and accidents have not increased.

New York. No measurable changes in accident rates and no newly identified safety problems.

North Carolina. With driver awareness of road conditions (made through brochures and maps noting areas which could cause difficulties for certain types of vehicles), do not foresee any changes in accident rates or safety levels.

Ohio. These issues have not been addressed.

Oregon. The legislation required preservation whenever prudent and feasible. Although we have not encountered any safety problems, safety concerns would override preservation efforts.

South Carolina. No data available.

Tennessee. No noticeable changes in safety characteristics of designated roads.

Texas. No correlation has been observed between designations and accident rates or other safety considerations. Rates have not changed. Scenic byways (Texas Trails) are designated ranging from Interstates to farm roads. Each type is designed according to accepted safety standards for its load and traffic-carrying profile. No special safety considerations are required.

Utah. One criterion involves AASHTO standards being met. Only one byway didn't meet this fully, but the variance wasn't considered significant. Zion's Canyon (SR-9) has a one-mile long tunnel where campers and trailers constitute a concern. No accident rate has changed.

Vermont. No known safety consequences. State scenic roads are low-volume roads, and, by their mountainous nature, allow only moderate speeds.

Virginia. Safety is the primary focus; all roads are screened prior to designation for any safety problems.

Washington. A general problem is the State's inability to physically separate truck traffic from recreational traffic. One scenic byway (SR 821) had a severe accident history because of heavy traffic, trucks, lack of climbing lanes, and the 60 mph speed limit in effect at the time. Then I-82 opened, providing a bypass; however, the new route had several 5% plus grades and truckers still preferred the flatter SR 821 route. A 1970 scenic byway study recommended that the speed limit be lowered to 45 mph which was done. In recent years, truck traffic has been prohibited on SR 821 during the tourist season. Accidents have decreased dramatically. Safety is an ongoing issue on one or two other scenic byways.

Wisconsin. On Rustic Roads no significant safety consequences. These are low-volume low-function rural roads. The ADT is less than 100. Designation allows for maintenance or improvements below minimum town or county standards in order to preserve the scenic and natural character of the road. However, each road must be maintained at a level that insures safe public travel. Maximum speed limit is 45 mph and may be reduced to as low as 30 mph. Conveniently located waysides, rest areas, scenic overlooks do provide safe refuge for motorists.

On Circle Tours, no problems. The scenic routes are part of the State highway system. Any additional traffic generated by the designation is relatively minor when compared to pre-existing traffic volumes.

On GRR, no identifiable safety consequences. Conveniently located waysides, rest areas, and scenic overlooks provide safe refuge for motorists.

Puerto Rico. No data available. Larger vehicles such as tow trailers and haul trucks do tend to create highway safety problems during brake operations on some narrow curvy mountain roads, because of displacement into the opposite driving lanes.

USDA-FS. Do not monitor this element. No significant changes have occurred.

BLM. Too new to respond, but the following steps have been taken to minimize safety problems: (1) One nomination criterion requires that a potential byway be safe for the types of vehicles allowed on the road. (2) Emphasis is placed on proper signing in places where there are potential hazards. (3) Safety messages are placed in all brochures and maps. (4) A directive is being developed to give field offices specific guidance on byway safety standards.

A-11 *What has been your experience in working with the private sector on the scenic byway program?*

Arizona. Public input is encouraged in the designation process. This permits local groups to become more involved and provides a basis for civic pride and public support, and is also important for the development of future preservation measures. One of the drawbacks with public input is the lack of technical and general knowledge involving report preparation concepts such as the visual evaluation process. Another is that most community goals are geared toward attracting tourism and economic growth by the designation, and this is contrary to the goals of preservation and enhancement of the resources.

Arkansas. Have not consulted the private sector.

California. Most of the interaction is between the State and local governments, but the State works with utility companies on requirements for unobstructive or underground utility lines on scenic roads.

Colorado. The five designated byways are examples of private/public cooperation in the development and marketing of scenic routes in Colorado. Development of two of the designated byways was initiated by local organizations without Federal or State participation. The effort to promote the Peak to Peak Scenic and Historic Byway was started by TARP (Tourism and Recreation Partnership) while the Scenic Highway of Legends Corporation was formed to promote the Highway of Legends Scenic and Historic Byway. U.S. Forest Service involvement came only after these two organizations requested assistance. Both have since been designated National Scenic Byways by the Forest Service. In fact, the Chief of the Forest Service was so impressed with the local effort on the Highway of Legends, he approved Federal designation despite the fact that the Forest Service has jurisdiction over only seven out of 75 miles. At present, the San Juan Skyway has been the most successful in developing private sector partners to fund promotional events and special projects. Through these efforts, audio and video tapes, books, maps, pamphlets, and brochures have been produced. To date, there has been little additional involvement with the private sector other than to answer general questions about the program. As the development of the program continues and more scenic routes are designated, promoted, and marketed, the private sector will no doubt take an active role.

Connecticut. Public response has been enthusiastic with many letters of support received in response to legal notices published in local newspapers. No letters of objection have been received.

Idaho. Have not worked with private sector. They may have influenced legislators. Private sector has been advocates for adding routes to the system.

Iowa. Study currently underway.

Kansas. Has a study underway.

Maine. The Scenic Highway Board includes representation from the vacation-travel industry, conservation groups, outdoor advertising industry, the general public, and municipal government. By including these, problems and concerns are surfaced and worked out in advance. Also, a public hearing was conducted prior to designation in which anybody had an opportunity to air his or her views.

Maryland. Private sector was not included.

Minnesota. In the past, both private sector and local government provided good input. Under present program, there is no involvement. However, State anticipates developing a program paralleling the U.S. Forest Service's collaboration with Plymouth. On the GRR, no involvement with private sector.

Nevada. No experience with private sector.

New York. Very little experience. Generally, communities coordinate and work with private sector.

North Carolina. State will be working with the public through forthcoming TIP meetings in which State will ask for comments on routes to be designated and suggestions for additions. State is placing responsibility of land use control and scenic preservation with the counties and communities through which the route passes.

New Hampshire. No system yet, but using private sector to help develop plan.

Ohio. Have not worked with private sector.

Oregon. No experience in this area.

South Carolina. There is some interest in the private sector to see the State establish a formal program.

Tennessee. Private sector has some mixed emotions due to junkyard and billboard restrictions. Overall response has been favorable.

Texas. After the first flurry of publicity following the establishment of Texas Travel Trails in 1968, interest seemed to wane. Very little interest expressed by the private/commercial sectors. Only one of ten Travel Trail regions has established and maintained (for 10 years) regional promotional and support activities. Texas Highway Department is currently conducting a series of meetings in each of the original trail regions seeking input on the whole concept of scenic roads. These will continue through July 1990. Early reaction suggests that more local/private/commercial interest may now be available than during the 1970s.

Utah. State has had good cooperation from the private sector.

Vermont. There has been little contact with the private sector other than from members of the private sector on the Scenery Preservation Council.

Virginia. Work with local units of government.

Washington. Immediate reaction of the private sector, especially adjacent property owners, is one of hostility. The key is to keep them involved and make them a part of the decision process. In most cases, once they find out that their rights are not being taken away without just compensation, the State finds that they can arrive at a common understanding and concentrate on common goals. The business community tends to embrace scenic programs because of tourist benefits, but they are concerned that the added traffic might have a negative effect on tourism.

Wisconsin. Experience in working with the private sector has been very positive. The success of the Rustic Roads program is based on the support and initiative provided by local residents, local units of government, and local business and civic organizations. The Rustic Roads Board has worked with a variety of private organizations to promote the designation of a RR. These include local historical societies, garden clubs, chambers of commerce, businesses, and county tourism councils. On GRR, private sector involvement has been limited to promotional materials such as maps and brochures.

Puerto Rico. On “La Ruta Panoramica,” there has been a very positive response from the private sector. We welcome any environmental and cultural civic groups for recreational activities, as well as clean up and beautification projects.

BLM. For the most part, BLM has had a positive response from the private sector. Local and State Chambers of Commerce are most enthusiastic. Private businesses that are dependent on travel and tourism are extremely supportive. They are finding that byways are providing them with a unique and much needed tool to market their business. The same goes for those seeking to promote certain resources. For example, organizations that are trying to promote greater interest in local history find the byways are excellent tools for telling their story. PR has two major national sponsors and prospects for many more. The only negative response has come from ranchers who are concerned about the impact that increased use might have on their operations.

USDA-FS. We have had a positive experience with the private sector relative to National Forest Scenic Byways. Several partnerships have been established with individual businesses or groups that have resulted in either site improvements associated with byways (overlooks, parking areas, picnic sites, interpretive sites) or programs (audio tape tours, etc.) being accomplished making the respective National Forest Scenic Byway experience more enjoyable to the public.

A-12 In developing your scenic byway program, what different sources of funds have been used—Federal, State, local, and private, or some combination thereof? Please provide dollar estimates if readily available.

Arizona. Funded by State funds which provide for the signing of the routes as designated, \$100,000.00 on a yearly basis.

Arkansas. State funds, but estimates not available.

California. No special funding for scenic roads. Funding for administration of the program and for signing comes out of the California State Highway Account. Contributions to the Special Interest Stopping Place Fund assist in the maintenance of such stopping places.

Colorado. For the most part, State funds have been used to develop the program. The Byways Commission is all volunteer, no compensation being paid for their work. Staff support is provided by three departments (Highways, Local Affairs, Natural Resources). Individual byways are supported by a combination of Federal, State, local, and private funding. Dollar amounts are not available.

Connecticut. No special source of funding.

Idaho. Highway Planning and Research funds were used for the formulation and planning stages. Once projects are designated, State funds are used.

Iowa. Study currently underway.

Kansas. Study underway.

Maine. While some Federal funds were used, mostly State funds are involved and no private funds. Amounts not available.

Maryland. Approximately \$100,000 of State funds.

Minnesota. Legislatively designated routes have received a combination of Federal and State funds. Since the bulk of scenic roads are not yet formally designated, no funds have been spent based on their scenic qualities. Funds have been used on these routes only as improvements to a transportation facility.

Great River Road. In the Great River Road system, the National route funding sources have come from categorical and non-categorical, with portions received in 25-75, 50-50, and 75-25 matches of state (Minnesota Departments of Transportation, Natural Resources or Historical Society) or local to Federal funds. The bulk of the funds received have been 75-25 matches. The information provided below specifies the funds expended on the National Route.

Great River Road Categorical Federal Funds (1976-1985)
75% Federal 25% Local

Federal Share	\$43.7 Million
State Share (MNDOT, DNR, MHS, etc.)	\$10.0 Million
Local Share (Counties, Cities)	<u>\$17.3 Million</u>
Total	\$71.0 Million

Great River Road Federal-Aid Matching Funds

95% Federal 5% Local

Federal Share	\$15.00 Million
State Match	\$.75 Million

The State Route funding sources have come from Federal, State, and Local funding sources. These funds apportioned are listed below. In general, these funds were not allocated because the roadway was a Great River Road route, but were allocated for normal maintenance, upgrades, and transportation needs.

State Route

Federal Funds	\$ 80 Million
State Funds	\$ 90 Million
Local Funds	<u>\$ 10 Million</u>
Total	\$180 Million

Bikeway System and Bike Tours. Bikeway funds have been primarily state funds with some 75-25 local matches. These funds have provided for construction of bike paths, shoulders, signing along roadways, and things such as bike racks.

Bike Tour funding for staff comes from Department of Natural Resources General Fund. Department of Transportation has financed reprints of the Biking Trail Explorers.

Wildflower Routes funding has come from non-specific state highway budget funds, and some funds have come from Department of Natural Resources.

Nevada. State funds, but dollar amounts not available.

New York. Only State funds have been available for the State Scenic Road Program. For the past five years, average annual expenditure has been \$30,000 plus or minus \$10,000. This includes postage, printing, salaries, and travel.

North Carolina. Only State funds. An estimated budget of \$100,000 is expected to cover signs, program administration, and promotional material.

New Hampshire. Has a \$10,000 grant to develop a plan.

Ohio. State funds have been used for signing only.

Oregon. Federal HPR and State funds were used to produce the inventory. Highway staff and voluntary citizen time was used to develop guidelines and final designations. State funds were used to provide signing on designated segments. Administration is a combination of State and Federal funding.

South Carolina. Data not available. Funding is provided from other funding sources that do not relate to scenic highway issue.

Tennessee. State sources only, for signing and promotion only. Amounts not available.

Texas. Original concept was for local funding of highway signs, but this proved unworkable. Highway department now supports costs—printing and distribution of "Trail" literature and replacing signs as needed. Est. 1990 costs to produce 500,000 folders per year, approximately \$60,000. Normal maintenance/replacement of signs unknown.

Utah. Only funding involvement has been for signing and brochure printing. State DOT covered signing from State funds and brochure costs by Federal Land agencies and State Travel agencies.

Vermont. Very little spent, except for salary of State employees involved, funded from State sources.

Virginia. From State General Fund, no specific allocation.

Washington. Any and all sources of funds have been used, depending on location and kind of work within the r/w. Outside normal r/w, highway beautification funds were used to purchase scenic easements or fee title of strips along highway. Since HBA funds have dried up, no new purchases have been made. Dollar amounts not available.

Wisconsin. Rustic Roads. State transportation funds are used in the administration of the Rustic Roads program. Administrative costs total approximately \$20,000 per year and costs to print and distribute the 1990 Rustic Roads Map booklet will total an additional \$20,000. The costs associated with the furnishing and installation of Rustic Road marking signs are not readily available. Once designated, Rustic Roads continue to be eligible for state aids in accordance with the local transportation aids provisions of s. 86.30, Stats. There is no special state transportation funding associated with the designation.

GRR. Federal, State, and local funds, and combinations thereof, have been used for improvements of the GRR in Wisconsin. Since the GRR is routed over state highways—which during the course of time require improvement—it is difficult to estimate what could be attributed due to the designation (see question 14). As a result of the Federal Transportation Legislation of 1973, 1976, 1978, Wisconsin did receive \$21,000,000 categorical GRR funds. These funds enabled the state to accomplish GRR projects (especially amenities) that perhaps would not have been accomplished.

Kettle Moraine Scenic Drive. State funds were used for signing. No dollar estimates are readily available.

Circle Tours. State funding was provided for the Lake Michigan Circle Tour and the Lake Superior Circle Tour directional signing. Costs associated with the furnishing and installation of Circle Tour signing is not readily available.

Puerto Rico. Mostly State and local funds. Maintenance is part of the operational budget of four regional offices of DTOP/Highway Authority.

BLM. We have used all of the above. Our primary funding has been through appropriated Federal funds. We have received excellent support from several States. For example, several state highway departments are providing all or part of the funding, materials, and installation for the signing of the by-ways. We have also cooperated with state travel and tourism departments in the development of maps and brochures. On the national level, our corporate sponsors have developed brochures and provided equipment, feature articles in their magazines, and funding for signs and interpretive kiosks. Local, state, and national organizations have provided funding, labor, materials, and equipment for special dedication programs. One of the outstanding aspects of the byway program is the opportunity it provides for all levels of government and private enterprise to work together as partners in promoting a common cause. At this point in time, we do not have sufficient information to estimate dollar contributions from non-bureau sources.

USDA-FS. Basic program funding, with the exception of a large grant from the Plymouth Division of the Chrysler Motor Corporation, has come from Forest Service appropriated funds. In several cases, local partnerships have generated funding for specific projects and programs associated with individual National Forest Scenic Byways. Due to the relative newness of our program, it is difficult to determine the amount of this funding.

A-13 Do you use special scenic byway designation signs? How frequently are they posted? Are there problems with vandalism and theft?

Arizona. Signs are placed at both ends of the route and every five miles along the route. Vandalism and theft is a problem along some but not all routes.

Arkansas. All routes are signed. No problem with vandalism and theft.

California. Department installs and maintains a 48" x 26" rectangular scenic route marker. Signs cost \$20 each and are placed at 3- to 5-mile intervals. No data are kept on vandalism or theft, but because signs are attractive, they are often stolen.

Colorado. The Colorado state flower, the columbine, is used on the official Scenic and Historic Byways signs. Both the U.S. Forest Service and the Bureau of Land Management have agreed to use the Colorado logo in place of their own national logos along the routes within their jurisdiction. The national logos for both Federal agencies will be used at entrance portals and on all interpretive materials.

The number of signs used on a byway depends on the length of the route, the number of major intersections, and the funding available to purchase the signs. The Colorado Department of Highways is responsible for making the signs and placing them along the routes at locations designated by the local byways organization. To date, only portions of the five byways have signs in place.

Theft has apparently become a problem already and efforts are underway to design a better method of securing signs to the posts to prevent future thefts. Vandalism has not yet become a problem.

Connecticut. Special signs are now under design review and will be posted at the termini of each route designated.

Idaho. At least at both termini. Vandalism and theft are minor problems.

Maine. Majority of designated routes are unsigned. A sign design has been selected and partially implemented. Vandalism and theft have taken its toll. Replacement signs have been made from stock materials.

Maryland. Signs posted at 2- to 5-mile intervals and at major intersections. Some vandalism and theft have occurred, but these have now fallen to zero.

Minnesota. Vandalism and theft are more frequent with the more attractive signs than with the small, unattractive ones.

On Scenic Roads, signs are placed at onset of route and minor signs are spaced at regular intervals.

On GRR, has its own logo and sign, posted at intersections and prior to directional changes, called continuity signage.

On Bikeways and Bike Tour routes, cities or municipalities may mark their routes, but State does not because a bicycle is considered a road vehicle.

On Wildflower routes, signs are posted prior to and on arteries leading to the route within 5 miles. Spacing is left to the discretion of DOT District Office. In one District, in an attempt to reduce vandalism or theft, district maintenance personnel remove the signs in the fall and replace them in spring.

Nevada. State has placed signs at strategic points along route including most junctions.

New York. State DOT and Conservation are currently developing a policy and design.

North Carolina. Signs will be placed at 5-mile intervals in both directions, with signs denoting the beginning and end of each route and changes from one route to another. No signs will be installed until early summer, so have no basis for response on vandalism and theft.

Oregon. Have not experienced any problems with vandalism or theft.

South Carolina. Signing is not provided on all scenic roads, but handled on a case-by-case basis. Some routes are posted at both termini, while others are posted after each intersection. Experience with vandalism and theft is the same on scenic roads as on other roads.

Tennessee. Two types of signs are used, one at junction points when on the route and the other as a reminder along the route in conjunction with confirmatory markers. Vandalism and theft have not been problems.

Texas. Posted to confirm the route after every turn or route change and after potentially confusing intersections even when maintaining the same numbered route.

Utah. Signing is too new to have a record of vandalism or theft.

Vermont. Does not use designation signs.

Washington. Have a sign but have not used more than six statewide. This sign may be changed, especially if State adopts the term "Scenic Byways." No vandalism problem.

Wisconsin. The Rustic Road sign and the numerical identification placard are erected at all important public entrance points to a Rustic Road as mutually agreed upon by the maintaining authority and the Department of Transportation. At each terminus of the Rustic Road, an additional placard denoting the length, in miles, of the Rustic Road is affixed to the post supporting the Rustic Road sign and placed below the Rustic Road sign and the placard denoting the numerical identification of the individual Rustic Road (Trans-RR 1.12, Wis. Adm. Code).

The unique Rustic Roads sign is a target for vandalism and theft and a considerable amount of time is spent by the maintaining authority and the Department in the identification and replacement of missing and vandalized signs.

GRR. One of the initial signing activities was the adoption of the unique GRR highway marker head. This green-on-white display of the helmsman wheel is incorporated into the normal highway route signing assemblies in accordance with the Manual on Uniform Traffic Control Devices (Federal).

Kettle Moraine Scenic Drive. Special signing is used to mark the location of the Moraine Scenic Drive. These signs are maintained by the Department of Transportation on state highways and by the DNR on county and town roads.

Circle Tours. Special signs have been developed for each Circle Tour route. Color illustrations are attached. Signs are posted at junctions with other state highways, where the route changes direction, and at other locations to provide a spacing of not more than 10 miles. There have been no apparent problems with vandalism and theft.

Puerto Rico. Have both directional signs as well as confirmational signs. There have been problems with sign theft and vandalism, in the form of graffiti or posterizing of signs as well as occasional bullet holes through metal signs.

BLM. The placement of the signs varies from byway to byway. We are encouraging our Field Offices to place signs at the entry of each byway and at points along the byway where needed to keep the visitors on the byway. One very unique thing we are doing, working jointly with the American Recreation Coalition, is sponsoring a national contest for the design of a unique interpretive kiosk that will be placed at the entry of each byway. Our plans are to prefabricate the kiosks at a central location and then ship them to the byway locations. We have not had any serious problems with vandalism to date but we expect vandalism to be a very serious problem. Since most of our vandalism comes from the local communities close to our roads and trails, we are focusing our efforts on getting local partners involved in the development and management of the byways in hopes that local ownership will foster less vandalism.

USDA-FS. Have developed a specific National Forest Scenic Byway sign/logo and are in process of ordering, manufacturing, and placing such signs along designated routes.

A-14 Can you provide any generalized cost-per-mile estimate of the increased cost of maintaining and improving a highway as a result of its designation as a scenic byway?

Because of the difficulties of ascertaining costs, States have not given specific estimates, with the exception of New York and Puerto Rico. The former said that it has been suggested that as much as 25% more could be spent on maintenance. Puerto Rico indicated that the annual cost estimate for the planning of the maintenance and improvement of "La Ruta Panoramica" is \$7,000 to \$10,000 per mile. This cost includes material, equipment, and labor.

Other States have offered the following comments:

Arizona. Recommended improvements are adopted for each designated route but are usually implemented only when new highway projects are scheduled along the route. Maintenance is an ongoing process and difficult to monitor.

California. There are no additional special planning and design standards applied to scenic roads. Scenic roads, as do other state highways, incorporate the concept of the "complete highway" featuring safety, utility, economy, and pleasing appearance.

Colorado. Such information will be available in the future.

Connecticut. Program too new to do this.

Iowa. Study currently under way.

Kansas. Study under way.

Minnesota. There is no increased cost for maintaining a scenic highway. Typically, there are increased initial construction costs to provide for specific improvements and safety. But these are offset by reduced maintenance costs on a higher quality road. The only additional cost is for the signage program.

On the GRR, roadway shoulders are required to be paved and the road be built to above-normal standards, but these higher construction standards help to reduce long-term maintenance costs.

The Bike Tour program uses existing roads and thus does not experience any increased maintenance costs. A special State Bicycle Transportation System Plan may require additional costs of preparing shoulders for bike use and off-road bikeways.

On Wildflower Routes, it is anticipated that maintenance costs would be significantly reduced because these routes are not mown and no herbicide is applied.

North Carolina. State does not expect increased costs because additional maintenance levels and improvements are not expected.

South Carolina. Designation as a scenic road has no bearing on maintenance or improvement on that route.

Tennessee. There were some additional costs for maintenance or improvement on routes designated as Scenic Parkways, but these costs were minimal.

Texas. No additional costs other than normal maintenance costs.

Utah. No additional costs.

Vermont. No increased maintenance costs. If anything, due to the goal of preserving roads in their rustic nature, less money has been spent on scenic roads than others.

Virginia. No cost increases.

Washington. Usually, there will be an increase in cost to improve a highway that has a scenic designation. In some cases, there might be an increase in the number of pullouts and more extensive roadside vegetation modifications. We would not compromise safety either for aesthetic or recreational reasons. Maintenance costs could also increase; for example, a more intensive control of vegetation along a scenic byway could dictate more hand labor in place of mechanical or chemical control.

Wisconsin. On Rustic Roads, no additional maintenance or improvement costs because that designation allows for maintenance or improvement below town or country road design standards in order to preserve the rustic road character.

On Great River Road, increased costs due to designation can be attributed to:

1. Enhancement and creation of additional amenity opportunities along the route, e.g., waysides, overlooks, river accesses.
2. Full width paved shoulder (as compared to partial width) in selected areas.
3. Special amenity items in urban roadway construction, e.g., ornamental lighting, planters and special treatment of sidewalks, special roadside display/plaque access.
4. Special maintenance activities involving vegetation clearing to preserve scenic vista.

While we do not have conveniently available information concerning the increased costs, it is estimated to be less than 5 percent for those projects where amenities are involved—perhaps negligible in terms of all projects along the entire route.

On the Kettle Moraine Route, no increased costs.

On Circle Tour routes, no additional costs because these routes are existing primary routes with numerous adjacent amenities already in place such as rest stops, scenic pullouts, and other complementary facilities.

A-15 *What successful marketing programs have been used to attract scenic byway supporters and users?*

A broad range of marketing programs has been used by states having scenic road programs, ranging from doing practically nothing to going all out and having highly successful results. The range of activities in relation to a wide variety of programs is so great that it would be most helpful to review these, state by state, as follows:

Alabama. State is hopeful that this survey will stimulate development of a program.

Arizona. One of the State's designations led to the development of a civic group that has successfully generated a tremendous amount of support.

Arkansas. Parks and Tourism Department does the promoting.

California. Caltrans provides updated annual information to Tourism Department and distributes a State tourism map which identifies officially designated scenic routes. Some portions of these are marked on AAA maps and oil company maps and featured in tourist-oriented magazines and brochures, but these are not complete and include other non-designated routes. Most of the marketing for individual routes is done at the local level.

Colorado. All scenic routes are highlighted on the annual State map. Additional promotional materials are provided by individual byway organizations. These include map and brochures available at all Colorado Welcome Centers, video and audio tapes, books, and special events. Future editions of Colorado Tourism Board's Vacation Guide will include scenic byways, and the Commission is working with AAA-Rocky Mt. Motorist to include byways in future editions of the travel guides. It is anticipated that when the maximum number of byways are designated, a general guide to all of these routes will be published.

Connecticut. No marketing program used. Word is spread via newspaper articles. These are the result of individual interviews with members of the Scenic Road Advisory Committee about roads in specific areas.

Idaho. The State map is used as a vehicle for promotion, in addition to signing. State Division of Tourism and Economic Development has developed an "in-state promotional program," using ads and other devices. A portion of the program involves advertisement featuring points of interest in a distant region of the State, with the theme: "You've heard of the wonders—but have you seen them?" Historical or scenic sites appear in each ad.

Maine. None used.

Maryland. Maps and bumper stickers are used.

Minnesota. In the past, the Office of Tourism has issued mini-tours brochures and promoted Fall Color Tours, with weekly radio notices advising listeners of best color locations. Also notable is the Hiawatha-Appleblossom Drive brochure, the North Shore Drive, and the Glacial Ridge Trail brochures. After scenic routes have been formally designated, marketing documents will be prepared.

On the GRR, a number of publications have been used to promote travel. Two (of five planned) detailed travel/history guides are currently for sale and GRR maps are available. A State Fair booth is used to promote travel. As part of the state Mississippi River Parkway Commission, Minnesota has participated in national and international marketing efforts. The National Commission has created a Committee to promote the GRR for national and international marketing efforts. This group has produced a brochure describing the route and had it translated into Japanese, for that market. Efforts have been made to measure results, but these efforts have not proven to be conclusive to date. The logo and name have been used by communities and regions to promote their areas.

The Bikeway System and Bike Tours Maps have been well utilized, even though they have not been promoted in any special way. Likewise with the Trail Explorer.

The Wildflower Route program is earnestly pursuing an ongoing marketing program and has generated a number of brochures. For one month, they had a wildflower information booth at one of the up-scale shopping centers in a Minneapolis suburb. They have also sponsored and coordinated a lecture series at that location. They have worked with PR firms in promoting their program and plan regular press releases, and have promoted their program at national and state conferences.

New York. No marketing programs used.

North Carolina. NCDOT has promotional materials at the printers and expects returns in June 1990.

Tennessee. An attractive Tennessee Scenic Parkway System Brochure has been distributed by Department of Tourist Development in cooperation with Tennessee DOT.

Utah. A beautiful brochure in full color, Utah Scenic Byways and Backways, already available, is expected to be very successful.

Washington. While nothing has been done on the promotional side, the State is looking to better identify byways with some other ongoing programs, such as the Tri-State Highway 101 Council brochures.

Wisconsin. The primary goal of the Rustic Roads program is the identification and preservation of the scenic, historic, and natural characteristics of Wisconsin's lightly traveled back roads for the leisurely enjoyment of motorists, bicyclists, and hikers. Consequently, the Rustic Roads Board has attempted to carefully balance this goal with statewide tourism and economic development interests.

Since 1975, the Rustic Roads Board has published "Wisconsin's Rustic Roads . . . A Positive Step Backward," a brochure describing the program goals and designation process. The brochure also includes maps of each designated Rustic Road on the statewide system at the time of publication. The 1990 edition is a booklet including larger maps with accompanying descriptions of the exact location and scenic qualities of each road. These booklets are available free of charge from the Wisconsin Department of Transportation.

Notice of the designation of new Rustic Roads and the availability of the annual Rustic Roads Map booklet is provided by statewide press releases issued through the Department of Transportation, Office of Public Affairs. In the past, these press releases have resulted in numerous newspaper and magazine articles.

In 1987 the Department of Transportation Motorcycle Safety Program promoted the first annual "Rustic Roads Motorcycle Tour." This is a unique tour developed for motorcycle enthusiasts who enjoy riding the back roads of Wisconsin. The tour is a series of rides where motorcyclists traverse at least 10 of the Rustic Roads for a patch and 25 or more of the roads for a certificate. To verify participation, riders must have their picture taken with their bike in front of the Rustic Road numbered sign. Once the 10 or 25 of pictures have been assembled, they can be forwarded to the Motorcycle Safety Program for a patch and/or certificate. There is no time limit on accumulating the rides. This promotion has been very successful and increases in popularity each summer. As of April 1990, the Department has awarded 170 patches and 50 certificates.

The Department of Transportation has also developed a slide-tape program for use in presentations to local units of government, regional planning commissions, and civic organizations throughout Wisconsin.

GRR. The potential for increased tourism and economic development generally attracts supporters. In Wisconsin there is perhaps a balance in public attitude towards preserving the scenic, historic, natural environment, yet encouraging development. Tourism continues to be supported throughout.

Kettle Moraine Scenic Drive. There have been no special marketing or publicity programs regarding the Kettle Moraine Scenic Drive. A brochure that was once published by the Department of Natural Resources is now out of print.

Circle Tours. Promotion of the Wisconsin segments of each Circle Tour has been a cooperative effort of the Department of Transportation and the Department of Development. At the time of designation, press releases were issued by the Department of Transportation, Office of Public Affairs. In addition, state officials representing the Departments of Transportation and Development participated in public dedication ceremonies.

Information regarding the Circle Tour routes is provided in the Division of Tourism's annual Spring/Summer and Fall/Winter free vacation guides.

BLM. Following are some of the things we have done to market the byways program:

- a. We have signed a cooperative agreement with the American Recreation Coalition (ARC). The primary purpose of this agreement is to seek national sponsors who are willing to form a partnership with the BLM to promote the byways program. Currently, we have two national corporate sponsors. They have published a feature article in a national magazine on the back country byways program and have provided 250,000 copies of a reprint for distribution to the American public. They have provided funding and other support for a national kickoff event that attracted 75 outdoor writers from all over the country. Other State, local, and private organizations also assisted in the National kickoff event. Many other promotional activities are in the planning stage.
- b. BLM hosted a reception at the National Scenic Byways' 89 conference in Washington, D.C., where we showed a video and displayed our national exhibit.
- c. We are working close with State governments in the promotion of byways. For example, in Utah and Colorado, we are jointly issuing brochures and maps and conducting statewide kickoff sessions.

- d. We have developed a national brochure on byways that is being widely distributed. Several State level BLM Offices have developed statewide brochures. Brochures have been developed for all of our currently approved byways.
- e. One of our private partners has developed a 60-second public service announcement that is ready for national distribution.
- f. A national publisher is preparing a book that will provide information on each of the original 34 byways in the system.
- g. There have been numerous articles in national outdoor publications.

USDA-FS. We have had several marketing/partnership programs that have resulted in fairly broad exposure to the American public. Following are 3 examples:

- a. A Plymouth partnership brochure that presents a short overview of the first 50 National Forest Scenic Byways.
- b. A book by Falcon Press that provides much more detail on the first 50 National Forest Scenic Byways. This piece is just getting to the market. Pre-sales in the growing travel-book marketplace have been swift and growing. Interest is high.
- c. The April/May issue of "Snow Country" magazine which highlights 12 National Forest Scenic Byways that have some association with ski areas.

A-16 What successful citizen participation programs have been used in the development of your scenic byway program?

Arizona. A public open forum was used during a designation effort to gather support and explain the goals of the program. This meeting generated many local comments and much needed support.

Arkansas. Citizens can contact their state legislators.

California. As part of the official designation process, applicants must submit a description of the process employed for public participation. Requests for designation are initiated at the local level and hearings and discussions of whether to seek designation are conducted by local officials. At these meetings, controversy may arise over the impacts of the protection measures required for official designation.

Colorado. The main reason for the development of this program was the fact that in addition to the U.S. Forest Service program, several local organizations were pushing for scenic designation from the Colorado State Legislature. These citizens were instrumental in forcing the State to recognize that unless a scenic byway program was developed at the State level, certain areas of the State, particularly the eastern plains, that had scenic, historic, or cultural significance could not be recognized by the Federal programs. It was felt that a statewide program was needed to facilitate uniformity in criteria and promotion, and to create the opportunity to designate roads that are not wholly or partially within Forest Service or BLM boundaries.

Connecticut. Requests for commentary from the public are included in the legal notices.

Idaho. The Idaho Transportation Board has been responsive to communities, legislators, and citizen groups in requests for scenic highway designations.

Maine. Inclusion of private citizens on a former Board and the use of public meetings were very successful.

Minnesota. Citizen participation has been used in a number of scenic route development projects and is an ongoing development tool used in many projects. In the past, public hearings were used in the development of the Corridor Management Program for the North Shore Drive, July 1989. A study was prepared for the public to help determine the location of the entrances to Voyageurs National Park; it identified the scenic qualities of the roadway and presented ways to design the roadway so as to least disrupt these qualities.

Present Scenic Route Efforts. Public participation played an important role in the preparation and development of the Highways in Recreation Areas draft plan. An extensive mailing list was developed to distribute information on the legislation and the planning process. The nearly 1,000-name mailing list included: appropriate Minnesota Department of Transportation and Department of Natural Resources staff; State legislators; leaders of statewide natural, recreational, tourist, and historical organizations; county historical societies; county and city engineers; county board chairmen; county auditors; and those who indicated a desire to be placed on the general mailing list. Newsletters describing progress on the plan were widely distributed.

Fifteen public meetings were held throughout the state in September and December 1986. The purpose of the meetings was to explain the legislation and the planning process and to solicit comments from the public on how the plan could best serve citizens, tourists, communities, regional and state agencies, and the overall economy of the state.

Public notices of the meetings were published in local newspapers and broadcast on local radio stations, and letters were sent to several interest groups to alert them of the meetings.

Altogether over 600 public comments have been received, recorded, and studied. These comments have provided the basis for identification of categories of enhancement opportunities to the highway right-of-way, and have helped to form the framework for the plan.

Prior to the finalization of this plan, it is anticipated that three more public meetings will be held to gain comment on the final revisions. It is anticipated that the plan will be final by the end of this year.

Public task forces were organized by the Minnesota Department of Transportation to study the environmental issues involved with siting a highway corridor across the St. Croix River, which is a National Wild and Scenic River. One crucial environmental issue was the assessment of the visual impacts which might be caused by a new river crossing. To help the public in their assessment of the three possible corridor crossings, the Minnesota Department of Transportation produced a document which demonstrates a visual impact assessment method. Public meetings will be held this spring and the public will be aided in their decision-making capacity by using this tool which demonstrates the advantages and disadvantages of each corridor.

Great River Road. Public meetings were held in communities located along the River in order to help determine the routing of the state Great River Road route. This process is outlined in the Great River Road Development and Design Guides.

Bikeway System and Bike Tours. The Minnesota State Bicycle Transportation System Plan was prepared for departmental use, yet feedback from the public and the Transportation Districts is incorporated and acted on whenever possible.

The Bike Tour. This program was worked out with local entities and attempted to develop a group or organization in each landscape region to try out the region's route. The response to this effort was not assessed to be successful.

Wildflower Routes. The Wildflower Program has held public meetings in communities adjacent to the proposed routes prior to designation to develop community understanding and commitment.

New York. A device that has worked is to identify a regional group that has county or city officials as members and to interest them to assume the role of coordination in their geographic area. If they endorse the program, it can reduce some of the apprehension that local officials may have on a program being managed by a State agency.

North Carolina. When the State completes its statewide TIP hearings, it will ascertain any further needs in this area.

Oregon. An appointed citizen advisory committee assisted the Department staff in carrying out an inventory and evaluation of the State highway system for designation.

Tennessee. A promotional tour was conducted when the scenic parkway program was designated in 1982. This was for the purpose of drawing attention to the Parkway System and to encourage local communities along the route to use the system as a tool to promote tourism in their area.

Texas. Local support for the Texas Travel Trails faded away except for one local promotional organization; that is, only one region in 10 actually participated in support of the State's efforts in the 1970s.

Utah. The Scenic Byways Steering Committee included people who could be considered citizen participants—local government and travel regions.

Virginia. In many cases, citizens' organizations request designation. They generate the local support.

Washington. One local private group, the Cascade Loop Association, has a very successful program. For commercial reasons, it was developed independently of the scenic byways program, similar to the Tri-State Highway 101 group.

Wisconsin. **Rustic Roads.** Wisconsin's Rustic Roads program is a scenic road program that is based on the initiative and participation of residents of Wisconsin. The Rustic Roads system intentionally represents a grassroots effort to preserve some of the most beautiful Wisconsin scenery for future generations to enjoy.

The Rustic Roads Board encourages citizens to think of roads they would like to see added to the system, then follow up with talks to other local residents and town or county officials. Citizens are also encouraged to work with local civic, recreational, and environmental groups to publicize and further the success of the Rustic Roads program.

GRR. The Wisconsin Mississippi River Parkway Commission, which included County government appointees from each county through which the GRR is routed, broadens the geographic representation and feedback to constituents.

The Wisconsin MRPC sponsors public dedication festivities for newly completed GRR projects and provides news articles to media.

State legislators, being members of MRPC, extend the interest and participation to the legislature.

The Technical Advisory Committee of the Wisconsin MRPC extends the involvement to various state agencies (see question A-5).

Development of improvement projects along the GRR involves public information meetings.

The National MRPC organization links the 10 river states and provides newsletters, brochures, maps, etc.

The National MRPC has established both a domestic and international Marketing Committee which provides printed materials for distribution.

Puerto Rico. An example of a citizen participation program is the cooperation with civic environmental and cultural groups. One is the "Fondo de Mejoramiento," which annually plans and executes weekend hikes by the public along the "La Ruta Panoramica" for about two months.

BLM. Still a very new program.

USDA-FS. Several citizen participation programs are currently in progress. These include volunteer groups assisting with highway cleanup to groups helping with roadside improvements at pullouts and overlooks. FS will begin to quantify and catalog these efforts.

PART B: SCENIC BYWAY INVENTORY

This part of the survey sought detailed information on the characteristics of each scenic route. The basic data included such elements as the name of the route, its length, origin and destination, urban or rural status, and whether it was a designated route, under consideration, or potentially eligible.

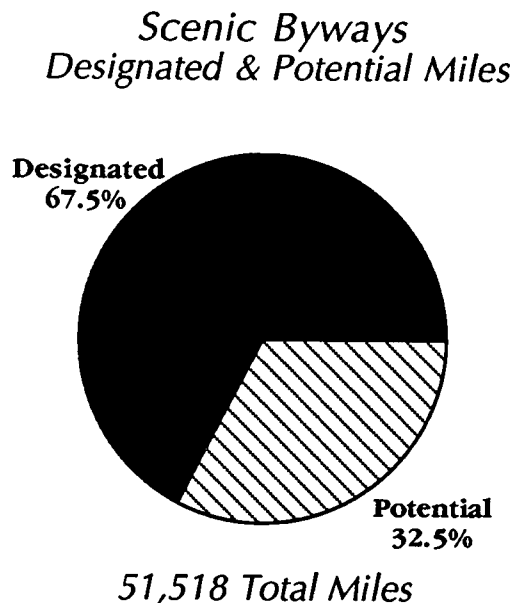
Corridor features or themes were asked to be identified, such as water, vegetation, wildlife, cultural, and others. Roadway elements identified included ownership, number of lanes, average daily traffic, passing opportunities, complementary facilities available, vehicles prohibited, range of speed limits, route restrictions, and road surface type. A one-page form was completed for each scenic byway route or segment. A route narrative was also prepared which was a description of what a pleasure driver or recreation seeker would or could enjoy in the scenic byway corridor. These data are summarized and illustrated in the following pages. These summaries were developed from a database file containing the complete responses from the Federal and State agencies.

Note that there may be some discrepancies among the totals presented in the following figures. These discrepancies are a result of incomplete responses supplied by various agencies. In such instances, the variation is minimal and therefore does not change the conclusions drawn.

B-1 Total Mileage of Scenic Byways

The total mileage of both designated and potential scenic byways is reported to be 51,518 miles. As indicated in Figure 1, of this total, approximately two-thirds have been designated, and one third of the mileage is reported to be potential scenic byways. This total is roughly 1.3 percent of the total street and road mileage in the United States.

FIGURE 1



The total reported scenic byway mileage is strikingly similar to estimates of scenic roads from two previous studies which approximated 50,000 miles. This stability over time should not be a surprise, since scenic, historic, cultural, scientific, and dramatic areas and corridors in the United States are still pretty much in place, in spite of some erosion of these areas.

The mileages and number of routes of scenic byways are classified by ownership status and also identified as to whether they are presently designated, under consideration for designation, or merely potential scenic byway routes, in Table 2.

Agency	Designated		Under Consideration		Potential		Total
	Mileage	Number of Routes	Mileage	Number of Routes	Mileage	Number of Routes	Mileage
BLM ^{1/}	1,636	34	610	17	146	3	2,392
BIA					2,634	203	2,634
USDA-FS ^{2/}	2,786	56	1,285	18	36	1	4,107
NPS - Principal Park Roads					1,924	108	1,924
- Parkways					1,152	9	1,152
States ^{3/}	<u>30,335</u>	<u>449</u>	<u>464</u>	<u>2</u>	<u>8,510</u>	<u>146</u>	<u>39,309</u>
TOTAL	34,757	539	4,993	240	11,768	267	51,518

^{1/} Data as of May 4, 1990. Since BLM continues to add routes, the total designated as of August 1, 1990, is 1839 miles comprising 37 routes.

^{2/} Data as of May 4, 1990. Since USFS continues to add routes, the total designated as of August 1, 1990, is 3849 comprising 73 routes, and an additional 2700 miles involving approximately 35 routes are under consideration.

^{3/} Includes the Virgin Islands and Puerto Rico.

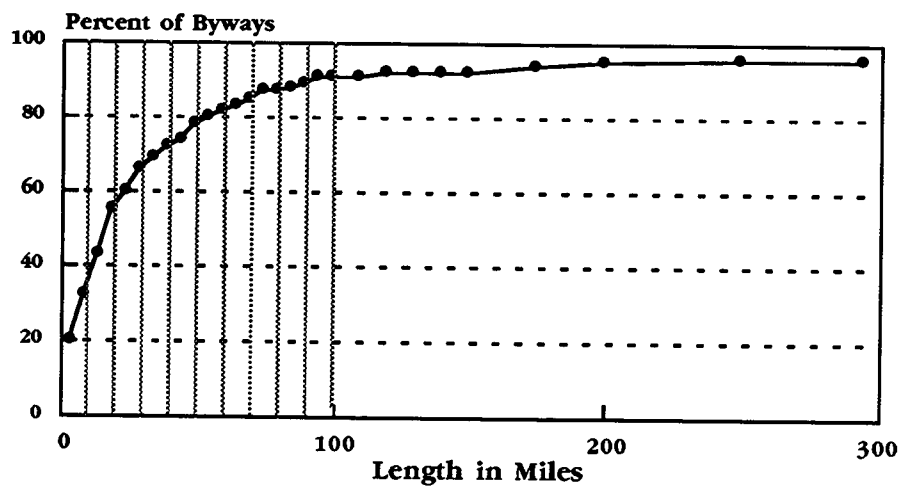
The States and their localities have by far the greatest ownership of such facilities, totalling in excess of 39,000 miles. The USDA Forest Service has the greatest mileage of presently designated scenic byways of the Federal agencies.

With respect to the Federal agency data, it should be noted that the total miles are those reported as of May 1990. Both the Bureau of Land Management and USDA Forest Service have reported increases since that time. Obviously, these totals are moving targets for three of the Federal agencies—the Bureau of Indian Affairs, the Bureau of Land Management, and the USDA Forest Service,—each having active and emerging scenic byway or backway programs.

Scenic byway routes vary considerably in length. Of the total of 1,469 routes reported, 863 were less than 50 miles in length and 606 less than 20 miles in length. Figure 2 demonstrates this dramatically.

FIGURE 2

*Total Scenic Byways
by Length*

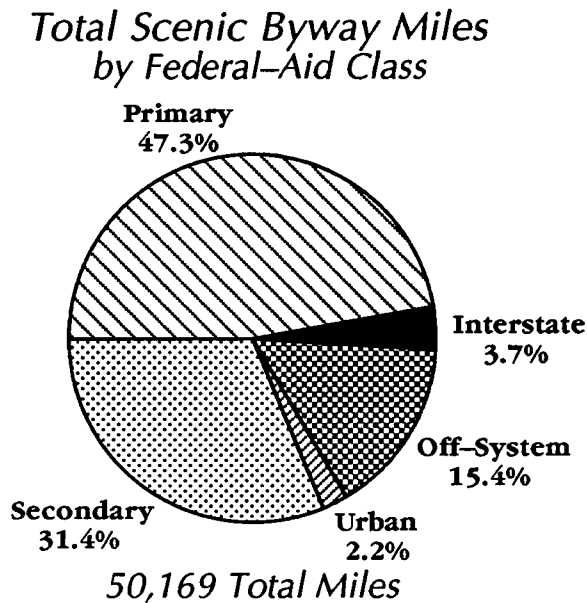


B-2 Federal-Aid Classification of Scenic Byway Miles

There are four different Federal-aid system elements. These consist of Interstate, Primary, Secondary, and Urban system highways. Off-system roads represent roads not classified on any of the above systems and may include highways such as roads in the National Forests, the National Parks, on Public Lands, and on Indian Reservations.

With these elements in mind, Figure 3 becomes meaningful. It indicates that almost 85 percent of the total scenic byways designated or planned are on the Federal-aid highway systems. And of these, the vast majority are on the Federal-aid Primary or Secondary System.

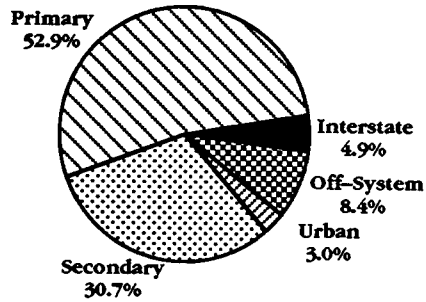
FIGURE 3



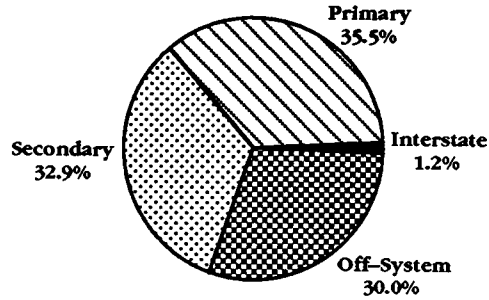
The separation of designated from potential scenic byways planned reveals some notable differences. As indicated in Figure 4, Off-System roads comprise over 30 percent of the total of these potential scenic byways, as compared with roughly 8 percent on designated byways. This is accounted for by planned initiatives of at least three Federal agencies—the U.S. Forest Service, the Bureau of Land Management, and the Bureau of Indian Affairs.

FIGURE 4

*Designated and Potential Scenic Byway Miles
by Federal-Aid Class*



33,975 Designated Miles



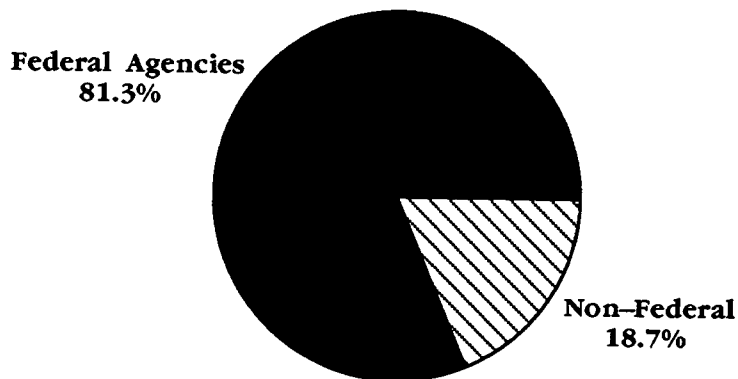
16,194 Potential Miles

A caveat needs to be interjected about the inclusion of scenic byways in the present Federal-aid highway systems. Such inclusion merely means that the scenic byway route is part of the Federal-aid System and, accordingly, is eligible for funding out of existing Federal-aid funds allocated to each System. A project for improvement of any kind on such segments must be initiated by the State and approved by the Federal Highway Administration.

As indicated in Figure 5, over 80% of the total scenic byway off-system miles are administered by Federal agencies.

FIGURE 5

*Scenic Byway Off-System Miles
by Federal/Non-Federal*



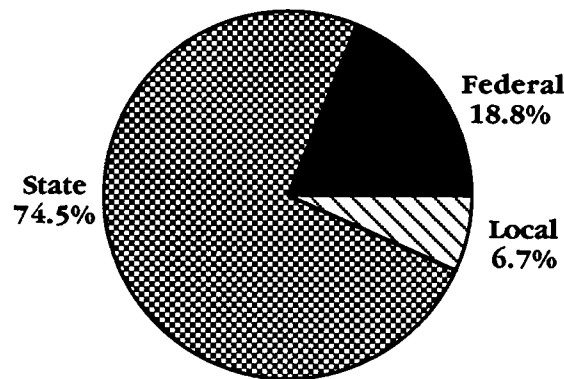
7,713 Total Miles

B-3 Ownership of Scenic Byways

Up to this point in time, the States play the major ownership role in connection with scenic byways. As Figure 6 reveals, they account for 74.5 percent of designated and potential scenic byway miles. The Federal agencies account for 18.8 percent, and localities 6.7 percent. It should be noted, of course, that the States are the legal owners of most of the Federally-aided highways.

FIGURE 6

Scenic Byways' Ownership Total Miles

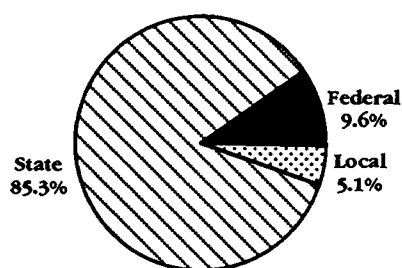


50,697 Total Miles

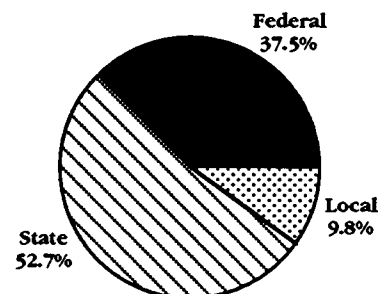
With respect to scenic byways to be potentially designated in the future, there well may be a shift in the relative ownership efforts of Federal agencies versus the States collectively. As Figure 7 indicates, of almost 17,000 potential miles of scenic byways, nearly 38 percent involve Federal ownership in contrast to less than 10 percent of the nearly 38,000 designated scenic byway miles having Federal ownership.

FIGURE 7

Scenic Byways' Ownership Designated & Potential Miles



33,947 Designated Miles



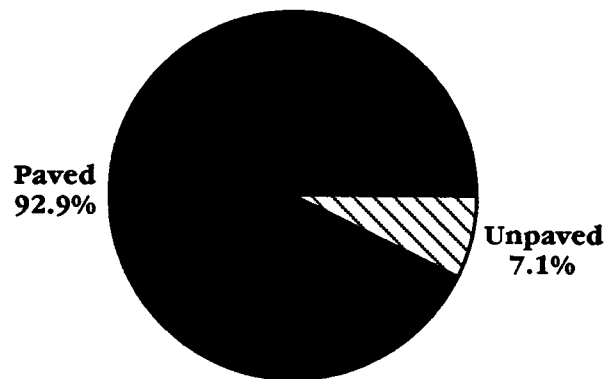
16,750 Potential Miles

B-4 Road Surface of Scenic Byways

The vast majority (92.9%) of all scenic byways were reported to be paved, as indicated in Figure 8. The remaining are unpaved; most of these are part of the Bureau of Land Management Back Country Byways Program or some State programs such as the Rustic Roads Program in Wisconsin.

FIGURE 8

Scenic Byways Total Road Surface Mileage

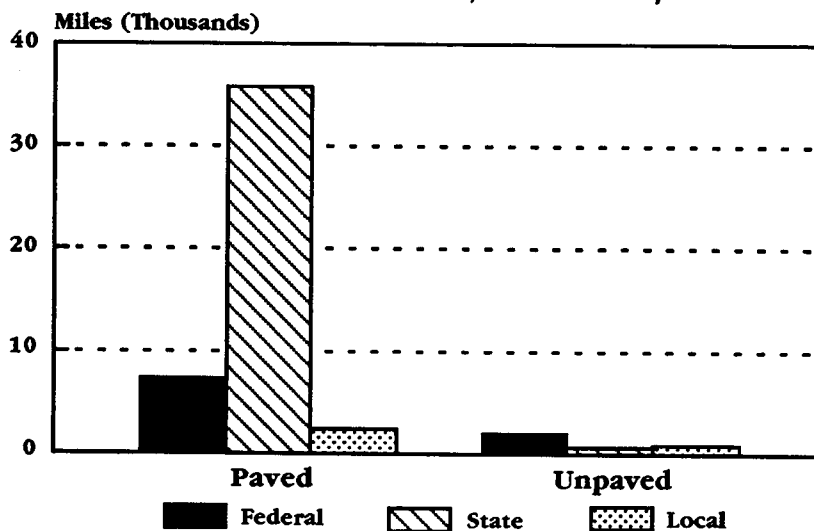


50,812 Total Miles

It is quite obvious from Figure 9, which reveals the paved-unpaved relationship by ownership, that relatively speaking, the Federally-owned scenic byways will increasingly be unpaved as more and more BLM and perhaps U.S. Forest Services roads are designated.

FIGURE 9

Total Scenic Byways Road Surface by Ownership



B-5 Number of Lanes of Scenic Byways

Perhaps largely consistent with the basic concept of a scenic byway, the vast majority of reported scenic byways are two-lane roads. This is indicated in Figure 10. These same relationships seem to exist on both designated and potential scenic byways. Single lane roads are minuscule in mileage.

FIGURE 10

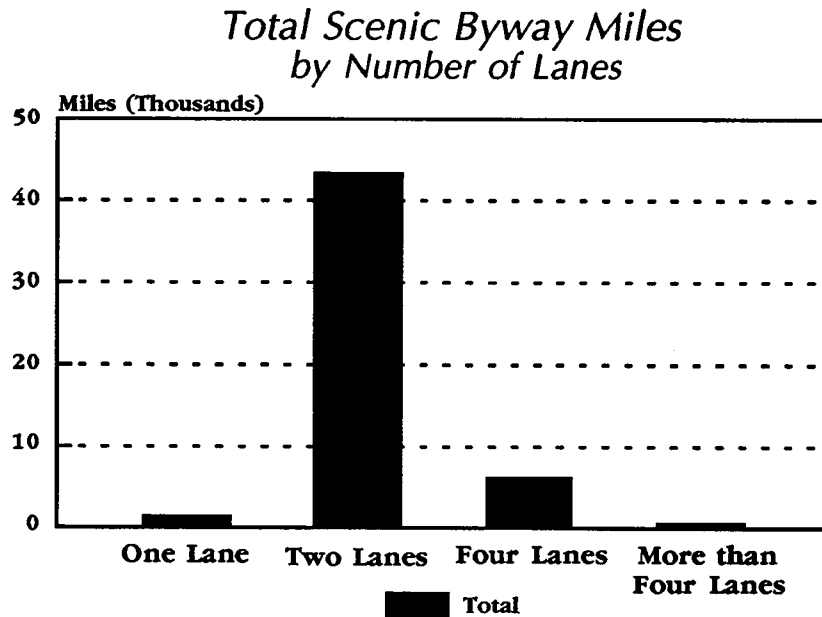
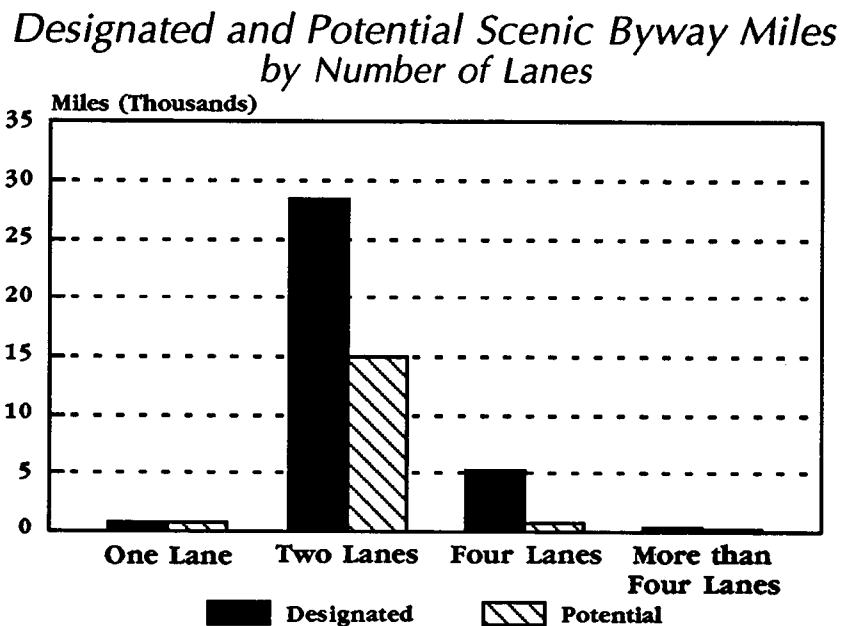


Figure 11 separates the designated mileage of scenic byways from the potential miles, in terms of the number of lanes.

FIGURE 11



B-6 Land Use Controls Associated with Scenic Byway Corridors

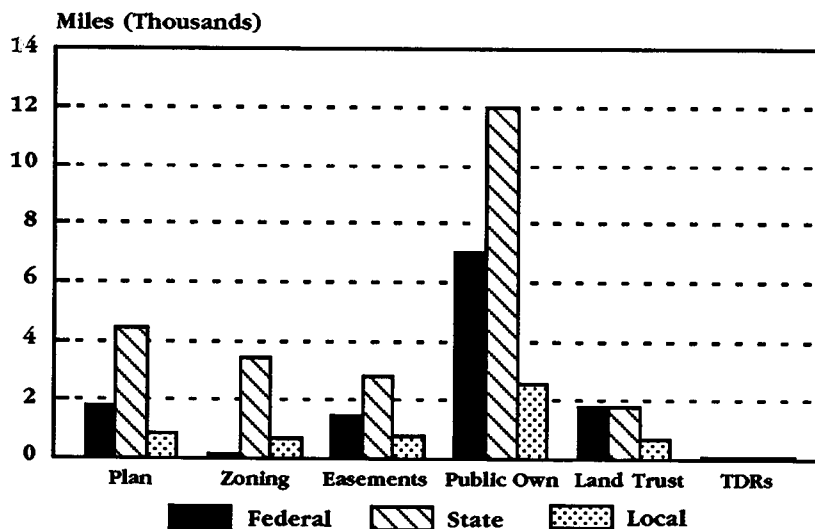
Because protection of the scenic corridor traversed by the scenic byway is essential to its designation, information was sought involving this subject matter. The results of this survey are revealing. Techniques used for corridor control include comprehensive planning, zoning (both comprehensive and overlay), easements (scenic, conservation, etc.), public ownership, land trust, and transfer of development rights.

All of these devices are summarized in Figure 12, separated by ownership (Federal, State, and local) of both designated and potential scenic byways. More miles are protected by outright public ownership than any other single device, by far. Public ownership is obviously apparent for facilities that are Federal, since this consists of the National Forests, the National Parks, Public Lands, and the Indian Reservations. The relatively large increase in these controls for potential scenic byways involves the emerging programs of the USDA Forest Service, the Bureau of Land Management, and the Bureau of Indian Affairs.

Federal ownership and Federal programs aside, zoning (a police power tool) is used considerably in connection with scenic byways. It should be noted that zoning is largely a locally authorized and locally used device, and effective cooperation between the State and its localities is reflected in the data reported. Easements and land trusts are also important techniques, and their use and application seem to be increasing in connection with potential scenic byways.

FIGURE 12

Total Scenic Byways Land Use Controls by Ownership



Figures 13 and 14 separate land use controls on the designated mileages from the potential miles. Note the relatively large increased use of the land trust on Federally controlled potential byways and the use of easements.

FIGURE 13

*Designated Scenic Byways
Land Use Controls by Ownership*

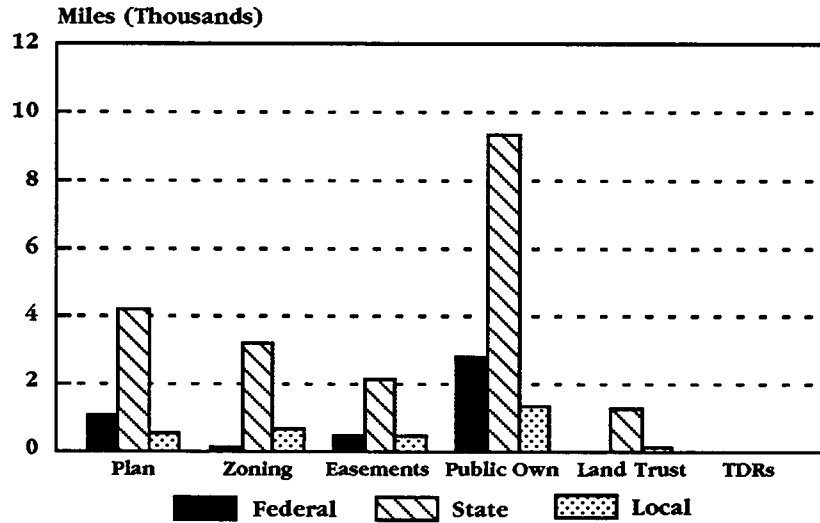
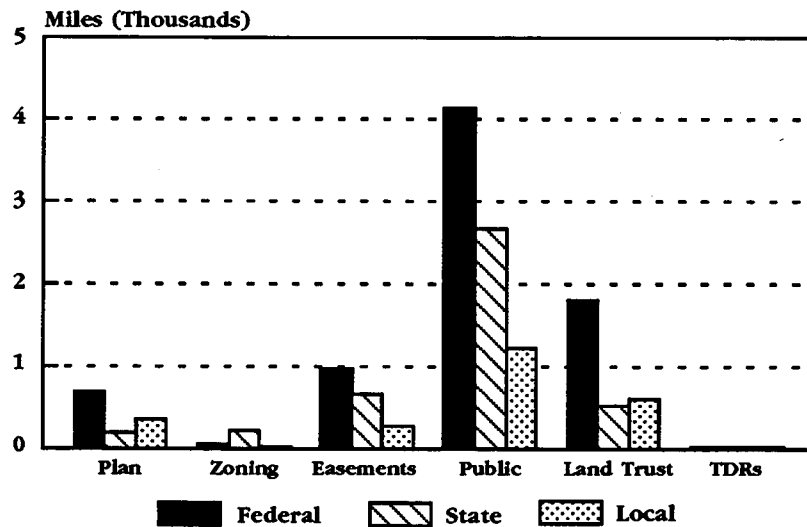


FIGURE 14

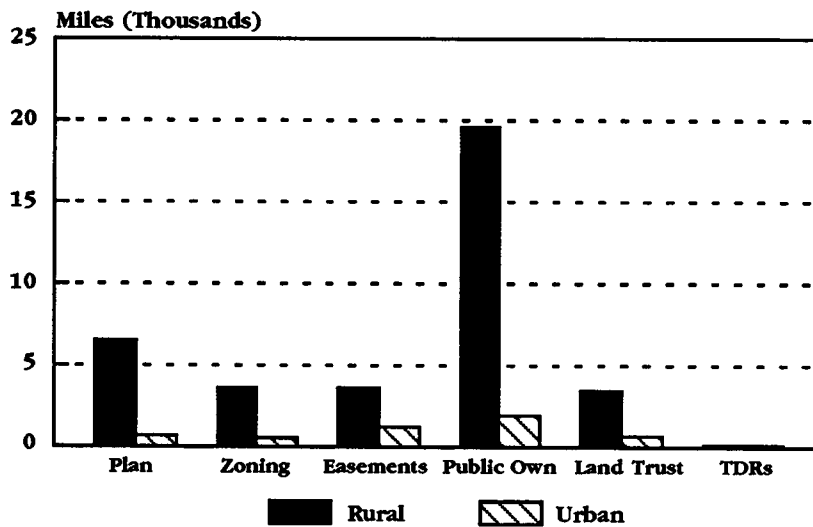
*Potential Scenic Byways
Land Use Controls by Ownership*



It is useful to examine the application of land use controls in terms of their urban-rural environments. This is indicated in Figure 15. There seems to be little significant differences between the relative use of scenic byway controls in urban and rural settings.

FIGURE 15

*Total Scenic Byways
Land Use Controls in Urban/Rural Areas*



A few elements are noteworthy, however. Land trusts, for example, seem to be used more extensively in the rural areas than in urban areas, probably because land values in the urban areas are much greater per unit than in the rural areas; the pressures for development are also vastly different in both areas. Additionally, outright public ownership seems largely confined to rural areas, perhaps for the same reasons. Also, public land ownership is almost entirely confined to rural rather than urban areas. Finally, one would imagine that since zoning was and still is largely an urban device, that it would be used more extensively in the urban areas. The reported data do not support such a finding. But it should be noted that there were few scenic byways in the urbanized areas reported in this survey.

Land use controls on designated scenic byways are separated from potential miles, as shown in Figures 16 and 17.

FIGURE 16

*Designated Scenic Byways
Land Use Controls in Urban/Rural Areas*

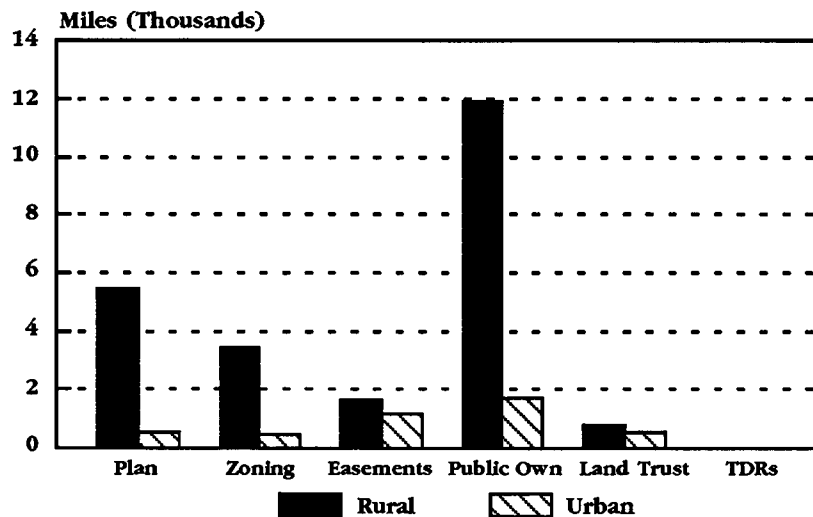
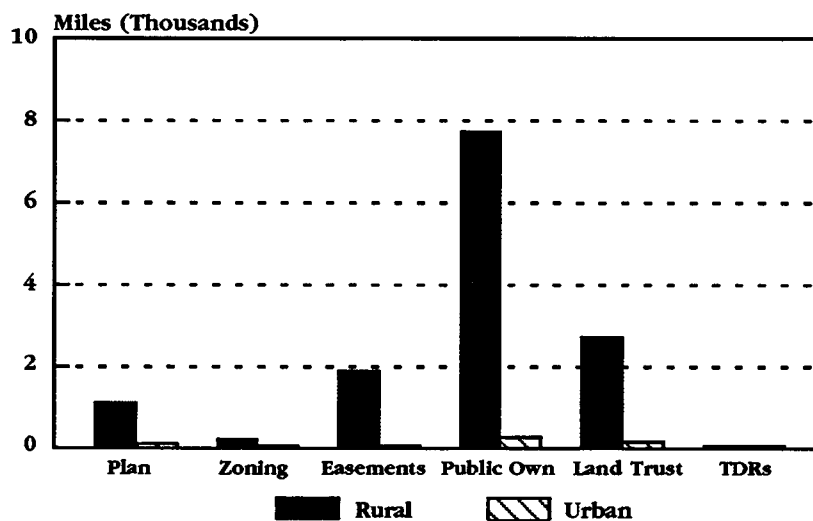


FIGURE 17

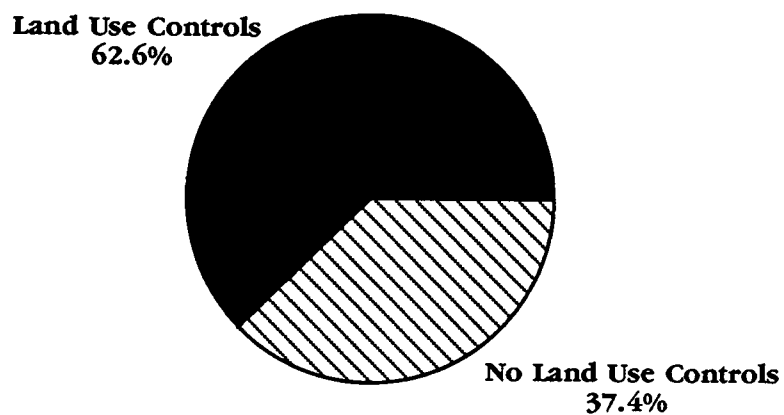
*Potential Scenic Byways
Land Use Controls in Urban/Rural Areas*



In the preceding charts, land use controls have been indicated by mileages. Figure 18 shows the number of routes having such controls — almost two-thirds.

FIGURE 18

*Designated and Potential Scenic Byway Routes
Land Use Controls*

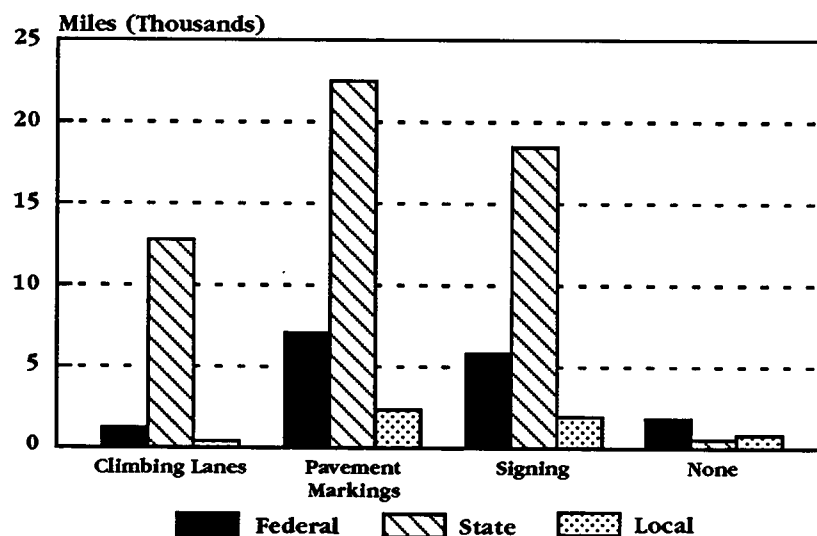


B-7 *Passing Opportunities Provided on Scenic Byways*

In connection with safety and traffic facilitation, it is important to identify the extent to which passing opportunities are provided on scenic byways. Passing opportunities may be provided by climbing lanes, pavement markings, and signing.

Figure 19 reveals that passing opportunities are provided on the vast majority of scenic byways, whether Federally, State, or locally owned. The most widely used device is pavement markings. Among states, climbing lanes are not uncommon on scenic byways. On Federally owned and locally owned byways, climbing lanes are only sparingly used. It is interesting to note that there is some mileage in which passing opportunities are simply not provided.

FIGURE 19
*Total Scenic Byways
Passing Opportunities by Ownership*



Figures 20 and 21 separate the designated from the potential scenic byway mileages in terms of passing opportunities. Note the relatively huge increases in the use of pavement markings and signing on Federally controlled byways.

FIGURE 20

*Designated Scenic Byways
Passing Opportunities by Ownership*

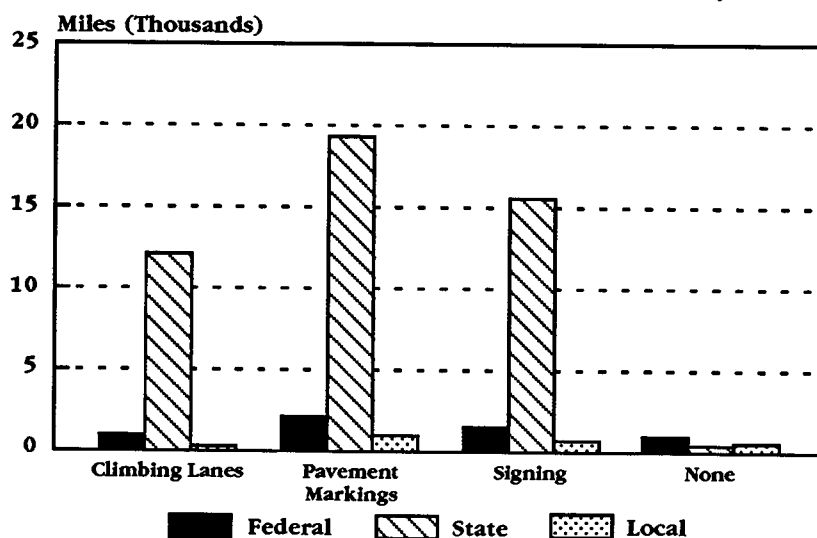
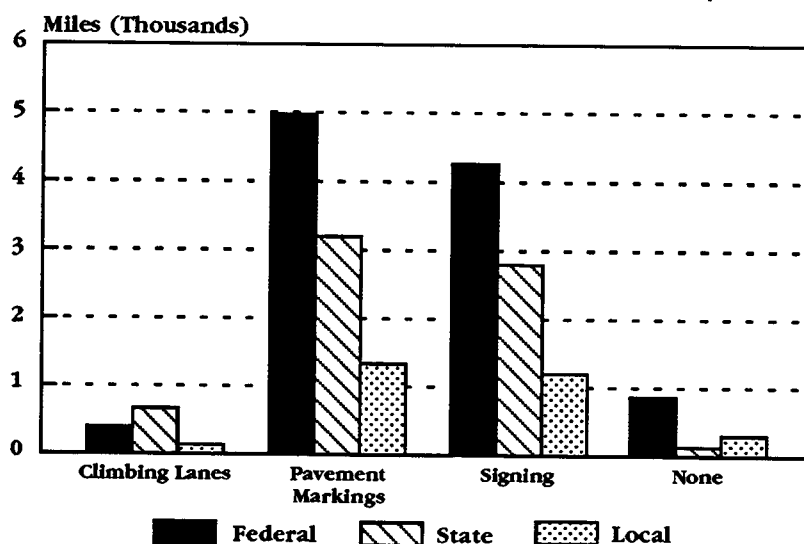


FIGURE 21

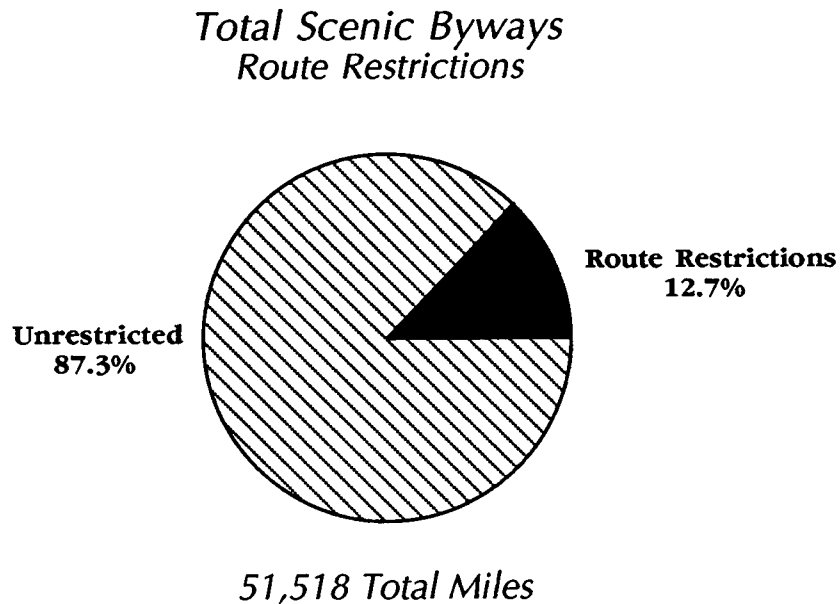
*Potential Scenic Byways
Passing Opportunities by Ownership*



B-8 Route Restrictions on Scenic Byways

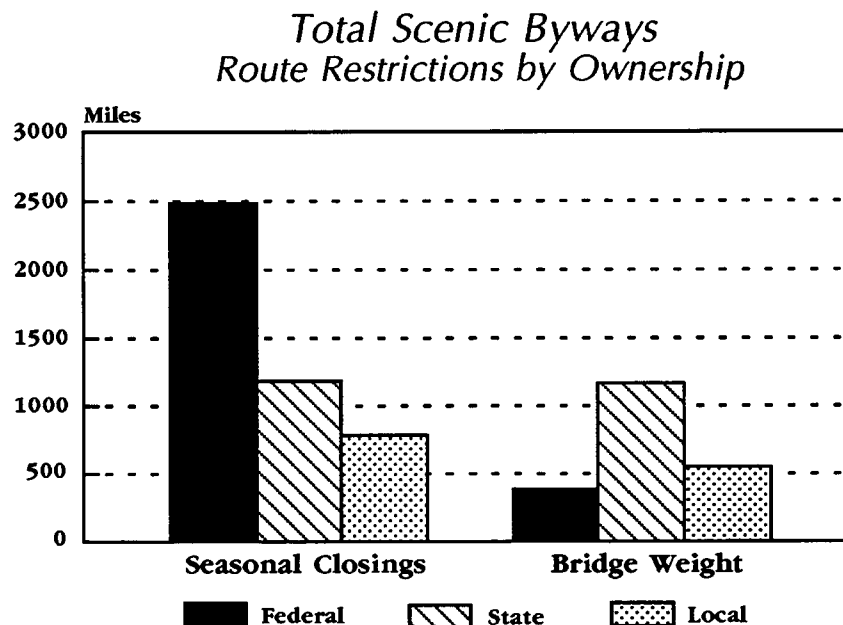
Under some circumstances, the use of some scenic byways is restricted by vehicle weight limitations for certain bridges and by seasonal closings, mostly during the winter months. As Figure 22 indicates, more than 87 percent of all scenic byways have no restrictions.

FIGURE 22



Restrictions resulting from seasonal closings and bridge weight limitations are detailed separately for Federal, State, and local ownership in Figure 23. Perhaps for obvious reasons, Federal scenic byways involve the greatest mileage of seasonal closings (e.g., many of these facilities traverse terrain that is heavily snowed in the winter). For those miles restricted by vehicle weight, State highway miles predominate.

FIGURE 23



Route restrictions on designated byways are separated from potential miles in Figures 24 and 25. It should also be noted that of the potential state scenic byway miles, no restrictions are planned because of bridge-weight limitations.

FIGURE 24

*Designated Scenic Byways
Route Restrictions by Ownership*

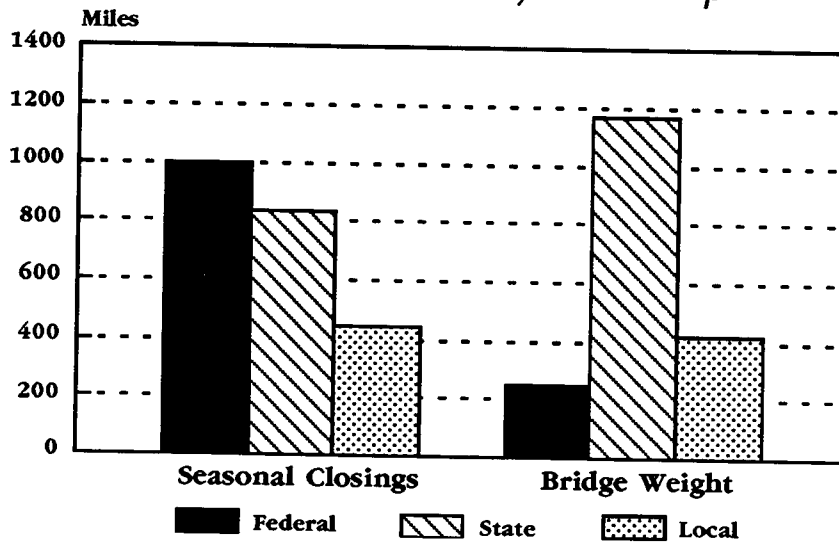
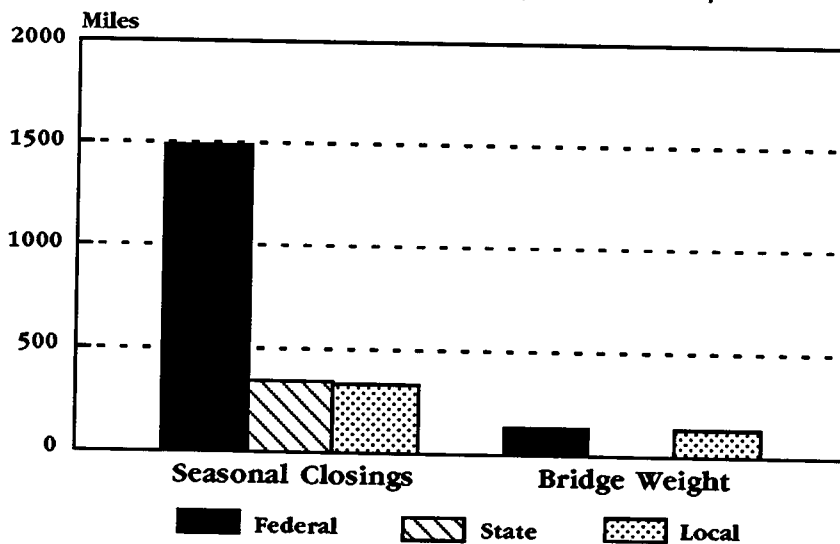


FIGURE 25

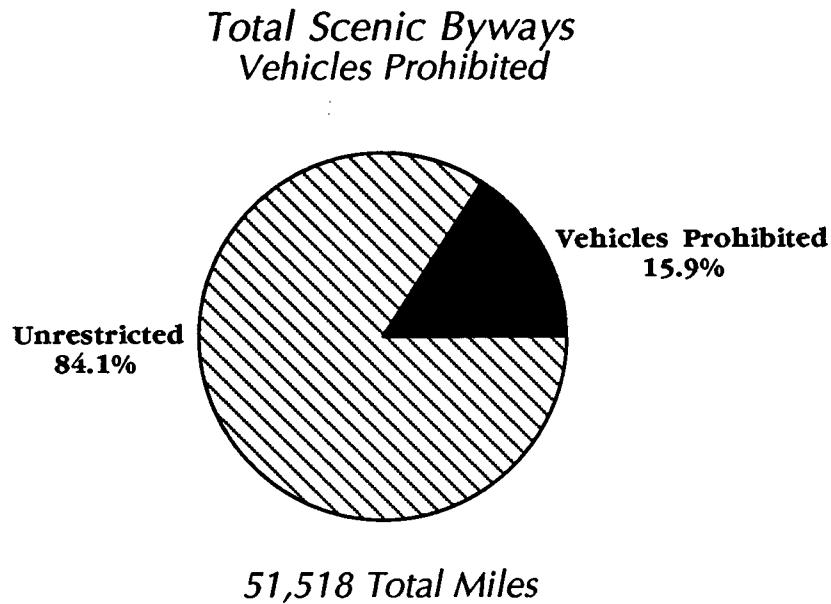
*Potential Scenic Byways
Route Restrictions by Ownership*



B-9 Vehicle Prohibitions on Scenic Byways

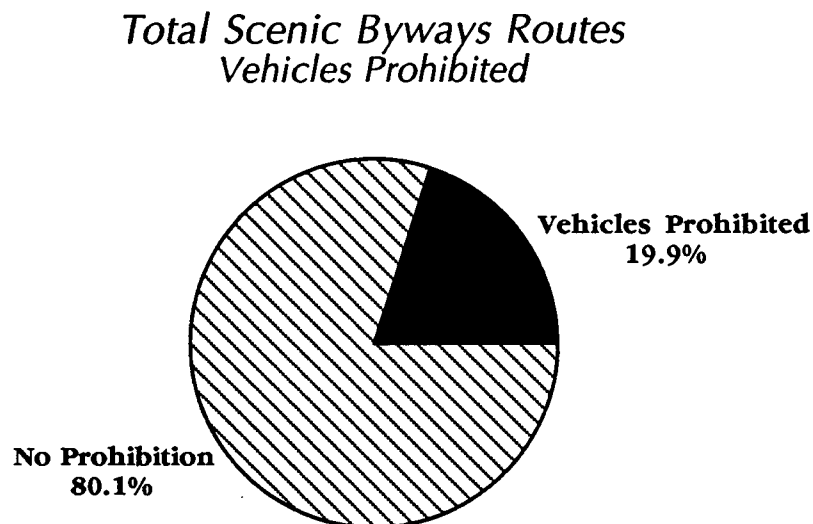
Another class of restrictions on some scenic byways involves prohibitions against certain kinds of motor vehicles. These involve motor homes (recreation vehicles-RV's), motorcycles, trucks, bicycles, and trailers. Figure 26 indicates that a vast majority (over 84 percent) of total scenic byways do not prohibit any type of vehicle.

FIGURE 26



Note that the percentages vary only slightly from the above, when the number of scenic byway routes are used rather than mileages, as shown in Figure 27.

FIGURE 27

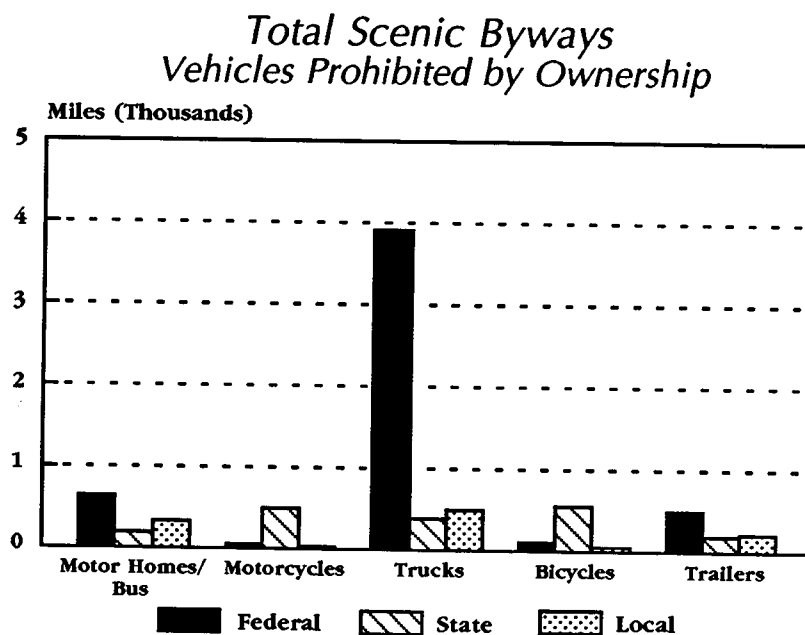


Some noteworthy findings may be found in Figure 28, which details prohibitions against motor homes/buses, motorcycles, trucks, trailers, and bicycles, by Federal, State, and local ownership, and also in terms of designated and potential scenic byways. In all categories, Federally owned mileages are the largest. Here again, the type of facilities and terrain associated with these Federally owned byways makes these prohibitions reasonable and necessary.

State owned scenic byways mileages reflect the largest restrictions of motorcycles and bicycles. This may stem from the fact that much of the State mileages are on primary and secondary highways which carry relatively larger volumes of traffic than lesser roads, and mixing cycles, motorized or otherwise, may create some safety problems.

Prohibitions against trailers and large motor homes are not prevalent.

FIGURE 28



Vehicles prohibited on designated and potential scenic byways, as measured in mileage, is shown separately in Figures 29 and 30.

FIGURE 29

*Designated Scenic Byways
Vehicles Prohibited by Ownership*

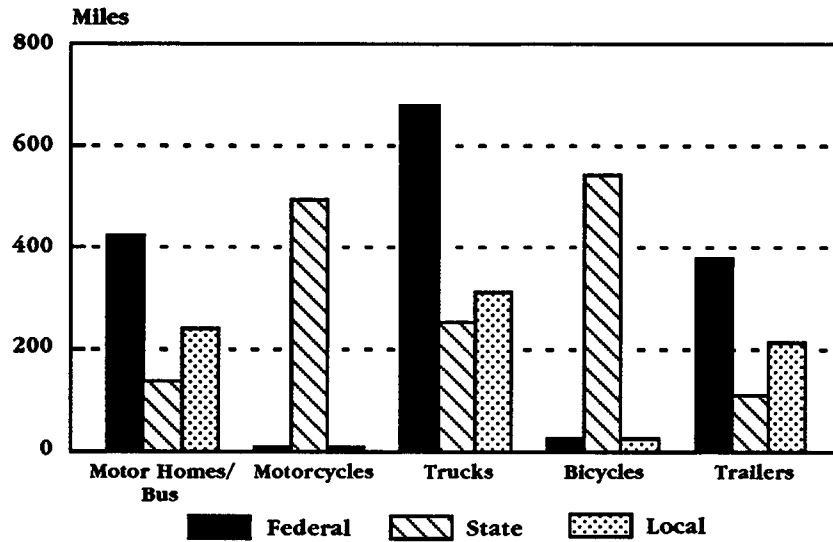
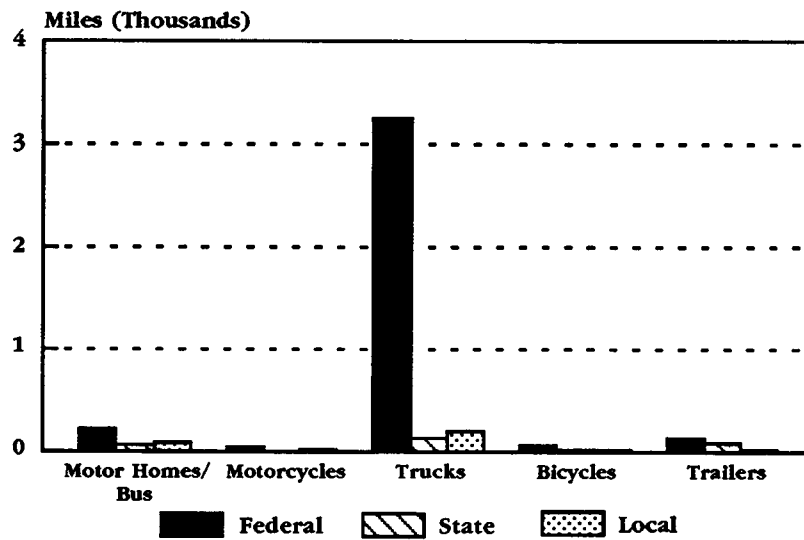


FIGURE 30

*Potential Scenic Byways
Vehicles Prohibited by Ownership*



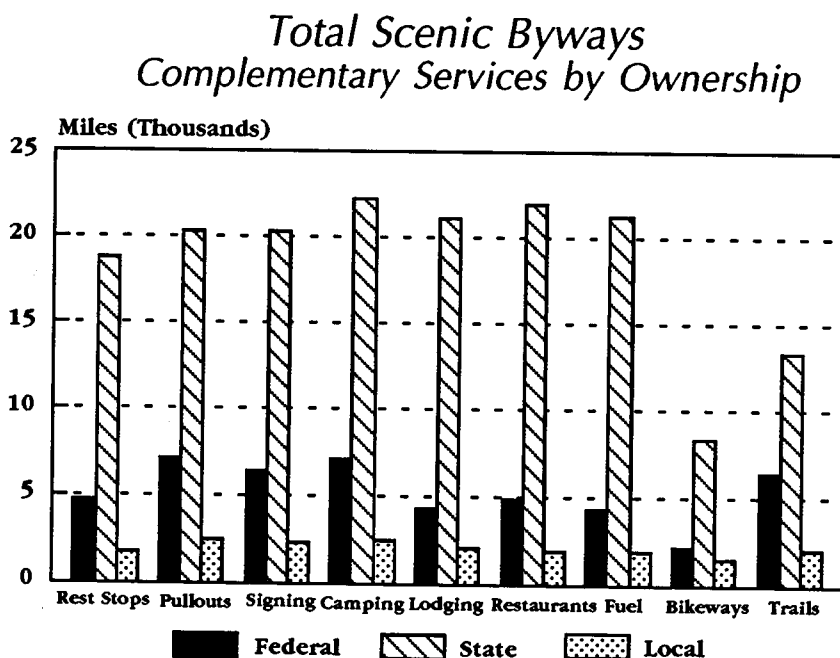
B-10 Complementary Services Along Scenic Byways

Complementary services may consist of rest and camera stops, pullouts, signing (directional, interpretive and others), camping grounds, lodging accommodations, restaurants, fuel facilities, bikeways, hiking trails, boat launching sites, and others. These facilities and related services provide the recreation seeker with opportunities for greater appreciation, understanding, and enjoyment of the scenic corridor.

Figure 31 classifies the scenic byway miles by type of complementary facility and road ownership, all for both designated and potential scenic byways. No outstanding trends are apparent among Federal, State, and local ownership, since all categories seem roughly proportionate to the mileages involved. The larger number of scenic byway miles involving complementary facilities on Federally planned byways may be a function of emerging initiatives by the Federal agencies as well as of increased sensitivity to motorist needs.

It should be noted that there is considerable overlapping in the mileages among the various categories of complementary facilities; therefore, the miles are not additive.

FIGURE 31



Figures 32 and 33 separate the designated byway mileages from the potential miles, in terms of complementary facilities provided.

FIGURE 32

*Designated Scenic Byways
Complementary Services by Ownership*

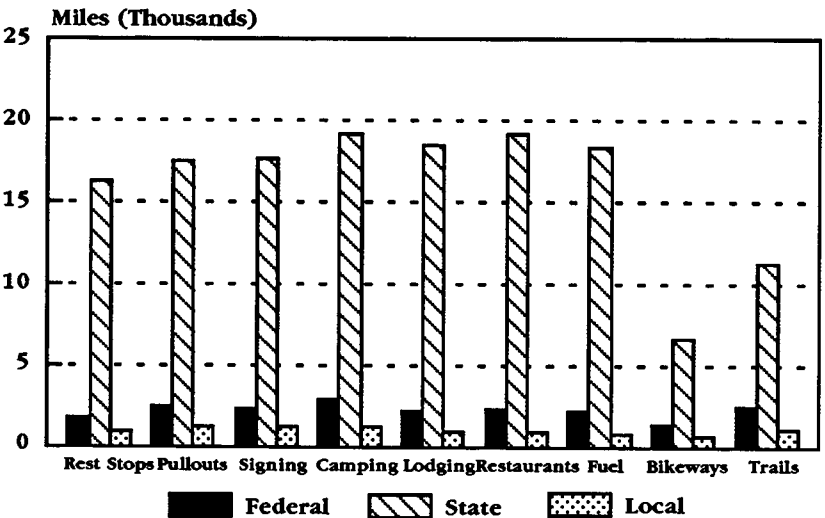
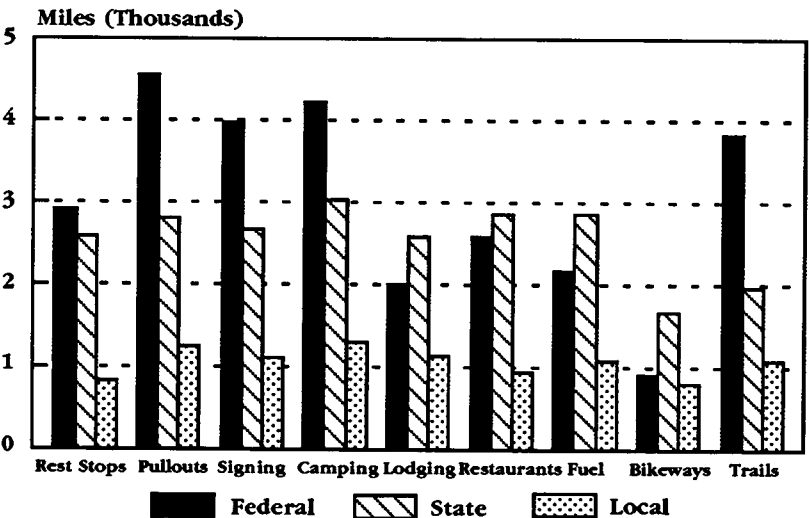


FIGURE 33

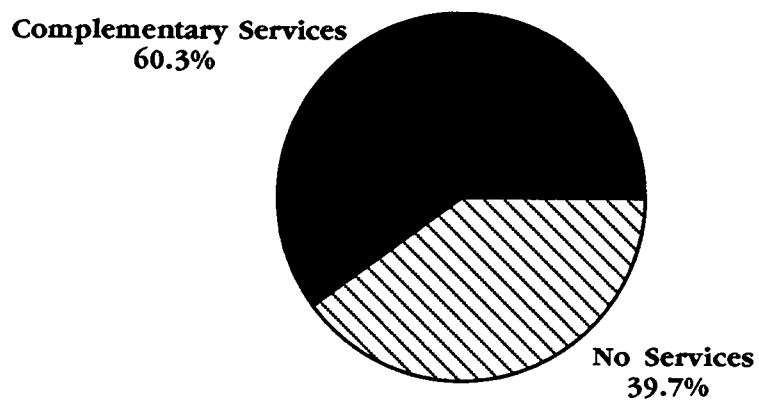
*Potential Scenic Byways
Complementary Services by Ownership*



Approximately 60% of all scenic byways reported have some kind of complementary facilities available. See Figure 34.

FIGURE 34

*Total Scenic Byways Routes
Complementary Services*



B-11 Corridor Themes Associated With Scenic Byways

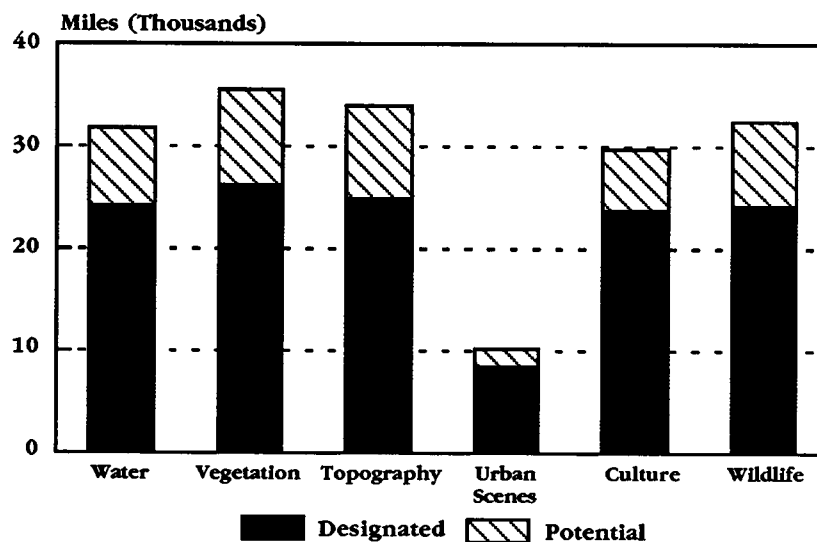
The identifying characteristics of a scenic byway are many and diverse. These may include water, topography, fauna, vegetation, historic and cultural elements, recreational opportunities, scientific sites, and others. Any one of these themes may consist of a variety of subelements. For example, water may involve a river, a lake, waterfalls, rapids, beaches, marshes, islands, dams, canals, locks, harbors, lighthouses, and perhaps other water-oriented elements. Obviously too, any one of the major themes and/or their subelements may be present alone or in combination with others along any given route or segment of a scenic byway.

It is obvious from Figure 35 that substantial mileages of scenic byways are associated with multiple themes, since most major categories involve 30,000 miles or more. There seems to be little relative differences in theme presence between designated and potential scenic byways, suggesting that the basic concept and characteristics of a scenic corridor remain essentially the same.

The vegetation theme seems to predominate, though topography, water, wildlife, and cultural elements are not far behind.

FIGURE 35

Scenic Byways Themes Designated & Potential



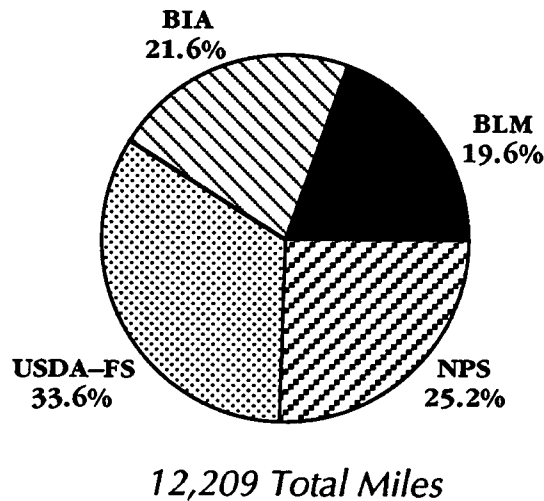
B-12 Federal Agencies' Scenic Byway Mileages

There are four Federal agencies that reported scenic byway mileages—USDA Forest Service, the National Park Service, the Bureau of Land Management, and the Bureau of Indian Affairs.

As Figure 36 reveals, there are over 12,000 miles of Federal scenic byways, the largest single portion under the Forest Service scenic byways program. The National Park Service, although not having a formal program, owns and maintains a large portion of the mileage of scenic byways in the National Parks, as well as nine Congressionally designated parkways. The Bureau of Land Management mileage comprises a part of their Back Country Byway Program. The Bureau of Indian Affairs has not officially designated any scenic byways to date, but they are planning such a network in Indian Reservations.

FIGURE 36

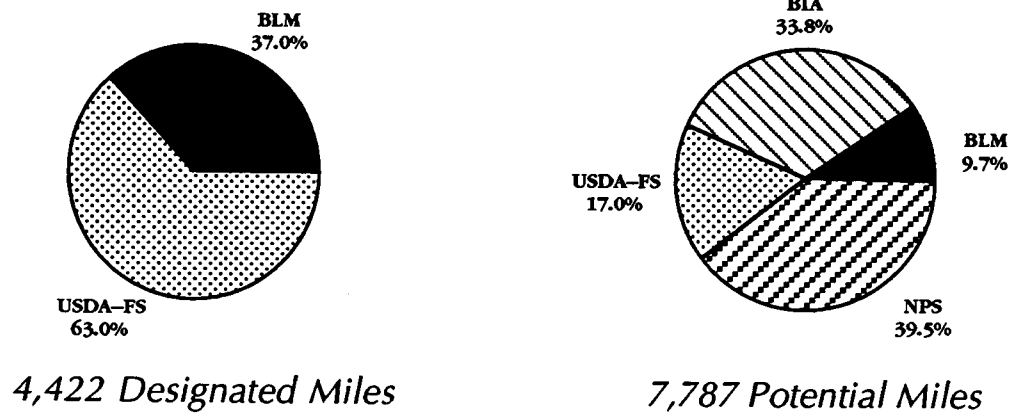
Federal Agencies' Scenic Byways Total Mileage for Federal Scenic Routes



All four Federal agencies are planning large increases in their present mileages of designated scenic byways, as indicated in Figure 37. The programs of these Federal agencies might be said to be moving targets, in that the mileages are expected to increase substantially over time.

FIGURE 37

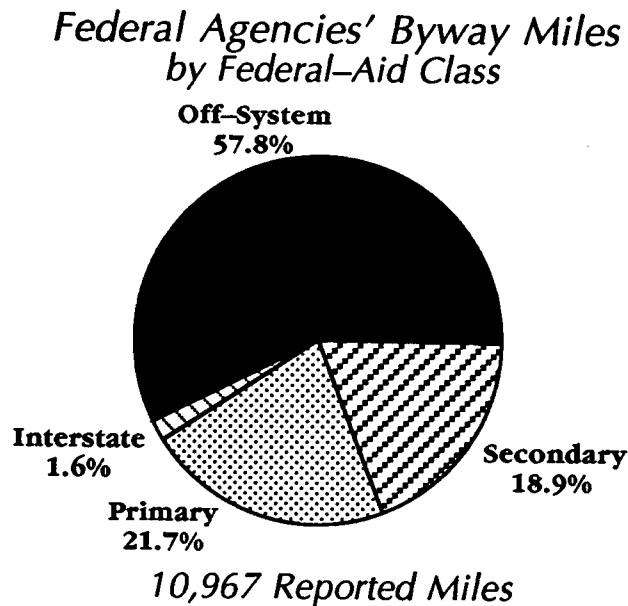
*Federal Agencies' Scenic Byways
Designated and Potential Mileage for Federal Scenic Routes*



B-13 Federal-Aid Classification of Federal Agencies' Scenic Byways

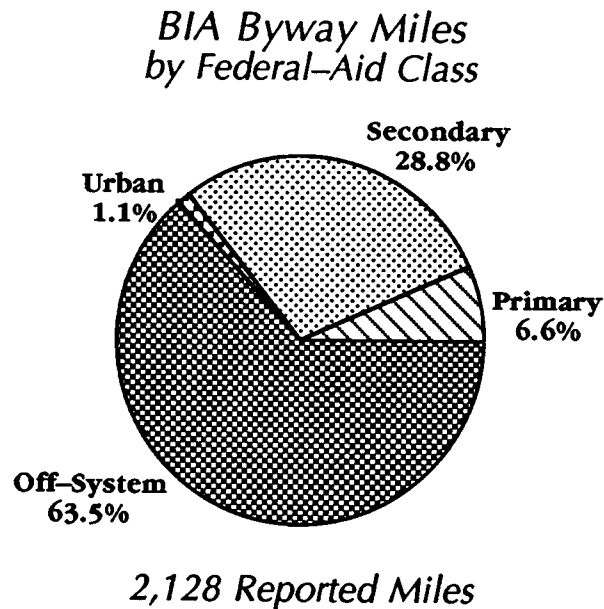
Some of the Federal agency scenic byways traverse lands owned by the National Park Service, the USDA Forest Service, the Bureau of Land Management, and the Bureau of Indian Affairs. An overall view of Federal-aid system classification of Federal agency scenic byways is presented in Figure 38. From the chart, it is apparent that the majority of the Federal scenic byways are identified as Off-System roads.

FIGURE 38



For the Bureau of Indian Affairs, almost two-thirds of their scenic byway mileage is on Indian Reservations as Off-System roads. The largest single component of BIA scenic byways on the regular Federal-aid highway systems is Secondary roads. See Figure 39.

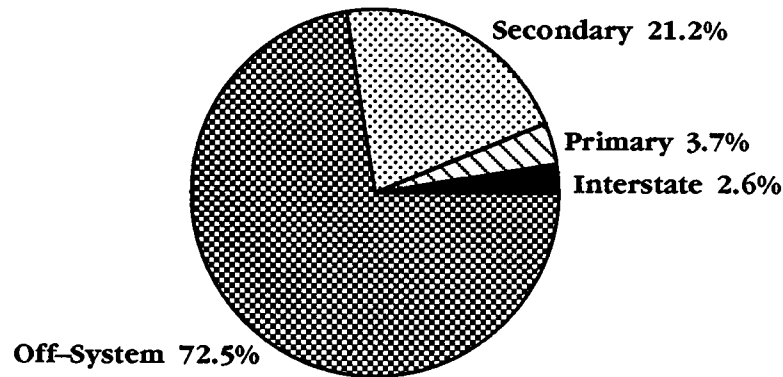
FIGURE 39



Bureau of Land Management scenic byways, or Back Country Scenic Byways, are predominantly classified as Off-System. For the Federal-aid systems, Federal-aid Secondary roads comprise the highest percentage (over one-fifth) of the total BLM scenic byways, as indicated in Figure 40.

FIGURE 40

*BLM Byway Miles
by Federal-Aid Class*

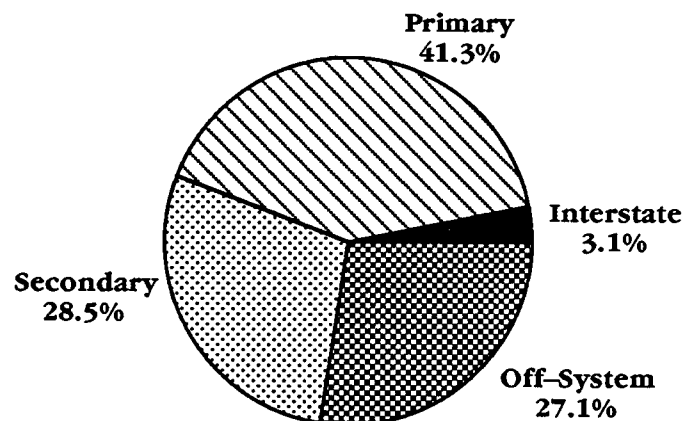


1,656 Reported Miles

USDA Forest Service scenic byway miles are more evenly distributed than the BIA or the BLM scenic byway mileages, with Federal-aid Primary System roads predominating, and Off-System and the Secondary systems roads comprising the remainder, almost equally divided between them. See Figure 41.

FIGURE 41

*USDA-FS Byway Miles
by Federal-Aid Class*

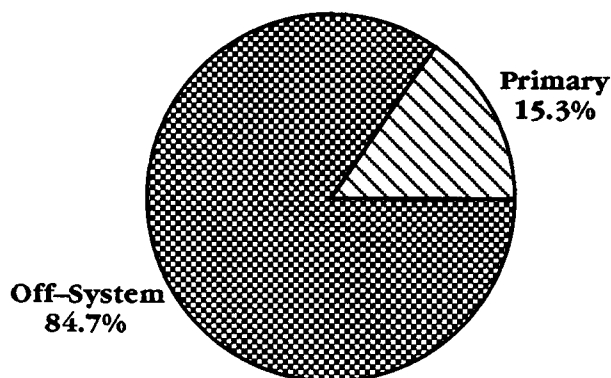


4,107 Reported Miles

All but approximately 85 percent of the National Park Service scenic byways are Off-System, as indicated in Figure 42, with the remaining 15 percent on the Federal-aid Primary System.

FIGURE 42

*NPS Byway Miles
by Federal-Aid Class*

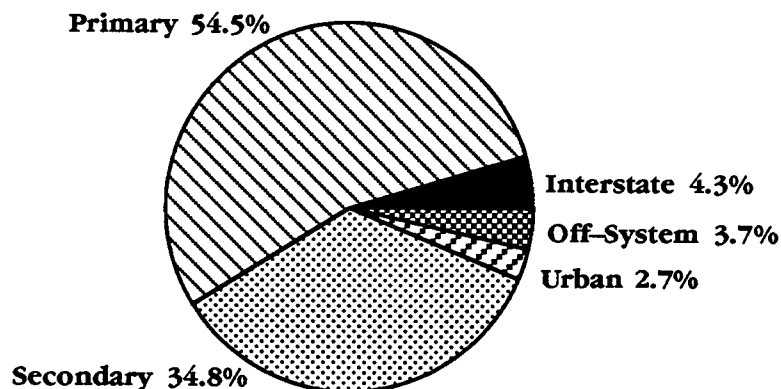


3,076 Reported Miles

The largest segment of total scenic byways are owned by the States and localities. See Figure 43. Of these, almost 55 percent are on the Federal-aid Primary System and almost 35 percent on the Federal-aid Secondary System, with the remainder divided almost equally between Interstate, Urban, and Off-System roads.

FIGURE 43

*States' Byway Miles
by Federal-Aid Class*



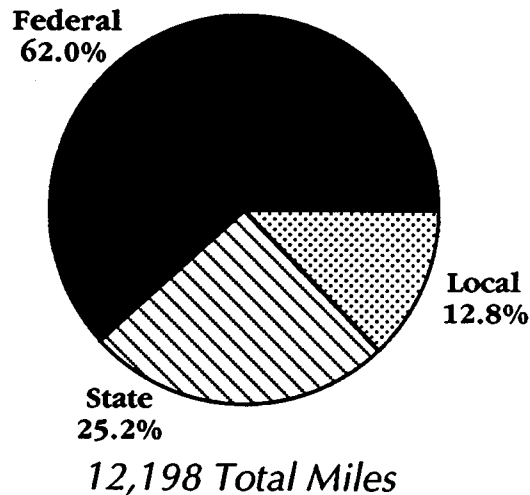
39,202 Reported Miles

B-14 Ownership Characteristics of Federal Agencies' Scenic Byways

Ownership of Federal agencies' scenic byways is indicated in Figure 44, with the considerable majority of such roads being Federally owned.

FIGURE 44

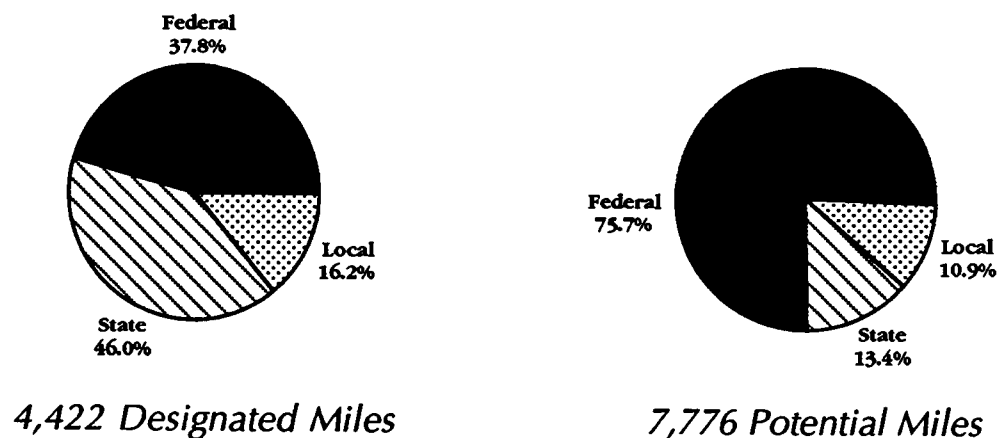
Federal Agencies' Scenic Byways Total Mileage by Ownership



Ownership statistics are indicated in Figure 45, separating the designated scenic byway mileage from the potential scenic byway mileage. Previous data have already indicated, as does this pie chart, that there is a large relative increase anticipated in Federally owned scenic byways, particularly by the USDA Forest Service, the Bureau of Land Management, and the Bureau of Indian Affairs.

FIGURE 45

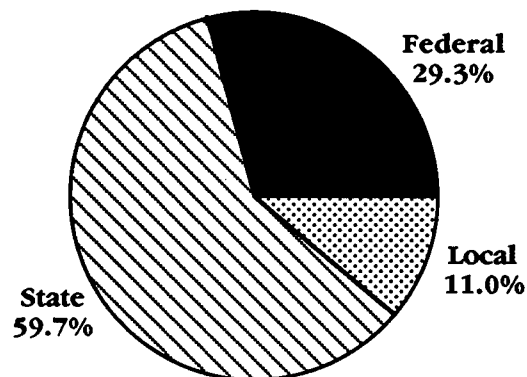
Federal Agencies' Scenic Byways Designated and Potential Mileage by Ownership



Comparable data are provided in Figure 46 for USDA Forest Service scenic byways, by ownership. Unless one is familiar with the nature and ownership status of public roads in the National Forests, it may come as a surprise that almost 60 percent of these byways are owned by the States and not the Forest Service.

FIGURE 46

*USDA-FS Scenic Byways
Total Mileage by Ownership*

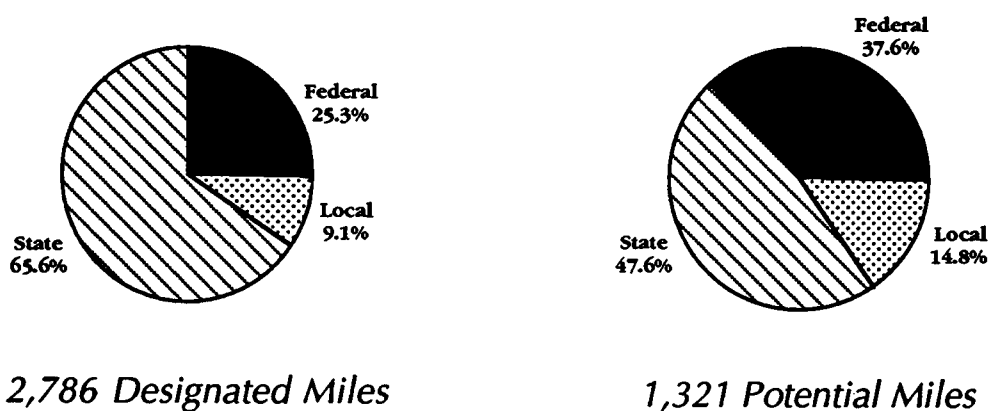


4,107 Total Miles

In the pie charts of Figure 47, an appropriate separation is indicated with respect to ownership as between the designated and the potential mileages of USDA Forest Service scenic byways.

FIGURE 47

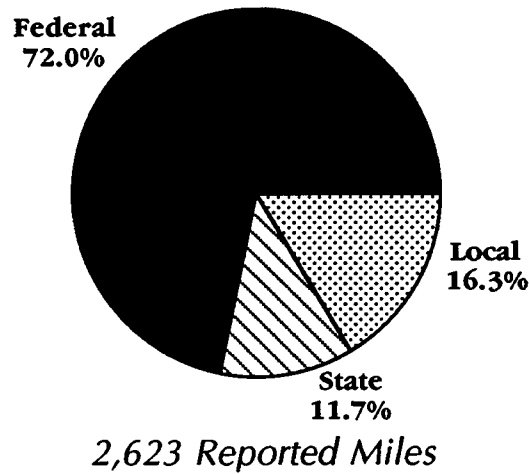
*USDA-FS Scenic Byways
Designated and Potential Mileage by Ownership*



Since the Bureau of Indian Affairs has not yet designated scenic byways formally, Figure 48 reveals the ownership status of the potential or planned scenic byways of the BIA. The vast majority of such roads will be Federally owned, almost three quarters of the total.

FIGURE 48

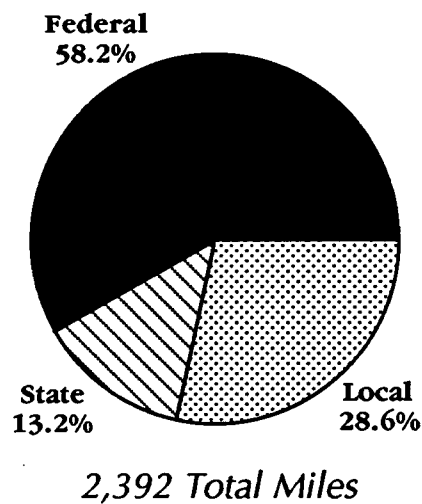
*BIA Scenic Byways
Potential Miles by Ownership*



With respect to the ownership status of Bureau of Land Management scenic byways, almost 60 percent of such roads are Federally owned, because the vast majority of such facilities are on Federally owned lands. What may be a little startling is that almost 30 percent of the BLM total miles are locally owned. See Figure 49.

FIGURE 49

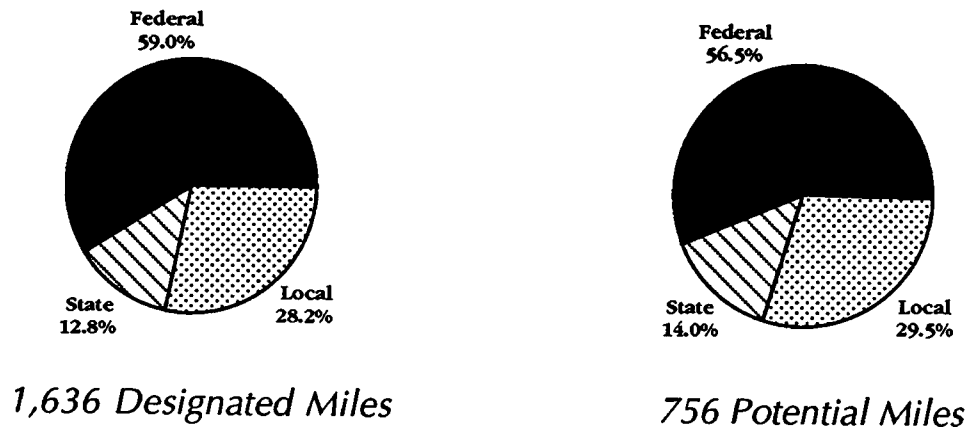
*BLM Scenic Byways
Total Mileage by Ownership*



Comparable ownership allocations are indicated in Figure 50, separating designated from potential mileages. Federal ownership still predominates by far in both categories.

FIGURE 50

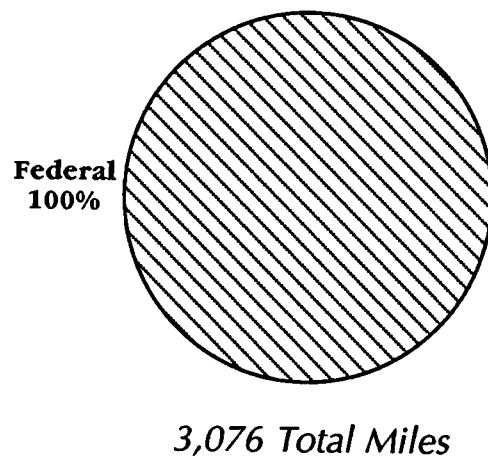
*BLM Scenic Byways
Designated and Potential Mileage by Ownership*



National Park Service scenic byways are totally Federally owned with no exceptions. Congress has officially designated nine Parkway routes and the National Parks are wholly owned by the Federal Government. See Figure 51.

FIGURE 51

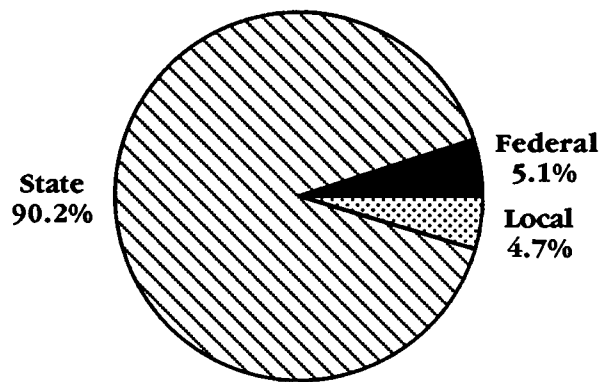
*NPS Scenic Byways
Potential Miles by Ownership*



Finally, the States' scenic byways are almost totally owned by the several States, as revealed in Figure 52, with only very small portions being owned locally or by the Federal establishment. The Federal element, incidentally, consists of relatively small mileages like the road network around TVA facilities, Corps of Engineers recreational and reservoir roads, Bureau of Reclamation roads, and those around Fish and Wildlife service facilities.

FIGURE 52

*States' Scenic Byways
Total Mileage by Ownership*

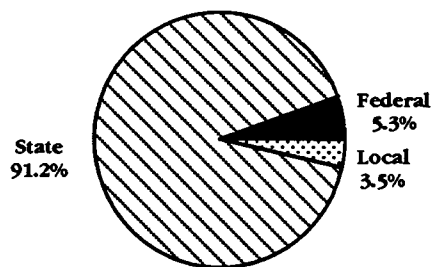


38,499 Reported Miles

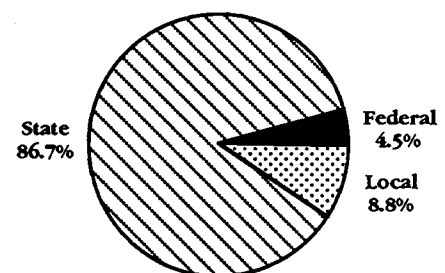
The States' mileages, separated into designated and potential scenic byways, are shown in Figure 53. Approximately the same proportions by ownership are preserved, with little change.

FIGURE 53

*States' Scenic Byways
Designated and Potential Mileage by Ownership*



29,524 Designated Miles



8,975 Potential Miles

PART C: GENERAL DISCUSSION SECTION

This part solicited policy positions with respect to a proposed national scenic byway program. It also encouraged discussion of the prospects for a state or local scenic byway program from those states that do not now have such a program. Because of the importance of this subject matter, detailed responses are given below.

C-1 *What is your policy position or opinion relative to a national scenic byway program?*

Because of the importance of this question, the answers have been provided in full, as follows:

Alabama. The Alabama Highway Department is generally supportive of a national scenic byway program. The state does, however, have some concerns that include:

- a. Funding
- b. Minimum roadway standards
- c. Definitions of what constitutes a scenic byway
- d. Selection process
- e. Maintenance standards and costs
- f. Potential environmental damage
- g. Jurisdictional disputes

Alaska. The Alaska Department of Transportation and Public Facilities believes that flexibility in the administration of each state's highway program should be paramount. Thus, each state should be left to develop a scenic byway program that best meets state and local conditions and needs. In particular, Alaska does not share borders with any other state and thus should not be required to be a part of any nationally mandated network. Further, Alaska does not believe that any type of scenic byway designation should enable outside agencies to complicate the management of routes on the state highway system through the pursuit of resource and/or land management concerns. The following additional comments may be made:

- a. Only state government (or local entities in collaboration with state government) should have the prerogative to approve designations or establish any type of official designation system for state routes that are perceived to be "scenic." The ability of each individual state to manage its highway system, including any routes designated as scenic, must be paramount.
- b. Any type of designation must not become an impediment to realignment, construction, and/or rehabilitation of a route in future years.
- c. When comparing the possible administrative burdens, the state does not understand the apparent rush to get routes on the scenic byway system. With the possible exception of the Marine Highway System, the state expects that scenic byway designation will not attract a significant number of people. On the other hand, the state does not know what rules will apply to maintenance and improvement of these routes. Alaska expects that as the rules are developed and refined, scenic byway designation will become involved in our project development process. That can be expected to increase the time and expense, and reduce the level of service, involved in highway improvement.

- d. It might be a good idea to wait until the rules pertaining to designation are made more clear. There does not seem to be a deadline for nomination or designation of scenic byways. Alaska expects that getting routes on the list will be much easier than removing them. This will be important if designation becomes a management tool that hinders our ability to improve routes.
- e. If the state is going to put highways on the scenic byway system there should be a single, coordinated program. Currently the American Automobile Association (AAA) has an informational program. The Bureau of Land Management and the U.S. Forest Service are each nominating routes through land which they manage. Now FHWA and the state are considering involvement. If more than one program is instituted, there will be the risk of all programs being disjunctive, confusing, and ultimately ineffective.
- f. With as much scenery and as few highways as this State has, it seems more appropriate to just call our whole highway system scenic. That would eliminate the need to try to categorize routes or parts of routes as scenic (or not scenic).
- g. If there is going to be a scenic byway system in Alaska, it should be based on scenic quality rather than on land status. A case in point here is the current effort by BLM to get the State Routes through land managed by BLM designated as scenic, with no apparent regard for how scenic they are compared with the rest of the state highway system.

Until the rules that apply to the management of scenic byways are established, the state should proceed cautiously on designation. If it becomes clear that requirements such as Section 4(f) of the Transportation Act (mitigation of impacts on designated resources, and determination of no prudent and feasible alternative) will not apply to scenic byways, then Alaska could nominate routes for designation. It is especially important to avoid situations like 4(f) as the state upgrades significant portions of the Dalton, Elliott, Tok Cut-Off, Richardson, Denali, and Taylor Highways over the next several years.

If it becomes clear that scenic byway designation serves informational purposes only, or actually enhances our ability to justify, develop, and fund improvement projects, Alaska should proceed to nominate appropriate routes. Until then the state suspects that the lack of specific designations will not affect the choice by tourists to visit Alaska.

Arizona. Arizona has an active ongoing Parkways, Historic and Scenic Roads program which was established by legislation. The national byway programs have been established by several directives and department policies. In the opinion of some, various programs are inconsistent in the criteria used from department to department.

To date there has not been an effective integration of Federal programs with the on-going state programs. Does it make any difference to the public if a road has up to three designations, that of a State Scenic Road, a Forest Service Scenic Byway and possibly, even a Bureau of Land Management Scenic Road, with all three agencies wanting their own signs or logos on the route? At this point there is considerable duplication of effort to designate byways for public relation purposes as inter-agency and intra-agency enhancement.

Arizona supports the efforts of the Federal Highway Administration to evaluate the various byway programs. Arizona will continue to work toward improved coordination between natural resource agencies and transportation agencies for recognition and preservation of those unique resources.

Arkansas. Information not available.

California. It is our posture that a reduced Federal role should focus on systems of national significance that include the Interstate and defined principal arterials serving the defense and/or interregional commerce needs. To establish special funding categories would defeat the flexibility necessary to allow states to determine their own priorities.

Caltrans has had a continuing successful state scenic highway program that is suited to California's needs and, when necessary, has dealt with adjacent states. The state believes that each state or region has unique scenic areas not easily subject to Federal standards or criteria. A Federal program could abrogate the individual states' prerogatives in managing their highway systems at a time when national policy is directing more emphasis on state and local responsibilities, funding, and policy.

California supports a goal of protection of the nation's natural, historic, and cultural heritage. However, the state feels that the impetus for a national scenic byway program comes largely from the recreation industry, which seeks to increase recreational travel. In California, congestion is a serious problem in many recreation areas. Some communities who are economically dependent on tourist trade are beginning to look more carefully at measures to increase tourist travel because of the negative impacts of congestion.

Colorado. The Colorado Department of Highways is supportive of a national scenic byway program that avoids strict regulations for states and all Federal agencies. The state of Colorado believes that national standards for the implementation of a scenic byway program for states without programs would be beneficial as a guideline. However, Congressional enactment of national scenic byway legislation would create another level of rules and regulations that the state feels is unnecessary. The Colorado Scenic and Historic Byways Commission is already working closely with the U.S. Forest Service and Bureau of Land Management to coordinate with their national programs. Adding another set of national criteria could create more problems and confusion in the Commission's efforts to coordinate the designation of scenic byways in Colorado. Furthermore, national legislation could actually discourage recognition of each state's unique scenic and cultural attributes if a standardized byways program is created. Evaluation and designation of scenic byways is best left to the individual states.

Connecticut. Those involved with the program feel that a national program has considerable merit and will serve a very worthwhile purpose in preserving a portion of our nation's natural and man-made heritage. Any such program must be kept flexible so that necessary improvements to a designated highway, for safety or traffic improvement needs, can be accomplished economically and without undue paperwork or delay.

Delaware. No comment.

District of Columbia. No comment.

Florida. The Florida Department of Transportation supports the AASHTO and FHWA positions calling for exclusive state authority in scenic route designation.

Georgia. Georgia agrees in principle with a national scenic byway program. Recreation travel, pleasure driving, and sight-seeing are important and growing outdoor recreation activities. Georgia and the nation are rich in recreational, scenic, historic, and cultural resources that are accessible by highways. Highway travel and tourism are important for economic development.

Georgia supports the designation of a scenic byway system whose purpose would be to provide alternate routing for vacation, recreational, and pleasure travel; to promote tourism travel; and to provide convenience to motorists.

Georgia recommends a scenic byway program that would be administered by the states through the American Association of State Highway and Transportation Officials.

Georgia does oppose the creation of a special funding program or category of Federal Highway Trust Fund apportionments for scenic byways. The state prefers the flexibility of allowing each state to use a percentage of its existing apportionment for scenic byways as it sees fit.

Also, Georgia believes that the states should be responsible for establishing geometric and land use standards for scenic byways.

Hawaii. No response.

Idaho. The state testified at the 1989 Congressional hearings, opposing SB 432, which subsequently was changed substantially to what was enacted. The state opposes:

- a. Prohibiting improvements to scenic roads
- b. Transferring scenic byway designation to the Federal level
- c. Operational elements at the Federal level
- d. Federal control of Federal-Aid application to scenic routes on a project-by-project basis at the Federal level

In opposing the former bill, Idaho makes the following points:

- a. Opposes the implication that previous studies of scenic routes failed to identify scenic routes; thinks that those studies were comprehensive and that guidelines for scenic evaluation were established.
- b. Envisions situations where needed highway capacity and safety improvement projects would have Federal-Aid withheld due to competing concerns relating to protection and enhancement of scenic and other related qualities.
- c. Feels the requirement for the preparation of a nationwide, long-range plan for the identification, designation, promotion, protection, and enhancement of scenic and historical roads, is an impractical blanket treatment of all states that would produce more red tape and inflexible decisions and standards from the Federal level.
- d. Thinks that safety and capacity goals could be impeached by environmental and protection concerns.

- e. Wants standards left to state determination. Is fearful that, say, traffic capacity problems would result in restricting trucks or other vehicle types, etc.
- f. Thinks that additional environmental protection elements (of the previous bill) are redundant because the states already have environmental protection in existing Federal laws and regulations.
- g. Is fearful that some of Idaho's highways, through the scenic road program, would be converted to Federal operational control.

But, Idaho is very supportive of the concept of a scenic road program, but wants control to remain at the state level. Wants assurance of State decision-making in scenic byway designation, construction, and selection of improvement projects.

Illinois. IDOT recommends that the states continue to have full authority to designate scenic byways. However, IDOT would not object to the establishment of a National Scenic Byways Program which would provide broad guidelines and recommended techniques for maintaining and protecting the scenic byways. Illinois feels that the states should be allowed flexibility to use Federal funds on designated scenic and unique qualities of the routes. Therefore, the state recommends that the states be given special flexibility in areas such as eligible uses of funding, design standards, and application of safety standards. Illinois wants to emphasize that the study should ensure that if national criteria to designate or define a scenic byway are recommended by the study, they should be broad enough to apply to all 50 states. For example, a highway that is scenic in the mountains of Colorado has attributes that would not apply to a road in the Midwest. If the criteria were to be based upon western mountain highways, a highway in the Midwest would not be able to compete for scenic byway designation.

Indiana. The Indiana Department of Transportation has not yet established a policy position specifically related to a national scenic byway program. The Department supports this concept and recognizes the importance of consistent guidelines. Indiana would like to be involved in this program.

Iowa. In 1987, the Iowa Legislature directed that a state-wide, long-range plan be developed involving scenic byways and recently provided \$500,000 for a comprehensive study of scenic byways. A four-state study is also being undertaken. This demonstrates considerable interest of the state in this subject matter.

Kansas. Kansas is currently interested in the development of a scenic byways program. While it is important to have some national guidelines to be followed by all states in such a program, the participation in and development of such a program should remain within the state jurisdiction.

Kentucky. Although the Kentucky Transportation Cabinet does not have a policy for scenic byways, the state is supportive of the efforts underway at the national level. Kentucky believes that a national program should provide guidelines to ensure consistency in route selection, systems continuity, and an equitable funding structure. This program should not place additional environmental restrictions on the state's ability to upgrade roadways placed in this designation.

As previously indicated, the Kentucky Transportation Cabinet does not have an official Scenic Byway Program. There have been many inquiries in the past concerning this subject and Kentucky has taken the position of waiting for the completion of the FHWA study before attempting to formulate a program in Kentucky.

The Kentucky Department of Highways completed an inventory for a Scenic Roads and Parkway Study in 1965 as part of a national effort that was underway at that time. However, because of the many needs throughout the state to improve highway service, enhance safety, and provide for economic development, the preferential consideration of routes based on scenic qualities has not been considered a high priority issue. There were no efforts made to implement a Scenic Byway Program following the 1965 study. Certainly, much has changed over the last 25 years and the time seems right for advancing the idea of travel for pleasure and the enjoyment of this state's many scenic attractions.

Louisiana. There is considerable interest at the state and local levels for the establishment of a scenic byway program to track proposed Federal legislation. There is a proposed House Concurrent Resolution which would initiate a pilot project in this regard. We and members of other state agencies feel that Louisiana has many areas that could benefit from the national program.

Maine. A scenic highway program is certainly a nicety but is not a bread-and-butter issue and since there is not sufficient funding to take care of the bread-and-butter issues (safety, capacity, bridge, and road reconstruction) a scenic highway program should assume its appropriate role.

The Federal Government is substantially underfunding the country's highway program and this Department sees no change in this position at the Federal level. A scenic highway program therefore should not be a part of the Federal program unless the basic funding issues associated with maintaining the highway infrastructure are appropriately funded.

Maryland. No official position of the Maryland State Highway Administration. Maryland preparer's opinion:

A national scenic byway program should be considered. We feel that our program represents that a system or systems can be established without a large investment. It is also necessary to work closely with local governments when considering implementation of any controls along scenic byways. Each state should determine the direction of their program.

Massachusetts. The MDPW fully supports a national scenic byway program. Transportation networks play a critical role in sustaining and maintaining the vital flows of people and goods, which provide the basis for economic development. Such functions, however, often overshadow the recreational and scenic values of America's highways. The MDPW increasingly recognizes that these aspects play an important role within the state's and the nation's highway system. Hence, the state of Massachusetts would give its full support to a national scenic byways program.

Michigan. The Michigan Department of Transportation is very supportive of the national scenic byway program. Michigan has long recognized the need for the designation and promotion of routes serving the numerous areas of our nation endowed with unique beauty and natural features. Studies have proven the positive economic impact of scenic byways on travel and tourism. This program should have a very positive effect on economic growth and quality of life as well.

Minnesota. The state enthusiastically supports the concept of a national scenic byway program, and looks forward to blending our existing and future system into a Federal scenic routes system. As referenced in our Commissioner's letter to Senator John D. Rockefeller, dated June 14, 1989, Minnesota stands in support of the Scenic Byway Study and also stands in support of a low level of Federal funding that would assist in the implementation of a scenic byway program. The level proposed in this letter suggests allocating less than 1 percent of a state's highway trust fund apportionment. The letter also references the opportunity for consistency in design and implementation that a Federal scenic byway system could provide.

Local participation, however, should provide the majority of funding for such a program. As in the Great River Road Program, Federal program goals should insure consistency in designation and implementation. In response to an AASHTO survey, the state indicated that there should be national standards for scenic byways as in the GRR. The state has no problems with Congressional enactment of national scenic byways legislation.

Mississippi. The State enthusiastically supports a national scenic byway program.

Missouri. Missouri is supportive of a national scenic byway program and is taking steps to establish a program in Missouri.

Montana. The Montana Department of Highways does not support a national "Scenic Byways" program such as that suggested in S.432. Such a program would interfere with an individual state's ability to deal effectively with scenic byways issues through its own legislative processes. Implicit in instituting such a program is the possibility of a national standard being applied to all designated routes, but decisions regarding standards are best left to the individual state.

Nebraska. Our position on a scenic byway program is that the state would have exclusive authority for route designation and authority for the selection and construction of improvement projects receiving Federal-Aid highway funds.

Nevada. The respondent supports the concept of a scenic program and believes the study is necessary before enactment legislation is considered. Some states are concerned that a national scenic byway program will nullify or drastically affect their established state scenic byway programs.

The State of Nevada does have an established scenic byway program. The major concern is that new programs place an additional demand on our already limited funding resources. Both the Federal-Aid and State Highway Programs are underfunded to meet the preservation, improvement, and expansion needs of the existing highways.

Another concern is that there will be pressure to use highway user revenues to maintain, rehabilitate, or improve the scenic areas. Our state constitution prohibits the use of highway revenues for any purpose other than constructing and maintaining highways. Nevada is against the use of Federal-Aid highway revenues to enhance the scenic areas. The state respondent believes that the highways should enhance the areas and that every effort should be made to ensure that any highway improvement is compatible with the scenic or historic value of the area.

New Hampshire. The Department of Transportation supports the creation of a nationwide scenic byway plan and hopes that a national plan will include segments of New Hampshire's plan. The Department, through its Commissioner, is leading the development of a scenic byway plan in New Hampshire. Following an economic impact evaluation of implementing a scenic byway plan in New Hampshire, the Department and other state agencies will begin developing the criteria for that system. The multiple attributes New Hampshire has to offer should lead to the establishment of a multi-component plan.

New Jersey. While the New Jersey Department of Transportation has no formal policy position regarding a national scenic byway program, the state looks favorably upon any endeavor to protect and preserve the natural landscape along our nation's highways, maintain and improve the quality of life for our citizens, and prevent aesthetic degradation.

New Mexico. The New Mexico State Highway and Transportation Department favors a scenic byway program that provides for voluntary participation at the discretion of the states.

New York. The State's Department of Environmental Conservation has no official policy position regarding a national Scenic Byway Program. That agency does recognize, however, that recreational driving is big business and represents a virtually untapped market. They also suggest that assembling information on activities in different states and identifying roads and routes with interpretative material could be of critical importance in promoting/encouraging various types of recreational driving opportunities. Routes with themes, that had interpretative material available, would be well received and in high demand and would, in some cases, be very educational. Some routes would certainly have historic themes that would provide a link with the past.

Accurately portraying the route or road segment to travelers, both foreign visitors as well as domestic tourists, is probably one of the most important considerations. The most successful routes occur when the drive/ride experience matches the expectations.

The State Department of Transportation is not generally supportive of a national scenic byway program, and does not believe there should be national standards for scenic byways. This opposition is based, in large measure, on concern with the creation of a new categorical highway program when there should be a reduction in categories coupled with increased flexibility in states' use of limited Federal-Aid funds to meet highest priority needs. Furthermore, it is suggested that preserving and enhancing scenic, historic, and other cultural qualities associated with highways, including acquisition of scenic easements, be made an eligible cost of construction under all Federal-Aid programs. However, in the event that a Federally funded program is established, the funds should be from an annual appropriation of general funds (not the Highway Trust Fund).

Opposition is also based on the belief that the identification and conservation of significant natural resources such as visual quality is not a transportation agency function, particularly when the resource exists outside of the highway right-of-way, and is therefore not under the control of the transportation agency.

Scenic quality is a function of land use controls. Land use controls should remain within the discretionary authority of appropriate local jurisdictions, and are therefore outside the sphere that could be effectively influenced by a national scenic byways program.

North Carolina. NCDOT supports a national system of scenic byways that does not create a new highway spending category, establish unfunded mandates, or override state and local planning and program decisions.

North Dakota. North Dakota believes that the scenic byway program concept is fine as long as funds necessary for system preservation are not siphoned off to pay for improvements on this network.

If additional Federal funds become available outside of normal funding mechanisms, the state has some excellent candidates for scenic routes and would probably participate in the program.

Ohio. No current policy.

Oklahoma. This Department supports the overall concept of a scenic byway program. For certain states (i.e., states with vast networks of public land roads, National Parks, National Monuments, National Historic Sites, National Forests), the Department feels that such a program has great potential in promoting tourism, recreation, and awareness of areas of exceptional scenic quality or historical interest. It is the Department's position that each state should have complete control over their scenic byway designations and that the development of policies relevant to such programs be initiated and administered by state agencies responsible for the promotion of tourism, recreation, and economic development. They also believe that a national program must address conservation and preservation issues connected with increased visitation to scenic and historic areas. The impact of increased signing and potential safety consequences must also be addressed.

Oregon. Our opinion would be that a national scenic byway program should emphasize (a) the importance of truly national scenic areas, such as the Pacific Coast, (b) the need for scenic/recreational driving opportunities near and between urban areas, and (c) proactive actions in addition to preservation efforts. All of these lend support for the type of approach the state is taking.

Pennsylvania. The states should have discretion over the establishment of scenic byway programs without Federal guidelines or mandates.

Rhode Island. The Rhode Island Department of Transportation is in full support of a National Scenic Byway Program. The ability to implement this program will depend upon the availability of funds necessary to produce a scenic highways inventory and to perform subsequent case studies.

South Carolina. No policy.

South Dakota. Efforts to promote our nation's scenic beauty and rich heritage are to be applauded. The State of South Dakota has not developed a formal policy position relative to a national scenic byway program; however, South Dakota thinks consideration should be given to the following issues.

Throughout the country there are many examples of former pristine places which have been "loved to death." Attention to this potential consequence must be considered and contingencies planned to deal with such situations. Areas designated as scenic byways must be the recipients of a conscious effort to draw distinct boundaries between promotion for public enjoyment and exploitation solely for commercial purposes.

South Dakota has very few land use restrictions and consequently the potential exists for incompatible development adjacent to or interspersed with areas designated as scenic byways. Procedures were adopted that can be used to deter incompatible actions proximate to scenic byways. Although our process does not have force of law to prevent inappropriate land use, it provides a mechanism to stimulate some forethought to potential consequences of adverse land use. The state has provided a stipulation on scenic byways that if the scenic quality is allowed to deteriorate, the designation status may be withdrawn. This method allows local governments to police themselves and have self-determination by being in charge of and ultimately responsible for activities in their area.

Another area of concern South Dakota addressed was what highway improvements are appropriate for scenic byways. Our position is that no new Federally funded program be attached to those routes above and beyond their normal maintenance and construction needs. In essence, maintenance and construction activities must continue to be based on actual, demonstrable need and usage, and not on perceived or projected need. South Dakota has over \$500 million in backlog needs on our state highway system. The current Federal highway program serves our needs well. South Dakota would be opposed to a Federal program that would require us to spend a certain amount of Federal funds on a Scenic Byway program. In other words, we oppose the development of an additional program and a funding category that could only be used for that program.

As a component of our preliminary screening of potential scenic byways, average daily traffic (ADT) will be recorded to determine a baseline prior to designation of a route. Thereafter, we will be able to verify the authenticity of requests for highway improvements due to "increased traffic." Completion of a capacity analysis should be enhanced by having solid data upon which to base decisions.

Safety is another issue which deserves careful consideration. Our policy is to conduct a safety analysis prior to the designation of a scenic byway. The analysis will take into account roadway characteristics and adequacy of signing. Since a scenic byway program is a promotional endeavor to inform people of unique places, there is a general preconception that more tourists will be encouraged to visit. Along with tourists come a wide array of vehicle types which may or may not be compatible with certain roads. Assessments should include which types of vehicles can safely negotiate a particular highway and to determine what restrictions need to be applied. If there are restrictions as to vehicle dimensions this information must be widely publicized and included in promotional materials to abate any inconvenience to the motoring public. Highways on the State Trunk System which have restrictions as to vehicle size are already signed well in advance of the impediment. If one of those roads is designated as a scenic byway, highway information must be made readily available for trip planning purposes.

Our opinion is that the identification of scenic byways should be an individual state's decision. Program funding decisions to spend funds on a scenic byway or some other need should be a state's choice in cooperation with local governments and the general public. We do not favor a Federally mandated program of scenic byways.

We do support the promotion and advertising of scenic byways on a national basis to let travelers know of the scenic highway locations that have been identified by individual states.

Tennessee. Tennessee supports AASHTO's resolution relative to a national scenic byway program. The state generally feels this area should be left with the individual states.

Texas. No information available.

Utah. A national Scenic Byway Program can be of real value if it can generate new money to be used for scenic turnouts, acceleration/deceleration lanes, and climbing lanes which wouldn't generally be constructed. Existing environmental regulations under NEPA are adequate and new regulations or interpretations would only be counterproductive.

Vermont. Any national scenic byway program should provide guidance to states, but should not provide mandates. Each state should be allowed to pursue its own scenic highway program, or no program at all. At this time, when both state and Federal funds are not sufficient to provide for adequate construction and maintenance, it would seem that a new category of Federal funding should not be instituted, and certainly there should not be a Federal requirement for the expenditure of state funds on scenic highways. The expenditure of Federal funds for scenic highways should only be made within the context of improving or maintaining the scenic qualities of highway improvements funded under on-going Federal programs.

Virginia. The Commonwealth is very much interested in volunteer programs that enhance the recreation, cultural, and economic benefit of the Commonwealth and the nation. It is equally important that land use and zoning adjacent to byways remain the responsibility of the local governments.

Virginia recommends that the study promote and support the recognition of a voluntary program of byways built on state and local efforts.

Washington. A national scenic byway program makes a lot of sense. It is in the national interest to protect, preserve, and enhance the country's scenic, recreational, and cultural heritage. The program should strive to involve all interested citizens in the processes to "preserve, protect, and enhance," so that they develop a sense of ownership, pride, and particularly respect for these currently fast-diminishing heritage resources. The program should place heavy emphasis on the protection of private property rights, or it will be doomed to failure. Policies and procedures must remain with the states. National guidelines should be advisory and aimed to achieve a nationally unified system.

Many county and city officials have expressed an interest in a designated scenic highway system for local area roads. There is growing concern in this state over the loss of scenic, recreational, and cultural resources resulting from man-made intrusions. Yet there is a corresponding worry that protecting these resources may threaten individual property rights. Both state and local agencies must confront these issues. Efforts are underway to provide local agencies with details on the state's scenic and recreational system, and the national scenic byways proposal, to generate and consolidate local interest and involvement in developing scenic and recreational highway system.

West Virginia. West Virginia is in favor of such a program and would fully support it.

Wisconsin. The Wisconsin Department of Transportation is dedicated to the scenic enhancement of all its highways. Such enhancement is incorporated in design, construction, and maintenance practices and in various programs such as scenic easements, sign control, roadside rest areas, landscaping, roadside planting, and various scenic highway studies. Since the early 1970s, the Department has also been committed to the identification and preservation of the Rustic Roads program. As a result of these efforts, many areas of scenic beauty and cultural and historical significance have been identified and preserved throughout the state for future generations to enjoy.

Wisconsin supports a national scenic byway program. The Department would prefer a program with minimum Federal standards so that individual states could establish their own criteria and guidelines for designation of scenic routes. Standards should be general in nature so the states are allowed sufficient latitude to designate, preserve, and develop routes with local or statewide natural, aesthetic, cultural, or historical significance rather than conform to guidelines that may not be appropriate. Standards should include:

- Limitations on development, private access, junkyard development, and outdoor advertising
- Guidelines for the preservation of natural scenic areas
- Vegetation management based on a program for preservation and regeneration of native vegetation of the area

A national scenic byway program should be designed to help preserve the state's heritage of native vegetation and wildlife as well as sufficient terrain to provide adequate habitat for their survival. This can be accomplished through national support for the expansion and continuation of existing state scenic byway programs. A national program should not inhibit local initiative, innovation, or enthusiasm by imposing burdensome regulations or causing relinquishment of state control.

The Department of Transportation is strongly opposed to any categorical funding for a national scenic byway program. Wisconsin does support a general requirement or provision in the scenic byway legislation that allows states to utilize a portion of Federal-Aid at their discretion for scenic byway identification, maintenance, and improvements.

Wyoming. Department has not developed a policy on this matter.

Puerto Rico. The Department of Transportation and Public Works of the Commonwealth of Puerto Rico is strongly committed in enhancing its scenic byway program. Puerto Rico is looking forward to a mutual benefit as they get more integrated into the national program and become able to exchange information and management techniques that could be applied to our geographic and social and cultural heritage.

C-2 Are you planning or do you have under consideration a scenic byway program? Why or why not?

Only those States which do not now have a scenic byway program are summarized here. The answers are indeed varied.

Alabama. Alabama is considering appointing a Scenic Byways Committee by Executive Order of the Governor. This group will be charged with developing criteria for highways to be considered for designation as scenic byways.

Alaska. Alaska has no current plans to establish a scenic byway program. Communities in Alaska are generally connected to each other by a single highway; there is not a network of several alternate routes to choose from. Each of these routes traverses rural landscapes that are often pristine in nature. The setting for each of our rural highway routes is consistently attractive, and frequently spectacular. We generally perceive our overall highway system as scenic, and believe it may be counterproductive to attempt to segregate out individual routes for designation. We think any visitor would enjoy traveling each of Alaska's rural highways.

Historically, we have been concerned that scenic highway designation could be construed as turning a roadway into a park. Federal restrictions (i.e., 4(f) on the use of parkland for highways) would then apply. We think this section of U.S. law should be clarified before further emphasis is placed on the designation of scenic byways.

Delaware. Not under consideration. State has existing State routes (Delaware Route 9, 15, and 100) that are informal scenic routes, and two "Historic Trails" (Brandywine Valley Trail and Christina River Trail) that lead to historic and cultural attractions.

Florida. The Department is not considering a scenic byway program at this time since previous efforts to establish a program have proven unworkable.

Georgia. No. Georgia DOT maintains a State highway System of more than 18,000 miles. We believe this System provides good access to Georgia's recreational, scenic, historical, and cultural resources. We are planning to improve the capacity of our major arterials with our Governor's Road Improvement Program. A principal purpose of this Program is to spur economic development in all areas of the State.

Tourism played a very important role in developing the road system covered by this Program.

Hawaii. Our preliminary investigation indicated that it would not be feasible for us to implement a scenic byway program because it would be difficult and costly for us to meet the criteria for such a program. The Federal Government does not provide additional funding to designate and maintain scenic roads.

Illinois. Illinois has no formal Scenic Byway Program. We do, however, have the Great River Road and the Lake Michigan Circle Tour. Both of these routes are signed and are important links in the national Great River Road and Great Lakes Circle Tour. Illinois has been closely following the efforts of the FHWA in its Scenic Byway study and is awaiting the study results.

Indiana. Scenic byways in Indiana must be designated by the state legislature. This procedure is outlined in the Indiana Traffic Control Manual which is modeled after the Federal Manual. Indiana has five roads which have been designated as scenic, by the State Legislature. Currently, the state does not have an established set of guidelines for designating scenic byways. This does lead to some difficulties for the Department of Transportation. For this reason, Indiana is presently studying the feasibility of a scenic byway program.

Iowa. Studies are underway and there has been legislative activity since 1987.

Kansas. We previously reported to you about the involvement of the Kansas Department of Transportation in a four-state research project on Scenic Byways. This project has identified five study corridors in each of the four states to be viewed and videotaped to aid in the identification of the selection criteria. This part of the project will begin April 30, 1990, and will be completed the first week of June. These tapes will then be studied to aid in the selection of criteria.

Louisiana. A Joint Legislative Resolution initiated a study.

Massachusetts. The MDPW currently has an Open Space Program with a \$17.5 million budget from the 1985 and 1988 Transportation Bond Acts to acquire scenic parcels adjacent to public ways in order to "preserve, restore, or enhance" outstanding vistas and landscapes. Acquisitions can be made by purchasing either conservation easements or fee simple interests in land. Parcels also may be donated to the Program. Scenic corridors such as Route 128 North from Beverly to Gloucester and Route 2 (the Mohawk Trail) are of particular importance to the Program.

The Commonwealth does have local scenic roads legislation. The MDPW will soon be requesting all town conservation commissions to provide information on their locally designated scenic roads. We will update you when we receive this information.

The Department is considering a statewide scenic byway program, drawing on the work of the Open Space Program, but plans are at a very early stage. Funds are needed to conduct a comprehensive inventory of state scenic roads.

Michigan. We have just recently initiated efforts that will lead to the establishment of a scenic byway program. Legislation to establish the program was introduced in the State Senate on January 24. When passed, this legislation will allow the Michigan Department of Transportation (MDOT) to identify and sign certain state highways that have unique scenic, recreational, or historic features. It will provide us with the necessary procedures to protect and preserve these routes. It will also support our tourism industry by attracting people to those designated roads having outstanding features. Known as the Michigan Heritage Route program, it will encompass scenic, recreational, and historic portions of the state trunkline system.

Mississippi. State has not made any plans to create a scenic byway program.

Missouri. Missouri currently has a task force established within the department that will review and recommend procedures for establishing a scenic byway system in Missouri. The states of Missouri, Kansas, Nebraska, and Iowa are jointly funding a two-year research study being coordinated through the Midwest Transportation Center at Ames, Iowa. The study is being conducted by Dr. Bob Smith of Kansas State University and will investigate the economic benefits, selection, designation, protection, and safety of scenic byways. The first phase of the study is underway that will develop nomination, identification, and selection criteria. The first report is due September 30, 1990.

We believe there is an increasing public awareness of the scenic qualities of our roadways. Promotion of a scenic byway system will most likely have a positive economic impact on the state. This will affect local regions, as well as the overall state economy through the state sales tax and state motor fuel tax through increased travel.

By establishing and designating a system of scenic byways, the scenic elements can be identified, developed, enhanced, or protected as needed. We expect the procedures to require a great deal of cooperation between state and local agencies, as well as private enterprise. We have taken steps to open the channels of communication by naming representatives of the state Division of Tourism, Department of Conservation, Department of Natural Resources, a representative of the American Automobile Association, and a representative of a bus/tour company to our task force in addition to the Highway and Transportation Department personnel.

Montana. Montana does not have any statutorily designated scenic highways. As Montana abounds in scenic wonders, scenic route designations will be contentious unless nearly every road in the state is so designated.

We are concerned over the potential for traffic safety impacts due to "rerouting" traffic over roads with narrow pavements and, at times, poor alignments.

We also have concerns over what might result from such a designation. Some of these issues include future maintenance and construction demands, 4(f) considerations, demands for additional facilities, and route or informational signing requirements.

Because of all the above concerns, the Montana Department of Highways opposes the designation of scenic routes or byways.

Nebraska. Nebraska together with Kansas, Iowa, and Missouri is part of a four-state region sponsoring a research project: "Scenic Byways: Their Economic Benefits, Selection, Designation, Protection, and Safety." The Department of Economic Development and the Game and Parks Commission are assisting us in providing information for this project.

While Nebraska does not have a formal scenic highway program, we do have a Scenic-Recreation roadway classification. This classification applies to roads located within or which provide access to or through state parks; recreational or wilderness areas; other areas of geographical, historical, geological, recreational, biological, or archaeological significance; or areas of scenic beauty.

New Jersey. The Department anticipates that the direction New Jersey will take potentially to institute a scenic byway program will emanate from the State Development and Redevelopment Plan, upon which work currently is progressing. The preliminary version of this plan includes a section calling for the identification, delineation, and preservation of scenic corridors in New Jersey. The state planning process, now being carried out by the New Jersey State Planning Commission and the Office of State Planning, contains an element known as cross-acceptance, in which all New Jersey counties and municipalities participate by comparing their Master Plans and land use regulations with the strategies and policies of the Preliminary State Plan, negotiating any inconsistencies or incompatibilities, and resolving issues in order to derive a final Plan. Each participating county is required to submit a cross-acceptance comparison report to the Office of State Planning. Counties and municipalities wishing to identify scenic corridors of local significance have been requested to submit proposed scenic corridors to the Office of State Planning as part of their cross-acceptance reports. The ultimate goal, as outlined in the Preliminary Plan, is to publish an official list of the state's scenic corridors.

New Mexico. The State of New Mexico is not planning or considering a scenic byway program. However, the State Highway and Transportation Department has concurred with the U.S. Forest Service in its nomination of four routes for scenic route designation and has agreed to four other prospective candidate routes. These nominations were approved with the understanding that they do not involve any changes in design or maintenance.

In a state such as New Mexico, many existing highways already serve scenic areas and the department perceives no need for implementing a special scenic byway program. Since tourism is very important to our state, the State Highway and Transportation Department works with the Economic Development and Tourism Department to develop and distribute materials that acquaint visitors and residents with the state's scenic areas and the highways that serve them.

North Dakota. Would consider a scenic byway program under certain circumstances.

Ohio. Not at this time beyond ODOT Directive DH-0-209 designating scenic roads.

Oklahoma. No. This Department has no existing or future plan to develop a program of scenic byways for the promotion of tourism and recreation. We believe that the development of such a program must be initiated and administered by state agencies that are mandated to pursue such matters. In the past, the Oklahoma Department of Tourism and Recreation has been the lead agency in our state for determining which highways are to be depicted on our official state map as scenic routes. We will continue to cooperate with this agency in such matters. Should the Department of Tourism and Recreation desire to expand the number of scenic routes in Oklahoma, we will coordinate with them and provide assistance as necessary to develop a mutually acceptable system of scenic routes in Oklahoma.

Pennsylvania. A program is under consideration, but there is no activity on it now.

Rhode Island. Program under consideration.

South Carolina. Not planning or considering a program now. Would require legislative action.

South Dakota. Yes, program is in formative stages.

West Virginia. West Virginia does not have a formalized scenic highway program under consideration because of the tremendous backlog of bridge and highway needs that more than fully utilize available funds and personnel.

Wyoming. Department is awaiting development of a national program before seriously considering adoption of a State program.

Puerto Rico. The Panoramic Route (La Ruta Panoramica) experience should be used as a first step for the designation of other potential scenic byways that could be part of a broader scenic byways program. Through its conservation and management techniques we could enhance our capabilities and upgrade the quality of our planning process.

Bureau of Indian Affairs. It is planned to establish a system by administrative authority. An inventory has been done. A Master Plan has not been developed for the total system. The main objective of the BIA Scenic Byway System is to create economic development on Indian reservations. As the routes are identified, each route is judged for scenic beauty and economic potential.

C-3 *Have you ever tried to implement a scenic byway program? Why or why not?*

Alabama. We have not attempted to establish a scenic byway program. The principal reason for this is that even though there is support in several agencies and from numerous tourism groups around the state, no single government agency has provided the necessary leadership. All the appropriate state agencies tend to be suffering from a lack of funds and/or manpower and consequently have focused their efforts in other well-established programs rather than promoting a new program.

Alaska. Our state's governor urged State and Federal agencies to consider such a program seven years ago, but no workable arrangement was developed. The designation of scenic byways clearly carries costs (e.g., beginning with signing); no agency has stepped forward and agreed to pay these additional costs. Also, we are concerned that non-transportation agencies may interpret scenic byway designation as entitling them to exercise management over individual state highway routes.

Florida. Previous efforts proved unsuccessful.

Georgia. No. Our state legislature has, throughout the years, designated several segments of highways as scenic highways. These designations were not based on comprehensive studies to identify scenic routes but were isolated cases involving only placing names on our maps and signs at the designated termini. No special program or funding was involved. We always felt our State Highway System was more than adequate to provide needed access to scenic areas. Therefore, we have not identified a scenic byway program as being a high priority in this Department.

Hawaii. Investigation indicated that it would be costly and difficult to meet the criteria.

Illinois. Illinois has never tried to implement a scenic byway program. We have participated in past Federal initiatives such as the 1974 FHWA study on the feasibility of a scenic highway system. The reason Illinois has not implemented a scenic byway program is because of funding shortfalls. For any type of scenic byway program to become reality, new monies would need to be found to implement a program.

Indiana. Correspondence has been made between the Departments of Transportation, Commerce, and Natural Resource. All three state agencies have expressed a desire to implement a scenic byway program and realize a combined effort will be necessary. However, all the particulars have not been agreed upon. Once the interested agencies are brought together, Indiana will work to have a structured scenic byways program.

Iowa. Yes, beginning in 1987 legislatively and now has comprehensive studies under way.

Kansas. Kansas has never had a scenic byway program, but will be in a position to establish one after a current research project is completed.

Louisiana. Has several legislated routes and has a current study under way.

Massachusetts. As part of the larger Federal effort in the 1960s, the MDPW conducted and published a study of potential scenic roads and parkways in Massachusetts. This study, however, never crystallized into a scenic byways program.

The Open Space Program, as mentioned above, is currently investigating possible designation of scenic routes within the state.

Michigan. Efforts to implement a scenic byway program in Michigan date back to the 1950s. Studies were conducted on the scenic highways in Michigan, with special emphasis placed upon routes in proximity to the Great Lakes shorelines. Criteria for planning and design of these roads were developed along with associated costs for construction. Unfortunately, the cost to implement these proposals was prohibitive in the face of the massive construction effort that Michigan was engaged in to complete the Interstate System. Despite this delay, however, we have never lost sight of the need to establish such a system of roads in Michigan. We are confident that the current legislation will enable us to accomplish this long-awaited goal.

Mississippi. State has not made an attempt to implement a program.

Missouri. No. There have been and continue to be many transportation needs within the state of Missouri and we have concentrated on meeting those needs. Very limited work on parkway systems has been done in the past with the main concentration being on the Great River Road. The Mississippi River Parkway Commission was established to aid in promotion of a scenic parkway and highway along the Mississippi River.

Montana. In 1978 the Montana Department of Highways undertook, on an experimental basis, the signing of Montana Route 1 from Opportunity through Anaconda to Drummond as the "Pintlar Scenic Route." This experiment involved signing the route so that tourists could make a decision as to which of two parallel routes to take, either Interstate 90 or a route that offered mountainous scenery, ghost towns, and lake recreation. At this time, the Montana Department of Highways does not intend to extend scenic route signing beyond this one experiment.

Legislation was introduced in the 1989 Montana Legislature relative to scenic route designation. The bill was tabled in committee for many of the reasons outlined here.

To summarize, the Department of Highways and the Montana Legislature have considered and rejected scenic route programs. A Federal program likely won't receive a warm welcome in Montana.

Nebraska. Has studies under way.

New Jersey. Lack of sufficient funds from any source traditionally has, probably more than any other reason, hampered New Jersey's efforts to implement a scenic byways program. However, the State has been involved in the following related activities:

- Acquisition of rights-of-way adjacent to state highways as scenic lands under the Highway Beautification Act of 1965
- Scenic corridor study sponsored by the Monmouth County Parks Commission and the New Jersey Department of Environmental Protection's Green Acres Program developed as a model for scenic corridor planning as provided for in the Preliminary State Development and Redevelopment Plan
- Fall Foliage Tours as indicated by the Division of Travel and Tourism in Part D

New Mexico. The Highway and Transportation Department has never implemented a scenic byway program because it has not perceived a need to do so.

North Dakota. No. The State has some excellent candidates if additional funds are made available.

Oklahoma. No. We believe that programs of this nature must be developed by state agencies responsible for such endeavors.

Pennsylvania. Program under consideration.

Rhode Island. Current legislation and efforts are first attempts to implement a program.

South Carolina. At one time, some legislation was drafted to establish a program, but no action was ever taken.

South Dakota. Current program is in formative stages.

West Virginia. While not a formalized program, West Virginia has noted the scenic nature of certain highways: the Highland Scenic Highway, the Elk River Scenic Highway, and US Route 60, to name a few. Demands on monies and time have been such that a formalized scenic byways program was never initiated.

Wyoming. Department has never tried to implement a scenic byway program. Several years ago, the state participated in a Federal study to designate access roads to scenic areas and lakes. Federal funds were not appropriated and the program was never implemented.

Puerto Rico. We have not tried to implement a scenic byway program as such up to this date although we have been considering potential candidates for designation as of "scenic importance."

We do realize that we should benefit in developing a scenic byway program because it could be used not only as a conservation and land use control element but also as an important network that could interrelate all touristic and recreational activities, as well as important natural resources sites from which economic and social benefits could be identified and further enhanced.

PART D: TRAVEL AND TOURISM

This section, completed by the State tourism agencies, addresses promotional efforts and marketing techniques used by the States, localities, and private individuals. It also includes an evaluation of the effectiveness of the methods and efforts used. Finally, opinions concerning the relationship of scenic byway programs and the travel and tourism industries are included.

• **D-1 *What programs do you have for promoting scenic byways? Has the use of scenic byways increased since you started your program?***

Alabama. The Bureau of Tourism and Travel, at this time, does not have a promotional program for scenic byways. The Lookout Mountain Parkway Association has printed a brochure which is distributed by the Bureau at all eight Welcome Centers, as well as the central office. This association has been spearheading this particular parkway as far as promotion and an awareness program to the traveling public. Two other scenic drives are well used, Scenic 98 in south Alabama and the Talladega National Forest Scenic Drive. At this time no brochures or other promotional materials are available for distribution.

Alaska. Has no program.

Arizona. Scenic byways are promoted on state highway maps. The traffic using several routes has increased more than the normal percentage increase. A brochure covering the over 400 miles of designated roads in Arizona is planned for next fiscal year.

Arkansas. Parks and Tourism promotes scenic byways through its regional brochures and identifies them in county profiles. The Great River Road is an example of our involvement in byway development and promotion. We cannot ascertain an increase in traffic.

California. The Department provides updated information to the state office of tourism which annually produces and distributes a state tourism map which identifies officially designated scenic routes. These are also specially marked on the travel map produced by Caltrans. AAA and oil company maps mark various portions of the scenic highway system. However, these maps do not identify them as designated scenic highways and other highways are also marked as scenic.

From time to time, scenic highways are featured in tourist-oriented magazines or brochures. Most of the marketing for individual routes is done on the local level through Chambers of Commerce or through regional groups, such as the Highway 49 "Golden Chain Council of the Mother."

Colorado. See Part A, #15. In addition, the Byways Commission has requested inclusion of a section on scenic byways in a private publication, The Colorado Guide, and notifies the scenic byway organizations of other opportunities for promotion (e.g., Rocky Mountain Outdoors Writers and Photographers conference). Since Colorado's first byways were named just six months ago, the effects of promotional efforts cannot be measured. However, with a benchmark survey being completed this summer, effects can be tabulated in the future.

Georgia. The Georgia Department of Industry, Trade and Tourism currently promotes Georgia's scenic byways by listing three of them in the Georgia on My Mind Travel Guide: Richard B. Russell Scenic Highway, Lookout Mountain Parkway, and Darien's Scenic Byway. This publication is distributed as our primary advertising fulfillment piece, through the Georgia Visitor Information Centers and Local Welcome Centers, and through national and international travel and trade shows. Total estimate for 1990 distribution is 500,000 copies.

Some of these scenic highways are promoted through other channels as well. For instance, the Richard B. Russell Scenic Highway is also listed on the Leaf Tour Press Release which is sent out to newspapers in the fall. The Lookout Mountain Parkway Association has printed a color brochure on their parkway which is distributed at the Georgia Visitor Information Centers throughout the state.

The State feels that the usage of Georgia's scenic highways has increased in the past few years. Although the Department of Industry, Trade and Tourism does not keep actual traffic counts on these particular highways, overall tourism in Georgia is up. From 1980 to 1984 the Georgia Visitor Centers welcomed 39,040,564 visitors to our state. This number increased 78 percent to 69,484,353 from 1985 to 1989! Total tourist expenditures increased from \$7.4 billion in 1983 to \$9.1 billion in 1989 as well. The State feels that this dramatic increase in tourism has impacted the scenic highway traffic positively.

Idaho. Currently have programs involving maps and signing. While no studies have been done, the State feels that routes are attracting more travelers, both domestic and foreign, since the program was initiated.

Illinois. Illinois has publications and a matching grants program to local communities for brochure development. In addition, Illinois utilizes television advertising and print to promote the Great River Road. There have been no studies to indicate whether the use of the Great River Road has increased since the promotion began, but there is evidence of an increase in expenditures for the past ten years.

Indiana. Indiana's Scenic Byway program is in the initial stages of development at this point. Signs have been constructed denoting the routes, but no consideration has been given to how a visitor, who is unfamiliar with the local community, can easily and safely access the routes from major interstates. Therefore, the only marketing effort that has been initiated at this point has been a color designation of each route on our free state map.

Indiana is in the process of entering into a pilot scenic byway program with Partners for Livable Places. In addition, the Tourism and Film Development Division has included extensive development of Indiana's Scenic Byways in the 1990-1991 fiscal Marketing Plan.

Iowa. Has comprehensive studies under way involving scenic byways.

Maryland. Data not available.

Massachusetts. The Office of Travel and Tourism, part of the Massachusetts Department of Commerce and Development, has no programs for promoting scenic byways in the state. Most route-specific information is provided by regional or local tourism bureaus. In the Berkshire region, for example, suggested travel routes are described and mapped in an excellent brochure produced by a consortium of local organizations in that area.

Minnesota. There is currently no unified, statewide scenic byway program. While the Minnesota Office of Tourism has not promoted individual scenic byways as such, it has a history of promoting a variety of roadways to travelers. Roadways or routes promoted through tourism publications are not part of any specific program and are not signed as any kind of designated route. Instead, routing information is provided in the publications. Two major publications are used as promotional tools to encourage travel to specific areas of the state, in part by suggested travel routes.

The Minnesota Explorer newspaper is the primary publication provided to those who are interested in traveling in the state. The newspaper regularly carries feature stories on a specific area of the state, including mapping for a suggested travel route. These routes are suggested for their appeal in a variety of areas: scenic, recreational, historic, and cultural.

The Minnesota Traveler, a new, full-color brochure due to be published in late April, features 17 driving routes throughout the state. Most are circular routes of about 250-300 miles. They were selected to represent all areas of the state. Each route highlights the heritage and scenery of that part of the state; the tour descriptions describe the landscape, historic sites and museums, ethnic and cultural aspects, and recreational opportunities of the area.

The Minnesota Explorer and Minnetours have been extremely popular publications, and both were designed to answer the questions that are most commonly asked of the Tourism Office: what is there to see and do in Minnesota and in specific parts of the state.

Mississippi. A strong impetus for the State's promotion of scenic routes in Mississippi comes from a Non-Visitor Study which we commissioned during 1989. The results of that study indicated significant opportunities for the state in three areas of tourism promotion: historical attractions, outdoor recreation, and scenic routes, particularly the Natchez Trace Parkway.

Through its Division of Tourism Development, the state is a member of the Mississippi River Parkway Commission which promotes the Great River Road in ten states and two Canadian provinces. In Mississippi, the Great River Road encompasses U.S. Highways 1 & 61, paralleling the Mississippi River. The State also provides assistance to the Natchez Trace Parkway Association by producing a four-color brochure on the Natchez Trace Parkway.

The State's new tourism highway map features scenic routes on the entire back panel with a focus on the Natchez Trace Parkway, the Great River Road, and U.S. Highway 90, which parallels the Gulf of Mexico.

Missouri. The scenic byway program is in the initial stages of implementation. Because of this, it is too early to be able to measure any increased usage due to our program.

Nevada. The "93 Caravan," a program designed to attract RV travelers on Highway 93 in rural Nevada, is a promotion designed to create a travel guide for RVers through eastern Nevada. A color brochure and decal provide information and identification to participants while a discount coupon book, to be developed, will offer a financial incentive for travelers. Additionally, 93 Caravan educates travelers on attractions and scenic areas found along the road.

New Jersey. In the past, the State's program for promoting scenic byways included a popular brochure "Fall Foliage Tours" of New Jersey, with maps and instructions for drivers, e.g., mileage between landmarks. Ten of the most scenic routes in the state were in the brochures.

In addition, the State has sent these same "Tours" to several travel guide publications. They should appear in 1990 or 1991 issues of Mobile Travel Guide and Rand McNally Travel Guide.

New York. Scenic byways are promoted through a variety of tourism marketing programs. The highways that are most prominent in the state are the Seaway Trail and North Country Driving Trails. These trails have been described in state legislation and have not gone through the rigorous inventory, nomination, and designation process that the officially designated State Scenic Roads are subject to. The Seaway Trail has a series of guidebooks available to travelers and an annual magazine and is promoted in regional and statewide travel brochures. The Adirondack North Country Association publishes a map with driving tours of that region's scenic trails. That map is distributed to travelers and is also promoted in the "I Love New York Travel Guide." The "I Love New York Tourism Map" is distributed to travelers and potential visitors who request travel information. This map identifies scenic roads and trails although there is no coordination between the map and the Conservation Department's officially designated Scenic Roads Program.

North Carolina. The Department of Commerce through its Travel and Tourism Division is promoting Scenic Byways in North Carolina's Welcome Centers across the state. There is no specific program or methodology at this point to promote Byways within this Department. If visitors ask specifically about scenic routes to travel within the state they will be informed of designated Byways and given a map of these routes.

North Dakota. North Dakota Tourism and North Dakota Parks and Recreation have developed a brochure entitled "Outdoor Adventure Guide" that lists the scenic routes in our state. But we are unable to monitor if this brochure has increased the use of these routes.

North Dakota Game and Fish just published "Little Missouri National Grassland Wildlife and Scenic Tour." This is a circle tour in southwestern North Dakota that begins and ends in Medora, the gateway to Theodore Roosevelt National Park.

Ohio. The Scenic Byways program has been promoted through our travel counselors at 1-800-BUCKEYE to interested callers requesting travel information.

With the increase in our promotion of Travel and Tourism in Ohio, it has increased the use of scenic byways by travelers to and from Ohio.

Oregon. Most of the promotion of Oregon's tour routes and loop tours is done by the regional associations. However, the state Tourism Division does include mention of scenic tour routes and auto tours in our state travel publications.

The increase in scenic routes has been dramatic over the past three to four years. The State currently has more than 60 designated or proposed scenic and loop tours in Oregon, including the BLM and Forest Service programs. Every day, more regions are requesting that tour routes and loops be signed and officially recognized by the state.

Rhode Island. The RI Tourism Division has created a new coop promotional program called Rhode Island Heritage Trails as a way to increase visitor traffic to smaller attractions. The State developed the first Heritage Trail brochure. Each region was encouraged to develop its own Heritage Trail brochure which would highlight local historic and cultural points of interest and link trails in other regions.

South Carolina. There is no program for promoting scenic byways. No data available.

South Dakota. Programs to promote scenic byways include issuance of press releases; scenic byway information inclusion in "South Dakota Vacation Guide" (of which 400,000 are mailed to potential South Dakota vacationers); our electronic video disk system called the Video Vacation Guide, housed at specific Welcome Centers; and state highway maps. Word-of-mouth advertising includes information center staff and travel show staff.

Actual highway use counts are unknown; however, verbal appraisal of an increase is definitely yes.

Tennessee. Routes designated and signed as a part of the Tennessee Scenic Parkways System are promoted with a brochure and map produced by the Tennessee Department of Tourist Development which is available to the public on request. In addition to a complete map of the Scenic Parkway System, the brochure contains information concerning attractions and historic sites which are located along this system.

Utah. The scenic byways in Utah will be promoted by travel and trade shows, including itineraries using tour manuals. All welcome centers and various district offices for the BLM, Forest Service, and National Park Service will be promoting the byways. The Utah state highway map will feature and promote the scenic byways.

Vermont. While Vermont makes continual reference to its scenery, it does not have a specific marketing or promotional program focusing on scenic byways. It is expected, however, that usage of scenic roads has increased, if only by the volume of visitors.

Washington. The State's standard fulfillment literature makes several references to scenic byways in the state. It also works with regions and local communities to encourage visitors to use these highways. Its travel counselors can also suggest that visitors try these alternative routes to reach their destination. The use of all highways in the state is increasing steadily as we attract more visitors annually.

Wisconsin. Scenic byways are promoted in all Division publications including attraction guides, calendars of events, and recreation guides. While the state has undertaken no specific studies to measure increases in byway usage, the state has noted a consistent 4-8 percent increase in tourism gross revenues each year and feels that increase reflects on the byways program as well.

D-2 *How effective are scenic byway programs in promoting tourism? Please provide any supporting data (e.g., increase in annual gross revenue for traveler services, increase in the number of jobs in traveler services, increase in tax revenues, and increase in income per capita).*

Alabama. Once a program is established it should be an effective tool in promoting tourism. The State is finding that many travelers are now interested in getting off of the interstate systems for a look at what is beyond. The scenic destinations will offer a variety of sites both historic and scenic, as well as help small towns and villages promote tourism in their respective areas. Along with this destination the demand for traveler services will increase, therefore increasing the number of job opportunities and increased tax revenues for both the state and the communities involved. Motor coach operators are also looking for scenic loops in order to make their routes more enjoyable for their clients. With an increase in motor coach opportunities more services will need to be available in order to secure and keep their business, the need being more restroom facilities, restaurants, gift and arts and craft shops.

Arizona. Scenic byways rate good to very good at promoting tourism. They are one component of tourism and no separate impact has been assessed. Tourism in Arizona is a \$5 billion a year industry.

Arkansas. Scenic byways are not segmented in our analysis of program effectiveness.

California. The State has no information on the effectiveness of our scenic highway program in promoting tourism. Scenic sectors on freeways would have little economic impact. Those on conventional highways going through the main streets of small towns would have a greater impact. The revenue potential of scenic highways depends on the effective marketing, by local groups, of tourist attractions and facilities along the way. The "Discover the Californias" magazine provides a listing of visitor information sources for each featured region. Many hundreds of these tourist-oriented associations throughout the state compete for the visitors' dollars.

Colorado. Because the five scenic byways are just now beginning their first touring season, their effectiveness in the promotion of tourism cannot be judged now.

Florida. Even if Florida had a program, it would be difficult to quantify its effects on tourism.

Georgia. Georgia's scenic byways could be an excellent draw for visitors to our state. The most popular activity reported by visitors to our Visitor Information Centers in 1988 was sightseeing (55 percent). Of those 55 percent, 45 percent were specifically looking at natural scenery. Our Visitor Centers served approximately 15 million visitors in 1988; that means that 6,750,000 people who came to Georgia were looking at natural scenery.

Idaho. No studies have been made to date, but there is a lot of local pressure to have a program and expand it, so that suggests effectiveness.

Illinois. Estimated Economic Impact of Travel Industry in Illinois Counties bordering the Mississippi River, 1979-1988:

<u>Counties (18)</u>		<u>Total Economic Impact</u>	
		<u>1979*</u>	<u>1988**</u>
Jo Daviess, Carroll,	Direct Travel Expenditures***	\$ 358,800,000	\$ 602,981,000
Whiteside, Rock Island,			
Mercer, Henderson,	Travel-Generated Payroll	\$ 88,717,000	\$ 149,964,000
Hancock, Adams, Pike,			
Calhoun, Jersey, Madison,	Travel-Generated Employment	9,438	10,827
St. Clair, Monroe,			
Randolph, Jackson,	State Tax Receipts	\$ 14,065,000	\$ 20,801,000
Union, Alexander	Local Tax Receipts	\$ 2,691,000	\$ 8,923,000

* Estimated by U.S. Travel Data Center

** Estimated by Illinois Department of Commerce and Community Affairs

*** These expenditures include transportation, lodging, food service, entertainment, and retail trade.

Indiana. Although little has been done at the state level to promote scenic byways, many communities have already started a united effort to market their visitor attractions. Each of these regional groups is situated along the same highway system. The State's 1989 impact data will be available in June 1990 and should substantiate and indicate the effectiveness of this type of regional advertising.

Iowa. Has studies underway including tourism issues.

Maine. No tourism program.

Minnesota. Since there is no specific scenic byway program, it is difficult to estimate what the impact of such a program would be on tourism. Even if such a program were in place, it would be difficult to measure any increase in travel expenditures that could be identified as the result of the program itself. The Minnesota Office of Tourism keeps track of travel expenditures in each county, and can track with a high degree of accuracy whether these have increased, and by how much. However, it is extremely difficult to attribute any increases to a specific factor, since so many factors play a part in determining people's travel plans. Such factors include: statewide tourism advertising and promotions, promotional efforts by local communities, advertising by tourism businesses, the economy, the weather, and more.

Mississippi. In the State's 1989 Economic Impact Study, it is estimated that over \$92 million was spent by travelers on sightseeing. Its Advertising Effectiveness Study for 1989 shows that 85 percent of the pleasure visitors and 79 percent of pass-through visitors list sight-seeing as a prevalent activity. While historical sites and places in the state attract the majority of visitors (70 percent), over 34 percent list the Natchez Trace Parkway as an attraction they enjoy on their visit. Moreover, over 50 percent of visitors to Mississippi report viewing natural scenery as part of their sight-seeing experience.

Missouri. The scenic byway program is in the initial stages of formation and implementation. Because of this, it is too early to be able to measure any promotional effectiveness of our program.

Nebraska. No program but studies are underway.

Nevada. The program is relatively new and difficult to measure in terms of success. However, from early response, the State knows that travelers are eager to learn more about the places they are passing through.

New Jersey. It is difficult for us to determine at this time how any of our efforts to promote scenic byways have had anything to do with increases in annual gross revenues, number of jobs, increased tax revenues, and per capita income. Since visitors to the state do, on occasion, use our scenic byways, and since it is a part of our overall efforts to enhance tourism industry revenues, jobs, taxes, and per capita income, it is safe to say that with tourism revenues showing an increase, then scenic byways have in some way contributed to the rise in tourism dollars spent.

New York. The byways programs have not been segregated to the degree that their economic impact can be accurately measured. The programs are not developed enough yet to be able to extrapolate that information. Growth in travel and tourism spending does continue to grow in New York at a rate of approximately 4 to 7 percent per year.

North Carolina. No information is available because of the newness of the program.

North Dakota. The State does not have the data requested; however, our recently completed North Dakota Tourism Master Plan strongly recommends the development of scenic tours in North Dakota through better highway signage. The consultants that completed this Master Plan feel that tourism in North Dakota would indeed increase from the promotion of these scenic tours, but only if the proper highway signage is in place.

Ohio. The Scenic Byway program is a marketable aspect of the travel product here in Ohio.

Ohio's Travel-Generated Employment 146,000
Share of Total Payroll Employment (Percent) 3.2%

Travel-Generated Tax Revenue:

Federal	\$ 551,000,000
State	289,000,000
Local	<u>88,000,000</u>

Total: \$ 928,000,000

Travel-Generated Business Receipts:

Public Transportation	\$ 2,256,700,000
Auto Transportation	\$ 1,381,100,000
Lodging	\$ 760,200,000
Food Service	\$ 1,759,900,000
Entertainment & Recreation	\$ 582,100,000

Generated Retail Trade \$ 589,700,000

Ohio's Gross Domestic and Travel Receipts \$7,535,200,000

Oregon. There has been little direct research on the effectiveness of tour routes in promoting tourism; however, tourism overall has increased quite substantially since the mid-80's in Oregon. In addition, the State knows, from an intercept survey conducted in 1989, that approximately 35 percent of our visitors say they use alternate scenic routes "often" and 60 percent use loops "sometimes." Also, other research shows that nearly 60 percent of its visitors plan their trips "as they go," which suggests that high quality visitor services and signage will affect travelers' decisions.

Rhode Island. There have been no case studies to date to measure the effectiveness of the Rhode Island Heritage Trails program in promoting tourism.

South Dakota. South Dakota considers the promotion of nationally designated scenic byways as an invaluable bonus to the highway system. Increases in visitor sales volume in Lawrence County of 1989 over 1988 is 16.1 percent. In part, these increases result from the designation of Spearfish Canyon as a scenic byway.

Tennessee. The Tennessee Parkways System is a part of its overall tourism product. Specific information and statistics concerning increased travel, gross revenues, jobs, etc., are not presently available.

Utah. Since the scenic byway program has only been in existence since April 9, 1990, it is too early to answer these questions.

Vermont. Vermont has no specific data on scenic byways. The State knows from its most recent tourism study that 63 percent of the respondents said "sight-seeing" was one of the principal reasons for coming here, but included in that grouping was also attractions and museums. As in other parts of the nation, service employment is increasing, with particular emphasis on travel-related jobs. This is seen more in the decline in other areas of employment and the transfer to those jobs emerging in the services sector.

Virginia. No effect.

Washington. Scenic byways are effective in directing tourists off the major thoroughfares and into smaller and sometimes less prosperous communities. Since several of our attractions are away from major population centers, many visitors are probably going to choose a scenic byway when heading from their destination and/or on their return.

The State cannot quantify the economic impact of scenic byways, but all pleasure travel has been increasing about five percent annually for the last several years. Tourism is its fourth largest industry, generating revenue of \$4.5 billion in 1988, creating nearly 90,000 jobs with a payroll of over \$1 billion, and providing the state with \$200 million in tax revenue.

Wisconsin. The State feels that scenic byways programs are effective in promoting tourism. U.S. Travel Data Center Reports show the following for Wisconsin for the years 1985-88:

	<u>1985</u>	<u>1986</u>	<u>1987</u>	<u>1988*</u>
Gross Sales (billions)	\$4.1	\$4.2	\$4.53	\$4.74
Jobs	109,300	109,400	113,885	110,700
State & Local Taxes (millions)	\$240	\$253	\$273**	\$497

*The 1988 figures are based on USTDC estimates, not final figures but projections based on percent increases.

**No USTDC figure available here, but the figure assumes that revenue grew as fast as gross sales.

D-3 Can the scenic byway program assist the travel industry to enhance international/national competitiveness and profitability? If so, how?

Alabama. The scenic byway program can enhance the international/national competitiveness and profitability. The international visitors are becoming more aware of the diversity and immensity of the United States. They are now seeking unexplored areas, preferably off the interstate, scenic vistas, areas where native arts and crafts may be obtained, and in particular interaction with the American people. More recreational opportunities such as camping, hiking, and bicycling would be available for both international and domestic visitors. Our visitors want to see beautiful America rather than the fast-paced city life which is so readily available.

Alaska. The Alaska Division of Tourism answers YES to this question. They point out that

- a. The promotion of travel along routes in rural Alaska, with or without the use of a formal designation process, spreads the benefits of visitor spending throughout more of the state.
- b. Car/camper vacations in Alaska are promoted internationally and any type of scenic designation enhances the perception of a special driving experience. This enhanced perception is helpful in attracting additional visitors.
- c. "Official" designation provides an opportunity to identify driving routes as promotable attractions because of their implied scenic abundance.
- d. Formal designation can be expected to create new opportunities for small business development away from Alaska's urban centers.

Arizona. Yes, to attract and increase overnight stays throughout Arizona. The program can be used to effectively tell people about uniquely beautiful areas which are memorable and will encourage repeat and new visitations.

Arkansas. Yes. Identification of scenic byways will increase our inventory of attraction resources and focus development of support services into their areas. Byways will enhance the alternatives we offer to travellers, identify the uniqueness of our tourism product, and create destinations for tourists.

California. A scenic highway program by itself cannot enhance international/national competitiveness and profitability. The California Office of Tourism has produced promotional booklets to entice people to visit our state. Our scenic highways are not mentioned, although they are the routes to some of the attractions described.

Colorado. Yes. Some of Colorado's scenic and historic byways will have national and even international significance and will be promoted thusly.

Georgia. The scenic byway program can assist the travel industry to enhance competitiveness by encouraging a program to promote the scenic highway program. The State's Department of Industry, Trade and Tourism has only three scenic highways listed in our Georgia on My Mind Travel Guide. It would be happy to work with the appropriate parties to include the other three highways. However, it needs information concerning contact names, etc. The State would like increased communication about the Scenic Highway Program and how it can work together to promote it.

Hawaii. Yes. It may assist the travel industry by providing special highway maps delineating routes to scenic sites.

Idaho. Yes, by attracting additional tourists which the state is actually seeking, particularly during the Centennial Year.

Illinois. Yes. Having a designated scenic byway such as the Great River Road assists in providing an identity to a particular area that you may want to draw visitors to. Visitors may not always identify with a particular geographical area and indicating a route that the traveler can identify with seems to help bring visitors to a particular region.

Indiana. A marketing concept that encourages the traveling public to visit several attractions and/or communities along a given route will cause consumers to extend the period of time spent in the state. This generates an increased economic impact on local communities through lodging, retail, and service industries. An effective scenic byways program which incorporates heritage, culture, attractions, and natural features can assist Indiana in becoming a tourist destination.

Maine. Have no tourist program.

Massachusetts. The Office currently has no plans to promote travel along scenic routes for the purpose of encouraging local economic development or enhancing international or national competitiveness.

Minnesota. There is some potential for a scenic byway program to enhance the efforts of Minnesota to promote itself internationally or nationally. A prime example of the type of scenic roadway designation that can be successful is the Great River Road program, which provides states in the central United States with a vehicle for promoting themselves to international markets by featuring a travel destination, the Mississippi River, that can appeal to visitors from other countries. Another potential route that would have international appeal is the Lake Superior circle route tour, which passes through Minnesota, Canada, Michigan, and Wisconsin. Both Lake Superior and the Mississippi River are major scenic areas of this part of the country, and designation as part of some kind of scenic byways program can assist in regional efforts to promote these destinations.

Scenic byways would also have some potential to assist in the promotional efforts of many local communities to a state and regional audience. Designations of scenic roadways in less traveled parts of the state could be used as a springboard by local communities for a variety of promotional efforts, including brochures and festivals. Such roadways would need more than roadway signing in order to attract travelers. Their identification as byways of special interest would need to be promoted through other marketing efforts.

Travelers are interested in destinations that offer a rich blend of attractions. Designated roadways that have the most potential for attracting travelers are those that offer not only a scenic backdrop, but also a sense of the heritage of the area and access to recreational activities. Travelers can appreciate the beauty of the scenery they are driving through, but also look for a reason to stop and stay a while, and to be successful a scenic byways program must take this into account.

Some specific recommendations regarding scenic byways:

- Designated roadways be of sufficient length to have significant draw as a reason to travel; short routes are less likely to draw visitors from a distance

- The concept of scenic byways be expanded to include areas of significant heritage and recreational opportunities
- Designation of a byway as scenic be part of a larger marketing effort to draw travelers to that area

Mississippi. The State views our Scenic Byways as a major component in the promotion of Mississippi to domestic and international travelers, and plans further enhancements to our on-going efforts. Future efforts will feature more product development, including opportunities for loop tours and side trips.

Missouri. The Missouri Division of Tourism expects that the scenic byway program can go far in enhancing the competitiveness and profitability of tourism in Missouri. The intent of designating eligible highways as “scenic byways” is to inform the tourist that particular segments of Missouri’s highway system have something to offer in terms of both natural beauty and historic prevalence. This designation when incorporated in its maps and promotional literature will inform the tourist of the potential attractiveness that exists.

Scenic byway designations would translate into more reasons to visit Missouri, resulting in an increased number of travelers to our state.

Nevada. The scenic byway program can enhance international and national competitiveness and profitability through drawing attention to America’s most beautiful but less well known roadways. In Nevada, we have many wide open stretches of space, so providing travelers with an activity, such as a trivia game, can help pass the time. Additionally, the programs provide a reason for travelers to stop in Nevada. This encourages a visitor to spend some money in a community and, in most cases, learn something about that area.

New Jersey. The scenic byway program can assist the travel industry in enhancing national/international competitiveness and profitability in New Jersey by emphasizing the rural and small-town allure of the Garden State’s country roads and byways. It is a good bet that foreign visitors would like to see a lot more of what America is all about and where this nation had its beginnings . . . the grassroots, rural heartland of America.

New York. Yes, a scenic byway program should add to state’s travel industry. It will identify new travel experiences and resources. For this to happen, however, there must be an assurance that travel services, adequate infrastructure, and enjoyable tourism products (attractions, food service, accommodations) are all in place. A comprehensive inventory and a well-planned marketing program are necessary for each designated area. This procedure has been established and is followed in the North Country Driving Trails program.

Priority status of the scenic byways concept will be an important resource to the Department of Economic Development when that agency begins to develop New York state programs.

North Carolina. Scenic byways can enhance and assist the travel industry in light of the demand the state is seeing for scenic travel. It foresees that scenic byways will provide an opportunity for visitors from home and abroad to experience the specialness of each place they visit along scenic byways.

North Dakota. In terms of wildlife viewing and beautiful scenery, North Dakota has lots it can share with the rest of the world. These resources will become more and more valuable as overpopulation and environmental issues become more and more prevalent.

So, someday in the not too distant future, the intrigue of North Dakota's wide open spaces will probably compete with the flash of other tourist attractions, such as Disneyland. This is especially true when you consider the growth of our nation's aging population. Scenic tours, like what we have to offer in North Dakota, are exactly what the retired traveler is looking for.

The tourism industry in North Dakota would, therefore, greatly benefit from any assistance in promoting its wildlife and scenic resources. Increased tourism activity means more jobs and tax revenues for North Dakota.

Ohio. The Scenic Byway program would assist the travel industry to enhance our international competitiveness if the information could be disseminated to targeted international markets with tendencies to explore and discover what America has to offer.

Oregon. The State does not view auto and scenic tours as a significant international marketing tool; however, many tour groups do want to travel on beautiful roads. (Most international visitors are most interested in activities and attractions.) Domestic travelers, however, are very interested in auto and scenic tours, and we feel that a comprehensive system (statewide or national or both) will help visitors focus on rural areas and out-of-the-way destinations and regions. However, a major concern in Oregon is the proliferation of requests from communities to sign scenic and loop tours, without regard to issues such as visual resource management, facilities, infrastructure, etc. Designating scenic routes is not a panacea for economically depressed rural areas needing to diversify from forest products to tourism and services. Scenic routes can enhance the "tourism product" of a state if properly managed, preserved, and promoted.

Rhode Island. Implementation of a Scenic Byway Program would necessarily enhance both visibility and accessibility of all area attractions—scenic, historic, and recreational. Such programs increase promotional opportunities, thereby maximizing business as a result of this important new source of visitor traffic. The travel industry as a whole benefits.

South Carolina. Probably, if it is a full-fledged program similar to the Blue Ridge Parkway.

South Dakota. Yes, because scenic byway designation will appear on South Dakota state highway maps and AAA maps and travelers will be more aware of these scenic drives and destinations.

Tennessee. Tourism products such as the Tennessee Scenic Parkways System have a strong appeal to specific types of travelers. Two key phrases in the tourism industry are Destination—the place a traveler is ultimately bound, and Pass-Through Destination—the route a traveler takes to reach his ultimate destination. A traveler with Disney World as an ultimate destination may pass through Tennessee to reach Florida, but is unlikely to leave the interstate highway system enroute. The proposed byway system should appeal generally to travelers wishing to explore a specific area. It is unlikely to be a strong marketing tool for international travelers on any large scale.

Foreign travelers tend to first explore major metropolitan areas and frequently do not feel comfortable in rural settings such as those intended for the byway system. Some foreign travelers will, however, explore these highways in search of the “true” United States. The primary appeal, however, should be to domestic travelers. With the development of the Interstate highway system, the majority of travelers do not stray far from those highways as pass-through visitors. A proper marketing approach for a national scenic byways system could help to draw more travelers away from the Interstate highways.

Vermont. Provide graphics and detailed maps noting the highlights of the specific scenic byways in those states which use the program as a lure for travelers.

Virginia. No.

Washington. Scenic byways can assist the travel industry by giving businesses a higher profile, increasing traffic flow, and increasing the likelihood that visitors will stop to spend money in the area.

Wisconsin. Yes, scenic byway programs can assist the travel industry by enhancing their competitiveness in national and international markets.

- a. By definition, byways include the scenic attractions of a region and are of traditional interest to the traveling and vacationing public.
- b. “Packaging” regional or national byways will produce a single entity that can be effectively and economically marketed internationally.
- c. Byway designations provide the vacationer with a concrete plan that he/she very often seeks.

APPENDIX A

1990 NATIONAL SCENIC BYWAYS STUDY
U.S. DEPARTMENT OF TRANSPORTATION
FEDERAL HIGHWAY ADMINISTRATION

SCENIC BYWAY QUESTIONNAIRE AND
INSTRUCTIONS

Introduction

The concept of State and national systems of "scenic byways" has attracted nationwide attention for many years. A number of important studies have been made at national, State and local levels. Most recently, in its "Department of Transportation and Related Agencies Appropriation Act" of 1990, Congress has charged U.S. DOT with conducting a new study to:

- Update for the use of Congress a nationwide inventory of existing scenic byways.
- Develop guidelines for the establishment of a National Scenic Byways program, including recommended techniques for maintaining and enhancing the scenic, recreational, and historic qualities associated with each byway.
- Conduct case studies of the economic impact of scenic byways on travel and tourism.
- Analyze potential safety consequences and environmental impacts associated with scenic byways designation.

In addition to this inventory and review of existing scenic byways programs, the Federal Highway Administration, which will administer the mandated study, will consult with the U.S. Forest Service, the National Park Service, the Bureau of Land Management, the Bureau of Indian Affairs and other Federal agencies, as well as with interested private organizations, groups and individuals. The study team has been and will continue to meet with public interest groups and, in addition, a national workshop is planned as a means of obtaining public opinion and suggestions.

SCENIC BYWAY QUESTIONNAIRE AND INSTRUCTIONS

Instructions

Recognizing that the term "scenic byway" means different things to different people, this inventory presents no specific, single definition for that term. In a general sense, of course, a scenic byway is any road such as a parkway, boulevard, rustic road, leisure way, or historic route traversing an area of outstanding scenic, cultural or historic significance, and providing its travelers with a dramatic recreational experience. Each agency responding to this questionnaire must, however, frame its replies in accordance with its own definition of a scenic byway.

The following questionnaire, when completed, will represent your State's most direct means of contributing to the study. It has four parts: the Program Inventory (Part A), the Scenic Byway Inventory (Part B), a General Discussion Section (Part C), and a Travel and Tourism Section (Part D).

Parts A, B and C should be completed by the lead State agency for the scenic byways program. Part D should be completed by the State tourism agency. States without a scenic byways program are expected to answer only Part C. They may also wish to complete Part B for potential scenic byways.

No field surveys should be undertaken. All of the information to be provided should come from inventories and reports already on hand, and from the respondent's personal knowledge and experience. Where exact information is unavailable, best estimates are acceptable. Exhaustive and time-consuming research is not requested.

Parts A, C and D call for typed narrative responses on separate sheets of paper, with numbered responses corresponding to the numbered questions. Part B consists of a one-page questionnaire form to be completed for each separate scenic byway by checking the answers to various multiple-choice questions and by filling-in certain blanks.

Scenic byways to be described in Part B include:

1. Those already authorized and designated by State or local governments, or
2. Those presently under consideration for designation and likely to be designated within a year, or
3. Other routes with significant potential for future designation. Any identification of routes in this category is optional.

Scenic byways designated by local governments should be included.

Scenic byways designated by the Forest Service and Bureau of Land Management should be not be included even if State designated.

Scenic highways named by the American Automobile Association or other private groups should not be included in this inventory unless they have also been designated by a State or local government.

All responses to Parts A through D of this questionnaire should show the name, title, agency and telephone number of the preparer in case follow-up contacts are needed.

PART A: PROGRAM INVENTORY

1. What type of legal authorization does your program have - legislative, administrative, or other? Please attach a copy of the authorizing documents, as appropriate.
2. Is there an eligible system (that is, some form of master plan) from which individual scenic byways are selected for designation? How was the master plan established? Please attach a copy of the master plan.
3. Is the "interpretation" of scenic and historic attractions through explanatory and educational signs and displays an important criterion in the selection and designation of scenic highways? Is so, please describe how it applies.
4. What are the objectives of your scenic byways program?
5. What agencies in your state are involved with establishing the scenic byways program?
6. What criteria were used in the designation of your scenic byways? Please attach a map showing your present system.
7. What percentage of your total scenic byways system mileage has been designated in the last three years? Please attach a copy of your most recent designation document.
8. How would you assess the success of your program? In retrospect, would you have done anything differently?

9. What environmental protection issues (such as "4F" clearances) or historic preservation problems (such as "106" clearances) have you faced as a result of designating certain highways as scenic byways? What scenic protection techniques are being applied?
10. What have been the safety consequences of designating scenic byways? Have certain classes of vehicles created safety problems? Have accident rates changed? What steps have you taken to solve any safety problems?
11. What has been your experience in working with the private sector on the scenic byways program?
12. In developing your scenic byways programs, what different sources of funds have been used - federal, state, local and private, or some combination thereof? Please provide dollar estimates if readily available.
13. Do you use special scenic byways designation signs? How frequently are they posted? Are there problems with vandalism and theft? Please attach color illustrations of your signs.
14. Can you provide any generalized cost-per-mile estimate of the increased costs of maintaining and improving a highway as a result of its designation as a scenic byway?
15. What successful marketing programs have been used to attract scenic byways supporters and users? Please attach available information.
16. What successful citizen participation programs have been used in the development of your scenic byways program? Please provide available information.

Part B: SCENIC BYWAY INVENTORY

One questionnaire form (see next page) should be completed for each scenic byway designated by a State or local government or is likely to be designated within a year, or has significant potential for future designation (optional).

Please also complete and attach to Part B a "route narrative," which should be your description of what a pleasure driver or recreation seeker would or could enjoy in the scenic byway corridor. Promotional leaflets and brochures or similar materials might be included. What is sought are the highlights of the recreational or educational experience that travelers might expect. An example of what might be included is the following description of a route from the Scenic Byways Guide prepared by the Forest Service:

Ozark Highlands Scenic Byway - the 35-mile Ozark Highlands Scenic Byway offers panoramic views, colorful flora, and rugged terrain. Wildlife is abundant, and it is not uncommon to see deer, turkey, and black bear. Adding to the natural scenery, old and new homesteads, as well as Civilian Conservation Corps facilities built in the 30's and 40's, offer a glimpse of history and an opportunity for photographers. Water is abundant along the way, as the route travels the ridges separating the headwaters of the Mulberry River and Big and Little Piney Creeks.

PART B: SCENIC BYWAY INVENTORY

REPORTING AGENCY: _____
CONTACT PERSON: _____

DATE: _____
PHONE: _____

NAME OF ROUTE: _____
ROUTE NUMBER(S): _____
FROM: _____
TO: _____
URBAN: _____ RURAL: _____

CATEGORY:

1. Designated _____
2. Under consideration for designation _____
3. Significant potential for future designation (optional) _____

CORRIDOR FEATURES (Check each that applies):

PREDOMINANT THEME(S):

(See attached definitions)

1. Water _____
2. Vegetation _____
3. Topographical _____
4. Urban Scenes _____
5. Cultural _____
6. Wildlife _____
7. If other, specify _____

LAND USE CONTROLS:

1. Comprehensive plan _____
2. Zoning ordinance _____
3. Scenic easements _____
4. Public ownership _____
5. Land trusts _____
6. Transfer Development Rights _____
7. If other, specify _____

ROADWAY FEATURES:

OWNERSHIP (Jurisdiction):

1. Federal _____
2. State _____
3. Local _____

LENGTH: _____ MILES

RANGE OF SPEED LIMITS: _____ MPH

MILEAGE WITH:

1. One lane _____
2. Two lanes _____
3. Four lanes _____
4. Six lanes _____

FEDERAL-AID SYSTEM (Mileage):

- Off System _____
- Interstate _____
- Federal-aid primary _____
- Federal-aid secondary _____
- Federal-aid urban _____

AADT: _____
PERCENT ATTRIBUTABLE
TO SCENIC BYWAY: _____
PEAK SEASON AADT: _____

ROUTE RESTRICTIONS:

1. Seasonal Closings _____
2. Bridge Weight _____
3. If other, specify _____

PASSING OPPORTUNITIES PROVIDED BY:

1. Climbing Lanes _____
2. Pavement Marking _____
3. Signing _____
4. None provided _____

ROAD SURFACE:

1. Paved _____
2. Gravel _____
3. Earth _____

COMPLEMENTARY SERVICES AVAILABLE:

1. Rest stops _____
2. Scenic pullouts _____
3. Interpretive signing _____
4. Campgrounds _____
5. Other lodging _____

6. Restaurants _____
7. Auto services _____
8. Bikeways _____
9. Trails _____
10. If other, specify: _____

VEHICLES PROHIBITED:

1. Motor homes/buses _____
2. Motor cycles and mopeds _____
3. Trucks, three axes or more _____

4. Bicycles _____
5. Trailers _____
6. If other, specify _____

PLEASE ATTACH ROUTE NARRATIVE (limit to one page)

DEFINITIONS: SCENIC CORRIDOR AND THEMES

The **scenic corridor** and the road go together--the corridor frames and enhances the road. For this reason, the corridor is a much wider area than just the highway right-of-way. It includes outstanding scenic vistas and facilities, which may be within the immediate roadside area or part of a sweeping distant panorama.

The following **themes** in the corridor contribute to the enjoyment and beauty of the scenic byway. The examples listed under each theme are included to provide a better understanding of what is meant by each theme but not intended to represent an exhaustive list of all possible examples.

Water

Streams, lakes, bays, rivers, estuaries, oceans, inlets, ponds, marshes, wetlands, waterfalls, rapids, and drainage canals.

Vegetation

Striking stands of timber, exceptional pastoral views, orchards, crop patterns, prairie, cactus, wildflower areas, desert scenes, local/state/national parks, and management elements.

Topographical

Unusual geological formations, foothills, mountains, steep hills, ridges, rolling hills, valleys, basins, cliffs, bluffs, beach, coast, ravines, and rock outcrops.

Urban scenes

Structures with unusual architectural designs, urban vistas.

Cultural

Historical, archeological, scientific, or educational experiences.

Wildlife

Wildlife areas, hunting preserves, etc.

Other (miscellaneous)

Historic or noteworthy bridges, dams, canals, windows, towers, docks, piers, ferries, etc.

Part C: GENERAL DISCUSSION SECTION

(States having a scenic byways program should ignore questions 2 and 3.)

1. What is your policy position or opinion relative to a national scenic byways program?
2. Are you planning or do you have under consideration a scenic byways program? Why or why not?
3. Have you ever tried to implement a scenic byways program? Why or why not?

Part D: TRAVEL AND TOURISM

1. What programs do you have for promoting scenic byways? Has the use of scenic byways increased since you started your program?
2. How effective are scenic byways programs in promoting tourism? Please provide any supporting data (i.e., increase in annual gross revenues for traveler services, increase in the number of jobs in traveler services, increase in tax revenues, and increase in income per capita).
3. Can the scenic byways program assist the travel industry to enhance international/national competitiveness and profitability? If so, how?

APPENDIX B

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Revised February 16, 1990

APPENDIX C



U.S. Department
of Transportation
**Federal Highway
Administration**

Memorandum

Subject: ACTION: National Scenic Byways Inventory Date: **MAR 2 1990**

From: Associate Administrator for
Engineering and Program Development

Reply to: HPN-23
Attn. of:

To: Regional Federal Highway Administrators

We are enclosing a copy of the questionnaire and instructions to be used in updating the national inventory of scenic highways. As we indicated in our December 20, 1989, and February 14, 1990, memorandums we are requesting your assistance in working with the State agencies in completing the inventory forms.

In many instances, there may be more than one State agency involved in scenic highway programs. We request that you work with the State highway agency as appropriate to obtain the information from the other involved agencies. The listing you developed in response to our December 20, 1989, memorandum should serve as a good reference. While we realize the difficulty, we also want to obtain information on programs at the city and/or county level. We suggest that this be done through the appropriate State agencies.

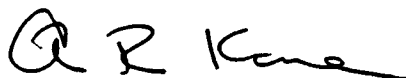
Please note that Part D of the questionnaire addresses issues specifically related to the tourism impacts of scenic highways. Therefore, we request that you work with the State highway agency to assure that the State Departments of Tourism are consulted in completing this part of the questionnaire. We have enclosed a listing of the State Tourism offices provided to us from the Department of Commerce, United States Travel and Tourism Administration.

We are also having the other Federal agencies with scenic highway programs fill out a similar questionnaire for Federally designated scenic byways. The States, therefore, should not include these Federally designated byways in their responses.

As noted in our earlier correspondence, we have sent copies of this material directly to the Division Offices. We request that these forms be completed and returned to the Project Analysis Branch (HPN-23) by May 1. We will be contacting you during this time period to check on the progress being made in completing the forms. We have also scheduled a conference call with the Regional Offices to answer any immediate questions.

We appreciate your assistance in this effort and will be relying on the results of this inventory and related case studies in developing recommendations to Congress on options for a national scenic highway program.

If you have any questions concerning the inventory, please contact Mr. George Schoener on (FTS) 366-0150.

A handwritten signature in black ink, appearing to read "A R Kane", with a stylized flourish at the end.

Anthony R. Kane

Attachment

INDEX

A

Accidents. *See* Safety

Administration, program. *See*
Scenic byway programs:
administration of

Agency involvement. *See* Scenic
byway programs: agency
involvement in

Alabama, 2, 8, 11, 15, 38, 80, 92,
96, 99, 104, 108

Alaska, 2, 4, 8, 11, 15, 20, 80-81,
92, 96, 99, 108

American Association of State
Highway and Transportation
Officials, 13, 24, 82, 83, 86, 89

Arizona, 2, 4-5, 8, 11, 15, 16, 20,
23, 26, 29, 33, 36, 38, 42, 81-82,
99, 104, 108

Arkansas, 2, 4, 8, 11, 15, 16, 20, 23,
26, 29, 33, 38, 42, 82, 99, 104,
108

Attractions. *See* Themes

Authorization, 2-3. *See also*
National scenic byway program

B

Bike Tours, 16, 30, 39, 43

Bridge weight restrictions, 61-62

Bureau of Indian Affairs, 1, 10, 15,
47, 49, 54, 70, 71, 72-73, 75, 77,
95

Bureau of Land Management, 1, 6,
8, 10, 14-15, 19, 21, 22, 23, 25,
28, 31, 33, 35, 40, 41, 42, 44, 47,
49, 52, 54, 70, 71, 72-73, 75, 77,
78, 81, 82, 102, 103

C

California, 2, 4, 5, 8, 11, 15, 16, 20,
23, 26, 29, 33, 36, 38, 42, 82, 99,
104, 108

Circle Tours, 10, 14, 21, 24, 31, 35,
40

Citizen participation. *See* scenic
byway programs: citizen
participation in

Colorado, 2, 4, 5, 8, 11, 15, 16, 20,
23, 26, 29, 33, 36, 38, 40, 42, 82,
84, 99, 104, 108

Complementary services and
facilities. *See* Services,
complementary

Congressional directives, 81, 82, 86

Connecticut, 2, 8, 11, 15, 16, 20,
23, 26, 29, 33, 36, 38, 42, 82

Corps of Engineers, 3, 10, 79

Corridor themes. *See* Themes

Corridor controls. *See also*
Environmental protection;
Historic preservation; Land use
controls; Restrictions, route

Costs, maintenance and
improvement. 36-37

Criteria, designation. *See*
Designation criteria

D

Delaware, 2, 8, 11, 15, 82, 92

Designation criteria. 5-6, 24-25

Displays. *See* Signs and displays

District of Columbia, 2, 8, 11, 82

Domestic tourism, 87, 100, 106,
108-112. *See also* Tourism

E

Educational Signs and displays. *See*
Signs and displays: educational
and interpretive

Environmental protection, 8, 20-22,
84, 97

Evaluation, program. *See* Scenic
byway programs: assessment of

F

Federal aid system mileage, 49-50,
72-79

Federal Highway Administration, 1,
4, 9-10, 21, 50, 81, 82, 85, 92,
96

Florida, 2, 8, 11, 15, 82, 92, 96,
104, 111

Forest Service. *See* United States
Department of Agriculture,
Forest Service

Four f (4f) Clearances. *See*
Environmental Protection

Funding sources. 29-32

G

Georgia, 2, 8, 11, 15, 83, 92, 96,
100, 104, 108

Great River Road, 4, 5, 8, 10, 14,
15, 16, 18, 20, 21, 23, 24, 27, 28,
29-30, 31, 34, 36, 37, 39-40, 43,
44, 86, 92, 97, 99, 100, 101, 109

H

Hawaii, 2, 8, 11, 15, 83, 92, 96, 109

Historic preservation, 9, 20-22

I

Idaho, 2, 4, 8, 12, 15, 16, 20, 23,
26, 29, 33, 38, 42, 83-84, 100,
104, 109

Illinois, 2, 4, 8, 11, 15, 84, 92, 104,
100, 105, 109

Implementation, program. *See*
Scenic byway programs:
implementation of

Indiana, 2, 8, 11, 15, 84, 93, 96,
100, 105, 109

INDEX

- International tourism. 18, 39, 44, 100, 108-112. *See also* Tourism
- Interpretive signs. *See* Signs and displays: educational and interpretive
- Iowa, 2, 4, 8, 11, 15, 16, 20, 23, 26, 29, 36, 84, 93, 94, 96, 100, 105
- K**
- Kansas, 2, 4, 8, 11, 15, 16, 20, 23, 26, 29, 36, 84, 93, 94, 96
- Kentucky, 2, 4, 8, 11, 15, 84-85
- Kettle Moraine Scenic Drive, 21, 31, 35, 40
- L**
- Land use controls, 11, 12, 21, 27, 54-58, 87, 89
- Lanes, number of, 46, 53
- La Ruta Panoramica, 5, 14, 18, 28, 36, 44, 95
- Legislation, 3-5, 18, 24, 31, 42, 81-82, 85-86, 91, 93, 97-98, 102. *See also* Authorization
- Logos. *See* Signs and displays
- Louisiana, 2, 4, 8, 11, 15, 85, 93, 96
- M**
- Maine, 2, 4, 5, 8, 12, 15, 16, 20, 23, 26, 29, 33, 36, 42, 85, 105, 109
- Marketing. *See* Promotion
- Maryland, 3, 4, 8, 12, 15, 16, 23, 26, 29, 33, 38, 85, 100
- Massachusetts, 3, 8, 11, 15, 85, 93, 104, 100, 109
- Master Plan, 4, 95, 106
- Michigan, 3-4, 9, 11, 14-15, 31, 85, 92-93, 97, 109
- Mileages, scenic byway, 46, 48, 57, 59-67, 69-79
- Minnesota, 3, 4, 9, 12, 15, 16, 20, 23, 27, 29, 33, 36, 38-39, 42-43, 86, 101, 105, 109
- Mississippi, 3, 4, 9, 11, 15, 86, 93, 97, 101, 105, 110
- Mississippi River Parkway. *See* Great River Road
- Missouri, 3, 4, 9, 11, 15, 86, 93-94, 97, 101, 105, 110
- Montana, 3, 9, 11, 15, 22, 86, 94, 97
- N**
- National Forest Scenic Byways, 6, 22, 28, 32, 41
- National Park Service, 1, 10, 47, 70, 71, 72, 74, 78, 103
- National Scenic Byway Program, 80-91
- Nebraska, 3, 4, 9, 11, 15, 17, 86, 93, 94, 97, 105
- Nevada, 3, 9, 11, 15, 17, 21, 23, 27, 30, 33, 86, 101, 106, 110
- New Hampshire, 3-4, 9, 11, 15, 27, 30, 87
- New Jersey, 3-4, 9, 11, 15, 87, 94, 97, 108, 106, 110
- New Mexico, 3, 9, 11, 15, 87, 95, 97
- New York, 3-4, 9, 12, 15, 17, 21, 23, 27, 30, 33, 36, 39, 43, 87, 102, 106, 110
- North Carolina, 3, 5, 9, 12, 15, 17, 21, 24, 27, 30, 33, 36, 39, 43, 88, 102, 106, 110
- North Dakota, 3, 9, 11, 15, 88, 95, 98, 102, 106, 111
- Number of lanes. *See* Lanes, number of
- O**
- Objectives, program. *See* Scenic byway program: objectives of
- Ohio, 3, 4, 9, 12, 15, 21, 24, 27, 30, 88, 95, 102, 106, 111
- Oklahoma, 3, 4, 9, 11, 15, 88, 95, 98
- Oregon, 3, 9, 12, 15, 17, 21, 24, 27, 30, 33, 43, 88, 102, 107, 111
- Ownership of byways, 46-47, 51-52, 54, 56, 61, 64, 65, 66, 75-79, 90
- P**
- Partnership arrangements, 32, 40, 41. *See also* Scenic byway programs: private sector, participation in
- Passing opportunities, 46, 59-60
- Pennsylvania, 3, 4, 9, 11, 15, 88, 95, 98
- Planning, program. *See* Scenic byway programs: assessments of; prospects for
- Policy positions. *See* National scenic byway program
- Promotion, 5, 12, 26, 30, 38-41, 42, 44, 83, 85, 88-89, 94-95, 97, 99-104, 106-112. *See also* Signs and displays; Tourism
- Private Sector. *See* Scenic byway programs: private sector participation in
- Public Relations. *See* Promotion
- Puerto Rico, 2-5, 10, 14, 15, 18, 21-22, 25, 28, 31, 35, 36, 44, 47, 91, 95, 98.

INDEX

R

Recreation Advisory Council, 1

Restrictions, route, 24, 46, 59, 61-62, 90. *See also* Bridge weight restrictions; Passing opportunities

Rhode Island, 3, 9, 11, 15, 88, 95, 98, 103, 107, 111

Road surface, 13, 46, 52

Route lengths. *See* Mileages, scenic byways

Route restrictions. *See* Restrictions, route

Rustic Road Program, 14, 18, 21, 28, 31, 34, 37, 39, 44, 52, 90

S

Safety, 1, 9, 11, 13, 17, 20, 23-25, 36-37, 40, 59, 64, 82-85, 88-89, 93-94

Scenic byways; designated, 2, 3, 4, 5-6, 11-14, 15, 20-22, 23-25, 33-35, 36-37, 46-47, 50, 51, 53, 55, 57, 58, 60, 62, 64, 65, 66, 67, 69, 71, 76, 78, 79; planned and potential, 46, 47, 49, 50, 51, 53, 54, 55, 57, 58, 60, 64, 65, 66, 67, 68, 69, 71, 75, 76, 77, 78, 79, 92-95; rural, 13, 18, 24, 46, 56, 57, 92, 101, 108, 110, 111, 112; urban, 7, 37, 46, 49, 56, 57, 74, 88, 108

Scenic byway programs; agency involvement in, 8-10; assessments of, 16-19; citizen participation in, 42-45; criteria for, 11-14; economic benefits for, 104-112; funding for, 16, 29-32, 86, 91; monitoring of, ; objectives of, 7; private sector participation, 26-28; prospects for, 92-95

Seasonal Restrictions, 61-62

Services, complementary, 64-68

Signing, designation, 33-34

Signs and displays; educational and interpretive, 5-6; funding of, 18, 30, 33-35; Logos, 3, 33, 35, 39, 81; posting, 33-35; scenic byway designation, 33-34; theft and vandalism, 33-35

South Carolina, 3, 9, 11, 15, 21, 24, 27, 30, 34, 36, 88, 95, 98, 103, 111

South Dakota, 3, 9, 13, 15, 88-89, 95, 98, 103, 107, 111

Speed limits, 24, 46

Surfaces, road. *See* Road surfaces

T

Tennessee, 3, 4, 9, 13, 15, 17, 21, 24, 27, 30, 34, 36, 39, 43, 89, 103, 107, 111

Texas, 3, 4, 6, 10, 13, 15, 17, 21, 24, 27, 30, 34, 36, 44, 89

Texas Trails, 6, 24

Theft, sign. *See* Signs and displays: theft and vandalism

Themes, 5, 16, 46, 69, 85, 87, 92, 101, 103-105, 107-112

Tourism, 1, 7, 8, 9, 10, 18, 19, 26, 27, 28, 31, 38-40, 43, 83, 85, 88, 92-97, 99-112

Tourism Office, Appendix B

Traffic, 7, 12-14, 16, 17, 23, 24, 27, 34, 46, 59, 64, 82, 84, 89, 93, 94, 99, 100, 103, 111, 112

Travel. *See* Tourism

U

United States Department of Agriculture, Forest Service, 1, 4, 6, 8, 9, 10, 26, 27, 32, 33, 42, 47, 49, 54, 70, 71, 72, 73, 75, 76, 81, 82, 95, 102, 103

Utah, 3, 4, 10, 13, 15, 17, 21, 24, 27, 31, 34, 37, 39, 40, 46, 90, 103, 107

V

Vermont, 3, 4, 6, 10, 13, 15, 17, 21, 24, 27, 31, 34, 37, 90, 103, 107, 112

Vehicles prohibitions, 63-65

Virginia, 3, 4, 10-11, 13, 15, 17, 21, 24, 27, 31, 37, 44, 90, 95, 98, 107, 112

W

Washington, 3, 4, 6, 10, 14-15, 17, 21, 24, 27, 31, 34, 37, 39, 40, 44, 90, 103, 107, 112

West Virginia, 3, 10, 11, 15, 90, 95, 98

Wildflower routes, 30, 34, 36, 43

Wisconsin, 3, 4, 5, 10, 14, 15, 18, 21, 24, 28, 31, 34, 37, 39-40, 44, 52, 90-91, 103, 107, 109, 112

Wyoming, 3, 10, 11, 15, 91, 95, 98



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