

# BUILDING YOUR BYWAY FROM THE GROUND UP

A Guide Book for New York State  
Scenic Byway Planning





# Building Your Byway from the Ground Up

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Scenic Byway Planning

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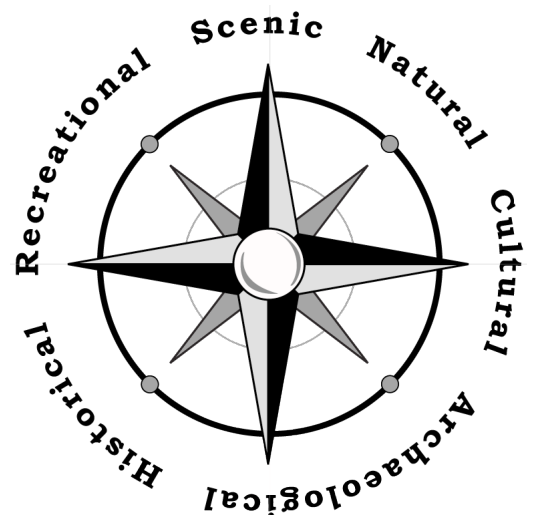
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### **The Purpose of This Guide**

To support New York State communities interested in utilizing scenic byway corridor designation and corridor management plans (CMP) to enrich quality of life in New York State, the Hudson River Valley Greenway partnered with the University at Albany to develop this guide book. The purpose of this guide book is to assist communities in making critical decisions regarding the process of pursuing a scenic byway designation and/or creating a community-driven corridor management plans to guide future development and establish eligibility for scenic byway funding from the federal and state government.

The scenic byway designation process is driven by the local actors' decisions within the framework of program guidelines. For example, a community may choose to emphasize economic development or give priority to environmental asset protection and/or historic preservation. Whatever the goals the community establishes, past experience has shown that certain factors are often critical to success. Those ingredients include: 1) A Champion of the project; 2) Early and meaningful citizen participation; 3) Volunteerism; and 4) Forging strong durable partnerships.

Having a respected, visible champion capable of forcefully propelling, guiding and sustaining the often time-consuming process of scenic byway designation can be one of the most important factors to success. The champion can be an individual, local organization or government body, or a combination of such entities. Early and meaningful public participation is also required to define the study area, achieve consensus on project goals and key themes to be advanced, and agree on data collection needs. Public participation should include residents, area businesses, local not-for-profits, educational institutions, and other interested local stakeholders. Public participation is strengthened through volunteerism, which in turn can help forge durable partnerships with local businesses and organizations, units of local government and various local public agencies. Such partnerships, which can extend to involve organizations, agencies and units of government beyond the boundaries of the locality, can be especially useful in the process of data collection and analysis.

This guide book is designed for local governments, community-based organizations (CBOs), and citizens. Additional technical assistance is available through the Hudson River Valley Greenway, as well as through the Data Support DVD and online Web Resources made available through this project (details discussed below).

### **How this Guide Book is Organized**

This guide book is arranged in five major chapters, including this one, with various sub-sections designed to guide a community through the entire scenic byway designation process. The four remaining chapters cover the following material:

## Forward

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- Chapter 2 examines how a community can go about determining whether or not scenic byway designation is appropriate and desirable in a particular case. It emphasizes the flexibility of the scenic byway designation process and its focus on local control and decision making. After reviewing this chapter, candidate communities should be positioned to determine if pursuing designation and committing resources to develop a corridor management plan is a desirable community goal.
- Chapter 3 lays out the specific requirements for both the New York State and the national programs and provides an overview of each program's history.
- Chapter 4 provides a step-by-step guide for creating a community-driven corridor management plan. Each major step is described in detail and resources that provide further information are discussed.
- Chapter 5 discusses the implementation phase of process. It covers creating a work plan, identifying potential funding sources, marketing the project and maintaining partnerships.

Each chapter ends with a list of further resources that you can consult to learn more about the subjects discussed in the chapter. These resources are organized by topic and a brief description is provided.

Also, throughout this guide book, words in bold indicate key terms and concepts. These are defined in the beginning of this guide book. You will find a list of each key term or concept that appears in a given chapter at the beginning of that chapter.

Throughout this guide book you will also find a number of case studies that illustrate how existing New York State byways have planned for their corridor's future. These case studies illustrate the flexibility of the program and demonstrate how scenic byway planning is used to achieve local goals. An overview of the features of each case study is provided in the table below.

The Appendix contains instructions on where to find the corridor management plans for these case studies on the included DVD and accompanying website (with the exception of the Great Lakes Seaway Trail, which we were unable to obtain). It also lists other included resources, describes each of them, and tells you where to find them on the DVD and website.

### ***The Included Data Support DVD.***

To support communities desiring to develop thorough inventories of the resources along their proposed or existing scenic byways, we have compiled a database of information to get you started. This information is in the form of Geographic Information System (GIS) layers. These are files that can be used in special mapping software, such as ESRI ArcGIS. These layers show the locations of points of interest related to the six intrinsic qualities or themes. Locations of transportation routes, municipal boundaries, and bodies of water are also included. These files are compiled into one "geodatabase" which is located on the included DVD.

Recognizing that software necessary to use such files may be out of reach for many groups, we have also included equivalent files which can be used in the Google Earth software package. This is available for free download at: <http://earth.google.com/>

Additionally, an online interactive map application for the New York State Scenic Byways program has been made available online, at: <http://www.buildingyourscenicbyway.com>

This web-based application allows you to interactively construct maps showing features in your community that demonstrate one of the intrinsic qualities or themes. The application has basic interactive mapping capabilities such as zooming, browsing, adding different categories of features and identifying individual resources on the map. This online resource is available on the web for free to those who are interested in using computer aided GIS for scenic byway development programs in NYS.

If you wish to obtain this data on your own, or find updated versions of it, a “metadata” report has also been included on the DVD and the website. This report includes detailed information on data layers, the primary source of each shape file, description, date of access, organization and contact information for accessing or citing this resource.

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# Key Definitions

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Included throughout this Guidebook are key terms that are important to the navigation process of becoming a Scenic Byway. The following terms, listed alphabetically, are provided with their definitions for the reader as both an introduction and reminder of basic terminology that will help make navigation through the byway process easier. For quick identification, the reader can find these terms in **BOLD** throughout the guidebook. Feel free to take notes or use this set of terms for clarification as they will arise multiple times in each chapter. As this is a basic working terminology list, more specific terms relevant to steps in the byway process can be found accompanying the text within their respective chapters.

**ACCESS:** The means by which visitors physically enter the site or attraction.

**ACTORS:** This term refers to any persons or group that currently (or may in the future) participate in any of the various stages in a scenic byway process.

**ALL AMERICAN ROAD (AAR):** This is a National Designation given unto a scenic byway when it has demonstrated features that do not exist elsewhere in the United States. Because of these unique features the byway is considered a tourist destination in itself. Awarding of this title requires the applicant to follow the list of 14 points outlined by the Federal Highway Administration as well as an additional 3 points. Further details on these points can be found in the Navigating the Requirements chapter of this guide book.

**ASSETS:** Any perceived useful or desirable thing associated with the proposed scenic byway or the communities it lies within. An asset to a byway may lie in any physical, economic or human resources. In this guidebook the term is often used in conjunction with the possible intrinsic qualities a byway may have such as natural, cultural, historical, recreational, and archeological qualities.

**BYWAY COMMITTEE:** A group or collection of members of stakeholders, residents, political representatives at local and state levels, and other interest groups that work to make decisions and move the byway process forward in ways that accurately represent the byway, its integrity, and community goals. The formation of this committee is up to those beginning the process and may range between a handful, a dozen, or a large collection of interested actors. Choosing how big to make the committee and whom to put on it is based on what fits best with the goals of the byway and wishes of its advocates.

**CHAMPION:** In this case, a champion is a term used to reference and highlight that there was a participant(s) in the byway process that played an important role in advocacy for the byway's success. The Champion can be an individual, local organization or government body, or a combination of such entities.

**COMMUNITY:** A general term referring to physical location or psychological sense of community that the proposed byway resides in. This usually involves a group or groups of individuals that share a common location, culture and/or heritage.

## Key Definitions

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**COMMUNITY BASED ORGANIZATION (CBO):** are civil society not-for-profits that operate within a single local community often run with volunteers and internal funding efforts.

**CORRIDOR:** Usually characterized physically by a tract of land, waterway, and/or significant formation but may also be a region populated and characterized by a single or multiple well-traveled routes. This term will be useful along the way as it will be important to locate the corridor the proposed scenic byway lies for purposes of identifying the byways community and characteristics.

**CORRIDOR MANAGEMENT PLAN (CMP):** As stated on the scenic byways website, [www.scenic.org](http://www.scenic.org), a CMP is “a written plan developed by the communities along a scenic byway that outlines how to protect and enhance the byway’s intrinsic qualities and character that define their byway corridor.” The plan should address a wide variety of issues, reflect the goals of the byway while also being flexible to future needs. There is no required length though it is recommended that when applying for state or national significance there be a more detailed plan.

**GEOGRAPHIC INFORMATION SYSTEMS (GIS):** A system of software that captures, stores, analyzes, manages, and presents data that has been linked by the user to locations. Locations are based geographically and can display a multitude of information on top of a map of the users choosing. For those seeking a scenic byway designation, this software can serve as a tool to identify, locate, and display on a map where important cultural, historic, archeological, natural, or recreational sites are along the byway.

**GOALS:** One or more objectives established that a byway committee and stakeholders work to achieve for the proposed scenic byway. Usually it is good practice to formulate a few goals in the beginning stages of the byway process as it can help create a clearer direction to follow when making decisions further along in the process.

**IN-KIND SERVICES:** Non-cash payments made in the form of goods and services. These kinds of payments play an important role in funding sources to complete the application and corridor management plan. Some examples of these could be special privileges, discounts, internal knowledge or outside agencies donation of time, volunteer labor, and expertise.

**INTRINSIC QUALITY:** A list of overarching themes or ideas that describe features specific and unique to the proposed byway. National byway designation requires the byway to have at least one of the six qualities: archaeological, cultural, historic, natural, recreational and scenic. Although they may be used, New York State byway designation does not specifically require applicants to choose one intrinsic quality.

**LEGISLATION:** Important to the creation of the Scenic Byways program is both the Intermodal Surface Transportation Efficiency Act of 1991 and its reauthorization under the Transportation Equity Act for the 21st Century. It is under this legislation that the U.S. Secretary of Transportation recognizes approved applicants for National Scenic Byway or All American Road designation.

**NOT-FOR-PROFITS:** A form of organization that generally refers to a nonprofit corporation, which is a legal entity that may enter into contracts, assume debts, and hire/fire employees. A nonprofit corporation, when incorporated as a 501(c)3 entity, may also benefit from tax-exempt status.

**PARKWAY:** A series of four lane roads with a dividing strip or side strips planted with grass, trees, etc. that were created to have a scenic ride in and out of New York City. New York State Parkways have been grandfathered into the Scenic Byways program.

**PUBLIC PARTICIPATION:** Input, both through physical action or the exchange of ideas and opinion, by citizens, groups, organizations, and businesses that have interest in the results of the byway process.

**RESOLUTION:** A firm decision either individually or in a formal organization or group usually done through voting. Setting resolutions during the byway process can help create solid goals and expectations for organizations, groups and the public to follow.

**RESOLUTION OF SUPPORT:** The Corridor Management Plan requires resolutions of support from the local governments that are partners in the scenic byway. The resolutions obtained from the various local governments with jurisdiction along the controlled roadways should indicate their willingness to participate and confirm that they will not issue building permits or any other permits or other permission to construct new outdoor advertising signs along designated scenic byways.

**RESOURCES:** In this guide book, resources refers to scenic byway resources, which are assets, attributes, or information associated with a community, region or other area. Some of these may be buildings, sites, natural communities, vistas, and natural resources that contribute to an intrinsic quality.

**RESOURCE INVENTORY:** A collection of the resources that contribute to your byway's intrinsic qualities. This step is critically important to determining the extent of your byway corridor, and also to identifying where clusters of resources may exist.

**SCENIC BYWAY:** As stated by the Federal Highway Administration in the "National Scenic Byways Program," a scenic byway is "a public road having special scenic, historic, recreational, cultural, archeological, and/or natural qualities that have been recognized as such through legislation or some other official declaration".

**SCENIC ROAD:** A road or path previously designated through the Scenic Road program. This program, now no longer in operation, was established in 1978 by the Department of Environmental Conservation, under the authority of Article 49 of the New York State Environmental Conservation Law. Any previously designated scenic road was grandfathered in when the Scenic Byways program began.

**STAKEHOLDER:** A person, group, organization, government, or business that has legitimate concern or inter-

## Key Definitions

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est in potential actions that could come from the byway process.

**STEERING COMMITTEE:** A committee of individuals that sets agendas and schedules of business, rules for operating and policy procedures related to the byway decision making process.

**THEMES:** A concept or idea communicated to visitors through various programs and initiatives.

**VISION STATEMENTS:** A single over-arching idea that can express long term goals, ultimately helping to guide future decisions on the byway.



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The thrill of the open...it seems less thrilling when you are stuck behind an 18-wheeler, or you stop to get a bite to eat in a service plaza that is exactly the same as the one you stopped at an hour ago. Interstate highways are great for getting you to your destination quickly, but they do not invite contemplation or exploration.

There are alternatives to this system. All throughout New York State, and the rest of the country, are roads that are more than just paths between A and B. These roads wind up and down the sides of mountains, passing below canopies of trees and opening up onto scenic vistas. They traverse beautiful landscapes with unique natural features. Some pass by farms that have been cultivated for generations, or traditional main streets that invite you to stop and experience the local culture. New York State is full of history and much of it is accessible from these roads. Others are lined with recreational opportunities, such as bicycle trails, places to hike, and access to bodies of water.

It is these sorts of roads, providing these rich experiences, that New York's Scenic Byways program is designed to recognize and assist. Scenic byways recognize that travel is not just about departing and arriving, but is also about the journey itself. New York's scenic byways are lined with special places that invite travelers to take a more leisurely pace and enjoy the sites that make this state great.

To support New York State communities interested in utilizing scenic byway corridor designation and corridor management plans (CMP) to enrich quality of life in New York State, the Hudson River Valley Greenway partnered with the University at Albany to develop this guide book. The purpose of this guide book is to assist communities in making critical decisions regarding the process of pursuing a scenic byway designation and/or creating a community-

driven **CORRIDOR MANAGEMENT PLAN** to guide future development and establish eligibility for scenic byway funding from the federal and state government.

The scenic byway designation process is driven by the local actors' decisions within the framework of program guidelines. For example, a **COMMUNITY** may choose to emphasize economic development or give priority to environmental asset protection and/or historic preservation. Whatever the goals the community establishes, past experience has shown that certain factors are often critical to success. Those ingredients include:



### **Key Terms in this Chapter:**

All American Road (AAR)  
Champion  
Community  
Community Based Organization (CBO)  
Corridor Management Plan  
Parkway  
Public Participation  
Scenic Byway  
Scenic Road  
Stakeholders

## What Are Scenic Byways?

- A **CHAMPION**;
- Early and meaningful **PUBLIC PARTICIPATION**;
- Volunteer involvement;
- Strong durable partnerships.

Having a respected, visible **CHAMPION** capable of forcefully propelling, guiding and sustaining the often time-consuming process of scenic byway designation can be one of the most important factors to success. The **CHAMPION** can be an individual, local organization or government body, or a combination of such entities. Early and meaningful **PUBLIC PARTICIPATION** is also required to define the study area, achieve consensus on project goals and key themes to be advanced, and agree on data collection needs. **PUBLIC PARTICIPATION** should include residents, area businesses, local not-for-profits, educational institutions, and other interested local **STAKEHOLDERS**. **PUBLIC PARTICIPATION** is strengthened through volunteerism, which in turn can help forge durable partnerships with local businesses and organizations, units of local government and various local public agencies. Such partnerships, which can extend to involve organizations, agencies and units of government beyond the boundaries of the locality, can be especially useful in the process of data collection and analysis.

This guide book is designed for local governments, **COMMUNITY-BASED ORGANIZATIONS (CBOs)**, and citizens. Additional technical assistance is available through the Hudson River Valley Greenway, as well as through the Data Support DVD and online Web Resources made available through this project (details discussed below).

## What are Scenic Byways?

A **SCENIC BYWAY**, as defined in the Interim Policy which guides the program's implementation, is "a public road having special scenic, historic, recreational, cultural, archeological, and/or natural qualities that have been recog-

### **Get to know:**

#### **Agencies & Organizations**

**The Hudson River Valley Greenway:** An innovative state agency created to facilitate the development of a voluntary regional strategy for preserving scenic, natural, historic, cultural and recreational resources while encouraging compatible economic development and maintaining the tradition of home rule for land use decision-making.

<http://www.hudsongreenway.state.ny.us/>

**New York State Department of Environmental Conservation (DEC):** Department that is tasked with protecting and enhancing the environment.

<http://dec.ny.gov>

**New York State Department of Transportation (NYSDOT):** Department given authority to coordinate and develop comprehensive transportation policy for New York State. They also give guidance to participants in the byway process.

<http://www.nysdot.gov>

**Erie Canalway Heritage Corridor:** This organization's commission and staff collaborate with communities and organizations that are seeking to preserve heritage sites along the Erie Canal corridor.

<http://www.eriecanalway.org>

#### **Federal Highway Administration**

**(FHWA):** Federal agency that runs programs to help increase mobility on the nation's highways. They administer the National Scenic Byways Program.

<http://www.fhwa.dot.gov>

**Federal Highway Administration Division Offices (FHADO):** To find your community's division office, use the online map at:

<http://www.fhwa.dot.gov/field.html>

nized as such through legislation or some other official declaration”. While many other states have similar programs, this Guide book will focus on two specific forms of designation: New York State Scenic Byway designation, and National Scenic Byway designation. Achieving designation, either at the national or state level, is expected to be a grassroots, bottom-up process, controlled by local **STAKEHOLDERS**.

Any individual or group in a **COMMUNITY** can initiate the application process. Inasmuch as it is a bottom-up, voluntary process, it is important that public participation be strong throughout the application process: from deciding whether or not to nominate a route, to identifying the sites and features that make that route eligible, to planning for the proposed byway’s future.

## National Scenic Byways Program

The National Scenic Byway Program began in 1991 and is actually comprised of two designations. The first is the National Scenic Byway designation (NSB); the second is an expanded designation: **ALL AMERICAN ROADS (AAR)**. The difference is that NSBs are regionally significant (defined as a geographic region encompassing at least two states) whereas AARs are nationally significant, which means that they are destinations unto themselves; the primary purpose of a visitor’s trip would be to travel along the byway. Additional differences between the requirements are noted later in this document. Regardless of which designation is sought, a byway must first be designated under a state program.



Final authority to designate a National

Scenic Byway resides with the Secretary of Transportation, who is advised by the Federal Highway Administration (FHWA). In addition to designation, the Secretary of Transportation and the FHWA also administer a grant program specifically for designated byways. These grants are discussed in more detail later on in this guide book and are an important benefit of the program.

### Get to know:

#### Agencies & Organizations (cont'd)

**National Park Service (NPS):** Department that works with local governments, not-for-profits, businesses, and citizens to revitalize and preserve historical and heritage sites.

<http://www.nps.gov>

**National Scenic Byways (NSB):** Part of FHWA; works to provide communities with the resources to celebrate, enhance, and preserve their unique qualities.

<http://www.byways.org>

#### United States Geological Survey

**(USGS):** Provides impartial and relevant studies of landscape and natural resources. Their mapping specialties can help communities map out their byway and its resources.

<http://www.usgs.gov>

#### United States Fish and Wildlife Service

**(USFWS):** Works to protect, manage, restore, and conserve the nation’s fish and wildlife habitat.

<http://www.fws.gov>

#### United States Department of the Interior

**(USDOL):** This department strives to protect the nation’s natural resources and heritage by working with communities. They are the parent department of the NPS, the USFWS, and the USGS.

<http://www.doi.gov>

## New York State Scenic Byways

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As of 2010 there are 151 National Scenic Byways and **ALL AMERICAN ROADS**. New York State has 3 national and 21 state designated byways. The nationally recognized byways are: Lakes to Locks, Mohawk Towpath, and Great Lakes – Seaway Trail. Further details regarding the federal National Scenic Byways in New York State are provided in Chapter 3.

## New York State Scenic Byways

The New York State Scenic Byways program was established in 1992. It is administered by the New York State Department of Transportation, with guidance from the Scenic Byways Advisory Board. Requirements of the New York’s program closely follow those of the national program, with one important exception: New York State “grandfathers” routes that were previously designated **SCENIC ROADS**, **PARKWAYS**, North Country Touring Routes, and the Seaway Trail.

### **What Were Scenic Roads?**

In 1972, Article 49 of the New York State Environmental Conservation Law was passed, which authorized the Department of Environmental Conservation (DEC) to identify and designate scenic areas throughout the State. In 1978 they exercised this authority by creating the **SCENIC ROADS** Program.

The three goals of the Scenic Roads Program were:

- Protect, preserve and enhance the natural and manmade scenic beauty of New York State;
- Promote awareness and appreciation of the State’s scenic, ecological, cultural and historical attributes;
- Provide economic benefits through increased tourism and improved property values.

The nomination and designation process ran from 1982 through 1991. By 1991 there were 49 designated scenic roads, including: 40 roads and 6 bridges in the Hudson River Valley, 2 in Essex County, and 1 in Tompkins County. Following the creation of the Scenic Byways Program in 1992, the Scenic Roads Program was formally dissolved and DEC’s authority was delegated to the DOT. A full list of the “grandfathered” byways can be found in the appendix of this document.

### **Differences between Scenic Byways and Scenic Roads**

The differences between the two programs are summarized in the table below. Essentially, the Scenic Byways Program takes a broader view. It encompasses multiple goals such as preservation and economic development. It also recognizes multiple types of intrinsic qualities, not just scenic, but also historic, cultural, recreational, natural, and archeological. A final difference between the two programs is that, in the **SCENIC ROADS** Program, a **CORRIDOR MANAGEMENT PLAN** (CMP) was encouraged but not required for designation. A CMP is a plan that sets out a community’s vision, goals, and objectives for preserving, enhancing and/or marketing the intrinsic qualities within a corridor. Under the Scenic Byway Program, communities along newly designated corridors

<b>Scenic Roads</b>	<b>Scenic Byways</b>
Heavily focused on extraordinary scenic views, areas, site and roadways.	Focuses on a wide range of cultural, historical, scenic, natural, archeological, and recreational sites and qualities.
Focused on protection and preservation	Dual focus of preservation and economic development.
Did not require a CMP during the application process	NYS requires a CMP be completed to accompany the application for designation.
Extensive field review process from commission and DEC during nomination stage.	Technical assistance from local and state entities during application and nomination process.
Little to no assistance from DEC or DOT in implementation process after designation.	Available assistance and funding after state designation is awarded.
“Bottom Up” approach through the nomination, designation and implementation process.	Combination of “Bottom Up” and state and fed assistance approach through the nomination, designation and implementation process.

must complete a CMP; communities along former scenic roads are strongly encouraged to create a CMP, giving them access to the full range of benefits, such as federal grant funding.

## How this Guide Book is Organized

This guide book is arranged in five major chapters, including this one, with various sub-sections designed to guide a community through the entire scenic byway designation process. The four remaining chapters cover the following material:

- Chapter 2 examines how a **COMMUNITY** can go about determining whether or not scenic byway designation is appropriate and desirable in a particular case. It emphasizes the flexibility of the scenic byway designation process and its focus on local control and decision making. After reviewing this chapter, candidate communities should be positioned to determine if pursuing designation and committing resources to develop a corridor management plan is a desirable community goal.
- Chapter 3 lays out the specific requirements for both the New York State and the national programs and provides an overview of each program’s history.
- Chapter 4 provides a step-by-step guide for creating a community-driven corridor management plan. Each major step is described in detail and resources that provide further information are discussed.
- Chapter 5 discusses the implementation phase of process. It covers creating a work plan, identifying potential funding sources, marketing the project and maintaining partnerships.

Each chapter ends with a list of further resources that you can consult to learn more about the subjects discussed in the chapter. These resources are organized by topic and a brief description is provided.

## How this Guide Book is Organized

**Table 2. Overview of features of the case studies**

<b>Byway Name</b>	<b>Length</b>	<b>Designation</b>	<b>Year of Designation</b>	<b>Origin</b>
Lakes to Locks Passage	234 miles	All American Road	2002	Adirondack Touring Route
Mohawk Towpath Byway	28 miles	National Scenic Byway	2005	New byway
Mountain Cloves Scenic Byway	41 miles	Seeking designation	Anticipated in 2010	Three former scenic roads
The Great Lakes Seaway Trail	454 miles	National Scenic Byway	2005	Designated as the Seaway Trail
Shawangunk Mountains Scenic Byway	82 miles	NY State Scenic Byway	2006	New byway (with a small former scenic road segment)
Western NY Southtowns Scenic Byway	71 miles	NY State Scenic Byway	2007	New byway

Also, throughout this guide book, words in bold indicate key terms and concepts. These are defined in the beginning of this guide book. You will find a list of each key term or concept that appears in a given chapter at the beginning of that chapter.

Throughout this guide book you will also find a number of case studies that illustrate how existing New York State byways have planned for their corridor's future. These case studies illustrate the flexibility of the program and demonstrate how scenic byway planning is used to achieve local goals. An overview of the features of each case study is provided in the table below.

The Appendix contains instructions on where to find the corridor management plans for these case studies on the included DVD and accompanying website (with the exception of the Great Lakes Seaway Trail, which we were unable to obtain). It also lists other included resources, describes each of them, and tells you where to find them on the DVD and website.



This icon indicates items that can be found on the included DVD.



This icon indicates items that can be found on the accompanying website.

## The Included Data Support DVD and Website

To support communities desiring to develop thorough inventories of the resources along their proposed or existing scenic byways, we have compiled a database of information to get you started. This information is in the form of **GEOGRAPHIC INFORMATION SYSTEM (GIS)** layers. These are files that can be used in special mapping software, such as ESRI ArcGIS. These layers show the locations of points of interest related to the six intrinsic qualities or themes. Locations of transportation routes, municipal boundaries, and bodies of water are also included. These files are compiled into one “geodatabase” which is located on the included DVD.

Recognizing that software necessary to use such files may be out of reach for many groups, we have also included equivalent files which can be used in the Google Earth software package. This is available for free download at: <http://earth.google.com/>

Additionally, an online interactive map application for the New York State Scenic Byways program has been made available online, at: <http://www.buildingyourscenicbyway.com>

This web-based application allows you to interactively construct maps showing features in your community that demonstrate one of the intrinsic qualities or themes. The application has basic interactive mapping capabilities such as zooming, browsing, adding different categories of features and identifying individual resources on the map. This online resource is available on the web for free to those who are interested in using computer aided GIS for scenic byway development programs in NYS.

If you wish to obtain this data on your own, or find updated versions of it, a “metadata” report has also been included on the DVD and the website. This metadata report includes detailed information on data layers, the primary source of each shape file, description, date of access, organization and contact information for accessing or citing this resource.

### **Further Resources**

#### **Building Your Byway from the Ground Up Website**

<http://www.buildingyourscenicbyway.com>

This website was created for readers of this guide book. On it, you will find links to all of the resources mentioned throughout the text. You will also find the web-based GIS that was created to assist scenic byway planners.

#### **New York State Scenic Byways Program**

<https://www.nysdot.gov/display/programs/scenic-byways>

Operated by the New York State Department of Transportation, this site includes information on designated byways, updates about ongoing planning processes and information about becoming designated

## Further Resources

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### **The Hudson River Valley Greenway**

<http://www.hudsongreenway.state.ny.us/home.aspx>

This is a state sponsored program designed to help communities in the Hudson River Valley plan for the preservation of their scenic, natural, historical, cultural, and recreational resources. They can provide advice and technical assistance for communities in the Hudson River Valley, and are great advocates of the Scenic Byways program.

### **The National Scenic Byways Program website**

<http://www.byways.org/>

The official website of the NSB program contains information about the program and individual designated byways. Each byway has its own page with maps, pictures, and a description of the sites you will see along the route.

### **National Scenic Byways: Interim Policy**



The legislation that established the National Scenic Byways program left out details regarding implementation. The Interim Policy fills in that gap. It describes the designation process, defines the six intrinsic qualities, and lists the requirements of a corridor management plan.

### **The New York State Scenic Roads Program**



We compiled a number of documents related to the former Scenic Roads program, including: a list of designated roads, the memorandum which describes designation procedures, and an overview of the program's history.





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# Is Designation Right for You?

The first task that your byway committee must complete is deciding whether or not to pursue designation. The decision to seek designation or complete a **CORRIDOR MANAGEMENT PLAN** must be made in the open, with public input and support. As a locally controlled program, the benefits of designation can only be achieved through the energy and support that local governments and residents are willing to commit to the program. So it is essential that you carefully weigh the potential benefits against the challenges that designation may present.

Few of the potential benefits and challenges listed below are automatic. The degree to which your byway realizes them will vary depending on how you implement your plan. Think of scenic byways designation as an automobile. The basic construction and operation of an automobile remains the same, but you choose the destination. Will you move towards increased tourism? Or toward an improved economy? Or will you focus on improving the quality of life of the region? Or toward all of these aims? What follows is a list of potential benefits that byway designation can achieve, and some of the challenges that may be encountered along the way. Many of the latter are misconceptions that must be addressed.

## Grant Funding

Along with criteria for designation, a grant program was established when the National Scenic Byways enabling **LEGISLATION** was passed. State, National, Indian Tribe, and Federal Lands Scenic Byways are eligible for these grant funds from the Federal Highway Administration.

Applications for project funding are completed by byway organizations and submitted through the State. The State Byway Agency must determine that the project is eligible. The state agency prioritizes all of the proposed

### **Key Terms in this Chapter:**

Assets  
Community  
Corridor  
Corridor Management Plan  
Goals  
In kind services  
Legislation  
Not-for-profit  
Resources  
Resolutions of support  
Scenic Byway  
Scenic Road  
Steering Committee  
Themes  
Visions

projects in the state and forwards them to the Federal Highway Administration Division Office in the state. The Division Office reviews the application, and, after determining its eligibility and completeness, submits the application to the national office. The national office determines eligibility, completeness, conformance with statutory and administrative requirements, and determines which projects will receive funds.

While federal grants are not the only source of available funding for scenic byway projects, they are the largest. Last year alone the Federal Highway Administration awarded over \$40 million to byway groups across the country. New York State byways received \$821,584. Between 1992 and 2009, byways in New York were awarded nearly \$20 million in grants.

### ***A Special Note for Former Scenic Roads!***

Although funding is no longer available for newly proposed scenic byways to complete their **CORRIDOR MANAGEMENT PLANS**, byways that are grandfathered in from the **SCENIC ROADS** program are eligible for grant funding to complete their **CMP**. Federal guidelines for awarding grants restrict funds to byways that are already designated by the state. In 1992, when Article XII was passed, folding the Scenic Roads Program into the Scenic Byways Program, all scenic roads became designated scenic byways. Since they are already designated byway, they are eligible for National Scenic Byways grants to pay for their corridor management plans. For more information, see the section on *Getting Funding* in the *Building Your Byway* chapter of this guide book.

For more information on how to apply for scenic byway grants, or for rules governing the program, please see the *Getting Funding* section in the *Building Your Byway* chapter of this guide.

### **Challenges**

While designation, or completing your **CMP**, can make your **CORRIDOR** eligible for grant funds, the process can be time consuming and expensive. Depending on the length of the byway, the number of municipalities involved, whether or not the byway was originally a **SCENIC ROAD**, and the financial resources available,

the process can take anywhere from 1 year to more than 5 years. The cost can range from minimal (i.e. relying entirely on **IN-KIND** donations and volunteers), to hundreds of thousands of dollars.

Options for keeping costs down, beyond National Scenic Byway grants, do exist. One method is to use as much volunteer labor as possible. While hiring a consultant can speed things up, they do cost more money than doing everything with volunteers. The amount of work you can accomplish with volunteer labor might surprise you, especially if you are successful in leveraging “**IN-KIND SERVICES**” from stakeholder agencies supportive of byway designation. With the support of trained municipal staff acting essentially in the role of consultants, volunteers can complete a remarkably wide array of tasks. Volunteer and so-called “in-kind services” are some of the most valuable services you will receive.

## Advertising, Branding, and Signage

Through websites, pamphlets, and signs, both the National Scenic Byways program and the New York State program, are active in advertising designated byways. The National Scenic Byways website (<http://www.byways.org>) contains profiles of every nationally designated byway, as well as links to state designated byways. Visitors to the site may learn about the **RESOURCES** along the byway they're interested in, print out maps, look at photographs, and learn about important travel information.

Similarly, New York State maintains a website with information about state designated byways. This site is a good resource for both

travelers and potential members of byway advocacy groups. In addition to providing basic information, this web-



Official signs along the Lakes to Locks Passage. Photo: Megan Loveday

site provides a colorful map of the byways, status updates on byways that are in progress, and guides for starting new byways. The address is: <https://www.nysdot.gov/display/programs/scenic-byways>

### **Branding**

The National Scenic Byways (NSB) program also conducts traveler research and has worked to establish a brand for scenic byways. An article titled *Branding America's Byways* described the results of marketing research performed by NSB in 1998 regarding scenic byways. They found that Americans thought highly of scenic byways, but that a only small percentage of respondents were aware of the program. However, when people were shown a list of scenic byways, a much larger percentage of them were able to identify individual byways. This finding indicates that while many scenic byways are fairly well known, more work is needed to promote a wider array of traveling experiences. Due to these findings the FHWA contracted with an advertising agency to develop a brand and marketing strategy for the program, resulting in the America's Byways brand. By creating an overarching brand, they hope to be able to capitalize on the familiarity of more popular byways.

When a byway is designated nationally, it becomes a part of this brand; these benefits can accrue to non-national byways as well. Although focused on National Scenic Byways, the America's Byways brand raises the profile of all byways. A study done in Minnesota shows that scenic byway designation signals to travelers, whether they are aware of the program or not, that there is something different and special about the route.

### **Installing Signs**

Part of the advertising and branding effort needs to involve the design and installation of consistent signage along the byway. Such consistent signage not only assists with way-finding (letting travelers know that they are on the right path), but also reinforces the branding effort (so that positive experiences are associated in the visitor's mind with the program). Each byway at the state and national level, is given considerable leeway in coming up with their own signature logo for their signs. Once the byway logo is designed and locally approved, and money is allocated, the state Department of Transportation or the Federal Highway Administration will install the signs at predetermined intervals along the byway route. National Scenic Byway signs also include the America's Byways logo.

### ***Billboard Inventories***

Scenic byway designation may be used as a tool for controlling signs that many people within the community consider unsightly. It is also a tool for getting a handle on just how many billboards there are, how old they are, and who owns them. Residents along the Western New York Southtowns Scenic Byway were concerned about the proliferation of billboards in their communities. They saw the New York State Scenic Byways program as an opportunity to bring this issue to the forefront, and to get meaningful commitments from local officials.

Their **Corridor Management Plan** contains a very detailed inventory of signs along the byway that both fulfills a requirement of designation and provides them with a valuable tool. Creating such an inventory gives communities an up-to-date list of where billboards are located, how long they have been there, what their physical dimensions are, and their physical condition. This list can be consulted later on to identify signs that are ready to be phased out.

## Economic Development

### **Billboard Control**

Being able to exert greater local control of outdoor advertising (billboards) is another potential benefit of the Scenic Byways program. Once a scenic byway is designated, no new outdoor off-premise advertising signs may be erected along the byway. As part of the designation process, local governments along the byway must sign **RESOLUTIONS OF SUPPORT** stating that they will not grant building permits for any new outdoor off-premise advertising signs along the proposed byway. Signs that are on the same lot as the business or attraction being advertised are exempt from this regulation. Billboards which were present prior to designation are also allowed to remain in place. A final provision of the New York State program is that an inventory of all off-premise outdoor advertising signs must be completed as part of the **CORRIDOR MANAGEMENT PLAN**.

### **Challenges**

Some members of your **COMMUNITY** may view this aspect of designation negatively. Farmers may dislike the prospect of losing out on potential revenue from renting out a portion of their land to advertisers. Owners of current billboards may be concerned that designation will force them to remove their legally installed signs. These are understandable and valid concerns. It should be noted, however, that these restrictions only apply to new signs.

It should also be noted that this restriction is only slightly more restrictive than existing laws. The Highway Beautification Act of 1965 banned the erection of new off-premise advertising signs from the Interstate Highway System and Federal Primary Aid System. That law contained an exemption for signs located within areas zoned as either commercial or industrial. While this law already prohibits billboards from many of the scenic areas along potential scenic byways, the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), extended the ban to all areas of designated scenic byways. This rule was later clarified to recognize state authority in the matter and allow for “segmentation” of byways at the state’s discretion. This means that if a state so desires, it may exclude certain portions of a scenic byway from designation if it wishes to allow billboards along a particular highway segment.

## Economic Development

The purpose of the branding and advertising effort is to raise the profile of **CORRIDORS** with

### ***Distributing Traffic***

An interesting perspective on the issue of increased traffic is provided by the Shawangunk Mountains Scenic Byway. The eastern portion of that byway was experiencing large amounts of traffic around the Mohonk Preserve, a popular recreational destination. On some weekends, by 10:00am the parking lot was completely full. Byway advocates were therefore not looking to increase the traffic in the area, as it was unable to handle the traffic it already had. During one of the public meetings, this point was brought up by concerned residents.

Byway advocates took this objection seriously, and found a way to address it in a creative and beneficial way. They decided that a goal of the **CMP** should be to distribute traffic more evenly throughout the region. By better advertising the many amenities that existed all around the Shawangunk Mountains, it would be possible to better distribute the traffic they were already getting. The inventory of resources created during the byway planning and nomination process served as a springboard for creating a regional guidebook that made visitors aware of the many other sites the area had to offer. Instead of simply turning visitors away when capacity had been reached, Mohonk Preserve staff now had a regional guide that they could hand out to visitors pointing them toward other sights and experiences in other locations.

scenic byway designation, with the ultimate aim of increasing the positive economic impact of tourism. By advertising the unique **ASSETS** and **RESOURCES** of byway **CORRIDORS**, more people will be attracted. For areas that already experience significant visitor traffic, designation can still increase activity. Scenic byways link the key **RESOURCES** of an area together, providing a continuous experience for visitors. The linked sites, united by a common theme, give visitor's more reasons to remain longer in the byway region and spend more money locally.

While no comprehensive studies have been completed on the economic impacts of scenic byway designation, smaller studies have shown positive results. A study commissioned by the FHWA, titled *A Review of Impact Studies*

Related to Scenic Byway Designation, examined 21 by-

way impact studies and found reported traffic increases following byway designation ranging from 3.4% to 20%. Though the accuracy of these numbers is somewhat questionable, the evidence does suggest that designation increases tourism traffic.

Although attempts to measure the quantitative impacts of scenic byway designation have not yet proven definitive, the qualitative results produced by scenic byway designation are pretty clear. Many studies have found considerable support and enthusiasm from the traveling public regarding the kinds of attractions highlighted along scenic byways. One study, by Eby and Molnar, showed that travelers embarking on longer trips showed a clear preference for routes with the features highlighted by scenic byway programs. Another study conducted by the Adirondack North Country Association showed that visitors to the region's byways were enthusiastic about the qualities that are recognized by the scenic byways program.

Potential economic benefits derived from byway designation are many. Increased retail and restaurant sales resulting from byway designation generate increased sales tax revenue for county governments that can help finance future public improvements. A stronger economy will likely result in rising property values, which in turn will bring in more property tax revenue. A strengthened economy can also help alleviate problems with abandoned and vacant buildings.

### **Challenges**

While many byway supporters would be happy to see increased traffic from tourism, others might be opposed to this outcome. Increased traffic can disrupt the lives of local people. Travelers who are taking in the sights may hold up traffic by going slower than is normal for the road. This can be both annoying and hazardous. Finally, increased traffic can cause wear and tear on local roads and place increased demands on byway **RESOURCES**, requir-



Scenic byway designation may increase traffic along traditional small town main streets. Plan ahead to ensure that services are available for these travelers. Photo: Timothy Malone

## Environmental and Historic Preservation

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ing more frequent maintenance. Attractions which are environmentally sensitive may not be able to handle a large number of visitors. During the planning process, it is imperative that these realities be squarely confronted.

## Environmental and Historic Preservation

The **CORRIDOR MANAGEMENT PLAN** can be a valuable tool for achieving environmental conservation and historic preservation. Travelers want to visit special places—places that possess special environmental and historic qualities. It is therefore critical to the success of a scenic byway that such distinctive historic and environmental qualities be preserved to the greatest extent possible. Toward that end, those individuals and groups involved in preparing the CMP should try to anticipate development pressures and land use changes that could impact the byway in the future, and negatively impact environmental and historic **RESOURCES** that make the **CORRIDOR** so special.

Byway groups must devise a plan for dealing with ongoing development while preserving valued resources. The tools and strategies devised during this planning process can help preserve a byway's resources for future generations to enjoy. However, like everything else, successful implementation of a preservation plan requires that stakeholders play a central role in determining the **VISION**, **GOALS**, and objectives of the CMP.

### **Challenges**

Commonly, **COMMUNITY** members along proposed byways fear that preservation **GOALS** will translate into new restrictions on growth. Nothing in the enabling **LEGISLATION** for either the state or national scenic byway pro-

grams requires that such restrictions be enacted, although local governments do retain the right to adopt growth controls. As with everything in these programs, the decision to do so is entirely a local one. Scenic byway designation does not overrule home rule authority. In fact, for the designation process to proceed, the support of municipal officials must be obtained. Each municipality remains free to make its own decision regarding land use controls. Any growth controls recommended by a **CORRIDOR MANAGEMENT PLAN** would need to be specifically adopted by municipalities along the byway.

Nevertheless, the perception frequently persists, among both opponents and proponents of byway designation, that new growth controls will automatically result. Representatives we spoke with reported that opponents of designation often cited this as their primary concern. Countering this perception requires that leaders calmly and clearly explain that nothing about this process implies growth controls. Many byway CMPs contain explicit

### ***A Regional Approach***

Following the completion of the Shawangunk Mountains Scenic Byway Corridor Management Plan, the **Steering Committee** embarked on an open space preservation campaign. Using the scenic byway organizational structure, they created a region wide toolkit, called *The Open Space Plan* that could be used by local leaders to preserve the striking scenic qualities which the 11 municipalities had joined together to protect. Respecting home rule authority, the Open Space Plan first considered the efforts of each municipality. Opportunities to expand upon these efforts through regional action were then explored. Areas of common concern were highlighted and strategies for working cooperatively were discussed. Final decisions regarding the use of the tools were left up to the individual municipalities, but by highlighting the regional nature of the issues, they hoped to encourage a cooperative approach.



## Enhanced Quality of Life and Community Identity

### *Working Through Existing Organizations*

Lakes to Locks Passage, Inc. is focused on working with **not-for-profit** organizations along the byway to preserve important historic and scenic **resources**. To that end they held a seminar designed to strengthen these organizations and help them plan for the future. Sponsored by the Institute of Museum and Library Studies, the Heritage Centers Sustainability Program offers training aimed at improving the management and operation of heritage centers throughout the byway region. By helping to improve the viability of these organizations which act as stewards of byway resources, they are helping to ensure that these resources are preserved for the future.

declarations that growth controls will not be used, and that preservation/conservation will only be pursued through incentives. On the other side, preservation focused groups frequently believe that they can use designation to fight future developments. It is equally important to confront this perception. In short, all parties need to work towards forging a consensus on the **GOALS** of the byway, and the tools that will be used to achieve those goals. This requires that decision making and planning be transparent with as many stakeholders participating as possible.

## Enhanced Quality of Life and Community Identity

Preserving historic, cultural, and scenic **RESOURCES**, while bringing about increased tourist activity, can improve the quality of life in an area. As one byway representative we spoke to explained, “the best way to preserve our area is to make it a great place to live.” More

jobs, a better environment, enhanced scenic beauty, strengthened cultural institutions, and a deeper connection to a region’s history and landscape are all potential results of the process.

The enhanced quality of life that may result from projects implemented under this program can also help to strengthen **COMMUNITY** identity. During the planning process your community will identify common **THEMES** and resources. A side benefit of this process is often an increased appreciation of the unique identity and sense of place of a region. Indeed, the common themes identified and agreed upon through this process can provide the foundation for forging a new and much more positive community image.

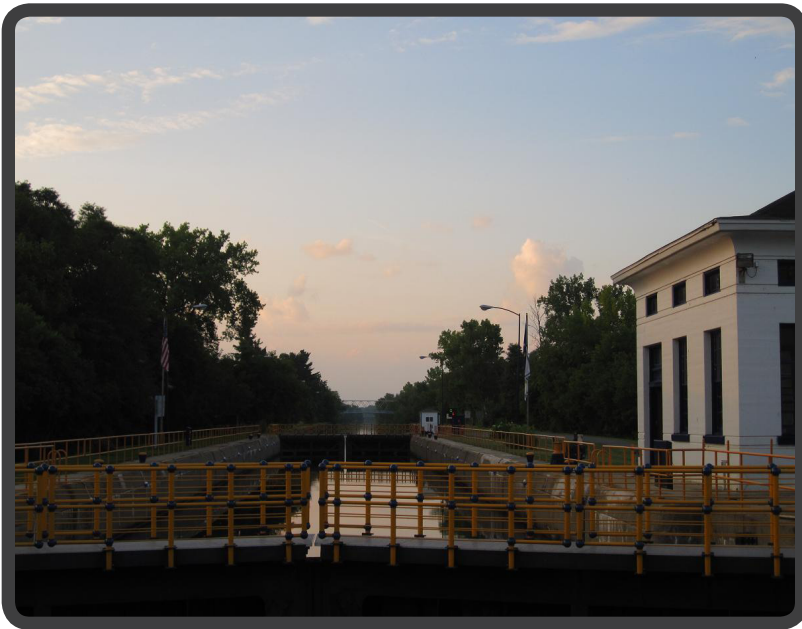
Studies of residents along scenic byways have shown that they strongly support efforts to promote their local heritage. In one study, by Antonia Besculides, Martha E. Lee, and Peter J. McCormick (Residents’ perceptions of the cultural benefits of tourism, published in the *Annals of Tourism Research* 29, no. 2 (April 2002)), residents identified benefits such as learning about their culture, sharing it with others, and preserving it. Furthermore, although other research has

### *A Distinct Identity*

The Shawangunk Mountains Scenic Byway surrounds mountains which are part of the Appalachian Mountain Range. Despite being part of the Appalachians, most people mistakenly consider it to be part of the Catskill Mountain region. A key goal of the Shawangunk Mountains Scenic Byway planning effort was to establish a strong regional identity within New York State.

This regional identity has begun to emerge. Representatives of the byway report that residents increasingly think of themselves as members of a distinct region. Local officials, who work together on the byway **Steering Committee**, are also increasingly in tune with each other’s concerns and developments. Subsequent to the completion of the corridor management plan, another regional planning effort was initiated to identify cooperative methods of preserving regional resources. The planning process brought people together to think regionally, which has continued long after the process of byway designation and **CMP** preparation was completed.

# Case Study: Lakes to Locks Passage



A lock on the Lakes to Locks Passage. Photo: Megan Loveday.

## Planning Process:

- Multiple Byways: Comes from the merger of the Champlain Trail Adirondack Touring Route and the proposed Champlain Canal byway.
- Regional Process: Each of the six counties created their own plan, which then fed into a regional, byway-wide, plan. This process allowed for local control specific actions that fit into the wider vision.
- Currently Being Amended: They are currently in the process of adding another segment, the Lake George Loop, which will encircle scenic Lake George.

## **Characteristics**

**Length:** 234 miles

### **Designations:**

New York State Scenic Byway (2002)

All American Road (2002)

**Byway Origin:** Grandfathered in (Adirondack Touring Route)

### **Major Themes:**

Historic and Recreational

## **Learn More!**

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## Organizational Structure:

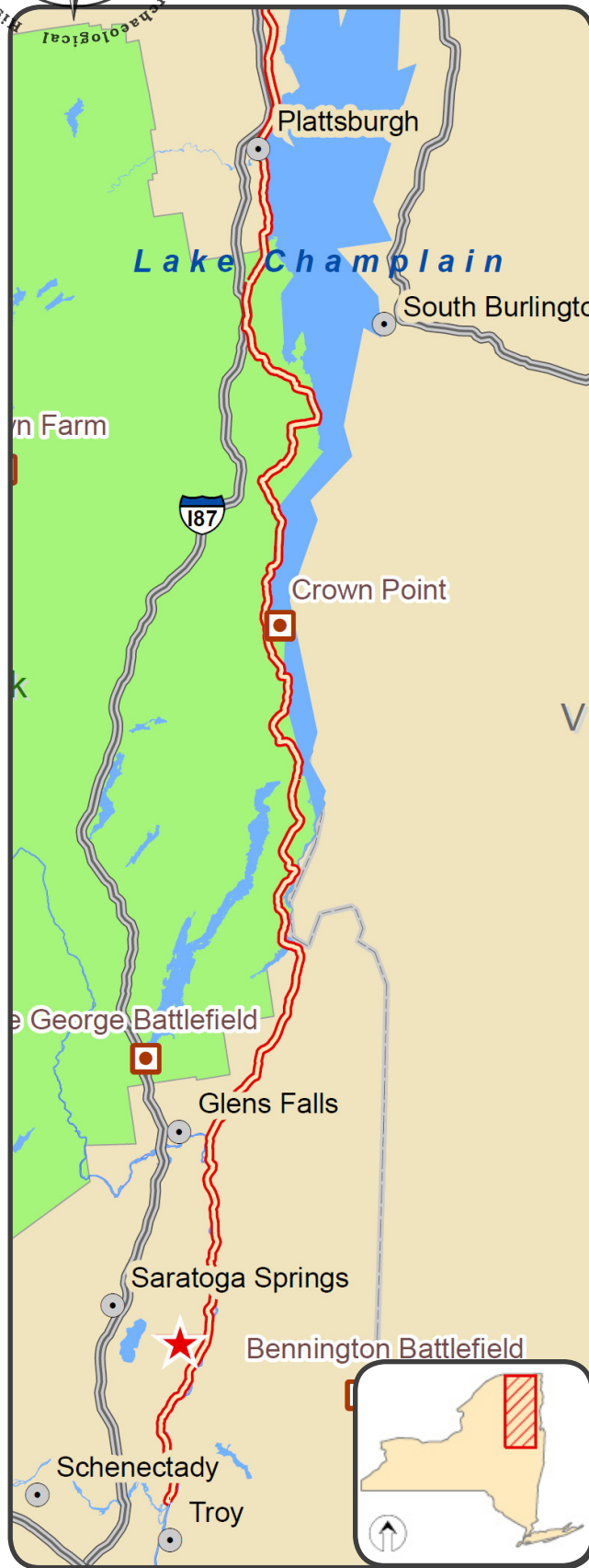
- Each county manages their own segment of the byway, choosing projects to implement and areas to highlight.
- Regionally, Lakes to Locks Passage, Inc. provides technical, marketing, and other support services.
- Cross marketed through a 2005 memorandum of understanding with the CRE Montérégie Est in Quebec.

## Keys to Success

- Local control with a regional vision: maintaining such a long byway is a daunting task. By breaking up management among the various counties, the task was eased. It also made it clear to participants that local priorities would be pursued.
- Focus on training and assisting local organizations: instead of attempting to purchase properties, or setup their own visitor's centers, LTLP relies on existing organizations. They provide them byway related materials and offer them assistance and training.
- Implemented "quick success" projects during the planning process: each county identified small projects that could be quickly implemented while the planning process was still proceeding. This allowed them to maintain momentum and demonstrate what the byway could provide.



# Case Study: Lakes to Locks Passage



## ***Countering Growth Control Fears***

A large and diverse region like that of the Lakes to Locks Passage is bound to have growth control opponents. This issue sprang up early and was often difficult to deal with. In order to prevent the planning process from being derailed, byway leaders made a number of commitments that helped smooth the way.

The first commitment was to emphasize only those sites that were publicly owned or owned by not-for profits. No privately owned land was included in byway inventories, unless the owner explicitly requested it. Not only did this help ease concerns, but it was also consistent with a requirement for National Scenic Byways grant proposals that improvement grants not be used for privately owned facilities.

Another key commitment byway planners made was to not recommend region wide growth controls or preservation strategies. During the planning process, each county formed their own Local Action Committee, and it was these groups that determined what sort of preservation and stewardship policies would be pursued. If a county's residents wanted to use growth controls, they were free to do so, but the larger byway committee had nothing to do with it. Lakes to Locks Passage Incorporated, the not-for-profit in charge of the byway, helped local governments explore these sorts of strategies, but it was up to each municipality to determine whether or not to implement them.

## Potential for Inter-Municipal Cooperation

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indicated that increased tourism can change local culture, most residents felt that the benefits of sharing their culture outweighed any negative impacts.

## Potential for Inter-municipal cooperation

In general you will need to obtain the support of local leaders (include resolutions of support from local governing bodies) to satisfy the requirements of the scenic byways program, but this requirement should be viewed as an opportunity to get municipal leaders working together. Some byways are contained within a single town, or a single county, and occasionally within a single municipality. However, more often than not, the qualities that make a byway special extend beyond municipal boundaries. In this situation local leaders will need to cooperate with one another on both the planning and the implementation processes.

### *Increased cooperation*

When the Shawangunk Mountains Scenic Byway was getting underway, the organizers decided to start at the top when seeking municipal partners. One member had learned from his days in advertising that the best way to get things done was to work with decision makers. So, he contacted the chief elected officer of every municipality along the byway, and convinced all of them to join the **Steering Committee**.

With the leading officials from each municipality on board, a unique situation was created. No rules or ways of doing business were altered, but having all of these officials working together had a profound effect. The byway committee became a sort of regional forum. New ideas are being discussed, common problems are being shared, and solutions are being crafted. For example, using the same organizational structure as the one that created the byway, an open space planning process was conducted. Municipal leaders along the byway came together to explore solutions to a common issue: preserving open space. It remains to be seen what will come of this process, and the regional forum it came from, but byway leaders are already seeing a greater level of interaction.

Increased cooperation has a number of benefits for a region. The most obvious is that regional amenities, such as the views of mountains or a common cultural heritage, cannot be preserved by a single governmental unit. By coming together in a cooperative manner, regional goals can be achieved. Cooperation can also lead to a more complete experience for the traveling public. A byway that is short, and/or contained within just one village, may not offer as complete an experience as one that encompasses a broader range of experiences. Furthermore, **RESOURCES** that are important to the theme may not be located within a single municipality. If inter-municipal cooperation is not achieved, those resources may not be fully appreciated or protected.

Another benefit is that increased cooperation can spill over to other endeavors. The steering committee that is formed to manage a byway can become a forum in which regional stakeholders can discuss common issues and concerns. Participants may become more informed about issues and projects occurring outside of their immediate municipality. While this does not guarantee that projects will be approached regionally, it does increase the chances that they will be coordinated.

## **Further Resources**

### **Branding America's Byways by Sharon Hurt Davidson**

*Public Roads* Volume 64, Number 6 (May 2001): 26.

<http://www.fhwa.dot.gov/publications/publicroads/01mayjun/byways.cfm>

This article describes how the National Scenic Byways program developed the America's Byways brand and logo. It also describes why branding is so important to a marketing effort.

### **Attributes and Amenities of Minnesota's Highway System That Are Important to Tourists**

<http://conservancy.umn.edu/handle/912>

This report details the results of a study that examined 11 road segments in Minnesota. It lists the attributes that users of those segments found attractive.

### **A History and Overview of the Federal Outdoor Advertising Control Program**

<http://www.fhwa.dot.gov/REALESTATE/oacprog.htm>

This webpage provides a timeline of federal legislation regarding outdoor advertising. It includes basic information about each relevant law.

### **A Review of Impact Studies Related to Scenic Byway Designation**

By Lisa Petraglia, Glen Weisbrod, and Economic Development Research Group, Inc.

<http://www.edrgroup.com/pdf/sbyway-litrev-report.pdf>

This report reviews a number of studies that have looked at the economic impacts of scenic byways.

### **Importance of scenic byways in route choice: a survey of driving tourists in the United States**

By David W. Eby and Lisa J. Molnar

Published in: *Transportation Research Part A: Policy and Practice* 36, no. 2 (February 2002): 95-106.

### **Adirondack North Country Association Scenic Byways Marketing Analysis**

By Timothy Holmes and Susan Fuller

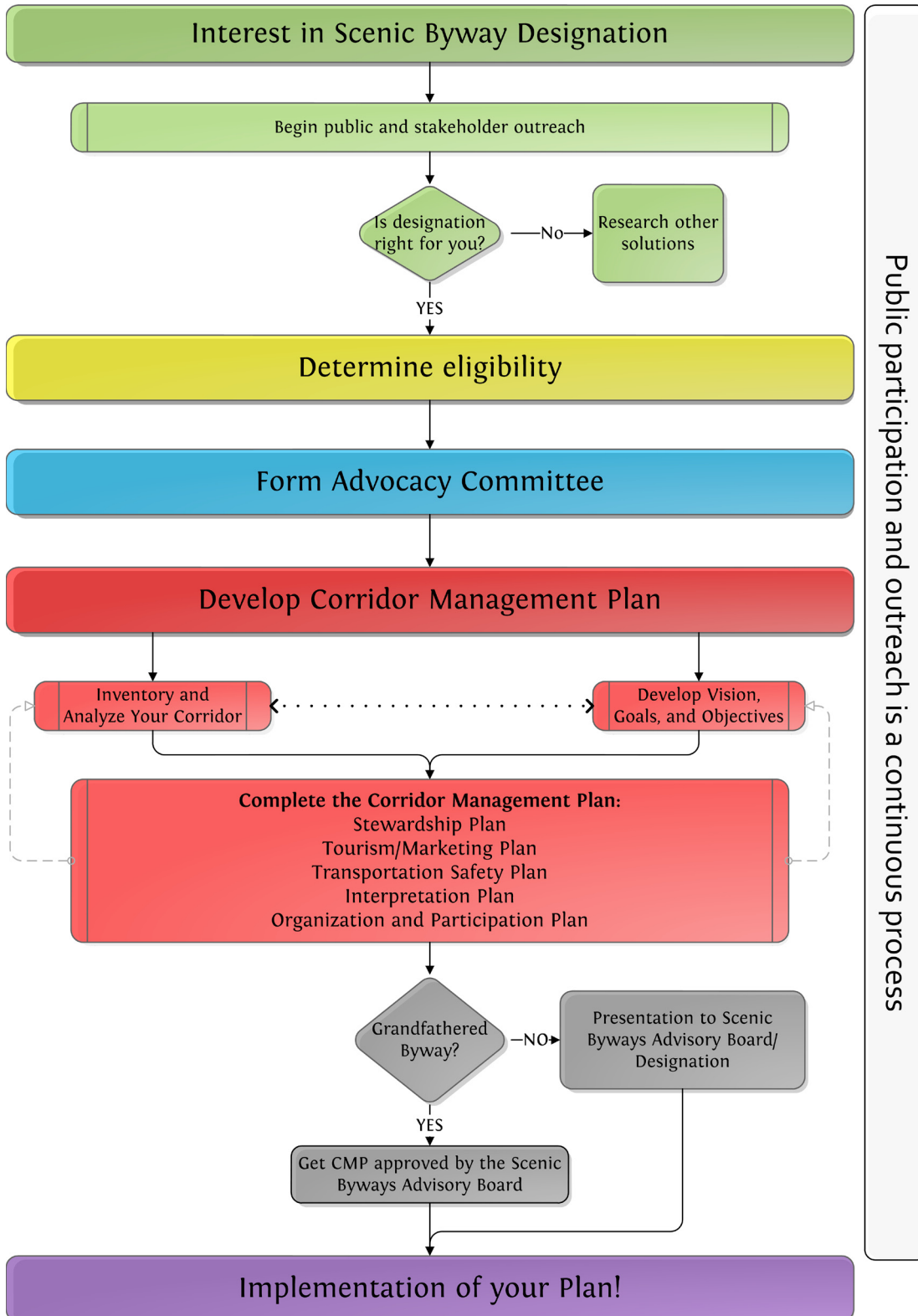
[http://adirondackscenicbyways.org/static/assets/ANCA\\_Byways\\_Market\\_Trend\\_Report.pdf](http://adirondackscenicbyways.org/static/assets/ANCA_Byways_Market_Trend_Report.pdf)

A report studying the market for scenic byways in the Adirondack Park. It discusses some of the features that are sought by tourists, areas where marketing efforts have fallen short, and makes recommendations for the future. This is an especially good resource for byways in the northern part of the state.

# The Scenic Byways Process



In the next few chapters, you will learn more about how to create a scenic byway, or create a corridor management plan for an existing one. The chart below provides an outline of the whole process.





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# Navigating the Requirements

**A**fter having weighed the benefits and challenges of pursuing byway designation, it is important to recognize that although both the New York State and National Scenic Byways programs are very flexible, there are a few requirements that you need to be aware of. In this chapter, you will find an introduction to these basic components needed to successfully complete an application for byway status including a brief summary of the **INTRINSIC QUALITIES**, **VISIONS** and **GOALS**, **RESOURCES INVENTORY MAPS**, state and national significance, and **THEMES**. Lastly, as a major requirement of byway designation, this chapter describes what needs to be met in order to complete a **CORRIDOR MANAGEMENT PLAN**. The process begins with finding your byway's starting point and then gathering necessary **PUBLIC PARTICIPATION** to get the process rolling. The **SCENIC BYWAY** designation process begins with an evaluation of your byway's current eligibility. There are things to consider before making any major decisions. First, your organization must decide whether it will be pursuing State or National designation. This is an important step because there are different requirements depending on which starting point you are beginning your designation process from. There are three potential starting points an organization may begin at.

- A. This organization has no prior designation and is now seeking State designation
- B. This organization has previously achieved a State designation and is now seeking national designation as either a National Scenic Byway or All American Road.
- C. This organization is working with a formerly designated Scenic Road.

At this point in the process you should decide which of these starting points your organization is at. Table 1 below describes the eligible options open to you based on your starting point.

## **Considerations for Grandfathered-in Byways**

Since former **SCENIC ROADS** have been grandfathered into the Scenic Byways program, there are special funding sources available to them. Under this special consideration, former Scenic Roads have available federal funding sources to use towards completing a **CORRIDOR MANAGEMENT PLAN**. Since funding sources can be an obstacle to overcome it is important to find out if you are a former **SCENIC ROAD** and to take advantage of the opportunity to complete a Corridor Management Plan with the additional access to funding sources. Located in the appendix is an alphabetical list of Scenic Roads as listed from the New York State Department of Transportation's website.

### ***Key Terms in this Chapter:***

Access  
All-American Road  
Assets  
Champion  
Community  
Corridor  
Corridor Management Plan  
Goals  
Intrinsic Qualities  
Legislation  
Public Participation  
Resolutions of Support  
Resources  
Resource Inventory Maps  
Scenic Byway  
Scenic Road  
Stakeholders  
Steering Committee  
Themes  
Vision Statement

## Navigating the Requirements

**Table 1. Different Starting Points**

Starting Point	Available Options
<b>A</b>	Should proceed with the New York State Requirements for State designation. No federal funding available at this stage for the required Corridor Management Plan. State required elements for the designation application must be met then submitted.
<b>B</b>	Should proceed with the National Requirements for designation. Federal funding for a Corridor Management Plan and additional work for the application is available. National and Federal Highway Administration required elements for the designation application must be met then submitted.
<b>C</b>	Grandfathered in as a byway (no need to reapply for a designation unless there are amendments). Federal funding is available for a Corridor Management Plan for the byway. You should contact the state scenic byways coordinator to help assess your status and see if you qualify for funding.

On the off chance that your road is not listed, you should double check and contact the Department of Transportation and inquire on the specific status of your road.

Once you have reviewed and evaluated where you are starting from you must then consider that there are specific requirements for national and state designation and follow them throughout the rest of the byway nomination process.

### **Public Participation**

As you navigate the requirements finding support through various **STAKEHOLDERS** and public participants will help keep you on track towards your **GOALS**. The flexibility of the byway process allows for creativity and originality in meeting the requirements and there are many people within the proposed byway's **COMMUNITY** that have interests and skills that might be beneficial in each stage. Below are listed the steps to gather strong understanding, cooperation, and communication between the byway organizers and the byway community.

1. Ensure local stakeholder control of the process
2. Build support for the project
3. Identify
  - a. **VISION**
  - b. **THEMES**
  - c. **GOALS**
  - d. Priorities
4. Role of volunteers
  - a. Data collection
  - b. Outreach
  - c. Implementation

### **New York State Requirements**

1. **RESOURCE INVENTORY**
  - a. Must include two maps:
    - i. Topographic
    - ii. Broad
2. Byway theme and narrative
  - a. There are 5 possible themes (or intrinsic qualities)
    - i. Scenic
    - ii. Recreational
    - iii. Cultural
    - iv. Historic (including archeology)
    - v. Natural
3. **CORRIDOR MANAGEMENT PLAN**
4. Off-site outdoor advertising restriction considerations

The New York State Scenic Byway requirements are largely adopted from the National designation requirements and although they are required the State emphasizes the importance of organizations to be creative in how they address them.

### **National Requirements**

1. Significantly demonstrate at least one **INTRINSIC QUALITY** (two for **ALL-AMERICAN ROADS**)
2. Regional or National significance
  - a. Must be safe and **ACCESSIBLE**.
  - b. Gain **COMMUNITY** and government approval.
3. Already have State designation
4. Corridor Management Plan
  - a. Following the 14 point plan for the National Scenic Byway designation.
  - b. Following the 17 point plan for the All American Road designation.

## Basic Requirements of the Process

There will be many ways to complete the tasks and organizations should use the flexibility to their advantage by working and playing off of their strengths. The following headings will go into further depth on each of the requirements to provide a more comprehensive understanding of what is being asked of organizations as well as to provide case studies to emphasize how other byways have completed tasks.

### **Vision and Goals**

To orient yourself during the byway process it is helpful to establish a preliminary statement and set of **GOALS** for the organization and byway with your local **STAKEHOLDERS**. Later problems or confusion can be avoided when

## The Basic Requirements of the Process

there are some guidelines and **VISIONS** set down early on in the process so that every participant can steer towards the same goals. Your vision statement is an expression of how you want the byway to be viewed in the future. Ask yourself if there need to be physical changes to the byway or are you looking to preserve its **ASSETS**. Maybe you'd like to see an increase in tourism to the area or maybe you would like to simply provide more information and **ACCESS** to those whom already visit. Adding economic growth and value to the area may be of concern and therefore you may want to focus your vision and goals on how to utilize the **SCENIC BYWAY** program to do so. Your **VISION STATEMENT** should address these issues and help guide future decisions on the byway so it should be a step in the process that is given much time and thought.

### ***More than just a road***

A scenic byway encompasses more than just the road itself, but also the **corridor** that surrounds it. How wide that corridor is will be determined by you as you inventory the resources along your byway.

With a vision statement in place a set of goals should be developed. The goals should only range between 3 and 5 points and complement the vision presented in the statement. Too many goals can potentially create too much to do. Be sure to also keep in mind that your goals should be clear and guided toward what you want to achieve overall and the ways you want to get there.

### **Intrinsic Qualities**

To be designated a National Scenic Byway a road must possess characteristics of regional significance within at least one of the following **INTRINSIC QUALITIES**. **ALL-AMERICAN ROADS** must possess characteristics of national significance in at least two of the following intrinsic qualities. A brief introduction of each is presented here as an overview. A complete discussion of the six intrinsic qualities can be found in the *Developing a Corridor Management Plan* chapter of this guide. The intrinsic qualities are defined by the National Scenic Byways program as follows:

#### **Scenic**

Scenic Quality is the heightened visual experience derived from the view of natural and manmade elements of the visual environment of the scenic byway **CORRIDOR**. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. All elements of the landscape—landform, water, vegetation, and manmade development—contribute to the quality of the corridor's visual environment. Everything present is in harmony and shares in the **INTRINSIC QUALITIES**.

#### **Natural**

Natural Quality applies to those features in the visual environment that are in a relatively undisturbed state. These features predate the arrival of human populations and may include geological formations, fossils, landform, water bodies, vegetation, and wildlife. There may be evidence of human activity, but the natural features reveal minimal disturbances.

### **Recreational**

Recreational Quality involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the **CORRIDOR**'s landscape. The recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited to, downhill skiing, rafting, boating, fishing, and hiking. Driving the road itself may qualify as a pleasurable recreational experience. The recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be well recognized.

### **Historic**

Historic Quality encompasses legacies of the past that are distinctly associated with physical elements of the landscape, whether natural or manmade, that are of such historic significance that they educate the viewer and stir an appreciation for the past. The historic elements reflect the actions of people and may include buildings, settlement patterns, and other examples of human activity. Historic features can be inventoried, mapped, and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling, and association.

### **Archaeological**

Archaeological Quality involves those characteristics of the scenic byway's **CORRIDOR** that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The **SCENIC BYWAY** corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

### **Cultural**

Cultural Quality is evidence and expressions of the customs or traditions of a distinct group of people. Cultural features including, but not limited to, crafts, music, dance, rituals, festivals, speech, food, special events, vernacular architecture, etc., are currently practiced. The cultural qualities of the **CORRIDOR** could highlight one or more significant communities and/or ethnic traditions.

### **Resource Map of Intrinsic Qualities**

As required by New York State for designation, there must be two maps of the byway included in the application. One map must be a topographic map(s) (United States Geological Survey maps) at a scale of 1:24,000. This map will be able to demonstrate the significant **RESOURCES**, towns, waterways, trails and an index of photographs that will be included in the nomination package. The second map is broader like those published by the New York State Department of Transportation at a scale of 1:250,000 that will show the byway's connections with other transportation routes and locations of other nearby byways. Your maps should identify the byway's resources identified in the **RESOURCE INVENTORY**. Examples of maps completed by already designated byways are available on the associated DVD and website with this guide.

### **Realizing National Significance**

History defines the Mohawk Towpath in geographic location along the Mohawk River and original Erie Canal, as well as historic, architectural and cultural resources found along the multiple municipalities along the corridor. To capture the unique essence of the corridor's history, byway organizers decided that getting a **scenic byway** designation was a perfect fit. Multiple Historians were asked to help gather the needed data on the area along the corridor. The byway organization's sites did not end there, however. A long time **champion** in the process since 1998 combined efforts with a previous byway organizer and was able to demonstrate that the historic significance found along the Mohawk Towpath was not only significant within New York State but significant nationally. The Erie Canal was a key waterway in the history of the United States as well as demonstrated the unique architecture and culture that grew up in the towns along that corridor.

By concentrating on a single **theme**, the Mohawk Towpath was able to tailor their **vision** and **goals** towards both State and National designations, successfully demonstrating its significance. As the byway's original pioneer oversaw each section's work, the byway's new champion could focus on public participation and the historians continued to supply excellent information. From their combined efforts, the byway was ultimately able to use the extensive work done for State designation and apply it to the National designation, building upon the byway's already existing historical significance to gain the National Scenic Byway designation in September 2005. The byway represented a special piece of history and place of recreation to those who worked on the project throughout both designation processes and now is dually recognized for its high significance, enriching all who come to visit it.

### **State and National Significance**

As you begin compiling information and data on your byway's **INTRINSIC QUALITIES** and asset maps, you must also begin thinking about the significance of your proposed byway and its place state-wide or nationally. The level you choose to look at your byway will be based on where you are starting from. Those who are looking to establish a new byway will be thinking about the importance on a state level while those who have been previously designated by the state will be thinking about how their byway fits into the nation. It is also possible that new byways are looking for state designation with the intent to further seek designation at a later time as a national byway. In any of these cases, an organization should start evaluating the **ASSETS** and **RESOURCES** their byway has and find what makes it unique.

### **Themes**

The theme and accompanying narrative for your byway is a crucial step in the byway nomination process. Once you've recognized your

state or national significance and gathered data on what lies within your byway, the next step is to think about how all of its **ASSETS** work together and under what theme could they be expressed. When thinking about this it can be helpful to review the **INTRINSIC QUALITIES** categories and see where your **ASSETS** lie within them. You may decide to focus on a historical aspect of the area by connecting it to a waterway, time period, architectural style, war/battle, etc. Take advantage of the flexibility of the byway program and don't be afraid to be creative.

Determining a theme can depend on many factors but it is important to come up with a connecting idea that is unique to your byway and significant state-wide and/or nationally. The key questions during this step: *what makes our byway special and how can we express it in a unifying way?*

## Corridor Management Plan Requirements

For organizations or groups that would like to pursue designation as a State Scenic Byway, New York requires that a **CORRIDOR MANAGEMENT PLAN (CMP)** be conducted. A CMP is defined by the Federal Highway Administra-

tion as “a written plan developed by the communities along a **SCENIC BYWAY** that outlines how to protect and enhance the byway’s **INTRINSIC QUALITIES** and character that define their byway corridor.” By preparing a CMP many potential pitfalls and questions can be addressed before they arise later in the process. Through broad **PUBLIC PARTICIPATION**, strong partnerships and enthusiastic, **CHAMPIONS**, the byway process can be rewarding. A strong and organized leader can help mitigate and sometimes avoid potential pitfalls and plays a key role in maintaining momentum and forging the path for success.

There are two sets of requirements for a CMP based on the level of recognition you are looking to obtain, either State or National. Below describes the requirements listed for both of options. If looking for further details into each required piece they can be found in the *Developing a Corridor Management Plan* chapter.

### *Tales of a Waterway*

Running for 518 miles The Great Lakes Seaway Trail crosses over county and state borders. Because of the extensive length and number of communities along the Great Lakes Seaway Trail, it was especially important for the byway’s President to find a cohesive theme that connected all segments. She decided to focus on the unique landscape and historical significance found along the byway. After doing an inventory of the assets along the byway corridor, a connecting thread emerged as waterway travel, sports, and infrastructure as well as historically significant sites. 29 lighthouses, War of 1812 locations, farm and nature sites, harbors, bridges and ferries follow the length of byway. Creating a theme allowed organizers to create a unique identity for the Seaway Trail and opened up avenues for marketing, too.

### **New York State Designation: New York State Requirements**

1. **VISION** and **GOALS** statement
2. **PUBLIC PARTICIPATION** plan
3. Stewardship plan
4. Tourism plan
5. Marketing and promotion plan
6. **RESOURCE** interpretation plan
7. Assessment of available financial resources
8. Details of **ACTORS** involved in support and implementation
  - a. Including letters and **RESOLUTIONS OF SUPPORT**
9. Assessment of and plan for addressing transportation safety
10. Consideration of off-site outdoor advertising laws
  - a. Resolutions of Support and awareness from local government partners of national restrictions on outdoor advertising along scenic byways
  - b. A documented understanding that the designation of State and National Scenic Byways includes a federal prohibition on new off-premise signs
  - c. Sign inventory

## Corridor Management Plan Requirements

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### **National Designation: Federal Highway Administration Requirements**

For those byways that have already gone through the State designation process, you may apply for national designation. If this is the case, the Federal Highway Administration lists 14 components that must be in any CMP included in a byway's application for national recognition. They are as follows:

1. A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.
2. An assessment of such intrinsic qualities and of their context.
3. A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary, with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic byways should, however, be maintained with particularly high standards, not only for travelers' safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness.
4. A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.
5. A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives.
6. A plan to assure on-going public participation in the implementation of corridor management objectives.
7. A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.
8. A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.
9. A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.
10. A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.
11. A signage plan that demonstrates how the State will insure and make the number and placement of signs more supportive of the visitor experience.
12. A narrative describing how the National Scenic Byway will be positioned for marketing.
13. A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect on the intrinsic qualities of the byway corridor.
14. A description of plans to interpret the significant resources of the scenic byway.



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## **All American Road Designation**

The All American Road designation falls under the category of National Designation. In addition to the 14 points listed as requirements by the Federal Highway Administration, applicants must include these three elements:

1. A narrative on how the All American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.
2. A plan to encourage the accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourists necessities will be adequate for the number of visitors induced by the byway's designation as an All American Road.
3. A plan for addressing multi-lingual information needs. Further, there must be a demonstration of the extent to which enforcement mechanisms are being implemented in accordance with the **CORRIDOR MANAGEMENT PLAN**.

An important note is that an unsuccessful AAR application will automatically be considered for NSB designation without the applicant needing to resubmit.

## Becoming Designated

### **Resolutions of Support and Public Participation**

For the byway to succeed, local residents, business owners and officials must understand and support the designation. Within your nomination package there needs to be documentation of agreements between multiple parties, partners, as well as officials at all levels of government that act as **STAKEHOLDERS** to the byway's nomination. Byway designation has the potential to have multiple affects on an area and to make sure that everyone involved or affected by it signs on in agreement. **RESOLUTIONS OF SUPPORT**, passed by each locality's governing body, should be included within your **CORRIDOR MANAGEMENT PLAN (CMP)**. The resolutions obtained from the various local governments with jurisdiction along the controlled roadways should indicate their willingness to participate and confirm that they will not issue building permits or any other permits or other permission to construct new outdoor advertising signs along designated **SCENIC BYWAYS**. You may also wish to include letters from local organizations, such as **NOT-FOR-PROFIT** organizations and chambers of commerce.

In addition there must be evidence of opportunities for **PUBLIC PARTICIPATION**. This usually involves public meetings, where both supporters and opponents of the byway can voice their opinions. The collective support you gather from the **COMMUNITY** will help make new and tighter connections between exiting organizations, businesses, stakeholders and residents as well as making sure everyone is aware of the efforts and potential changes. Although cooperative agreements and public participation are both required, it will be up to you in what balance they happen in. Confirmation that public participation has taken place and will continue in the future will be documented in your CMP.

# Case Study: The Shawangunk Mountains Scenic Byway



## Characteristics

**Length:** 82 miles

**Designations:**

New York State Scenic Byway (2006)

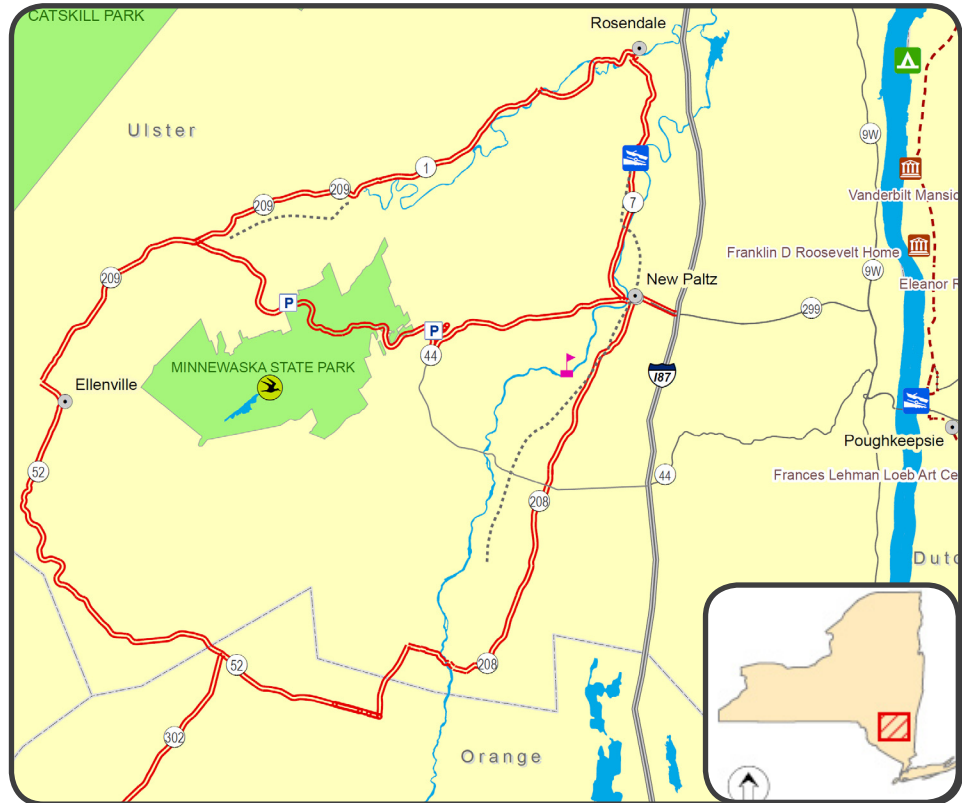
**Byway Origin:** New Byway

**Major Themes:**

Scenic and Recreational

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## Keys to Success

- Maintained local municipal control: control over the future of the byway rests entirely with local municipalities; this was key to getting support from local officials.
- Created a regional forum: by bringing the chief elected official from each municipality to the table, common regional concerns could be identified and addressed.
- Focus on a unifying feature: by focusing on a prominent common feature (the Shawangunk Ridge), organizers ensured that all participants had a common stake in the planning process.
- Enthusiastic citizen planners: an initial effort led by a local non-profit were unsuccessful. It wasn't until a dedicated resident passionately pursued the project, that the plan could be completed.

## Planning Process:

- The Mohonk Preserve, a local preservation organization, begins the project in 1997.
- Eventually picked up by a local citizen, who spearheaded the effort.
- In 2000, a steering committee, composed of the chief elected official from each municipality along the proposed route, is formed.
- Planning led by a local citizen, who wrote sections of the CMP, then consulted with the steering committee.

## Organizational Structure:

- Managed by the 11 municipalities that the byway travels through.
- In all but one municipality, the representatives are the chief elected officials.



# Case Study: The Shawangunk Mountains Scenic Byway

## *Input from Residents and Leaders*

One way that byways can get support for the nomination process is by actively involving **stakeholders** and municipalities in decision making. For the Shawangunk Scenic Byway, their source of power was a **champion** leader who took the initiative to approach and gain comments and support from municipalities, organizations, and the public. In his first meetings with the municipality supervisors they expressed concerns that the byway might interfere with the autonomy and land use decisions, particularly in the town of Gardiner as they had a scenic recreational river and any development had to be approved by the state. To dispel such fears, the champion was more than willing to make presentations to each municipality and **community** to explain the byway process. A **Steering Committee** of just municipalities was created putting the champion in charge of the **Corridor Management Plan** work and gave them the position of Project Manager. To keep projects running smoothly the now Project Manager worked on ideas and presented them to the Committee for review. They were able to discuss what they liked, what they disliked, and share ideas. Gaining the support from the municipalities was successful because of a champion's push to get the word out to them, as well as their communities on all aspects of the project at various stages.

Presentations to municipalities, organizations and communities helped gather information and gave organizers a chance to answer the concerns of residents. Questions that arose involved land use and property decisions, tourism, and traffic. After hearing the concerns over increased tourism it was clear that the tourism aspect of the plan should be toned down. To address this, the Committee decided rather than to increase tourism they would attend to the tourists who already frequent the byway and help them spend their money within the communities of the byway. When parking lots were full of tourists, the byway would have brochures for ideas of other things to do in the area rather than have them leave. Residents' input helped the byway conceptualize the concept to disperse tourism rather than increase it.



The road to the Mohonk Preserve visitor's center on the Shawangunk Mountains Scenic Byway. Photo: Timothy Malone

## Becoming Designated

### **Scenic Byways Advisory Board Approval**

Once you have met all of the requirements for nomination and completed your nomination package, you will submit your work to the Scenic Byway Advisory Board for a preliminary review. A date is set so that a representative(s) from your organization can present your byway nomination to the Board. Former scenic roads do not need to make a formal presentation of their CMP, but they do need to obtain approval.

After submission of the nomination package, the Advisory Board will review it and decide whether or not to recommend the nominated byway for designation to the Commissioner of the Department of Transportation. Keep in mind that there is no time guarantee on how long it may take to review the nomination package and set up the presentation date. If recommended, the sponsor of the byway will be notified and the Department of Transportation will follow through with actions to formally establish the designation. In the case it is not recommended for designation, written comments would be sent to the sponsor.

### **Advisory Board Review**


Prior to the final presentation the New York State Scenic Byways Advisory Board welcomes groups preparing a nomination for a review. Often this preliminary step has shown to be valuable in offering assistance and advice in the nomination process, the byways program, and the byway nominee's final presentation. Although this step is optional it is a very productive and proactive way to ensure that things go smoothly and your byway is accepted at the final Advisory Board Review.

### **Legislative Process for Approval**

Once the Scenic Byway Advisory Board approves your application for byway designation, the Secretary of Transportation, along with the FHWA, will proceed to contact the State Legislature requesting that it enact **LEGISLATION** declaring the recommended byway as an official **SCENIC BYWAY**. After gaining approval in the State Legislature, the legislation moves to the desk of the Governor, who must sign the legislation for the byway designation to become official. Again, it may take an unpredictable amount of time before official approval is achieved, but do not let this discourage you. Notification will be sent to the sponsor of the byway when designation is officially approved and added into legislation.

### ***Support From Local Organizations***

Gathering input from elected officials and residents was a big part of the work the Mohawk Towpath did while preparing their nomination package. The Towpath's **champion** leader on the project decided to get creative and join a rotary club to increase the byways exposure. Their decision paid off quickly as they turned to the rotary for help and were able to learn how to run a non for profit as well as gaining exposure to businesses, professionals in the **community** and internationally. Help with accounting and financial organization processes was given and the Towpath leadership gained planning experience as the club went through an annual planning process where they look at their **visions** and a handful of objectives, and decide what's important to do for the next year. The best break of luck from this organization was meeting and listening to a well respected leader in planning process technique. At the byway conference in Denver, the Mohawk Towpath was asked to kick-off the session because of the highly successful techniques they had learned from an experienced professional.

**Further Resources****The included GIS data DVD and accompanying website**  

<http://www.buildingyourscenicbyway.com>

The DVD and website included with this guide contain a number of valuable resources, including relevant legislation and links to important websites.

**National Scenic Byways: Interim Policy**  

The legislation that established the National Scenic Byways program left out details regarding implementation. The Interim Policy fills in that gap. It describes the designation process, defines the six intrinsic qualities, and lists the requirements of a corridor management plan.

**New York State Scenic Roads Program**  

We compiled a number of documents related to the former Scenic Roads program, including: a list of designated roads, the memorandum which describes designation procedures, and an overview of the program's history.

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# Developing a Corridor Management Plan

The final written document from your planning process will be your **CORRIDOR MANAGEMENT PLAN (CMP)**. The CMP serves the two major goals of the program: recognition of excellent scenic **CORRIDORS** and the preservation of the corridor's unique characteristics. This document articulates the purpose behind your planning effort, documents the **INTRINSIC QUALITIES** of your byway, and lays out your strategy for achieving that purpose and managing those qualities. Your CMP serves as a roadmap for implementing projects that will build upon the intrinsic qualities found within your corridor so that they may be improved and preserved.

Preparing a CMP is not a strictly linear, one-size-fits-all process. The order in which you perform these tasks is up to you and the order of tasks will often be affected by the **RESOURCES** you have available at any given time. Certain information is helpful to have before embarking on some of these tasks, but rarely is it essential. The most important thing is to proceed through the process in the manner that you and your organization are comfortable with.

## Getting Organized and Finding Your Purpose

Forming partnerships with other organizations should facilitate the process of developing a CMP. Government agencies, municipal or county governments, **NOT-FOR-PROFITS**, and ordinary citizens can provide expertise, human capital, and enthusiasm. All of these will be needed to complete the work. Reach out to as many **STAKEHOLDERS** as possible within, and around, your **COMMUNITY**. Not only will this build a broader base of support, but the individuals and groups you being to create relationships with may hold key skills, **RESOURCES**, and insights that could prove extremely valuable.

### **Whom to Partner With?**

Most of the partnerships you will form will fall into two categories: 1) those who bring new skills to the table; 2) those who have land, business, or jurisdictional interests in your study area. Often times, these will overlap. Skill-based partnerships can be formed with local tourism bureaus, business associations, and chambers of commerce, who can assist with promotional efforts. Other good candidates are local universities and colleges, businesses along the byway, local governments, preservation-minded organizations, and heritage centers (historic sites and cultural centers).

### ***Key Terms in this Chapter:***

Access  
All-American Road  
Assets  
Byway Committee  
Community  
Corridor  
Corridor Management Plan  
Goals  
Intrinsic Qualities  
Legislation  
Local Action Committee  
Not-for-Profit  
Public Participation  
Resources  
Resource Inventory  
Scenic Byway  
Scenic Road  
Stakeholders  
Steering Committee  
Themes  
Vision Statement

## Getting Organized and Finding Your Purpose

Reach out as well to government agencies with responsibilities pertaining to land along your proposed byway, as well as private land owners. These might include: the U.S. Forest Service and Bureau of Land Management; the National Park Service; and the New York State Department of Environmental Conservation. Land owners may be individuals, corporations, **NOT-FOR-PROFIT** preservation/conservation organizations, public agencies, or local governments. Conduct an inventory of land ownership along the **CORRIDOR** and make sure these **STAKEHOLDERS** feel welcome to participate in any way they can.

### **Consultants**

Another option, if you have sufficient money, is to engage a professional consulting firm. Professional consultants bring a level of expertise to the process that is typically not present when relying solely on volunteers. Using consultants who have gone through the process before can help things run more smoothly. They know how to obtain public input, they have a better idea of what the CMP should consist of and look like, and in many cases they have worked previously with the government agencies that will be involved in reviewing your application. They also may serve as a neutral third party, which can be advantageous in certain situations if disagreements arise that threaten to impede progress.

Consultants can be used to prepare specific elements of a CMP. For example, creating professional looking maps may be beyond the skill set of your volunteers. In this case, a consultant with experience using **GEOGRAPHIC INFORMATION SYSTEMS** could be brought in to assist with this effort. An architect might be needed to design certain buildings you plan to construct or rehabilitate, and/or a landscape architect might be needed to design landscape improvements and/or trails. Last but not least, an engineering firm might need to be brought in to provide advice on possible roadway improvement projects. If you choose not to use consultants during your planning process, you can always bring them in later on when it is time to actually implement projects.

### **Finding Your Purpose**

Once your group is formed and contacts have been made with local **STAKEHOLDERS**, you should begin to craft a **VISION STATEMENT**. A vision statement should be an expression of what people would like to see happen along the byway in the future. The vision statement also provides the basis for

#### ***The Value of Consultants***

The Mountain Cloves Scenic Byway used both volunteers and consultants. Their consultant had extensive experience with corridor planning and was able to help them navigate the process. He used a focus group technique to probe areas of interest and invite people to contribute personal accounts and recollections that provided the basis for developing a series of stories and case studies about the byway. After the focus groups, the consultant wrote up the stories and case studies in draft form based on the input he received, and then presented them to the group. After they provided him with their comments, he integrated them into a second draft. Having an experienced planner on board allowed committee members to concentrate on the areas they were most passionate about. The consultant planner relied on volunteers and committee members for support and to provide input, and then synthesize everybody's ideas and contributions into a final document.

The **byway committee** could have done the work themselves, but having a consultant brought a number of advantages. Committee members could focus on big picture issues—like what their overall **vision** for the byway should be, and what were appropriate strategies to achieve that vision. The consultant, on the other hand, dealt with synthesizing and writing, and ensuring that program requirements were met.



formulating your organization's **GOALS** and objectives—which in turn need to address individual aspects of your vision.

The vision statement you create at this point may evolve and change during the planning process as new information comes to light. The initial vision statement establishes the purpose of the planning effort and keeps participants focused on achieving the same end state. As you develop the **THEMES** and storylines that will be used to promote your byway, the desired end state may also change, so be prepared to revisit your vision statement as you proceed through the process.

As stated above, you need to formulate a few goals that elaborate on your vision statement. The New York State nomination guide recommends having three to five goals. The goals you specify are what the **CORRIDOR MANAGEMENT PLAN** will be attempting to achieve. For example, the vision for your **CORRIDOR** might be to create a regionally significant tourist draw, in which case an appropriate goal would be to increase the number of tourists coming to the byway. Strategies within your plan could work toward that goal by implementing an advertising campaign.

### **Creating a Vision and Goals Statement**

Although creating a **VISION STATEMENT** and setting **GOALS** can proceed in any of a number of ways, one way you might begin the process is by having your **STEERING COMMITTEE** or leadership group initially sketch out a very preliminary vision and goals statement. This can help provide a sense of the general direction where you are headed. Later on, when your **PUBLIC PARTICIPATION** effort is further along, it is important to involve a much broader spectrum of the public to gain input and buy-in from the people who will be most affected by the plan.

However you proceed, you will need to get people thinking about the future of the byway. Start by asking a series of questions designed to inspire people to think about their byway's ideal (but achievable) future state, as well as about future outcomes people want to avoid. Ask everyone to think about what they imagine the byway looking like in 15 years. What could it look like? How will it be used? What sort of support structures will need to be in place? At this point you shouldn't be considering how you will get to that point; just consider what that desired end state looks like. As the *Community Guide to Planning and Managing a Scenic Byway* says, you need to create a vision of where you're trying to go, "so you'll know, in the future, whether you've gotten there or not."

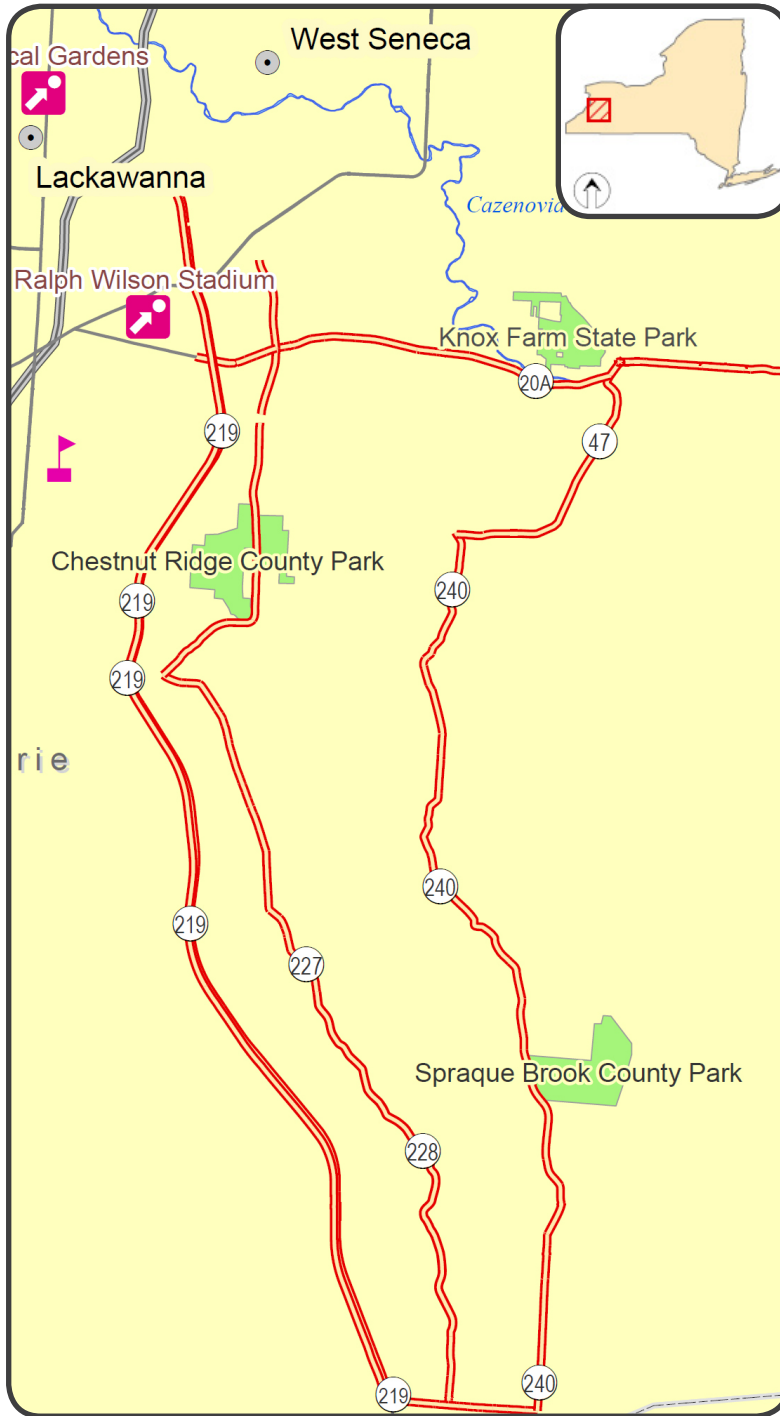
Goals can be created in the same way. Once the vision is established, think about how you can get to that desired state. What will need to change in order to establish that

### ***A Vision of Opportunity***

The Western New York Southtowns Scenic Byway created the following **vision statement**, found in their CMP:

*As one of New York State's best kept secrets, the Western New York Southtowns Scenic Byway seeks to better utilize the tremendous resources that the area has to offer. The vision is to create a mechanism for supporting knowledge, economy, and preservation of the local **community** and its many intrinsic qualities. Obtaining byway recognition will allow for the enhancement and marketing of the region's many attractions and events: thereby promoting tourism, fostering community pride, and providing opportunities for sustainable economic development.*

# Case Study: Western NY Southtowns Scenic Byway



## **Planning Process:**

- Initiated in 2002 by a group of citizens and municipal officials
- A major concern of byway organizers was the loss of scenic views due to billboards
- Planning support obtained from University of Buffalo's School of Architecture and Planning
- Made of three parallel routes connected by east-west routes at both ends

## **Organizational Structure:**

- Managed by a not-for-profit corporation: WNY Southtowns Scenic Byway, Inc
- Board is made of a broad array of local citizens: an historian, a banker, an engineer, a chamber of commerce representative, and more.

## **Characteristics**

**Length:** 72 miles

**Designations:**

New York State Scenic Byway (2007)

**Byway Origin:** New Byway

**Major Themes:** Scenic and historic

## **Learn More!**

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## **Keys to Success**

- Early consultation with state officials: this allowed them to revise their route to better ensure designation
- Enthusiastic leadership from citizen planners: residents were a driving force behind the designation process.
- Support from local educational institutions: on two occasions the designation effort was aided by local institutions of higher learning.



# Case Study: Western NY Southtowns Scenic Byway

## *Partnering with Universities*

Local educational institutions played key roles in assisting the planning process that led to the creation of the Western New York Southtowns Scenic Byway. Very early on, students at Erie Community College produced a video showing many of the scenic views that could be viewed along the route of the corridor. This video, which was presented at the initial meeting between byway organizers and the New York State Department of Transportation, helped to launch the byway planning process.

The byway **steering committee** then turned to SUNY Buffalo's School of Architecture and Planning, and Urban Design Project for assistance in preparing their application for scenic byway designation. Faculty, staff and graduate students at the University completed inventories of **resources** and roadway conditions along the byway, did the bulk of the work in drafting the final plan, and also completed the **corridor management plan**. The value of services provided by the University was far greater than what a traditional private consultant firm would have had to charge for similar services. However, the SUNY Buffalo School of Architecture and Planning and Urban Design Project also benefited from the arrangement. University faculty were able to provide their graduate students with an opportunity to gain educationally valuable planning experience working on a real world planning project. Secondly, assisting the WNY Southtowns Byway planning effort complemented the research interests of University faculty, and also provided an outlet for **community** outreach and **community** service—a critical part of the mission of a public university.



A historic old red barn stands beside an orchard on Mill Road. Photo by Bob Lennartz

### **Local Visions Become Regional**

The Lakes to Locks Passage (LTLP) **VISION STATEMENT** is based on unifying its distinctive sub-regions:

*Through the partnership of public, private and not-for-profit organizations, the scenic, historic, natural, cultural, recreational, and working landscape resources of Lakes to Locks Passage are managed in balance with economic development and tourism promotion. The partners work together to integrate, interpret and promote "The Four Lives of Lakes to Locks Passage" to residents and visitors. The partnership respects the individuality of the sub-regions of Lakes to Locks Passage, and celebrates the heritage of all the residents. Implementation of the Byway Corridor Management Plan has shown the world that the region possesses the character of multiple regions that are unified by a shared heritage, and provides a quality of life for its residents, and an experience for its visitors, that is surpassed by none.*

The byway planning effort was undertaken in parallel by **LOCAL ACTION COMMITTEES** (LAC) within each county. Public meetings were held by each LAC to develop the local vision, **GOALS**, and objectives. The commonalities were then synthesized and refined into an overarching vision and a unified set of goals and objectives. The goals address broad issues such as education, tourism, recreation, and transportation. Their goal for education, for example, is to: "Foster an understanding and appreciation, by diverse audiences, of the byway's culture, history, and natural environment." Educational objectives include:

Support the development of programs for improving the byway's visitor interpretive programs, educational curriculum, and visual/performing arts.

Support the development of Lakes to Locks Passage Heritage Centers to provide visitor information and interpretation of the byway's intrinsic **RESOURCES**.

Each objective created by the LACs also includes actions that define what will be done, who will do it, how much it will cost, and when it will be done. Respecting the individuality of each **COMMUNITY**, these details are left up to the LACs to decide. The regional organization is there to support each of the sub-regions as they implement the plan.

This regional arrangement has proven to be a key to LTLP's success. The size and diversity of the region makes it difficult to develop a single set of centrally controlled goals, objectives, and actions that responds to the needs and concerns of all of the sub-regions. For example, the Essex County Farm Bureau was initially concerned that scenic beauty would be favored over the working landscape of agriculture and industry. Using this locally controlled process, Essex County created a vision that recognized the importance of the working landscape, which is now an important part of the broader LTLP vision.

state? Examples include: increasing tourism, preserving more open space, revitalizing the economy, or making the route safer to travel. Later on you will devise strategies for achieving these goals.

Try to keep the number of goals manageable— i.e. to no more than five or so. Too many goals will overly fragment your efforts and overwhelm participants. Remember that planning is not a one-time activity. If, in the future, you find that many of your **GOALS** have been achieved, pat yourselves on the back and consider undertaking a new round of planning. For more information on how to turn use your goals and objectives to achieve your **VISION**, see the *Building Your Byway* chapter of this guide.

## Defining Your Byway's Corridor

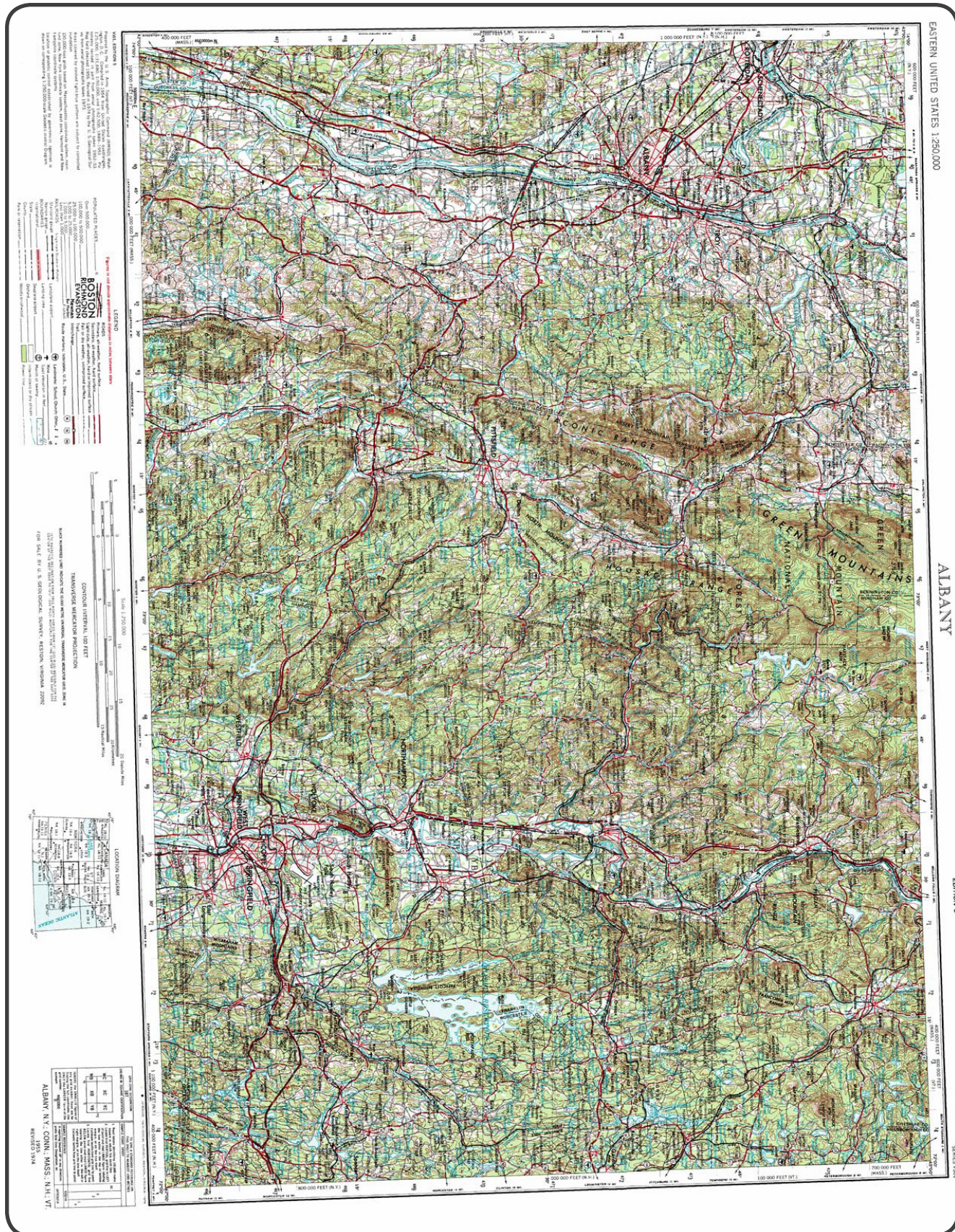
Now that you have thought about what you want to have happen, start defining more clearly where you want it to happen by creating a **CORRIDOR** map. Developing a map will help you solidify the proposed route and define the extent of the corridor. At this point, you just need a rough idea of where your route will go, but eventually your corridor map will need to include an inventory of noteworthy **RESOURCES** along the byway. The final extent of the corridor will be determined by the resources that you choose to include.

During this process, you might also want to revisit your **VISION** and **GOALS**. The extent and nature of your corridor may change, which may also affect what you hope to achieve.



An example of a 1:24,000 scale map from the U.S. Geological Survey.

# Defining Your Byway's Corridor



An example of a 1:250,000 scale map from the New York State Geographic Information Systems Clearinghouse.

### **Creating a Corridor Map**

National guidelines only require that you prepare one map, but New York has more specific requirements. Two maps are required for New York State byway designation: one at a smaller scale showing the individual **RESOURCES** along the proposed route; the other giving a broader overview of the byway as it relates to other transportation routes. The first map you will need is a topographic map at a scale of 1:24,000. These maps can be obtained from the U.S. Geological Survey. The second map should be at a scale of 1:250,000 and may be obtained from the New York State Department of Transportation. This map will show how the byway relates to other major transportation routes such as highways, train stations, airports, bike trails, ferries, etc.

By creating maps of the byway it allows for there to be a complete understanding and **VISION** of the area and its significance to the surrounding area. This will greatly help in identifying the locations and connections of your byway's **INTRINSIC QUALITIES**. How you decide to create maps for your byway is up to your organizations but there are a few options on how to get it done. Look within your organization, **STAKEHOLDERS**, partners and contributors for those with access to computers or mapping programs. Colleges and Universities are good places to look for assistance on mapping as they have access to equipment and educated students. Creating a bond between schools and the byway process may foster further connections and assistance. You can find an example of this type of partnership by reading the case study of the Western New York Southtowns Scenic Byway, *Partnering With Universities*, earlier in this chapter.

How you create your maps will depend on the resources you have available and your technical proficiency. A low-tech approach is to use paper maps and simply draw on them. A more sophisticated, resource intensive, option is to utilize **GEOGRAPHIC INFORMATION SYSTEM (GIS)** technology. The advantage of this computer aided method is that, once it is set up, updating information and redefining your route is relatively easy.

### **Getting Base Maps**

Information about USGS topographic maps can be obtained from: <http://topomaps.usgs.gov/>

From that website you can order physical copies of maps or download digital maps in PDF format. In order to order or download you must go to the USGS store website (<http://store.usgs.gov>) and click on "Map Locator". An interactive website will appear with instructions on how to access the maps you need.

Maps at a scale of 1:250,000 are now available from the New York State Geographic Information Systems Clearinghouse (<http://www.nysgis.state.ny.us/>). The maps you will need are located at: <http://www.nysgis.state.ny.us/>

### ***Consulting with State Officials***

The original route of the Western NY Southtowns Scenic Byway was much shorter than what was ultimately designated. Early on in the process, members of the byway **steering committee** met with officials from the Department of Transportation. After reviewing the initial proposed route, DOT officials suggested that it be extended to tie together more of the area's attractions. By taking this step early on, the volunteers on the steering committee were able to avoid having to change the route later in the process, when it would have involved more work.

## Defining Your Byway's Corridor

[gisdata/quads/drg250/index.htm](http://gisdata/quads/drg250/index.htm). Simply choose the area you wish to download, and then click on the “Download Image” link. These are very high resolution images and may take a while to download.

### Using GIS to Make Your Maps

Utilizing computers to help generate maps can help in the map making process, however this requires some working knowledge of computers, computer mapping programs, and access to capable computers. If you find yourself able to use the assistance of computers in this task there are some computer programs and techniques available that may provide significant aid in compiling and detailing your byway's **ASSET** maps.

A common software program for mapping is generically called a **GEOGRAPHIC INFORMATION SYSTEM (GIS)**. A GIS computer program links descriptive data (e.g. address in a phone book) to spatial data (i.e. a map). If you think about it, getting from home to the grocery store requires you to be able to identify where you want to go (the descriptive part) and then navigating along city streets (the spatial part) to your destination. GIS simply helps in this process and allows you to view information (e.g. addresses, scenic view points, etc.) in a map format.

For popular, prepackaged GIS systems pricing runs from \$250-\$2000 per license (i.e. per copy in 2010 USD). You will also need a fairly recent computer (from within the last two years or so) and the learning curve can be steep. However, these packages often come with good help (either with the software help, books with examples, or via online help forums) and GIS data ready to use. Because of their popularity, most if not all data formats are readily read or imported into these packages. While these packages can be learned, it would be advisable to receive training in the software either via a college class, from the vendor itself, or to hire someone with sufficient knowledge in one of these software programs. There are online ‘virtual universities’ that provide online GIS ‘courses’, some for free, for some of these software packages. Each of these packages can readily create maps and analysis for a CMP.

In addition to buying packages, there are free GIS data viewers available for download from the Internet. Below is a table with examples of both priced and free GIS systems you can use to create your maps.

It is important to note that each free product provides viewing capabilities with prepackaged datasets (like Google Maps or Bing Maps), but also allow expansion through the use of KML (Keyhole Markup Language) files that are similar to other GIS file formats. These software packages are more geared towards viewing data than analysis or map making, but may prove sufficient for CMP figures. These packages are more user friendly, but some geog-

### ***In-kind Services for GIS-based Maps***

The Mountain Cloves Scenic Byway in the Town of Hunter was able to create their maps through in-kind services. Staff from the Greene County Planning Department used their expertise and **resources** to assemble the necessary maps. Not only were they able to have accurate maps showing the area, but layers were added with inventoried resources, environmental data, and social information. The valuable contributions of country planners allowed the **byway committee** and their consultant to get a more complete picture of the **community** they were working with.



raphy knowledge will be beneficial. Creating data with these packages is not as straight forward and may rely on using separate packages to create your files. Here are two online examples for creating KML files:

- <http://www.freemaptools.com/kml-file-creator.htm>
- <http://www.andrewdavidson.com/google-earth-kml-creator/>

Please note that these links may change. Searching for 'kml file maker' in an Internet search engine should provide several possibilities. Again, it can never hurt to have some training either via online, through a college level class or mapping workshop.

### **Data Collection without a Computer**

Computers, while a great resource, need not be the sole source for data collection or mapping. If computer access is not available, a simple 'manual GIS' can be assembled via a paper map, a camera and a pad of paper. For example, let's imagine that we want to map the locations of several scenic view points along a route. The U.S. Geological Survey (USGS) has compiled 7.5 minute quadrangle maps that are highly suitable for CMP figures. Using these USGS quad maps, a mark can be placed on a map with a unique identifying number (ID). At the physical location represented on the map, one or several pictures can be taken. On the pad of paper, a log can be taken of the ID number of the location and numbers of any photos at the location (assuming a digital camera is used that provides a unique number for each image). Additional information of the scenic spot can also be recorded such as mountains within sight or trailheads **ACCESSIBLE**. At a later time, the notes can be typed up for the CMP and the pictures printed or scanned for inclusion in the final report. This data can later be included in a GIS or used as is for later projects.

### **Resource Inventory**

Once you have obtained or created your base maps, you can begin inventorying the **RESOURCES** that contribute to your byway's **INTRINSIC QUALITIES**. This step is critically important to determining the extent of your byway **CORRIDOR**, and also to identifying where clusters of resources may exist. Placement on these on maps can help you can begin to get a sense of how your resources are laid out spatially. This step will also help you better understand the story that you want to tell about your byway and its intrinsic qualities.

The **RESOURCE INVENTORY** is obviously critically important when you start to implement byway projects. In the National Scenic Byways Program FY2009 Grant Information guide book, applicants are asked whether or not a proposed project or use of grant funds is included in the byway's CMP. While it does not explicitly say that only projects and resources identified in the CMP are eligible, it does indicate that priority is given to projects that are included in the CMP. Also, completing a detailed resource inventory puts the byway organization in a better position to monitor and evaluate the implementation of your plan. The more documented information you have about the beginning status of your corridor, the better able you will be to evaluate the effects of byway related projects and initiatives—evidence of the byway's effectiveness that can be communicated to local officials and the general public.

## Defining Your Byway's Corridor

### The Six Intrinsic Qualities

Scenic byways are not just “scenic”. In fact, the national scenic byway guidelines define six **INTRINSIC QUALITIES**: scenic, historic, cultural, archeological, natural, and recreational. The following is a brief description of the six intrinsic qualities, as defined in the Interim Policy, which establishes criteria used in the program, along with suggestions on what to look for. For a refresher on how each of these qualities is defined, see the *Navigating the Requirements chapter* of this guide.

#### **Scenic Quality**

So what should you be looking for when evaluating scenic **RESOURCES**? The most important thing is to identify qualities that they are either unique or representative of the area. It may not be enough that a scene or a vista is simply pleasing to the eye. It should be an especially fine example representative of the area.

Elements of the scene should also fit together harmoniously. This does not mean that that qualities must all be similar and devoid of signs of human involvement. Numerous studies analyzing people’s preferences regarding scenic beauty have found that most people prefer scenes that are of a mixed nature. Ideally there should be a fusion of elements that complement each other, such as an old barn, aging gracefully, sitting next to a stand of trees among rolling green hills. Another example might be a picturesque village square, nestled among rolling hills.

Determining which areas of your byway, and which views along the route, to emphasize in your application and promotional materials can be tricky. Beauty is a subjective concept that is difficult systematically define. In some cases, it may be sufficient just to inventory what your participants find to be special, take some pictures, describe the scene, and be done with it.

Numerous criteria contributing to scenic beauty have been identified by researchers. While it is outside of the scope of this guidebook to discuss these in detail, a few examples are worth discussing. Attributes that you will want to consider include: color (are they pleasing to the eye?); contrast (do colors stand out from one another?); scale (how do the sizes of objects relate to each other?); order (how is the scene composed?); intactness (are there any large gaps or obvious signs of clear cutting?); harmony (do the objects complement each other, or do they clash?); and variety (are we looking at just a canopy of trees, or are their fields that peak through breaks in the forest wall?). All of these attributes contribute to the scenic quality of an area.

#### **A Scenic Assessment**

When byway organizers on the Western NY Southtowns Scenic Byway set out to assess the scenic quality of their corridor, they took a comprehensive approach to the effort. Instead of just looking for positive qualities, such as stunning views, they took the opportunity to also inventory “negative visual features”. So, not only do byway organizers know which features contribute to the scenic quality of the area, they also know about threats to that beauty.

Another aspect of their process that makes it comprehensive is that each stretch of road was traveled multiple times, during different seasons. By doing this, scenic views, or eyesores, that may have been obscured by tall foliage, could be inventoried. Byway organizers were able to get a more complete view of their corridor’s resources.

## Natural Quality

This particular natural quality is present when **RESOURCES** are relatively undisturbed by human interference, revealing the variety and splendor of the natural world. What are the differences between scenic resources and natural ones? Two main considerations come into play: the degree of human alteration of the landscape; and the visitor's primary sense of the place. For instance, a forest might be scenic, but if the tree composition of the area has been drastically altered by humans, it may no longer be purely natural. Nevertheless, evidence of human activity does not necessarily preclude a visitor from experiencing the splendor of the natural world. The natural splendor of Cohoes Falls, visible from the Mohawk Towpath Byway is not diminished by the urban environment that surrounds it.

A further consideration which distinguishes natural **RESOURCES** from scenic ones is that a natural resource can be unique, distinctive, and/or irreplaceable, but at the same time not be beautiful. Many people would not consider a naturally occurring swamp to be scenic (though beauty is in the eye of the beholder), but it performs valuable services by controlling floods and providing habitat. Once lost, these functions are often impossible to replace.

When doing research into your byway, seek out and examine other designations or studies that might indicate significant natural qualities

## Historic Quality

The historic quality of an area derives from the story that a byway's **RESOURCES** tells about a region, a state, or the nation. These stories may be about specific historical events, like battles or the life of an important figure, or they may be about broader trends, such as the evolution of transportation infrastructure, or the growth of an artistic movement. For historic resources to be specifically referenced in the byway narrative, there must be physical evidence of the historic events they represent. Keep in mind that the strongest historic resources will be thematically interconnected with each other. Individual historic sites are interesting to visit, but a byway that forms a connection between different sites tells a much more interesting story.

Evidence of historic qualities can be found in many places. Local historians and local libraries are some of the best sources of information about lesser known historical places. Long time residents are also

### ***Biodiversity***

The Shawangunk Mountains Scenic Byway was singled out by the Department of Environmental Conservation (DEC) as one of the highest priority areas in the state for biodiversity conservation, in recognition of the area's significant natural **resources**. It is cited by the DEC for having "57 known rare or imperiled plant and animal species" and for being home to the "globally rare dwarf pine ridge **community**". In other words, not only are the mountains examples of stunning scenic beauty, but they are also home to diverse and sensitive natural communities.

### ***Battlefields***

The Lakes to Locks Passage is dotted with signs of military history. All the way from the northern tip of the byway in Canada, to the southern tip in New York's Capital District, historic forts are still present and **accessible** to visitors. Whitehall, at the southern end of Lake Champlain, is the birthplace of the American Navy. The site where the important revolutionary war battle took place at Saratoga Springs is a nationally recognized historic landmark—a place where visitors can walk the original battlefield and learn about the pivotal events that took place there. Many of these historic events are chronicled in one minute videos commissioned by LTLP Inc. and the Stewart's Shops Corporation.

### *Transportation History*

The Mohawk Towpath Byway contains numerous examples of the evolution of transportation in the United States. The most prominent of these is the original route of the Erie Canal from Waterford to Schenectady. Many of the original locks of the canal are still **accessible** from the byway. Other notable historic sites relating to the history of transportation include the ALCO Locomotive site in Schenectady and the many historic ferry crossings along the Mohawk River. Uncovering information about these **resources** was not difficult for the group planning the Mohawk Towpath byway, inasmuch as a member of their committee was a professor of history at a local university.

great sources of information about local history. Staff at local museums or historical sites can provide valuable insight into the history of your area.

Historic resources, part of what is known as “heritage tourism”, are very popular with travelers. A survey of visitors to one scenic byway found high levels of support for historic areas and markers. Respondents indicated that they enjoyed the historic markers that were present, and also that they would like to see more of them.

### **Cultural Quality**

Cultural quality is one of the most difficult of the **INTRINSIC QUALITIES** to evaluate, because culture is not as easy to observe as the physical landscape. However, with a little bit of creativity

and careful thought, you can begin to see the signs of your region’s unique cultural attributes. Byway Beginnings suggests looking for the following:

**Geography:** distinctive settlement patterns, building styles, place names, stories, legends, and ways that geography may have influenced them.

**Economy:** distinctive occupations, products, training, yearly cycles, land use patterns, and material culture.

**Community life:** civic and religious buildings, institutions, customs, and rituals, especially aspects of immigrant culture

**Domestic life:** households, housing styles, foods, gender and age roles, family traditions

**Artistic genres:** folklore, music customs, legends, dance, drama, games, music, art, architecture, crafts, dress, and costumes

Some of the same sources you might consult for historical qualities are also good places to look for signs of distinctive cultural **RESOURCES**.

### **Archeological Quality**

Archeological intrinsic quality can be difficult for most byway groups to recognize. The primary requirements are that the resource be of scientific value (i.e. meaning it is not commonly found everywhere), and that it be approachable and viewable by visitors. The latter condition means that visible evidence of the archeological sites must be currently present. It is not enough that a Native American village was once located at a given site; there must be visible evidence of this fact. This creates a

### *An Artistic Tradition*

The Mountain Cloves Scenic Byway in the Town of Hunter made a point of emphasizing their links to the Hudson River School of Art. This artistic movement involved such luminaries as Frederick Church, Thomas Cole, Asher Durand, and others. These romantic painters found inspiration among Catskill Mountain locations such as Kaaterskill Clove. The paintings they exhibited in New York City, which depicted the landscapes of the Hudson River Valley, brought throngs of visitors to the region, helping to establish it as a tourist destination.

potentially difficult situation, since many archeological sites are very fragile. It may be better not to include them in your final, publicly available, inventory if you are at all concerned that they will be damaged by visitors.

Requirements of Archaeological Quality:

1. It must be visible and **ACCESSIBLE**. If travelers cannot see the archaeological feature, it cannot be referenced as a resource in the scenic byway.
2. Historic trails cannot be included unless intact and physical features still remain (a campsite for example).
3. The feature must have scientific value and not be generally present throughout the region or country.

The best sources of information about archaeological **RESOURCES** are generally the same ones as you would consult for historical resources. Most significant and well known archeological sites will already be on a state historic register or the National Register of Historic Places. Other sources of information might be found at local colleges and universities, especially those with archeology programs, as well as local libraries and historical societies.

### Recreational Quality

The recreational quality of your byway can be readily discerned by documenting the various recreational activities that take place along the **CORRIDOR**, ranging from outdoor sports activities such as hiking and skiing, to passive enjoyment of the scenery, and/or sitting and watching wildlife. However, it is important to understand that simply having a few hiking trails and ball diamonds is not sufficient to qualify as a scenic byway. The recreational qualities of a byway must be distinctive and special—i.e. better than the ordinary run-of-the-mill. The recreational qualities that are cited for inclusion in the byway must be sufficiently significant, especially for national designation, to draw people from surrounding areas.

Ideally, the recreational **RESOURCES** along your byway should be related to what makes your region special. There should be a relationship between the identified recreational quality and other qualities that are present. You should be asking yourself, “how do the recreational opportunities relate to natural qualities of this area?” Another question to ask is, “does the unique culture of this area impact these recreational activities?”

Variety can also be important in determining the significance of recreational resources. For example, an area that provides different activities year round provides a more interesting experience. It may also be considered advantageous if the activities are

### *A Byway that Doubles as a Waterway*

The Lakes to Locks Passage follows the path of the Champlain Canal as it leaves Lake Champlain and makes its way toward Waterford and Troy in New York's Capital District. Numerous recreational **resources** exist along this corridor that have close ties to region's waterways. For example, Lake Champlain is the sixth largest fresh-water lake in the United States and offers fishing, boating, and diving opportunities. Likewise, numerous boating activities occur along the Canal, including festivals, boat races, and tours. The region's waterways are also home to significant birding sites. In fact, the Lake Champlain Birding Trail (which connects over 80 bird-watching sites) was a by-product the byway planning process. All of these activities share a common connection to the unique waterway network that serves as the central focus of this byway.

## Defining Your Byway's Corridor

distributed throughout the **CORRIDOR**. One small cluster of activities does not provide the same experience as a byway that has frequent and well spaced opportunities for recreation. Remember that a byway is not just an assemblage of resources, but a coherent traveling experience.

### The Inventory Process

Now that you have begun thinking about the sort of qualities you want to look for in your byway, you need to actually collect the data. There are two different ways of compiling information: primary research and secondary research. We discuss secondary data first because it can help you build a list of sites you will want to check out afterwards during the primary data collection phase.

### Secondary Data Collection

When consulting secondary sources of information, you will be looking at research that has already been done by other people. Many of the sources that you will want to check out have been previously identified in the preceding discussion of the six **INTRINSIC QUALITIES**. Essentially, when you conduct secondary research you are endeavoring to find out what others have already determined is special about your proposed byway. What **RESOURCES** have already been identified by regional, national, or local groups? Are there historically significant areas? Have important historical or cultural events occurred in the area? What sort of landscape and environment does your byway go through? These are all questions that often can be answered through secondary sources.

In addition to books and reports, you may also want to consult people familiar with the **COMMUNITY**, and who possess special place-based knowledge. Local historians, historical societies, scientific experts, and librarians are all good sources of information. The general public can also positively contribute to the effort. Through a survey, a focus group, or a community meeting, you can ask people what makes the proposed byway special to them. What sites do they take out of town visitors to? Which resources do they feel would be the most devastating to lose? What areas of the byway do they consider most representative of the area? It is not important at

### *Dealing with Longer Routes*

The Lakes to Locks Passage is 234 miles long and goes through five counties and 75 communities. Having one group inventory this massive route would have been difficult, if not impossible. To deal with the complexity of performing the inventory, the route was divided into sub-regions based on counties. Each sub-region had a Local Action Committee that was in charge of their **resource inventory** and their **public participation** process.

This strategy also highlighted the fact that control remained in local hands. Each sub-region was able to decide for themselves which **resources** were most important. Together, the **Local Action Committees** devised byway-wide **themes**, and storylines. Each LAC also devised locally specific themes and stories that were consistent with the byway-wide storyline and **themes**. Since the inventory process was controlled locally, each LAC could decide on a method that suited their needs and resources.

The actual inventory process was relatively low-tech. Each LAC looked at existing studies and data sources to find resources that contributed to the byway's **intrinsic qualities**. A principle of this research was that only public and not-for-profit sites would be looked at, to avoid complications with private land owners. Basic attributes of each site were collected, as was a list of programs/activities that occur there, opportunities for and/or limits to future development, and information about the entity in charge of the resource. A database like this requires very little technical know-how and is light on resources. Software such as Microsoft Word, Excel, or Access can be used to create it.

this point to determine the exact categories that various resources fall within. Many of the suggestions you receive might not even relate to specific sites. The purpose of this exercise is to compile a list of what residents of the area consider important. You can focus on finer points of detail in a later phase.

### **Primary Data Collection**

At some point you are going to want to collect some original, first-hand data about the **RESOURCES** along your byway. You have a few options at this regard. One option is to recruit volunteers to go out in teams to perform surveys of sections of the proposed route. Look within your organization, as well as to **STAKEHOLDERS** and partner organizations, for those with access to computers or mapping programs. Colleges and Universities are good places to look for assistance on mapping, as they have access to equipment and smart, computer-savvy students. Creating a bond between schools and the byway process may foster further connections and assistance.

The length of the sections you choose will vary depending on how many volunteers you have and how long the route is. The Lakes to Locks Passage was inventoried on a county-by-county basis due to its length, whereas the much shorter Mohawk Towpath Byway was able to be traveled and inventoried by a small group.

After determining how the primary research on your byway will be approached, and possibly divided up, a meeting should be held in which volunteers form teams and are given the supplies they need. The following is a list of equipment each team will need to have:

**A map of their section:** print out maps of each byway section at a level of detail sufficient for inventorying purposes. Volunteers will need to mark on the maps where the resources they inventory are located, so the maps should be at a detailed enough scale to identify landmarks and intersections. The New York State Scenic Byways Program: Nomination Handbook recommends using U.S. Geological Survey maps at a scale of 1:24,000 for inventory purposes.

**A notebook or worksheet:** information about each resource in the inventory should be recorded in a notebook or worksheet. A standardized worksheet might be preferable, as it ensures that the same information is recorded for each resource. Sample worksheets are linked to on the website and in the *Further Resources* section. Each resource should be given an index number. A brief description should be provided, and the surveyor's initial decision about which intrinsic quality(ies) it supports should be marked. If photographs are taken, the photo number should be recorded as well. With a film camera, the frame number will do. With digital cameras, you can try this as well, though the numbers might not be preserved once the photos are downloaded to your computer. Most digital cameras will at least record a timestamp for each picture which can be recorded on the worksheet.

### ***Getting Residents Involved***

The county based Local Advisory Groups that conducted the inventory process for the Lakes to Locks Passage had a large area to inventory. To help with their historic research of area **resources**, they simply asked the residents. Whenever a question came up about a specific site, they found that local residents could usually answer the question. Not only did this point them in the right direction, but it was a way to get people involved and keep them participating.

## Defining Your Byway's Corridor

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**A camera:** it is helpful to have photographs of each resource for later evaluation. Digital cameras allow you to take a lot of pictures without incurring development costs. They can also be more easily added to websites, newsletters, promotional materials, and your final CMP. Regardless of the type of camera you use, representative pictures should be taken. Try to capture the view that travelers will have from the road. Also, capture close-up views that can be had after stopping to take a closer look.

How you perform the inventory is up to you. Your background research may have furnished you with a sufficiently detailed and comprehensive list that will merely need to be documented in the field. Each team should travel the byway, stopping at the predetermined locations, but also keeping their eyes open for other interesting **RESOURCES** and qualities.

Byways which have an abundance of beautiful scenery may require a more systematic approach. One method is to instruct your teams to stop at predefined intervals and document what they see. This is a useful method for byways without previously established stopping points or tourist attractions. Every half mile or so the team can stop, take some pictures, and record in writing what they see. This approach can yield a surprisingly complete inventory of what the byway has to offer.

Regardless of the approach you choose to take, keep a couple of points in mind. The first is that travelers will probably be moving in both directions (unless your byway is a one-way road), so each section should be inventoried going in both directions. It is also important that you record more than just the good stuff you find. If unsightly power lines or garbage dumps interfere with a view, document it. There may be an opportunity to deal with these weaknesses and threats later on.

Inventory teams should try to record as much pertinent information as possible about the resources they inventory. Teams should, when possible, record who owns the resource. This may not be possible in the field, but make a note to research it later. Other aspects that should be looked at include:

- Seasonal variation in **ACCESS** to the resource
  - Will it be accessible in the winter?
  - Will it close after a certain day of the year?
  - Is it only open on certain days of the week?
- The condition of the resource
  - Has it fallen into disrepair?
  - Is vegetation overgrowing it?
- The surroundings of the resource
  - Are incompatible land uses encroaching on the area?
- How intensively the resource is used
  - If there is a parking lot, is it currently full; how often is it full?
  - Can it handle more visitors?
  - Is there adequate signage, both directional and interpretive?



**Computer Aided Options**

Compiling your scenic byway inventory, either in the field or after the fact, into a computer offers several advantages in creating the final CMP, when byway related projects come online or applying for new/other grants.

Typing up your notes into word processing software (e.g. Microsoft Word or Open Office Writer) will allow easier manipulation of the text for grants, reports and the CMP in addition to allowing you to ‘clean up’ language, grammar and increase legibility. Lists can easily be compiled here too; though using a spreadsheet program (e.g. Microsoft Excel or Open Office Calc) is preferred as it is better equipped to handle user generated lists of photographs, scenic view-points or other **RESOURCES**.

Today, digital cameras are nearly ubiquitous (your cell phone probably has one) and their use allows easy capture and display on most (if not all) computer devices and online via the web. Costs for a camera that takes ‘good’

photos (at least in terms for preparing a CMP) are easily acquired in the \$80-\$120 range. There is also the cost for ‘film’ (small computer cards that store your images) that is relatively inexpensive (\$10-\$20) and can typically hold 100s of photos per card and are reusable (unlike traditional film). There is also great cost benefit as developing costs are removed (along with the sometimes toxic chemicals) and printing costs can be confined to only those photos that are relevant, properly exposed, or the ‘best of the bunch’. Many commercial stores (e.g. pharmacies and box-stores) have simple and easy printing services for digital photos as well as numerous

***Inventorying Views of the Mountains***

Using a Global Positioning System (GPS) device, members of the Shawangunk Mountains Scenic Byway Advisory Committee inventoried places with views of the mountains. Members of the Committee drove around the area looking out for the mountain. When it was in view they started the GPS device; when it disappeared from view they stopped it. This produced a

very unique map that showed each location along the proposed route with visual **access** to the mountain, the central feature of the byway. The method of inventorying **resources** was perfectly in line with the byway’s stated purpose, which was to establish a regional identity based on the Shawangunk Mountains.



A view from the Shawangunk Ridge. Photo: Timothy Malone

Although this process may seem complex and technical, it can be accomplished with relatively few resources. All you need is a car, a GPS device (the kind that are sold in sporting goods store, not the kind that provide driving directions), and the necessary software to create the maps. Depending on how sophisticated a device you choose to buy, you can spend as little as a couple hundred dollars. Software can be expensive, but free versions are available that can create simple maps. The more expensive software allows you to perform sophisticated analysis of the resources along your

corridor. This may be useful, but it is certainly not necessary.

## Assessing Your Byway's Resources

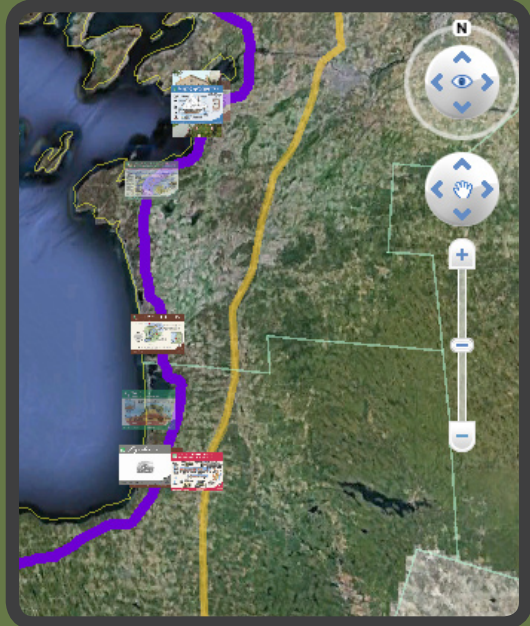
online resources (e.g. <http://www.snapfish.com>) that will print your digital photos for ~10¢ per 4" x 6" print. However, the other great advantage to digital cameras is never having to print at all! Photos can be stored on a computer without the need to have several photo albums taking up space and allow simple viewing of many photographs on a computer screen. These digital photos are easily inserted into word processing programs, websites, and copied for backup or shared with other individuals.

Global Positioning System (GPS) devices allow the easy capture of locations along a scenic route that can later be brought into a GIS computer program. GPS provides the spatial 'link' (or coordinates) to notes and pictures allowing them to be utilized in both a narrative and mapping sense (coordinates from the GPS device can be easily placed on a map). While not a critical component to an inventory, its use with a GIS is very powerful and allows the quick mapping of resource locations throughout a scenic byway. Costs for GPS devices have fallen steeply (\$100-\$200) and their accuracy is more than sufficient (~10 feet/3 meters) for the CMP maps.

A GIS can provide an excellent resource to both compile your inventory of static maps, notes and photos to create new maps that will effectively communicate your scenic byway's **RESOURCES**. One simple use of a GPS and GIS is 'locating' the positions of photos in relation to the byway. In addition, relevant notes can be added into the GIS to create a 'one stop shop' for your inventory and increase its accessibility and potential. Having a visual representation of your byway's resources will allow you to see patterns in their distribution and identify areas where no resources have been found. Particular aspects of a byway that are either underutilized or perhaps may allow the identification of nearby resources may also be identifiable as mutually beneficial to developing a justification for designation. However, as mentioned in previous sections, creating a GIS does require a computer and some specialized training; depending on how far you want to go or what personnel (volunteer or otherwise) you have may dictate whether this is a good direction for you to go in. It cannot be underemphasized that GPS and GIS used together can be a powerful tool for 'selling' your CMP as well as organizing it into a coherent body of information.

### Geo-coded Resources

The picture in the lower right-hand corner is from the Great Lakes Seaway Trail website. Using Google Earth®, each of the resources along the byway has been placed on the map. Visitors to the website can click on each of the rectangles to learn more about the associated resource. By having these icons organized on a map, visitors can get a better sense of the byway's layout, and more easily plan their next trip.



The process of creating such a map is greatly eased if you already have GPS coordinates for each of your byway's resources.

While initial costs for computer related **RESOURCES** may be expensive or prohibitive, their ability to compile and add value to your data is significant and worth the investment in terms of both time, money and ability to assemble a viable CMP.

### Assessing Your Byway's Resources

In addition to inventorying byway **RESOURCES**, you need to assess them. This step can happen either during the inventory process or after it is completed. Either way, the focus should be on assessing the significance of the **INTRINSIC QUALITIES** of the various resources found along the byway. As previously noted, a scenic byway should be more than a loose assemblage of resources; it should tell a story and provide a coherent experience to the traveling public.

Make sure your resources are all categorized according to the intrinsic qualities they support. Remember: a single resource can support multiple qualities, so don't be afraid to list certain resources in multiple categories. Also remember that the ultimate aim is not just to categorize, but to tell a story and communicate an experience. Try to determine how each resource you have inventoried supports your tentative storyline and **THEMES**. Think about the bigger picture here. Which intrinsic qualities are emerging as the most prominent? How does the intrinsic quality relate to thematic or story elements? Try to consider ways that a compelling storyline can develop through the intrinsic qualities you are identifying.

Look at the spatial distribution as well. This is where having a map of your **ASSETS** comes in handy. Such a map, done with GIS or by hand by placing dots on a paper map, can reveal clusters of resources, and also which types of resources are found throughout the **CORRIDOR**. Resources that occur at regular intervals will provide a more compelling and coherent experience for travelers. They also help to reinforce the byway's story, so that it unfolds as travelers progress along the byway. The strongest storylines will probably emerge from intrinsic qualities that are present throughout the byway corridor. Many roads were constructed to link specific sites for specific purposes. For example, segments of your route may have been created to link mining or lumber cutting areas with processing centers. Others may have been created to bring tourists to areas of scenic beauty. Some of the strongest byway stories can be derived from the links between transportation and sites with notable intrinsic qualities.

#### *Two Byways Become One*

Each of the various segments of the Lakes to Locks Passage (The Champlain Trail and the Champlain Canal Scenic Byway) had their individual byway stories worked out prior to their merger. However, once the two byways were combined, a new, much more powerful and compelling story emerged. This one told the story of regional economic development driven by resource extraction around Lake Champlain, and by innovations in transportation that brought those resources to manufacturing centers in the Capital District along the Champlain Canal. The individual elements of the story were present before, but the combined story provided greater depth and intrigue.

As a combined byway, Lakes to Locks Passage is united by an overall theme, "The Great Northeast Journey: the Four Lives of Lakes to Locks Passage", and four broad sub-**themes** (Natural Forces and Native Peoples; Conflict and Settlement; Corridor of Commerce; and Magnet for Tourism). Fourteen different storylines elaborate on these broad themes.

## Assessing Your Byway's Resources

Finally, it might be a good idea to revisit once again your **VISION** and **GOALS**. Depending on the resources you have inventoried, you may want to revise somewhat your goals and vision. You may discover, for example, that your corridor has more historical resources than you previously thought. This information may alter the **COMMUNITY**'s vision for the corridor, as well as corridor management strategies included in your CMP.

### **Finalize and Identify Your Byway Corridor**

By now the extent of your byway **CORRIDOR** should be apparent. Based on your **RESOURCE INVENTORY** you will have determined where all the **RESOURCES** that support your byway's **THEMES** and storyline are located. Because they must be visible and **ACCESSIBLE** from the byway, these resources help define how long and wide the corridor should be. If there are long sections at either end with no resources that support the byway's story, you should consider removing them from the proposed route. Choose the byway route that provides the best traveler experience—one that has a good concentration of activities and sites for travelers.

### **Finding Your Byway's Story**

The order in which you perform these steps will of course vary based on your situation. In some cases, the story of your byway will be obvious and well known from the very beginning. In other cases it won't really come together until after the **RESOURCE INVENTORY** is complete. In either case, you will likely begin with at least some idea of the story that is being told by your proposed byway route.

Think about the story you want the byway to tell. Which of the six **INTRINSIC QUALITIES** are along your byway? What does the byway tell you about the region? You should also consider the purpose, the significance, and the theme of your byway. To remain focused on the purpose of the byway, it is always helpful to return to your **VISION STATEMENT**. Ask yourself and your group what you want the byway to accomplish. Are you focused on preservation, economic development, or education? This will likely shape the story you choose to tell. What makes the byway significant regionally or nationally? This is especially important for national designation. Is there something special about the byway that can be expected to attract outsiders? Did **RESOURCES** along the byway play pivotal roles in important historical events? Does your **CORRIDOR** contain features that are present elsewhere, but are nevertheless particularly exceptional in your area?

#### ***A Detailed Inventory***

The CMP of the Western New York Southtowns Scenic Byway includes a very detailed section called "Transportation Characteristics", which describes each roadway segment in terms of its length, functional classification (arterial or collector, and whether or not the segment is part of the primary aid highway system), the municipalities each segment goes through, jurisdictional boundaries, etc. Another section describes connections with other roadway systems, including other byways, and connections with other destinations. A review of highway safety and maintenance is also provided. Physical conditions are described in detail, including lane widths, shoulder widths, presence of pullovers, and pavement ratings. Traffic conditions, like the average number of travelers using the road per year, are also listed, broken down between vehicular and trucking traffic. Congestion points are identified as well. Future projects are listed next, followed by descriptions of regional trails systems and regional planning efforts. All of this information is presented in easy to read tables with brief textual explanations. The data presented in the CMP were collected from a number of transportation agencies and synthesized by the planning team.

Finally, what is the theme of your byway? Can you identify common thematic elements? In many cases, there will be more than one of these. While it is fine to have multiple **THEMES**, one of them should emerge as being the most compelling or the strongest. This might not occur to you until after you have completed your resource inventory and assessment.. Remember that the process can unfold in an iterative fashion, with each step you take helping to inform those that follow, and in turn influencing how you ultimately view the previous steps you have taken along the way.

### **Consideration for National Designation**

The theme or themes developed for state designation can contain multiple **INTRINSIC QUALITIES**. National designation is a little less flexible in this respect. The national application requires that you identify a single intrinsic quality (or, in the case of All American Road designation, two intrinsic qualities) that you think most representative of your byway. While you can certainly choose the most frequently occurring intrinsic quality, a better strategy might be to choose the one that is most consistent with your byway story and vision statement.

### **Physical Description and Byway Narrative**

In your **CORRIDOR MANAGEMENT PLAN** you will need to provide a narrative that ties together your **VISION STATEMENT**, byway story, finalized route, and byway **THEMES**. Identify what makes your byway unique. Explain why people will want to visit the byway, and what they will do when they get there. Describe how the themes you have identified relate to your byway story, and describe how this reinforces your vision statement. Most importantly, try to sell the experience. Unless your byway has been grandfathered into the system, you will need to present this to the New York State Scenic Byways Advisory Board, and compellingly demonstrate to them that this is one of New York's most unique roadways that deserves preservation and promotion.

Write a description of the route as you envision it. Where will travelers approach it from? What roads connect to the byway, and what cities or villages will travelers will arrive in first? If they are coming from outside of the area, how will they get there? Are there nearby airports or train stations?

A physical description should also be provided, including information such as the official name or route number of various segments. Specify the length of each segment and the total length of the byway. Also include the beginning and end points

#### ***Bicycle Safety***

One of the major **goals** of the Mohawk Towpath Byway CMP's transportation section is to improve bicycle safety. Inadequate pavement quality is cited as a major concern along a number of stretches. Other places lack appropriate shoulder widths for bicycle traffic. Such deficiencies can usually be improved through fairly straightforward roadway construction projects. Still other issues can be addressed through improved signage. A biking and hiking path follows parts of the byway. Recommendations in the CMP call for improved linkages to the path, signage to direct travelers, and safety improvements in areas where motorists and cyclists share space.

To highlight the byway's role in improving cycling infrastructure and to raise awareness of the presence of cyclists, an annual duathlon is held. Dozens of people take part in this combined running and cycling race along the byway. The event raises the profile of the byway as a multi-modal corridor and also serves as a fundraising opportunity for the not-for-profit that oversees the byway.

## Assessing Your Byway's Resources

of the byway. Last but not least, consider how your byway relates or compares to other byways in the state, or, in other states.

### Road Safety and Maintenance

In addition to being a scenic byway, your route is also a transportation **CORRIDOR** that must allow for safe transportation. Increased tourism, which tends to involve slower driving speeds, can have impacts on traffic flows. Increases in the volume of cars traveling the route can also necessitate greater road maintenance. You therefore will need to consider the impacts that designation might have on highway safety and maintenance issues.

First, identify who has jurisdiction and is in charge of maintaining each segment of your byway. For many of the highways and state routes in New York, this will be the New York State Department of Transportation. You will need to gain their support of the designation. Once you have their support, you can work with them to review the safety and maintenance record of the segment(s) being designated and explore what issues might be brought up by increased traffic flows and the addition of slower moving tourists. Are there any correctable deficiencies in the roadway design? Look specifically at shoulder width, the presence of guardrails, drainage problems, pavement quality, and driving speeds. The organization with jurisdiction can also inform your group about applicable highway and signage design standards.

**ACCESSIBILITY** is also a concern for potential scenic byways. National program requirements state that all segments of a byway must be accessible to two-wheel drive automobiles with standard clearance. **ALL-AMERICAN ROADS** must also safely accommodate tour buses. A final consideration for the national designation is the need to accommodate alternative modes of transportation. The Interim Policy states that designated roads should “accommodate, wherever feasible, bicycle and pedestrian traffic”, all of which should be taken into account when assessing the transportation infrastructure of your proposed route. Whether you decide to seek national designation or not, it is a good idea to ensure that all modes of travel are safely accommodated.

Finally, your **CORRIDOR MANAGEMENT PLAN** should describe possible future highway improvements considered and/or recommended during the byway planning process. Make sure your CMP includes documentation that shows that the jurisdictional authority for the road is supportive of the designation. Also, be sure to establish a mechanism for reviewing safety and maintenance issues at regular intervals with this jurisdictional authority.

### **Visitor's Centers**

The Lakes to Locks Passage Visitor Information System plan makes use of a variety of methods for interpreting the byway's many **resources**. A system of “gateway” visitor centers has been established in major cities along the byway. Interpretation of the byway's resources is handled primarily by heritage centers, which are independently operated. Lakes to Locks Passage produces pamphlets, books, and other materials that are distributed at these centers. Their plan also calls for kiosks as well as computer stations at key locations, so that visitors can access timely information about travel services and walking tours. Lakes to Locks Passage Inc. acts as a facilitator for these products, but the actual delivery is through the independent heritage and visitor centers.

**Additional Requirements for National Designation**

If you decide to pursue national designation, you will need to prepare and submit a sample itinerary when you fill out the online application. This should be a focused, realistic travel plan for potential visitors. Specify sequential stops along the byway, along with the estimated amount of time it will take to complete the itinerary. You do not need to identify and locate all the key **RESOURCES**, just selected examples of what a traveler might do were they to visit your byway. This itinerary should support your identified primary intrinsic quality.



An Interpretive Kiosk on the Lakes to Locks Passage. Photo: Megan Loveday

Planning for the Future

**Interpretation Plan**

Now that you have a byway story and an inventory of **RESOURCES**, you need to come up with a plan for interpretation. This can be the most enjoyable part of the planning process, since you will be devising ways to make your byway’s story come alive for visitors. The basics of an interpretation plan will include a description of materials you will use to communicate and interpret the resources along the byway (such as informational markers and kiosks, and their locations), as well as a description of places and venues where pamphlets and other printed materials about the byway will be made available..

You do not need to list specifics of what information will go on each sign and in each pamphlet. You just need

to have a good sense of how to get the information out there. Consider a variety of locations, both on and off the byway route. Of necessity there will be some overlap between this and your plan for promoting the byway.

***Helping Municipalities Craft Preservation Strategies***

One of the **goals** of the Shawangunk Mountains Regional Partnership, which manages the Shawangunk Mountain Scenic Byway, was to “To encourage the preservation of the scenic, natural, recreational and historic **resources** of the Region”. In order to do this their plan identifies a number of opportunities for municipalities and preservation groups to act. It does not however require any new regulations. Instead, the partnership began another effort to study various strategies for preservation, to inform individual municipalities of the options available to them, and enable them to make better informed decisions.

**Additional Requirements for National Designation**

The national application requires that a thorough description of the materials be provided. No attachments are allowed in this section, so your description should be precise and vivid. Some examples of materials you might want to describe are brochures, DVDs, maps, and kiosks.

The national application also asks for descriptions and links to websites where travelers can get information. This infor-

## Planning for the Future

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mation should be specific to your byway, not a general site like [byways.org](http://byways.org) or the New York State Scenic Byways program website.

### **Management and Stewardship Strategy**

One of the primary goals of recognizing and promoting the key **RESOURCES** of scenic byways is to preserve them for future generations. A requirement of both the state and national programs is that your CMP include a strategy for managing the resources of your byway, while also accommodating existing and future development. Again, the exact form this strategy takes is determined by local **GOALS** and objectives; there are no rules regarding how you choose to manage your byway's resources. In fact, New York State's Scenic Byways Advisory Board specifically looks for "strategies that have sufficient **COMMUNITY** support to be successfully implemented" .

Given that this strategy involves so much local flexibility, what do you actually need to include? Your CMP needs to include a discussion of how development will be accommodated while at the same time preserving the **INTRINSIC QUALITIES** of your byway. Discuss the management strategies and standards that are currently being employed and are recommended for the future. How will the visitor experience be preserved or enhanced?

#### ***Working with Municipalities***

Although the Mohawk Towpath Scenic Byway lacks regulatory authority to protect byway **resources**, it serves as an important information source. The inventory of byway resources that they identified was made available to municipalities so that it could be included in official plans and grant applications. The Town of Halfmoon included this information in its Comprehensive Plan and Local Waterfront Revitalization Program grant application. By including inventories of resources in need of protection in comprehensive plans, this information becomes a part of the planning and decision making process.

You should also consider what threats there might be to the resources of your byway. Are there any proposed developments that might negatively impact the byway experience? Are there any strategies that can be employed to mitigate these impacts? Remember, the administrators of the program just want you to consider these questions; the answers to them are in local hands.

While the details of how to plan for the preservation of your byway's key resources is beyond the scope of this guidebook, a broad discussion is in order. There are two basic approaches to preserving the key resources of your **CORRIDOR**: *regulatory* and *non-regulatory*.

#### **Regulatory Strategies**

Regulations are rules that place restrictions or impose standards on new development. Examples include: zoning regulations which restrict the types of land use allowed; conservation districts, which require open space set asides; historic districts; and building design standards that mandate building styles and materials which are deemed compatible with existing architectural styles. Strategies involving regulations will need to be pursued at the municipal level.



### Non-regulatory Strategies

Many of the byway CMPs that we reviewed relied on voluntary, non-regulatory approaches to stewardship and management. Non-regulatory approaches can include developer incentives, subsidies, technical and financial assistance, the purchase of conservation easements and/or the outright purchase of land. Incentive programs offer benefits to landowners and developers in exchange for commitments that they will act in keeping with preservation and enhancement **GOALS**. Subsidies can be used to supplement the income of property owners whose land may be facing development pressures. Likewise, a subsidy may be offered to provide an incentive for a private landowner to keep his/her land undeveloped. Providing technical and financial assistance to preservation and heritage groups can also be an effective preservation strategy.

#### Learn More!

More information about the guide books discussed in this section is available at the end of this chapter in the *Further Resources section*.

### Providing Information

An alternative strategy is to act as an information conduit. Your byway group can provide inventories of important **RESOURCES** in need of protection to local governments and agencies. Armed with this information, local governments can decide what the best approach to preservation is. In a similar manner, you can provide information about preservation strategies themselves, and work with municipalities to evaluate them. The majority of people we spoke with expressed a desire to keep decision making local. By providing local decision makers with information on strategies and **ASSETS** in need of protection, this principle can be maintained while also advancing stewardship **GOALS**.

### Resources for Researching Management Strategies

Strategies for preserving key **RESOURCES** along your byway can be difficult to devise and implement. Some approaches may require changes to laws at the county or municipal level. Still others will require long term management and funding. It is essential, therefore, that the plan you devise be prepared in partnership with local municipalities and planning department staff. Due to the often contentious nature of land preservation and management policies, it is also important that key **STAKEHOLDERS** and the general public be involved in the process.

To get a better idea of what sort of strategies are available, look at The Local Open Space Planning Guide published by The New York State Department of Environmental Conservation in 2004. This guide discusses the need for conservation, the planning process and legal authority for doing so, a description of which resources need to be conserved, and the tools local governments can use to conserve them. This guidebook is an excellent introduction to preservation planning. .

The Champlain Valley Greenbelt Alliance (CVGA) has produced a guidebook called *The Roadscape Guide: Tools to Preserve Scenic Road Corridors*. This guidebook is focused, as the title suggests, on road **CORRIDORS** like scenic byways. It provides valuable advice on inventorying corridors, understanding conservation, understanding

## Planning for the Future

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regulatory tools, and getting started with your preservation initiative. Some of the areas it covers that are of particular use are: context sensitive design options; getting involved in comprehensive plans; and reducing impact of infrastructure and utilities. Although CVGA closed in 2006, Smart Growth Vermont continues to make this guide available.

Another good resource is the Smart Growth Resource Library, operated by the Smart Growth Network. The website of the Smart Growth Network provides links to various guidebooks about preservation strategies, organized by issue, type, state, and smart growth principles.

### **Visitor Needs and Expectations**

Considering how visitors will interact with your byway should play an important role in the choices you make concerning visitor infrastructure, accommodations and access to information. For some byways an increase in tourism may not be part of the overall plan. However, part of a byway's importance derives from the appreciation it evokes from visitors. The feelings visitors experience will to a considerable extent be shaped by the **THEME** and **GOALS** of your byway. Some questions to consider during this part of the process:

- What level and types of tourism activities would be appropriate? Should the current mix of activities change? Should any be expanded, reduced, or dropped altogether?
- What kinds of new or existing special events are appropriate for what we want to see in the **CORRIDOR**? Can these events be coordinated with complementary events in nearby communities?
- Which intrinsic **RESOURCES** (scenic, historic, cultural, archeological, natural, recreational) are currently used by tourists in the corridor?
- What special events (festivals, races, parades, fairs, sporting events, seasonal attractions) are currently held along the byway? Should these festivals and special events continue? Should they possibly be expanded? Should new activities be added?

### **Commerce Plan**

Whether your organization is looking to limit or pursue development along the byway, **GOALS** and plans for development should be outlined in the **CORRIDOR MANAGEMENT PLAN**. Attracting tourism is often one of the reasons byway designations are sought. Some planning is necessary to make sure that the byway benefits both the **COMMUNITY** and its visitors. A piece of the development planning in your Corridor Management Plan will need to discuss the current and projected level of tourism. Your description should include and identify the accommodations and services available to a visitor, as well as new businesses and services that might improve a visitor's experience in the future. Important sites and locations along the byway should be visible to travelers and tourists, as long as they are in keeping with the integrity of the byway. Ask yourself:

- What changes are needed to the services that travelers find along the road in our community?
- What tourist related services are currently found along the **CORRIDOR**: restaurants, lodging, camping, and shopping.

The planning you do now towards development can act as a catalyst for further development, or alternatively help deter over development so as to protect the integrity of the byway. Take the time in this phase of the process to make sure your Commerce Plan is consistent with your stated **VISION** and **GOALS** for the byway. Within the Commerce Plan there should be a detailed consideration of how the byway may affect businesses along its length and in surrounding area. Some questions to consider are:

- How can existing businesses become more profitable as a result of the byway?
- What local business and tourism associations are there?
- What current promotions are there for activities in the **CORRIDOR**? List active participants and the activities they perform.

Remember: byway designation can potentially attract more travelers and tourists to your area, so it is important that you try to anticipate and consider how local businesses will accommodate them and benefit economically

### **Signage Plan**

As part of the New York State designation process you are required to include within your application a section discussing plans to accommodate national restrictions on outdoor advertising along your proposed scenic byway. Accompanying this documentation must also be verification and documentation that you and municipalities the byway passes through understand that both State and Federal Byway designation prohibits new off-premise signage. Clarification and information in this section of the guidebook can be found in the New York State Scenic Byways Sign Manual, which can be found on the New York State Scenic Byways website:

<https://www.nysdot.gov/display/programs/scenic-byways>

as well as the New York State Department of Transportation’s website on signs:

<https://www.nysdot.gov/programs/nys-signs>

### ***A Sign Inventory***

Preserving the integrity of the landscape, vistas, and scenic locations has always been considered important in the Town of Hunter. In the Town of Hunter, a prohibition of off-premise signs was already in place and enforced by the New York State Catskill Park Sign Law which restricts new off-premises commercial signs. Nevertheless, to achieve New York State Scenic Byway designation proponents of byway designation still were required to conduct a sign inventory. The New York State Department of Transportation Real Estate Office provided assistance in conducting the off-premise sign inventory. Odometer and highway mileage markers were used as reference points to identify not only private off-premise commercial advertising signs, but also all major public traffic control signage visible along both sides of the road.

During the inventory process they discovered, by comparing the size and height of various sign structures, that billboards in the Village of Hunter were more than twice the size of those outside the Village. Two of these large signs were located in, and interfered with, prominent view-sheds of Hunter’s high peak. By conducting this sign inventory the Town of Hunter came to appreciate the impact signs had on their scenic byways **assets** and were prompted to draft recommendations for scaling them back. Special Considerations for Signs along the Byway Prior to Designation

## Planning for the Future

### What qualifies as a sign?

According to the New York State Scenic Byway Program a sign is any outdoor display, device, figure, painting, drawing, message, placard, poster, billboard, or other thing which is designed, in-tended or used to advertise or inform, any part of the advertising or informative contents of which is visible from the main traveled way of a highway, whether the sign is permanent or portable. There are three types of signs to be considered: On-premise, off-premise, and official. The following are basic working definitions though visiting the New York State Department of Transportation's website on signage can help give a very in-depth look at standards and requirements for each type of sign in case of any confusion.

#### **On-Premise**

You will find these kinds of signs located on the same property on which the activity being advertised is conducted. Signs advertising sale or lease of property fall into this category as well. These signs are subject to registration requirements of Subject 86 of the Highway Law.

#### **Off-Premise**

Most commonly seen as "billboard" type, any sign within 660 feet of the edge of the right of way visible from the interstate or primary highways are considered off-premise, regardless of size, shape and message.

#### **Official**

Any sign posted and maintained by public officers, departments or agencies within their territorial or zoning jurisdiction, and authorized through New York or Federal Law for official duty or responsibility are considered official signs. Under this category falls:

- Historical markers erected by State or local government agencies, or non-profit historical societies
- Public utility sign
- Service club
- Religious notice
- Public service sign

These signs have additional requirements depending on specific circumstances. Specifically important for Scenic Byways is knowing what is and isn't allowed to be erected. New York State Department of Transportation allows for exceptions for a few categories of signs including directional signs, official signs, for sale or lease signs, on-premise signs, and "free coffee" signs. For further information and

#### ***Billboards: A Cause for Concern?***

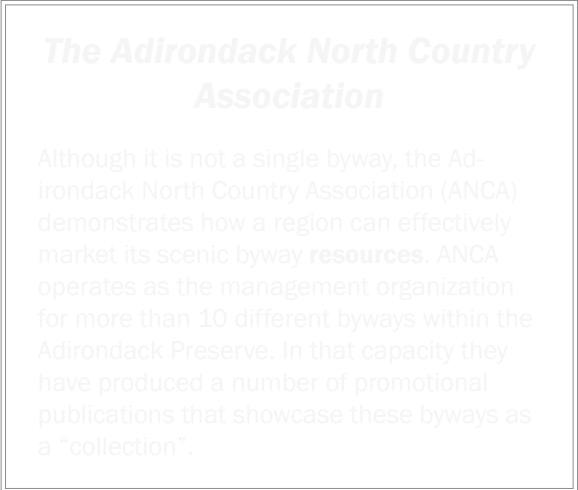
A byway nomination can have many beginnings, and for some like the Western Southtowns, the catalyst was concern over the integrity of communities' scenic qualities. The real impetus for pursuing scenic byway designation for the Western Southtowns Scenic Byway came from a member of the Zoning Board of Appeals of the Town of Orchard Park. The Orchard Park Zoning Board Appeals had been struggling for some time to prevent the spread of billboards through the Village, and became entangled in a lawsuit with a major billboard company. Desperate for a solution, they essentially stumbled onto the idea of scenic byway designation. If and when scenic byway designation was achieved, the Village of Orchard Park and other municipalities along the corridor could ban billboards.

definitions of these signs, please contact your New York State Department of Transportation Regional Real Estate Office.

**Sign Inventory**

The inventory should include all “off-premise” signs located on controlled highways along the byway. Official highway signs and “on-premise” signs need not be included. Information provided in the inventory should include:

- the highway where the sign is located
- a mile post marker or some other means of locating the sign on the highway
- size of the sign
- the Advertiser/Owner of the sign
- the date the inventory was prepared



Assistance in the preparation of your sign inventory can be found by contacting the Department of Transportation Regional Real Estate Offices.

**Outdoor Advertising Control**

Included in your **CORRIDOR MANAGEMENT PLAN** must be a clear indication that the management entity for the byway is aware of the prohibition of new off-premise outdoor advertising signs on scenic byways on the interstate system or Federal-aid primary system and that local governments as partners in the management of a scenic byway, are informed of this federal prohibition.

The New York State Department of Transportation is mandated to regulate and control construction of new and existing signs along all of the National Interstate Highway System and Primary Highway System roads in New York State, whether or not they are designated scenic byways. The 1991 **LEGISLATION** of the *Intermodal Surface Transportation Efficiency Act* (ISTEA) further defined the Primary Highway System to include highways which are on the National Highway System, and control of outdoor advertising was extended to designated scenic byways. Primary Highway System roads are selected New York State, county and local roads that are typically the major travel routes within the State. These roads, by virtue of this status, are eligible for increased funding from the federal government, and fall under the Sign Control Program.

ISTEA requires that if a State has a scenic byway program, the State may not allow the erection of any sign, display, or device which is not in conformance with the federal legislation along any highway on the Interstate System or Federal-aid primary system which is designated as a scenic byway. The legislation includes an accommodation for some signs such as directional signs, official signs, for sale or lease signs, on-premise signs, and “free coffee” signs.

# Case Study: The Great Lakes Seaway Trail



## Planning Process:

- **Byway Building:** Originally created in 1978, the Seaway Trail was an organization formed in pursuit as a not-for-profit organization. As their mission to recognize, interpret and communicate appreciation for historic and environmental assets in the corridor emerged, so did their pursuit to educate and connect these assets into a byway for economic development.
- **Extending To the Border:** Once receiving designation within New York State, it became clear that there was a need to expand upon their original goals and connect New York's coastal communities to those in Pennsylvania and Ohio along Lake Erie. Both states created plans that worked with and towards similar goals, achieving them national byway status.
- **Marketing:** As time marches on, byway organizers work to be creative in reaching current and future generations' attention by establishing an online store and updating their name and logo to capture the uniqueness of the route.

## Organizational Structure:

- Encompasses 86 communities in 11 counties.
- Overall they work as a not-for-profit organization with a staff of 5 full time employees and 700 additional members.
- State-wide, the Great Lakes Seaway Trail works with other byways towards historic and cultural education as well as tourism efforts.



Boldt Castle's yacht house in Alexandria Bay, NY,. Copyright © 2004 Seaway Trail

## **Characteristics**

**Length:** 518 miles

### **Designations:**

- New York State Scenic Byway (2000)
- National Scenic Byway (2005)

**Byway Origin:** Grandfathered in; Not-for-profit organization established in 1978

**Major Themes:** Historic, natural, and recreational

## **Learn More!**

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## **Keys to Success**

- Strong leadership that developed a vision for the byway: With this in place, leaders and organizers could carry out the goals set forth to them even though there were multiple communities and a great length of route to communicate along.
- An in-depth inventory process of all sites along the byway route: This helped identify a unifying theme that connected the length of the byway physically, mentally, culturally and historically all the way through to its connection with the Canadian border.
- Forward and creative marketing strategies: Once adopted, the byway would have to continue its success and inform the public of what treasures were available and this was possible through intense thoughtfulness in designing a unique name, logo, and marketing avenues to keep up with changing interests and technologies.



# Case Study: The Great Lakes Seaway Trail

## *Marketing on the Great Lakes*

The Great Lakes Seaway Trail has made publicity and marketing an important element in their plans for the promotion of the Scenic Byway. Through the creation of a logo the organization has been able to build a unique identity for themselves. The green foot sign that is used on the byway's website and documents has become a recognizable symbol and is easily identifiable for visitors and travelers. The organizers of the byway feel that the name and logo of a byway can be crucial to the success of a byway, and that choosing an evocative name and creating a powerful logo is one of the most important things a byway organization can do. With many potential visitors from within the United States, and in some cases from overseas, establishing an interesting and identifiable name can play a role in attracting people to the byway. Recently the Seaway Trail has updated their own name through the addition of Great Lakes to its beginning. This was done to help visitors understand the location and importance of their specific seaway.

Taking it a step further, the Great Lakes Seaway Trail devised additional methods of marketing to try and expand their reach and the impact of their brand. In 2009 the organization utilized a storefront to host an exhibit that displayed the unique characteristics of the byway. An admission fee was charged, with the profits going towards byway project funding. Their online store sells books, CDs, cards and paintings which provide additional exposure and income for the byway. As the internet becomes an increasingly important space for marketing the Great Lakes Seaway Trail has taken advantage of reaching new audiences by linking to social websites such as Facebook and Twitter.



## Planning for the Future

### Marketing Plan

Protecting of your byway's **RESOURCES** is an important aim of the Scenic Byways program, which can only be achieved if people appreciate and value those resources. By effectively marketing and promoting your byway's **INTRINSIC QUALITIES** (both visitors and locals) your organization can increase the public's appreciation of these resources, and generate support for preserving them. Done properly, byway resources can also be economic resources.

In this section your organization will think about the overall marketing and promotion strategy, as well as specific actions you can take. This is a good time to think about what those strategies will actually look like. What sort of materials will you develop? How will they be distributed? Who will you target: the general public or specific groups? Who will you partner with to get the word out?

### Websites

Websites can be a great way to get the word out about your scenic byway. There are a few things that you should keep in mind when planning your byway's website. First of all, remember that it can serve multiple purposes. In addition to being an important component of your marketing machine, it can be used to update local **STAKEHOLDERS** on developments along the byway.

Another thing to keep in mind is that, just as buildings should be accessible, so too should websites. There is a lot that goes into designing accessible websites, but the effort is worth it because it produces benefits that go well beyond helping people with disabilities. Accessibility is best achieved by designing websites that are logical and flexible, and that permit the site to be viewed on a variety of devices (an important consideration now that more and more people are using mobile Internet devices like cell phones). One of the most important accessibility considerations is the use of images and the provision of "alternative textual descriptions". All applications going to the national level must include these descriptions for the pictures they submit. An alternative textual description is a replacement for the image itself, instead of a caption that elaborates on the image. A more detailed description can be found in The National Scenic Byways Program Image Style Guide.

### *Using Websites to Aid Travelers*

The Great Lakes Seaway Trail has created a dynamic, interactive website that not only gets the word out, but helps travelers plan their trips. An interactive map allows visitors to explore the length of the byway and get an idea of the kinds of experiences they can have. Not only does the map allow visitors to click on individual **resources** for more information, but it also interfaces with Google Earth® to show travel itineraries that include turn-by-turn directions. Descriptions and pictures have been added to the Google Earth® so visitors can get a better idea of what their travel experience will be like. Itineraries may also be printed out by the user.

Other features include lists of attractions, such as restaurants, recreation areas, and seasonal attractions. Visitors can also learn about important historical events like the French and Indian War.



### ***Balance of Voice***

The Lakes to Locks Scenic Byway began as a government grant project to bring new economic life to the region. The project's main entity was a **Steering Committee** of 20 people. Each planning office was responsible for getting the right people together and for conducting local meetings, which were followed in turn by 3 or 4 regional meetings. Connecting all the branches of the byway in this way worked remarkably well. As they began the process of merging the various regions and byway segments, they realized what they shared and had in common: a shared waterway that included 32 waypoint communities (75 communities all together in 6 counties). As more regions were incorporated there was a corresponding increase in the number of **stakeholders**, which prompted the creation of an expanded Board of Directors that included one nominated person from each county.

Finding an appropriate balance and voice for each county became a key issue for Lakes to Locks. Each county was able to have its own individual section in the plan tell its particular story within the context of the much bigger picture presented within the **Corridor Management Plan**. This allowed for multiple identities within the main theme to emerge for each of the regions, dispelling any fear that participating counties would lose their sense of identity. Furthermore, since the byway extended so far north, and because byway plans and activities could potentially have an impact on U.S.-Canada commerce, a representative from Quebec was also involved in the process. Vermont and Essex Farm Bureau initially objected to the byway. However, when they finally sat down and understood that the Lakes to Locks byway did not impose any restrictions or limitations on farming, their objections went away. They even formally signed on to partner with the byway, and created a farming tour guide.

The Lakes to Locks Scenic Byway addressed multiple issues of jurisdiction and identity by following through on their promise to include everyone on every level in the decision making process. They faced county needs as well as concerns that crossed state and national lines. Partnerships were extended to alleviate fears and create a complete byway with a theme that connected everyone together for a National Scenic Byway designation.

## **Public Participation and Collaboration**

### **Byway Organizations**

Your byway organization is responsible for guiding the processes and decisions that will shape the content of your byway nomination application. It will also need to remain vitally involved in the implementation of the byway program after byway designation is achieved. It is therefore essential, as has been emphasized throughout this guidebook, to reach out to **STAKEHOLDERS** and find people and organizations, both within and outside the **COMMUNITY** to partner and collaborate with. Each step in the nomination process requires a different set of skills and there are numerous opportunities to be creative and flexible in getting tasks accomplished. One good place to start looking is by contacting people at byways that have been already been officially designated. Each byway story has a lesson to teach, and people who have gone through and experienced the process are typically extremely willing, and even eager, to share their experiences and lessons learned.

One way to begin the process is deciding what kind of byway organization you want to be. There a number of starting points for your organization and it will be up to you to choose which suits the needs and **GOALS** of your group best. Here are a few jumping off points on how to organize your byway. You may find that more than one of these fits for you and it is more than acceptable to create a “hybrid” organization that includes elements from different categories. A deeper discussion of these options is thoroughly presented in *Making the Grassroots Grow*.

**A Citizen's Group:** This group is a simple model in which a collection of community members or con-

# Case Study: The Mountain Cloves Scenic Byway



## Characteristics

**Length:** 41 miles

**Designations:**

Pending: New York State Scenic Byway

**Byway Origin:** Three former Scenic Roads

**Major Themes:**

Historic, Scenic, and Cultural

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## Planning Process:

- Initiated in 2005 by concerned citizens and officials from the Town of Hunter.
- The drive to develop a CMP came from concern over repair work being done on Route 23A. Following a heavy rain storm, repair work was initiated that was viewed as incompatible with the local context.
- Composed of three former scenic roads which are linked together with new segments.
- Received assistance from the Catskill Center, a regional conservation and advocacy organization.

## Organizational Structure:

- Currently, the town of Hunter manages the byway.
- Investigating the possibility of creating a not-for-profit to manage the byway. This would include representation from the villages of Hunter and Tannersville.



A trailmarker for Kaaterskill Falls on the Mountain Cloves Scenic Byway. Photo: Timothy Malone

## Keys to Success

- Extensively used volunteer labor to complete the planning process: much of the leg work was done by volunteers or provided as “in-kind” services from government offices. Paying for the same amount of labor would have been prohibitively expensive.
- Diverse representation on the steering committee: people from all walks of life were intimately involved in the planning process, bringing a variety of perspectives.
- Built upon goals and objectives from previous local planning efforts: during the goal and objective formation process, they extensively reviewed other planning documents. By building on what had already been done, their efforts were “jump-started” and were in-line with previously expressed goals (see the next page for more information).



# Case Study: The Mountain Cloves Scenic Byway

## Existing Planning Documents

The Proposed Mountain Cloves Scenic Byway decided early in the process that their corridor management plan should be an outgrowth of previous local planning efforts. To that end, byway organizers consulted town and village planning documents (such as comprehensive plans and transportation plans) to find goals, objectives, and visions that were related to byway resources. Not only did this make it easier to come up with these guiding principles, but it also demonstrated to other stakeholders that this plan would not replace previous plans, but instead build upon them.

Not only did the byway's organizers look for goals, objectives, and visions, but they also used these planning documents to identify assets that needed protection and promotion. Previous plans proved to be an excellent source of information regarding the features of the area that are important to local residents. By turning reviewing these plans, byway organizers were able to jump-start the inventory process. Respecting and engaging with other plans has proven to be a key to the byway's success.



### ***Town Based Management***

The origin of the Mountain Cloves Scenic Byway can be traced back to three route segments within Hunter (Kaaterskill, Stony and Platte Cloves) that were previously designated as New York State **Scenic Roads** in the early 1990s under the leadership of the Town of Hunter and Catskill Center for Conservation and Development. In 1992, the New York State Department of Environmental Conservation's Scenic Roads Program was abolished, but roads previously designated under this former program were grandfathered into the new Scenic Byways program. Since then the strategic importance of Hunter's Scenic Byways as a means for achieving sustainable economic growth has increasingly been recognized.

Although the three previously designated byways were located in the Town of Hunter, the **byway committee** had long talked about the possibility of extending the byway beyond the town's border. If this were to be accomplished, byway organizers recognized that it was essential to get all the villages involved in the planning process. Through their efforts representatives of the villages were brought on board and shown how positive the scenic byway process could be and what it could do for them. Trust was gained through constant communication and updates between both the byway committee and the village residents. A number of different stakeholders were included on the scenic byway planning committee, and their meetings were and are always open to the public.

A key to the success of the Mountain Cloves planning process was having key leaders and a consultant involved in getting things done. The consultant helped conduct several brainstorming sessions. Input gathered from these open public meetings, and brainstorming sessions helped put together the Mountain Cloves Corridor Management Plan and bolster support for the project.

cerned citizens gather together to accomplish an agreed upon set of goals.

**Not-for-Profit:** Working as a **NOT-FOR-PROFIT** indicates that your byway is an individual organization, usually a nonprofit corporation is also made up of private citizens. Becoming a not-for-profit carries some specific legal organization requirements, benefits and obligations. Although it is not the only or required model, it is heavily suggested by the Department of Transportation that becoming a not-for-profit organization can be very helpful for a byway organization.

**Informal Group:** Informal group based byway organizations is as simple as it sounds. It brings together interested participants that want to work together on the byway process goals.

**Cooperative Agreement:** A cooperative agreement is an agreement between organizations that are interested in working together in a somewhat formal manner.

**Government Agency as Lead:** If your byway is looking to work with a single government entity then this may be the choice for you. In this case, one government entity agrees to be the lead agency for the group, in turn allowing the group to utilize its legal status and administrative structure to benefit the byway.

**Joint Powers Entity:** Organizing in this model, the byway would be an organization made up of governments that can include public entities. Such entities can include but are not limited to municipalities, the USDA Forest Service and the New York State Department of Transportation.

**Customized Structure/ Hybrid:** If one or more of the models fits the needs of your byway organization, then you can pick and choose which pieces you would like to include to create a hybrid to meet your unique needs.

**Incorporation:** At some point your group may consider a more formal structure as it grows and expands. You may want to incorporate, which is a legal designation that carries some benefits, but it requires extra

efforts of maintenance on top of all your other **GOALS**. Usually incorporations involve paid employees, grants, contracts or cash donations. In the case that this does not describe your organization and your organization doesn't have much background in legal structures or a financial background, then you may want to have another agency help serve as your fiscal agent. In this situation you will still make decisions, but the agent will help you disburse funds on your behalf. It may cost money but it will not be as demanding as incorporating.

After you've decided how to structure your organization, the next step is to figure out ways to continue to gather support from the **COMMUNITY**. Acquiring support and making connections within the byway's community plays a large part in how successful your byway will be. Local residents, business owners, and officials should all be working together to give feedback, input, and at times criticism. There will be many questions from **STAKEHOLDERS** in the community and the best way to gain support is to accommodate them. By encouraging the public to actively participate in the process trust, support, and satisfaction can be achieved. Public meetings are usually good ways to give and collect feedback on the process however you should consider the time and location of each meeting. It should be at a time optimal for the most attendance (not during work hours or dinner time) and a place that is easily or reasonable to get to. The location should also be a place where residents will feel welcome and comfortable in.

Getting people involved and attending meetings can prove difficult at times but there are many ways to be creative and get the word out to the public. Local students, teachers, businesses, organizations, religious groups, sports teams, clubs, etc. can find ways to get involved. There are almost endless possibilities. Publishing a newsletter, sending meeting minutes by email, airing meetings on television, and sending out surveys are a few other ways to gain a wider audience.

### **Further Resources**

#### **The included GIS data DVD and accompanying website**

<http://www.buildingyourscenicbyway.com>

The DVD included with this guide contains a number of valuable sources for identifying sites that you will want to consider for possible inclusion. GIS layers documenting locations of natural and scenic features such as bird conservation areas, water features, DEC lands, different ecological zones, shorelines, and wetlands are provided. Layers with cultural resources such as libraries and universities are also provided. Recreation layers such as greenway trails, DEC trails, fairgrounds, boat launches, and others are included. These GIS layers provide a valuable resource for starting your research.

#### **Byways 101**

<http://www.byways101.org>

This website provides a virtual class on the basics of scenic byways. It provides advice on running meetings, forming partnerships, inventorying your resources, and other topics. You can also find sample worksheets for performing your resource inventory.

## Further Resources

### **Making the Grassroots Grow**

<http://www.bywaysresourcecenter.org/topics/corridor-management/planning/publications/585/>

This book provides an in-depth explanation of how to form an effective byway organization. It describes the various types of organizations, lists tips for sustaining momentum, and provides numerous examples from successful byways.

### **National Scenic Byways: Interim Policy**

The legislation that established the National Scenic Byways program left out details regarding implementation. The Interim Policy fills in that gap. It describes the designation process, defines the six intrinsic qualities, and lists the requirements of a corridor management plan.

### **National Scenic Byways Nomination Guide**

<http://www.bywaysonline.org/nominations/>

The most current version of the nomination guide for the national program is available at this website. It walks you through the process, provides guidance on filling out the application, and discusses any changes to the program.

### **National Scenic Byways Image Style Guide**

[http://www.bywaysonline.org/nominations/image\\_style\\_guide.html](http://www.bywaysonline.org/nominations/image_style_guide.html)

This document provides guidance on formatting and describing images within your corridor management plan. The advice is geared towards groups applying for national designation, but many of the tips are relevant to all byway organizers.

### **Scenic Byways: A Design Guide for Roadside Improvements,**

Published by the USDA Forest Service

[http://www.fs.fed.us/eng/php/library\\_card.php?p\\_num=FHWA-FLH-02-001](http://www.fs.fed.us/eng/php/library_card.php?p_num=FHWA-FLH-02-001)

This guide provides an overview of the byway planning process, as well as details on how to design improvements. In it you will find valuable advice regarding the design of visitor facilities, kiosks, roadway signs, and more. It also provides information on ensuring accessibility and safety in a regional context.

## **Scenic Resources**

### **American Automobile Association Scenic Roads**

<http://www.aaa.com/aaa/common/scenicbyways/SBHome.htm>

*“AAA supports funding for programs to identify, designate and financially support the preservation of scenic highways to be enjoyed by the motoring public.”*

### **Scenic Evaluation Method – Vermont Scenic Byways (warning: large file)**

[http://www.vermont-byways.us/For\\_Byway\\_Organizers](http://www.vermont-byways.us/For_Byway_Organizers)

This is a companion guide to Vermont’s Scenic Byways Field Guide (a guide to navigating Vermont’s scenic byway designation process). It provides a thorough explanation of how to inventory the scenic qualities of your corridor. It will walk you through evaluating various scenes that will be found and provide advice on determining which features add to, and which detract from the scenic quality.

### **Demonstration of a Visual Resource Inventory and Assessment Methodology for Adirondack Road Corridors**

This report, produced in 1996 through a scenic byways grant, details a method for inventorying resources. Although focused primarily on the Adirondacks, it is potentially applicable to other areas. It provides a detailed description of a method of collecting data, as well as sample forms used in actual data collection, and advice on entering the data into a computer database for later use.

### **Department of Environmental Conservation Scenic Road Inventories (Not available online, but should be available from local planning or municipal offices).**

Under the Article 49 Scenic Roads program, inventories of each road were performed, detailing both scenic resources and attributes that detracted from scenic beauty. If your byway was a scenic road, or will include a scenic road, the inventory that was performed is a good resource to look at.

## ***Natural Resources***

### **The National Park Service**

<http://www.nps.gov/state/NY/index.htm>

The NPS is in charge of national parks and national historic sites. The national parks contain many unique and rare ecosystems, natural sites, rare plant and animal species, and historic sites. National parks are good indications that your byway is near nationally significant resources.

### **Wild and Scenic Rivers**

<http://www.rivers.gov/>

*“The National Wild and Scenic Rivers System was created by Congress in 1968 (Public Law 90-542; 16 U.S.C. 1271 et seq.) to preserve certain rivers with outstanding natural, cultural, and recreational values in a free-flowing condition for the enjoyment of present and future generations. The Act is notable for safeguarding the special character of these rivers, while also recognizing the potential for their appropriate use and development. Equally important, it encourages river management that crosses political boundaries and promotes public participation in developing goals for river protection.”*

### **The Erie Canalway National Heritage Corridor**

<http://www.eriecanalway.org/>

The Erie Canalway Heritage Corridor was established in 2000 by Congress. It is a 524 mile long heritage area that blends scenic, natural, cultural, and historic resources. It travels through 23 counties in Upstate New York and 234 communities, and provides an excellent illustration of how heritage planning can improve communities.

### **Designations given by conservation groups such as the Nature Conservancy**

<http://www.nature.org/wherewework/northamerica/states/newyork/preserves/>

## Further Resources

### **U.S. Fish and Wildlife Service Refuges**

<http://www.fws.gov/refuges/refugeLocatorMaps/NewYork.html>

*“The Mission of the National Wildlife Refuge System is to administer a national network of lands and waters for the conservation, management, and where appropriate, restoration of the fish, wildlife, and plant resources and their habitats within the United States for the benefit of present and future generations of Americans.”*

### **Priority areas defined in the New York State Department of Environmental Conservation Open Space Plan**

<http://www.dec.ny.gov/lands/47990.html>

The 2009 Open Space Conservation Plan prepared by the New York State DEC contains a list and description of priority areas. These areas have been identified at a regional level, with public input, as the most critical places in need of conservation.

## **Historic Resources**

### **The National Register of Historic Places**

<http://www.nps.gov/nr/>

The National Park Service maintains a number of historic places throughout the United States. Places on the register range from birthplaces of historic figures, to sites of important battles.

### **New York State Office of Parks, Recreation, & Historic Preservation**

<http://nysparks.state.ny.us/>

Heritage Trails, Heritage Areas, and Historic Sites are maintained in New York by the Office of Parks, Recreation, and Historic Preservation. Click on the “Historic Preservation” link on the top of the page for more information.

### **American Society of Civil Engineers: Historic Civil Engineering Landmarks Program**

<http://content.asce.org/history/index.html>

Click on the “Designated Historic Civil Engineering Landmarks” link to search for important civil engineering projects near you. Projects might include significant bridges, dams, and other buildings.

### **National Register Historic Districts and Landmarks**

<http://www.nps.gov/nhl/>

Nationally significant places recognized by the National Parks Service. Examples range from power generation plants at Niagara Falls to the entirety of the Adirondack Park.

### **National Historic Buildings Survey**

[http://memory.loc.gov/ammem/collections/habs\\_haer/](http://memory.loc.gov/ammem/collections/habs_haer/)

This collection from the Library of Congress lists important buildings throughout the United States. Famous bridges, monuments, and homes of historic people are included. You can browse the collection by place or by subject.

## **Cultural Resources**



**American Folklife**

<http://www.loc.gov/folklife/>

*“The American Folklife Center was created in 1976 by the U.S. Congress through Public Law 94-201 and charged to “preserve and present American folklife.” The Center incorporates the Archive of Folk Culture, which was established at the Library of Congress in 1928, and is now one of the largest collections of ethnographic material from the United States and around the world.”*

**The Cultural Resources Survey Program at the State Museum**

<http://www.nysm.nysed.gov/research/anthropology/crsp>

*“The CRSP is an applied research program of the Museum’s Research & Collections Division that provides research and assessment of archaeological and architectural resources for other state agencies. This extensive program assists these agencies with their State and Federal historic preservation mandates.”*

**The New York Folklore Society**

<http://www.nyfolklore.org/>

*“The New York Folklore Society recognizes and celebrates the extraordinary in everyday life, bringing focus to the traditions of our state’s diverse peoples. NYFS is the leading resource for folklore and folklife by disseminating research and information throughout the state.”*

**Preservation Strategies****The Local Open Space Planning Guide**

<http://www.dos.state.ny.us/lgss/pdfs/OpenSpaces.pdf>

The guide book, produced by the New York State Department of Environmental Conservation, discusses resources that need to be protected by local governments, and gives examples of tools that can be used to do so. It also provides information regarding the legal authority to use these tools.

**Smart Growth Resource Library**

<http://www.smartgrowth.org>

Operated by the Smart Growth Network, this website provides information on a variety of preservation strategies.

**The Roadscape Guide: Tools to Preserve Scenic Road Corridors**

<http://www.smartgrowthvermont.org/help/publications>

Provided by Smart Growth Vermont (originally created by the Champlain Valley Greenbelt Alliance), this book provides advice in inventorying corridors, understanding conservation, understanding regulatory tools, and getting started with preservation initiatives.

**Technical Assistance Toolbox**

[http://hudsongreenway.state.ny.us/Tech\\_Assist.aspx](http://hudsongreenway.state.ny.us/Tech_Assist.aspx)

This toolbox, from the Hudson River Valley Greenway, provides a thorough list of methods that you can use to help preserve your byway’s special places. Each topic includes links to multiple resources. You can also find information on applying for grants.

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# Building Your Byway: Implementing Your Plan

**A**fter you have completed your **CORRIDOR MANAGEMENT PLAN**, and have been designated, the implementation phase begins. In fact, you may want to begin implementing projects before you finish your plan or receive designation. Either way, when you start implementing projects and recommendations that have been included in your plan, you can begin to make positive changes in your **CORRIDOR**. It is also an opportunity to keep momentum going, and to bring new people in to the process.

This section discusses ways for you organization to successfully transition from the planning phase to the implementation phase. This chapter describes tools such as work plans (also called action plans) and discusses how they can be used. You will read about already designated byways where citizens have been energized and positive changes have occurred. Information about applying for National Scenic Byways Grants is also provided, as well as other **RESOURCES** that you can use to fund your projects. This chapter also discusses the important of publicizing your successes. Finally, we will discuss the importance of maintaining partnerships and keeping the public involved.

This section draws heavily on the guide book and CD-ROM, *Making the Grassroots Grow*, put out by the National Scenic Byways Resource Center. This guide book takes byway groups through of the process of planning for the implementation of projects after they complete their Corridor Management Plan. See the *Further Resources* section in this chapter for more information on how to get this guide book for free.

## Developing a Plan of Action

When you developed your **CORRIDOR MANAGEMENT PLAN**, you identified **GOALS**, objectives, and strategies to help achieve your **VISION**. Each objective and strategy that you decided on will require a number of actions to be effectively implemented. The question is, where should you start? A good way to prioritize these actions so that they proceed logically and reinforce each other is to develop a work plan. Planning out the actions that will be necessary to complete an objective will help you ensure that each action is moving you in the right direction.

A first step, as suggested in *Making the Grassroots Grow*, is to prioritize your objectives. Ask yourself which objectives are most important, and which ones can be easily achieved. When you are just beginning, it may not be prudent to tackle a complex, time consuming project. Instead, achieving some tangible results early on may be a better strategy. Think about some objectives that you can work towards quickly to show that your group is capable of achieving results. This will help recruit new volunteers and partners, and keep momentum going.

### **Key Terms in this Chapter:**

- Access
- All-American Road
- Community
- Corridor Management Plan
- Goals
- In-kind Services
- Intrinsic Qualities
- Legislation
- Not-for-Profit
- Public Participation
- Resources
- Resource Inventory
- Scenic Byway
- Scenic Road
- Stakeholders
- Vision Statement

## Developing a Plan of Action

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### **A Work Plan**

*Making the Grassroots Grow* recommends that your organization create a work plan to guide the implementation phase. While your CMP identified actions and strategies that can be taken, a work plan specifies who will accomplish them, how they will be accomplished, and when they will be accomplished.

So, what is a work plan and how do you create one? A few clarifications on language are in order before that question is answered.

- As discussed before, a **VISION STATEMENT** is your overall desired end state. It describes how people would like to see the byway look in the future. In general, it includes the activities that will be happening, how outsiders will view the area, and what qualities will be present.
- **GOALS** expand upon the vision, calling out individual aspects of the preferred vision. A goal might be to have adequate open space, or vibrant village centers. Other goals might be for the region to become a tourist destination.
- Objectives state how a goal will be achieved and how progress will be measured. Objectives begin to define a direction. A good example is the problem of preserving open space. An objective might be to add 200 acres of publicly owned park land by 2015. An alternative objective might be for the county to enact regulations on how land is developed so that ten percent of new developments are preserved as open space. Both of these objectives serve the same goal but approach it differently. Key features are that they include what will happen, who will do it, and some sense of measuring progress.

The work plan builds on the objectives. It breaks down each objective into individual projects and actions, then assigns responsible parties, time frames, and identifies next steps. A work plan is useful because its smaller tasks, proceeding in a logical manner, are easier to manage, especially when multiple parties are involved.

A work plan also keeps your projects focused on specific objectives and goals that help you realize your vision. As *Making the Grassroots Grow* states, checking things off a list does nothing if it doesn't serve your larger goals. Taking this initial step helps to ensure that each project you implement, and each action you take, will advance your byway's goals.

1. So, your first step is to look at your vision, goals, and objectives. Make sure these accurately reflect what should be happening on the byway. At this point you may need to revisit some of these to further flesh them out.
2. Also revisit your CMP's sections on marketing, **PUBLIC PARTICIPATION**, road safety, and interpretation. Are there objectives associated with these chapters? If not, try to turn the recommendation into objectives.
3. Once you have a solid list of objectives, break it down into actions that need to be implemented. If an objective is to create a land trust, think about what needs to be done to accomplish that. Who will manage it? How will it be funded? How long will it take to get off the ground? What will be its prior-

ity? Will laws need to be passed? What about a mission plan or bylaws? The answers to all of these questions may result in specific actions that need to be accomplished by different agencies, governments, and individuals.

4. To help organize the actions that will need to be taken, it helps to make a timeline chart. A timeline chart takes each objective and breaks it down by task. A column shows who will be responsible for implementing it. Along the top are columns with time frames. This shows how each task leads into the next one.

A basic example of a visual representation of a work plan is provided above. The essential feature is that all of the tasks necessary to achieve an objective are listed and a responsible party has been assigned. It provides an easy to read method of tracking the progress of your objectives.

## Getting Funding

Once you have a list of actions that will need to be completed you will need to find a way to fund your projects. Funding is available in a variety of forms, from grants, to donations, to income you earn through events and products. In 2004, the Seaway Trail, Inc held a round table discussion with 39 byway representatives to discuss strategies for sustaining byway groups. The information from this discussion was compiled on a CDROM titled: *Driving Financial Sustainability for Byway Organizations*.

### **National Scenic Byways Grants**

One of the major benefits of completing a **CORRIDOR MANAGEMENT PLAN** is that your byway will become eligible for National Scenic Byways (NSB) grants. These grants are provided by the Federal Highway Administration for eligible byway related projects. In order to qualify for these grants, the byway for which the grant is being pursued must be a designated state, national, Federal Land, or Indian tribe byway. In New York State this means that your byway must have an approved corridor management plan.

Two points should be kept in mind when your group is considering applying for NSB grants. The first is that grants are for reimbursement only. That means, you must find a way to pay for the project up front, then get reimbursed for the costs. For most byway groups, this means working with municipalities, **NOT-FOR-PROFITS**, and other fiscal agents to carry out projects.

The second point is that all NSB grants require a 20% match from the **COMMUNITY**. NSB grants only cover up to 80% of the cost of any project. The 20% match can come from funds raised by state governments and local governments (villages, towns, counties, cities, and other subdivisions of a state). Funds donated by the private sector may also be used. For projects on land providing **ACCESS** to, or located within, Federal land or Indian land, the match can come from Federal land management agencies or tribal governments. Finally, **IN-KIND** donations are permitted in most situations. Certain restrictions do apply, such as property and materials may not be donated by Federal agencies, and services may not be donated by State governments or Federal agencies.

# Case Study: The Mohawk Towpath Byway



## **Planning Process:**

- Began in 1998 when the Mohawk Valley Corridor Commission received a grant to start the process
- Local volunteers formed a steering committee
- Sections of the CMP were drafted by sub-committees
- MVCC staff assisted the sub-committees and compiled the final document
- After achieving state designation, sought national designation in 2005



Cohoes Falls, one of the many sights along the Mohawk Towpath Byway. Photo: Timothy Malone

## **Organizational Structure:**

- The Mohawk Towpath Scenic Byway Coalition, a not-for-profit corporation, manages the byway
- The board is composed of representatives from local municipalities and counties

## **Keys to Success**

- Frequent communication with local leaders: even though the higher ups from the local communities were not involved with day to day decision making during the planning process, the steering committee made a point of informing them of decision and issues.
- Strong historical focus: the byway's focus is on historical qualities of the area. Not only does this differentiate it from other byways, but it provides numerous opportunities for educational and interpretive materials.
- Keeping the public involved: through newsletters, presentations at public meetings, and special events, members of the public are given opportunities to stay involved. Some of these events, such as the annual diathlon, are also fundraising opportunities.

### **Characteristics**

**Length:** 28 miles

**Designations:**

New York State Scenic Byway (2003)

National Scenic Byway (2005)

**Byway Origin:** New Byway

**Major Themes:**

Historic, Cultural, and  
Recreational

### **Learn More!**

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# Case Study: The Mohawk Towpath Byway

## *The Mohawk Towpath Business Plan*

Every year, the Mohawk Towpath Scenic Byway Coalition Executive Committee and Board conducts a planning session for the coming year's activities. This process involves board members and the organizations partners revisiting **vision statements** and objectives, going over what activities have already been completed, and prioritizing projects for the coming year. The process was devised for them by a local consultant that they met through the local Rotary Club.

The process they follow utilizes software called AMCat, which helps groups develop their plan. This software generates graphs which place objectives in a matrix showing their priority, which stage they are in, and what sort of management actions they need. Possibilities include: research, develop, implement, and produce. An "Action Agenda" is also produced. Each objective is described with the following information: expected results, stage of development, lead organization, team, milestones, and existing accomplishments. Projects are also listed for each objective, along with steps needed to complete them.

By revisiting this process each year, they not only keep themselves focused on their vision, **goals**, and objectives, but they also have a built mechanism for tracking progress. This method helps them stay on course. It also provides an annual opportunity for new ideas and concerns to be expressed.

Although the process costs money to complete, they were able to obtain funding. A local assemblyman was able to get them a legislative item to cover the costs. They were put in contact with the consultant through an advisory board member's involvement in the local rotary club. By being open to, and seeking out, a variety of partnerships, the Mohawk Towpath Scenic Byway Coalition Executive Committee and Board was able to develop a successful strategic planning process.



## Getting Funding

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It is important that you keep in mind that matching funds must be thoroughly documented. For up to date requirements, consult the National Scenic Byways Program Grant Information document for the fiscal year in which you are applying. Basically, you need to document: the source of the match and what form it is taking (cash, materials, property, etc.). Furthermore, you must provide a documented valuation of in-kind donations; rates exist for volunteer labor. Fair market value should be documented for materials and property.

A few other requirements also should be noted. Any facilities purchased with National Scenic Byway Grant funds should be owned or operated by a **NOT-FOR-PROFIT**, or by a government entity. Furthermore, facilities constructed with these grant funds are subject to **ACCESSIBILITY** requirements under the Architectural Barriers Act or Americans with Disabilities Act. The guide to applying for grants lists the following three websites for more information:

- <http://www.fhwa.dot.gov/environment/bikeped/guidance.htm#Access>
- <http://www.usdoj.gov/crt/ada/adahom1.htm>
- <http://www.access-board.gov/>

So, with that out of the way, what can you use grants for? National Scenic Byways **LEGISLATION** allows for eight categories of grants, seven of which are applicable to most byways; the other category is available for the planning and implementation of state scenic byways programs. The seven other categories are as follows:

**Corridor Management Plans:** This is mostly of use to former **SCENIC ROADS** in New York State. Since they are already designated Scenic Byways (Article XII, which established the New York Scenic Byways program, grandfathered them in), they qualify for this grant. Groups who are planning new byways are not eligible for this grant. Byways that already have CMPs are also eligible for this funding source and can use it to update or implement their CMP.

- In 2006, the Hunter Scenic Roads (later renamed the Mountain Cloves Scenic Byway), received a grant \$24,000 to develop a **CORRIDOR MANAGEMENT PLAN**. A local regional group, the Catskill Center, acted as the sponsor of this project. They were able to get a grant in this category because they were already a designated scenic byway.
- Corridor Management Plan grants are not just for the initial planning phase. In 2006 the Mohawk Towpath Scenic Byway received a grant in this category for year one of its plan implementation. The money they received funded an evaluation effort, the beginnings of an interpretive plan, initiation of a business plan, and the hiring of a part time employee to help with administration.

**Safety Improvements:** These grants can be used to implement projects which seek to accommodate increased traffic, or accommodate new kinds of traffic safely. Examples might include tour buses or bicycles, both of which may have special needs that segments of our route do not possess.

- In 1999, the New York State Route 73 Scenic Byway (now known as the High Peaks Scenic Byway), located in the Adirondacks, was given a grant to assess and improve **ACCESS** to trailheads. Increased traffic had caused safety concerns around the areas trails. The grant allowed them to explore these is-



sues further and develop a plan to address them.

**Byway Facilities:** Can be used to construct facilities for travelers, including: overlooks, turnouts, shoulder improvements, interpretive facilities, rest areas, and provisions for bicyclists or pedestrians.

- The Mohawk Towpath Byway received a grant in 2007 to create new exhibits and amenities at its newly relocated visitor center.

**Access to Recreation:** Covers improvements to the **ACCESS** to recreation sites. An example might be improved boat launch facilities, or improvements to trail heads.

- The Mohawk Towpath Byway received a grant in 2005 for a trail linking the Waterford harbor to Lock No. 2. This project is billed as providing better access for boaters to the byway's **RESOURCES**, as well as further recreational opportunities for travelers in the form of pedestrian and bicyclist access.

**Resource Protection:** Grants under this category are available to protect the resources that your **INVENTORY** process has identified. In addition to projects which directly protect, preserve, restore, or improve resources, projects which analyze or **INVENTORY** them are also eligible. Conducting a more in depth inventory, or crafting a plan to protect your **RESOURCES** may qualify for this category.

- Examples of past recipients in New York include the Shawangunk Mountains Scenic Byway, which received a grant to create an open space plan for the region.
- In 2004 the Adirondack North Country Association received a grant to create a rapid detection and response system for invasive plant species along the Olympic Byway.

**Interpretive Information:** Grants in this category may be used to create or update an interpretive plan, or to create or update interpretive materials. It can also provide funds for printing those materials.

- In 2003 the Seaway Trail successfully applied for a grant to create new materials highlighting the role the byway played during the French and Indian War. The materials included a book, a website, new signage, a driving tour, and a travelling exhibit. This pivotal event was identified as being particularly difficult for travelers to find information about, making it an excellent opportunity for the byway organization.

**Marketing:** This category is for the development or implementation of a marketing program. According to the National Scenic Byways Online guide to grant applications: “A byway marketing plan is a detailed, written account and timetable of the objectives and methods to be used to achieve marketing **GOALS**.” A number of costs fall under this category, include: training costs like speaker fees, facilities, meeting materials, and equipment; trade show costs, such as booths, registration fees, and others (but not travel); and mailing fees for press materials.

- An interesting example in this category comes from the Shawangunk Mountains Scenic Byway. They got a grant in 2008 to create “traveling visitor centers”, which will be deployed at area festivals and events where travelers congregate. This allows them to bring byway related information to travelers who might not otherwise see it.

### **Criteria for Evaluating Grants**

The **LEGISLATION** that established the National Scenic Byways grant program specifies a number of statutory priorities used when evaluating applications. The three priorities are that applications will be favored if they: are associated with designated byways and are consistent with a **CORRIDOR MANAGEMENT PLAN**; projects that will develop a corridor management plan; and projects that will help develop a State or Indian Tribe scenic byway program.

These statutory priorities give little guidance however, and are supplemented by administrative criteria. Administrative priorities are more numerous and can change with each funding cycle. They can be found in the application packet published during each cycle. More information on the grant program, including the current year application instructions, can be found in the *Further Resources* section.

### **Administrative Criteria for Fiscal Year 2009**

For fiscal year 2009 , they were as follows:

1. *Greatest Strategic Benefits: Funding will be targeted toward projects that provide the greatest strategic benefits. FHWA is particularly focusing on projects with demonstrated benefits for the byway traveler and invites the application of large-scale, high-cost projects that provide strategic benefits to the byway.*
2. *State, Indian Tribe and Byway Priorities: The Priority ranking of projects is a key factor in selecting projects for funding.*
3. *Project Benefits: A project should benefit the byway traveler, whether it will help manage the **INTRINSIC QUALITIES** that support the byway's designation, shape the byway's story, interpret the story for visitors, or improve visitor facilities along the byway. The proposed amount of National Scenic Byways Program funds should be proportionate to the proposed project's benefits to byway travelers. FHWA expects an applicant advancing a project benefiting the general public to propose a larger share of non-byways funds.*

#### **Fiscal Sponsorship**

Working with not-for-profits is an essential part of the strategy employed by the Lakes to Locks Passage. Instead of the buying or building visitor centers, they work with existing "heritage" centers to deliver byway information. In addition to supporting these heritage centers in this way, they provide them with resources to build their capacity for implementing projects, applying for grants, and planning for a sustainable future. Many not-for-profits run on limited budgets, with little time for seeking and managing grants.

When byway organizers spoke to some of the not-for-profits within the Lakes to Locks Passage region, they realized how many of them struggle with these problems. To help remedy this problem Lakes to Locks Passage Inc. will act as a fiscal sponsor for not-for-profits within the byway. They offer to assist with the management of grant funds, advising recipients on how best to use them, and what activities they can be used for.

In addition to help with managing money, Lakes to Locks Passage Inc. developed a series of workshops and round tables to build not-for-profit capacity. Developed in partnership with the Institute of Museum and Library Studies, these events focus on training staff for administration, assisting with the development of information systems, and development of a stewardship ethic. Participants are trained in the standards used by the American Association of Museums (AAM) and American Association for State and Local History (AASLH).

4. *Projects Meeting Critical Needs: FHWA encourages States and Indian tribes to give priority consideration to projects meeting critical needs on National Scenic Byways and ALL-AMERICAN ROADS relative to needs on State or Indian tribe scenic byways. Critical needs include activities to build and strengthen a sustainable organization, to manage byway activities, and to implement projects or other initiatives.*
5. *Funding Expenditures: States, Indian tribes and byways showing greater progress toward the completion of prior approved projects are considered better candidates for project selection.*
6. *Ready to Implement: Projects that can be obligated and begin soon after authorization to proceed are given preference. Obligating funds is the first step in ensuring the timely use of byways funds and fulfilling the Funding Expenditures criteria.*
7. *Leveraging of Private or Other Public Funding: Commitment of other funding sources to complement requested byway funding to enable more projects to be funded.*
8. *Complete Applications: FHWA determines project eligibility based on the information provided in the submitted application and the attachments. Applications may be found ineligible based on a lack of information provided or insufficient information describing the relationship of the proposed project to the byway and the benefit to byway travelers.*
9. *Other Considerations: Application selection will consider Congressional direction or guidance provided on specific projects or programs.*

### Just ask

As mentioned previously, the Lakes to Locks Passage was able to get Stewart's Shops, a local convenience store chain, to pay for a series of one minute videos about the byway. This project came about because representatives of the byway approached the company asking for a donation. Instead, they got to implement an important interpretive project, promote the byway, and forge a new a partnership. All they did was ask.

### In-kind Printing Services

Printing costs can be very expensive, especially for publications with lots of color pictures. This was especially true of the **Corridor Management Plan** developed by the Shawangunk Mountains Scenic Byway. Their CMP is full of color photographs that show off the natural beauty of the area, and also serves as a guide and introduction to the byway. It makes a great promotional item for the byway, especially when used to promote it to elected officials, local businesses, and conservation organizations.

Printing this document was going to be very expensive. Luckily, the region is home to a printing company that works for the Church of Seventh Day Adventists, who offered to print the CMP for free. In total, they have printed 600 copies of their CMP. These have been given to town board members, state and local agencies, the members of the Scenic Byways Advisory Boards, and other local organizations. Without this generous contribution, they would have been more restricted or had to pay for it themselves.

The key point here is that donations come in multiple forms. Be open to non-monetary donations. Also be prepared to approach a variety of organizations. It isn't just **not-for-profits**, governments, and traditional conservation groups that are potential allies.

## Celebrating & Publicizing Your Successes

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### **Other Sources of Grant Funding**

Scenic byway projects are not limited to National Scenic Byway grants. While these grants are the most obvious fit for your projects, they may not be the only ones available or the best fit. It is impossible to list all of the sources. At the end of this chapter, in the *Further Resources* section, is a list of a few other sources of information regarding grant funding.

### **General Advice on Seeking Grants**

While a comprehensive guide to writing grant proposals is outside of the scope of this guide book, some general tips can be discussed. The first is that your group does not have to be the only party to implement projects. Consider the government agencies and **NOT-FOR-PROFITS** that manage many of your byway's **RESOURCES**. These groups may be better able to implement projects involving their resources, and also better positioned to apply for grants affecting their resources. Involving these groups in your planning process will help you to forge strong relationships that will make implementing projects with easier in the long run.

Another key to success is to do your homework. Each grant is different and your proposal should be tailored to the individual grant maker. Find out about their mission, their history, and most importantly, study the grant criteria. Make sure that you understand how your proposal fits in with their mission and the purpose of the specific grant.

### **Non-Grant Sources of Funding**

Grants are just one way to raise funds for your byway. Many other methods are available and have been successfully used by existing New York State Scenic Byways. They range from simply asking for donations from individuals and businesses, getting governmental contributions, asking for membership fees, selling byway merchandise, and holding fundraising events.

## Celebrating & Publicizing Your Successes

As you proceed with your implementation phase, and as you complete your **CORRIDOR MANAGEMENT PLAN**, it is important that you celebrate all of the good work you have done. Completing a corridor management plan is a big accomplishment, as is implementing byway projects. Take the time to celebrate these successes.

This is also an opportunity to publicize your successes. Invite the media to events you hold, or inform them about projects you have just completed. The best way to get in touch with the media will vary by location and media source, but a workshop held by Lakes to Locks Passage Inc. offers some advice.

- Most of the media sources consulted preferred email communications and they preferred to have attachments in MS Word format. At the time of writing, many organizations are still transitioning between Word 2007's docx format and Word 2003's doc format. You should keep this in mind.
- Use a subject line in your email that sells that story. Don't leave it blank.

- They also recommended preparing a small, medium, and large press release to give editors options about how much information they want to include in a story.
- Address Who, What, When, Where, How, and Why. Also include a cell phone number in case a story falls through that day and they decide to cover your event at the last minute.
- Treat each event individually. Provide all of the pertinent information about your organization, your byway, and your projects in each press release. Do not assume that they are keeping track of your activities.

A final piece of advice is to get to know your local media. Contact them and ask them what their requirements are, when their deadlines are, and what sort of stories they like to cover. Be sure to ask how long they like press releases to be, what method of communication they prefer, what sort of email attachments they like, and when the best time to send materials is. In short, try to foster a good relationship with your local media.

## Maintaining Partnerships & Public Involvement

To be successful in your implementation phase, you should strive to maintain partnerships and keep the public involved in the process. Planning is an ongoing activity, and **PUBLIC PARTICIPATION** and collaborative partnerships should continue to be part of this activity. Keeping people and organizations involved in your efforts takes work though.

### **Partnerships**

So, what are the keys to success for maintaining partnerships? A 1997 study by J.M. Wondolleck and S.L. Yaffee looked at 35 collaborative partnerships between the U.S. Forest Service and other public and private groups, to determine what factors led to their success. The study found that the four basic keys to success were: “continuity of people and philosophy; agency commitment; having a compelling focus; and putting a mechanism in place that supports continued involvement” .

Maintaining the continuity of people and philosophy can be difficult unless an appropriate structure is in place. Many scenic byways choose to form **NOT-FOR-PROFIT** corporations, instead of relying on town or village government. This type of organization has the benefit of being insulated from election cycles. Not-for-profits also have their own mission statements that can help ensure continuity of philosophy.

You and your partners need to remain committed to the partnership. Commitment means support from higher ups, dedication of resources, and recognizing the collaborative work done by staff members. An element of this factor that you can affect is commitment to a collaborative approach.

### **Workshops**

An important part of the Lakes to Locks Passage strategy is working with county and local governments, as well as existing **not-for-profit** organizations. One way that they keep these partners involved is to hold workshops and training sessions. These workshops, the Institute of Museum and Library Studies workshop and the Media Relations Workshop, have already been discussed in other sections. However, it is instructive to point out that not only do these workshops help to accomplish their stated **goals**, of providing training on these important subjects, but they also serve a secondary goal: maintaining partnerships. Lakes to Locks Passage provides valuable information to their partners, providing a needed service. By doing so, they keep the lines of communication open, and they keep partners involved with byway activities.

## Maintaining Partnerships & Public Involvement

This means not just seeking the input of your partners, but actually collaborating on projects and decision making. Partnerships are a two-way street, if you plan to use resources provided by others, you should be open to working in a way that shares decision making power.

A compelling focus, or **VISION**, can also be a key to success. This is why it is so important to have a solid, compelling, vision statement. If your vision does not speak to people, and does not tap encompass your shared concerns, there will be less commitment to continuing the partnership. Brining in a variety of **STAKEHOLDERS** to the visioning process can help ensure that this statement is representative of their interests.

A final key to success is to have a mechanism in place for continued communication and collaboration. Regular meetings with important stakeholders, as well as the public can help facilitate continued collaboration. A less involved method is simply setting up lines of communication. Printed newsletters, websites, and an email list are all ways that you can keep key partners informed of your activities. Other methods include having a point person who is charge of communications with your partners, and having a formalized partnership through a memorandum of understanding.

### **The Public**

Much of the above is also true of keeping the public involved. Ensure that you have a structure in place that reinforces your philosophy. Keep an emphasis on collaborative planning that doesn't simply ask for input after a decision has been made. Craft a compelling **VISION** for the byway and update as needed to ensure that it stays relevant to the public. Finally, keep people informed and have open lines of communication. Having your meetings open to the public, sending newsletters, creating a website, and sending press releases to the media are all good methods.

*Making the Grassroots Grow* also includes some useful advice on sustaining **PUBLIC PARTICIPATION**. It includes a checklist that you can use to assess your communication strategy. Some ideas include: websites, booths at local fairs and events, programs for school groups, byway tours, newsletters, hospitality training for staff at byway attractions, and a speakers bureau.

### ***Having an Online Presence***

In addition to having a website, the Mohawk Towpath Byway also has a blog. Byway organizers frequently update the byways blog, commenting on the weather, seasonal information for byway attractions, byway related events, and fun activities that you can do on the byway. Readers can post comments on articles, providing an easy way to informally interact with byway personnel.

Unlike the byway's website, the blog can be updated frequently to provide timely information. It is also a great way to provide information that changes frequently. Recent posts on the blog invite people to travel the byway in winter, when foliage is light and formerly hidden structures of the Erie Canal are visible.

## Updating Your Plan

Your Corridor Management Plan is not a static a document. As the years pass, conditions will change, and you plan should be updated to reflect those changes. Your group should plan to update your CMP every five years

or so to address any changes that have occurred. Since you are already a designated byway at this point, National Scenic Byway grants can be sought for this purpose.

### **Further Resources**

#### **National Scenic Byways Program: Grants**

<http://www.bywaysonline.org/grants/>

This website contains a number of resources regarding National Scenic Byway grants. In addition to an archive of funded projects, it includes guidelines for applying for, and using, grant funds. You can download forms, see example applications, and get information on important dates and deadlines.

#### **Driving Financial Sustainability for Byway Organizations**



<http://www.seagrant.sunysb.edu/seawaytrail/introduction.html>

The Great Lakes Seaway Trail produced a very informative resource that you can use to explore funding options. The Driving Financial Sustainability for Byway Organizations CDROM and website includes many interesting examples of how byways have secured funding. General discussions of how each method works are provided, along with estimates of their funding potential. Case studies are also discussed, showing how real world byways have successfully used them.

#### **Lakes to Locks Media Workshop Notes and Media Toolkit**

[http://www.lakestolocks.com/downloads/3-18\\_press\\_workshop\\_binder\\_revised\\_4-7.pdf](http://www.lakestolocks.com/downloads/3-18_press_workshop_binder_revised_4-7.pdf)

Along with the workshop that was held, a publicity toolkit was produced by Lakes to Locks Passage and Denton Publications. Much of the information provided, such as contact information for publications, is specific to the Lakes to Locks region, but a lot of good general information is included as well. This toolkit goes over the basics of writing media advisories and press releases. It provides templates that show you the typical format they take. Advice is also given on the common needs of different forms of media, like newspapers, magazines, and television stations.

#### **The Foundation Center**

<http://foundationcenter.org/>

The Foundation Center is a nonprofit service organization which connects **not-for-profits** and grant makers with each other. They publish a guide book for seeking grants, *The Foundation Center's Guide to Proposal Writing*, which offers practical advice for writing effective proposals. Their website also contains a directory of grant making foundations.

## Further Resources

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### **The attached list of grant sources**

<http://www.buildingyourscenicbyway.com>

The Upper Delaware Scenic Byway Corridor Management Plan included a thorough list of potential grant sources that could be used in implementing projects. This list is slightly outdated now, so we went through and updated the information. You can view this document on the included DVD and the website.

### **Making the Grassroots Grow**

<http://www.bywaysresourcecenter.org/topics/corridor-management/planning/publications/585/>

This book provides an in-depth explanation of how to form an effective byway organization. It describes the various types of organizations, lists tips for sustaining momentum, and provides numerous examples from successful byways. Additionally, it gives a detailed explanation of how to develop and action plan for your organization and byway.



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# Appendix I: Contents of the DVD

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## Corridor Management Plans

*Lakes to Locks Passage — Regional Component:* Note: This document represents the region-wide plan for the Lakes to Locks Passage; each county also created a separate plan.

*The Mohawk Towpath Byway*

*The Mountain Cloves Scenic Byway*

*The Shawangunk Mountains Scenic Byway*

*The Western NY Southtowns Scenic Byway*

*The Proposed Route 28 Scenic Byway – Project Description*

## National Program Guidelines and Legislation

*National Scenic Byways Legislation:* This document contains the text of all current legislation regarding the National Scenic Byways Program (Section 162, Title 23 of the United States Code). The program was initially authorized in 1991 under the Intermodal Surface Transportation Efficiency Act and was modified in 1998 and 2005.

*Interim Policy – Federal Register Volume 60, no. 96:* This document outlines the requirements of the program. You will find definitions of each of the intrinsic qualities in it. You will also find a list of the 14 points that each CMP is required to address. The Interim Policy also lays out the procedures for designating and de-designating scenic byways. It should be noted that where conflicts arise between this document and newer legislation, the newer legislation takes precedence.

*FY 2008 National Scenic Byways Program Nominations Guide:* The FHWA publishes a guide book for every round of scenic byway nominations. This document walks the applicant through the application process, providing important guidance regarding the documentation that must be included.

*National Scenic Byways Program Image Style Guide:* Provides guidance on formatting pictures, captions, and alternative textual descriptions of images. It provides advice regarding image quality and digital picture formats. It also describes how to create effective captions and alternative textual descriptions. The latter are descriptions of what is going on the picture, so that sight impaired people can still access the information using screen reader technology.

## New York Program Guidelines and Legislation

*New York State Scenic Byways Program – Nomination Handbook:* A short handbook which walks applicants through the process of applying for New York State Scenic Byway designation. It lists the required steps that must be taken and the documentation that must be included.

*New York State Scenic Byways Sign Manual:* A manual presenting a very detailed explanation of regulations regarding signs on New York State Scenic Byways. It includes rules on where they can be placed, what content they can contain, and any applicable design considerations.

*The New York State Scenic Byways Program and Signs:* An addendum to the Nomination Handbook discussed above. It is a short pamphlet that gives a quick overview of New York's sign regulations.

## Scenic Roads

*Organization and Delegation Memorandum #85-37:* The legislation which authorized the Scenic Roads Program left the details of program administration to the discretion of the Department of Environmental Conservation. This memorandum established the rules of the program and lists criteria which were used to evaluate potential scenic roads. It is included to give former scenic roads a better idea of what their designation meant.

*The Scenic Roads Program:* Gives an overview of the Scenic Roads program: its history, implementation, and accomplishments. Includes a timeline of events leading up to the creation of the Scenic Roads program, and its eventual consolidation into the Scenic Byways program.

*List of Scenic Roads:* Lists the name, location, and length of each designated New York State Scenic Road. Names appearing in italics have completed a CMP or been incorporated into a larger scenic byway.

## Other Guidebooks and Resource Manuals

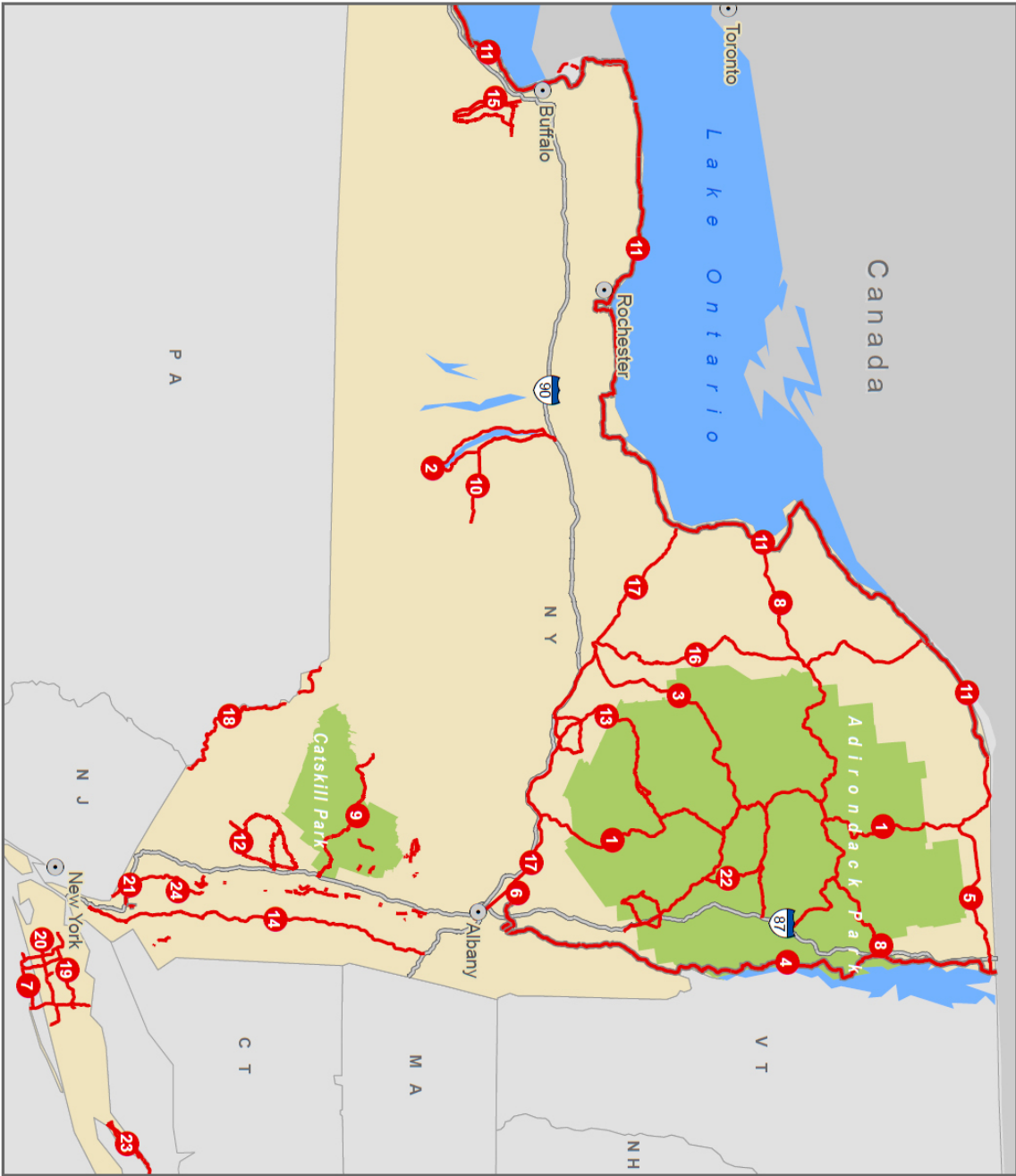
*Driving Financial Sustainability for Byway Organizations:* This was the result of a conference held New York's Seaway Trail. Representatives from a number of scenic byways provide advice of how to raise and use funds effectively. Case studies are explored to show how existing byways have used innovative fund raising techniques.

*Other State Scenic Byway Programs:* Created especially for this handbook, this document gives a brief overview of scenic byway programs in states that neighbor New York: Vermont, Massachusetts, Connecticut, Pennsylvania, and New Jersey. If your organization is considering a multi-state byway, it may be helpful to look at the process that your partners will be using.

*National Scenic Byway Grants Given to New York State Organizations:* A detailed list of every NSB grant given to a New York State organization since 1992. It lists the organization, eligible byways, the category of the grant, amount of the grant, and the project for which the grant was made.

# Appendix II: Maps of the Case Studies

## New York State Scenic Byways



### NYS Scenic Byways

- All Byways
- 1, Adirondack Trail
- 2, Cayuga Lake
- 3, Central Adirondack Trail
- 4, Lakes to Locks (All American)
- 5, Military Trail
- 6, Mohawk Towpath (National)
- 7, Ocean Pkwy
- 8, Olympic Trail
- 9, Route 28
- 10, Scenic Route 90
- 11, Great Lakes Seaway Trail (National)
- 12, Shawangunk Mountains
- 13, Southern Adirondack Trail
- 14, Taconic State Pkwy
- 15, Western NY Southtowns
- 16, Black River Trail
- 17, Revolutionary Trail
- 18, Upper Delaware
- 19, Northern State Pkwy
- 20, Southern State Pkwy
- 21, Palisades Interstate Pkwy
- 22, Roosevelt-Marcy Memorial
- 23, North Fork Trail
- 24, Bear Mountain Bridge

- Major Cities
- Major Highways
- Lakes
- Parks
- NY State
- U.S. States

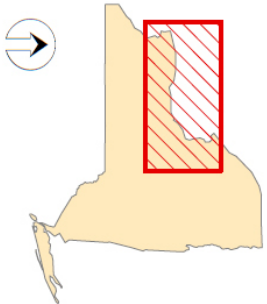


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 Date: 07/29/2010

# Great Lakes Seaway Trail Scenic Byway

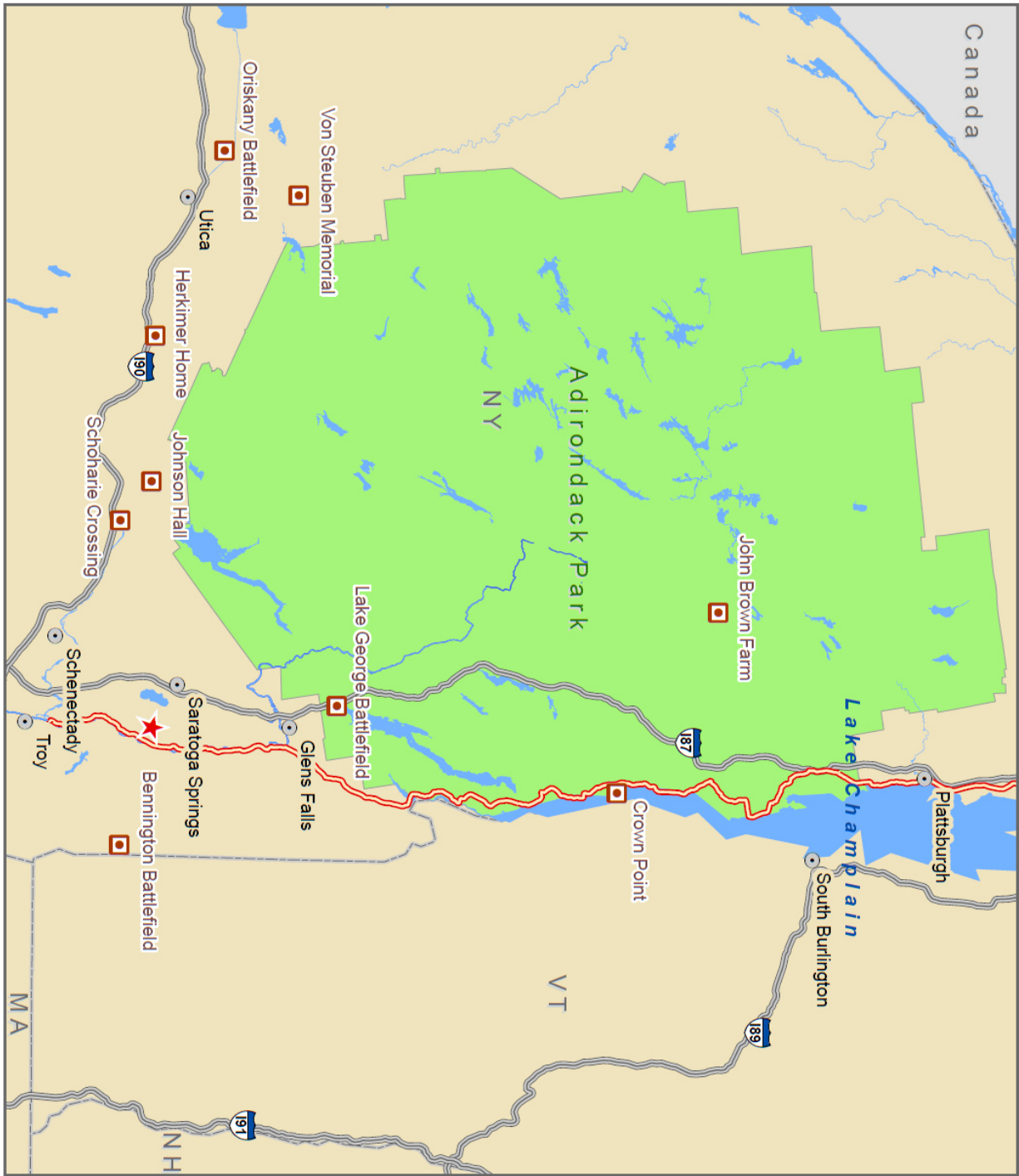


- Great Lakes Seaway Trail
- State Historic Sites
- State Campgrounds
- Bird Conservation Areas
- Federal Recreation
- Bike Routes
- Major Cities
- Interstate Highways
- NYS Canal System
- Lakes
- NYS Counties
- Canada



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 Date: 07/29/2010

# Lakes to Locks Passage Scenic Byway

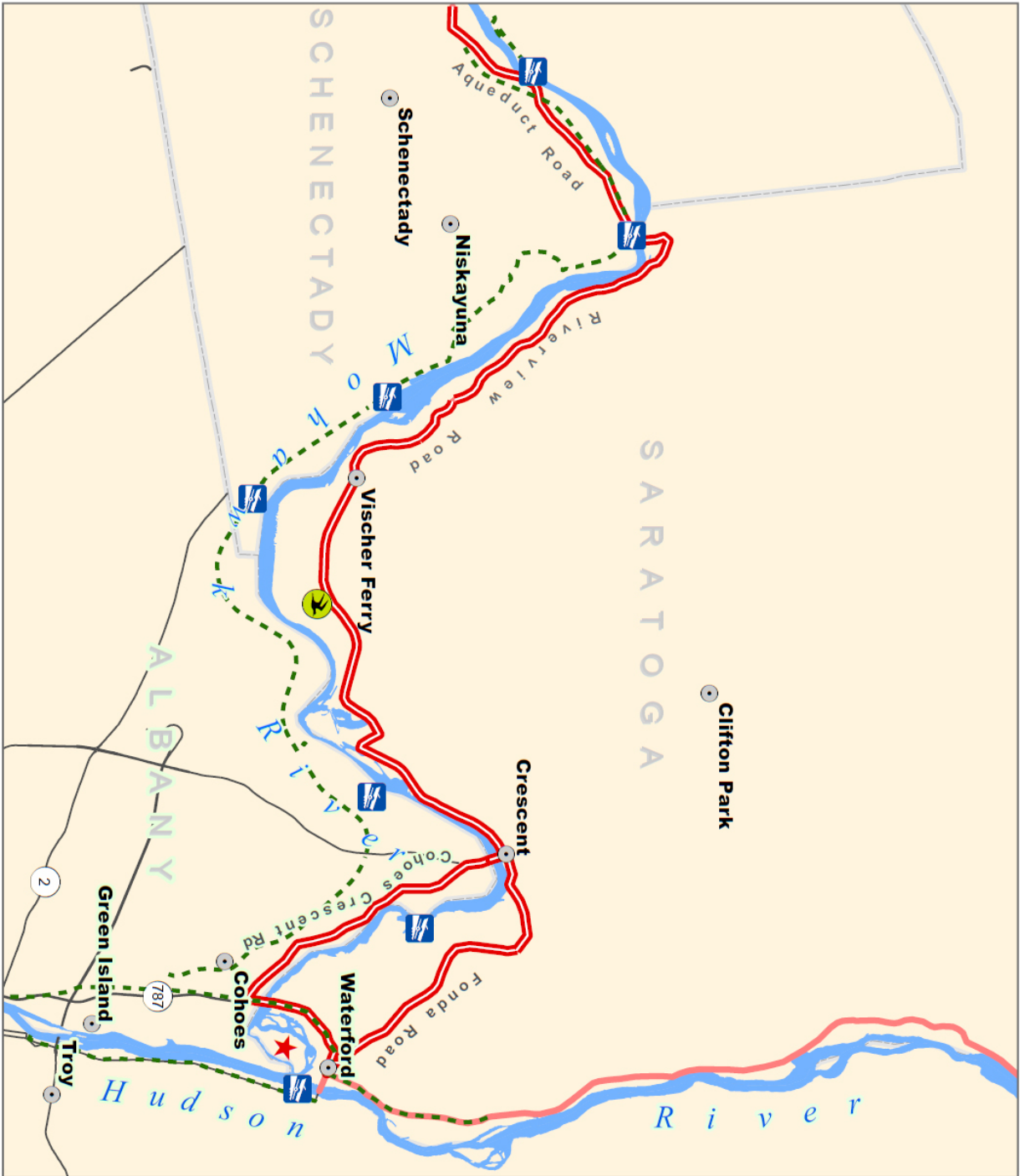


- Lakes to Locks Passage
- State Historic Sites
- Saratoga National Park
- Major Cities
- Interstate Highways
- Area Hydrography
- Adirondack Park
- U.S. States

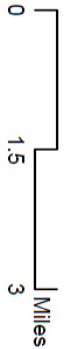


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# Mohawk Towpath Scenic Byway



- Mohawk Towpath
- Lakes To Locks Passage
- Trails
- Boat Launch Areas
- Bird Conservation Area
- City/Town
- Roads
- Rivers
- Counties
- Peabees Island State Park



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# Mountain Cloves Scenic Byway



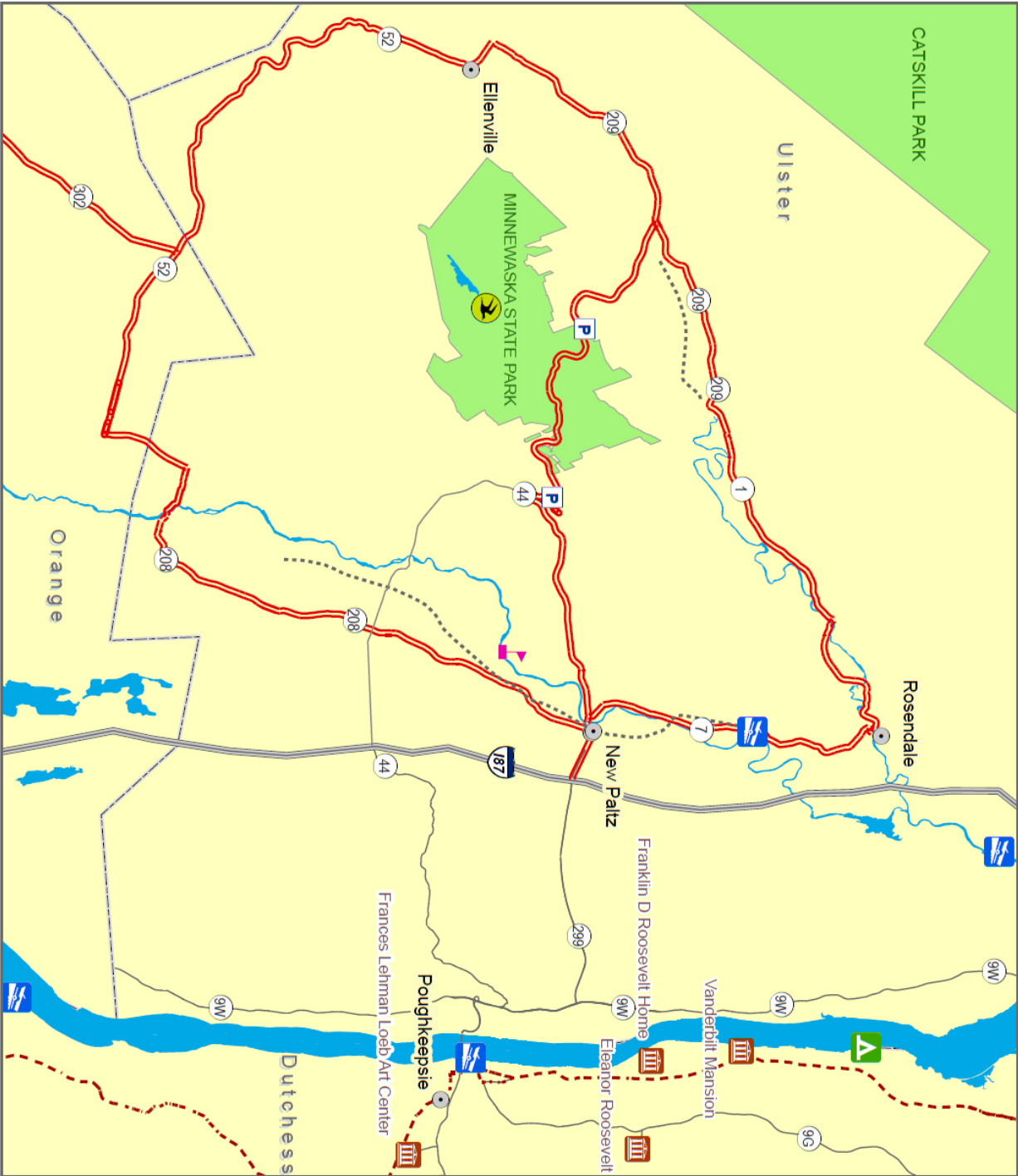
- Mountain Cloves
- Olana State Historic Site
- State Campgrounds
- DEC Trails
- Schoharie Creek
- Catskill State Park
- Bird Conservation Areas
- Villages
- City/Town
- Interstate Highway
- State/County Roads
- Hudson River
- NYS Counties



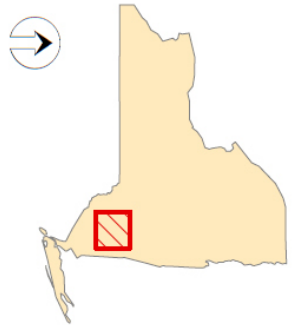
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# Shawangunk Mountains Scenic Byway



- Scenic Byway
- Historic Sites
- Ulster Fairground
- Campground
- Major Cities
- Bird Conservation Area
- Route 9 Bike Path
- Hiking Trails
- Boat Launch Areas
- Hudson River
- Parking Areas
- Interstate Highways
- Parks
- NYS Counties




Projection: NAD83, UTM Zone 18N  
 Created by: Anna Arzumt'syan  
 Date: 07/28/2010

# Western New York Southtowns Scenic Byway



	Scenic Byway
	Erie County Fairground
	State Campground
	Points of Interest
	Boat Launch Areas
	Major Cities
	Parking Areas
	Interstate Highways
	State Highways
	Lake Erie
	Parks
	NYS Counties
	Canada



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