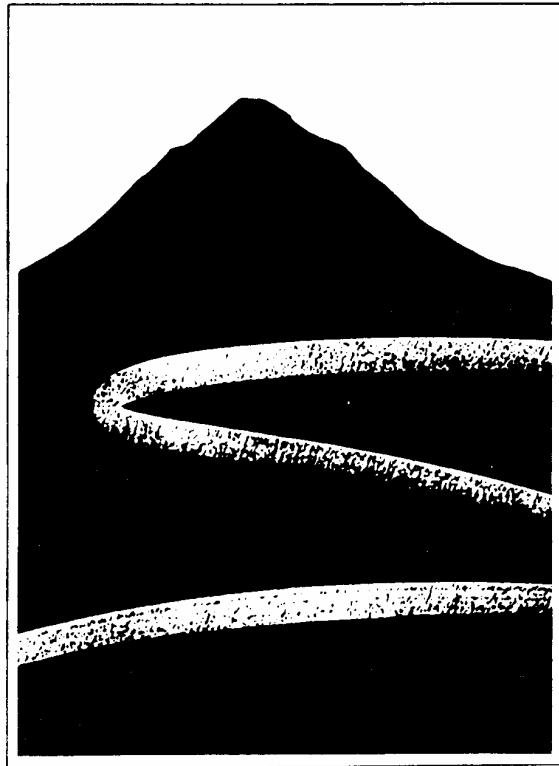


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OREGON  
SCENIC  
BYWAYS  
PROGRAM

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## ***FORWARD***

This guide was prepared by Julie Porter and Deb Wheelbarger of Innovative Action under contract for the Oregon Department of Transportation, through a program managed by the Travel Information Council.

## ***NOTICE***

This document is available through the Oregon Department of Transportation, TDB, Planning Section, 555 13th Street N.E., Salem, Oregon 97310. Attention: Pat Moran (503) 986-4261.

## ***ACKNOWLEDGEMENTS***

**The Oregon Scenic Byways Program was developed by numerous people. Many thanks to the following individuals who have contributed to Oregon's Scenic Byway Program: Robin Roberts, Mike Wetter and Julie Curtis, Economic Development Department; Dennis Mitchell, Dwayne Hofstetter, Don Byard, Pat Moran, Orville Gaylor and Jerry Morrison, Oregon Department of Transportation; Ken White and David Rukke, Bureau of Land Management; Chuck Tietz and Phil Hirl, U.S. Forest Service; Todd Davidson and Ric Ingam, Oregon Association of Convention and Visitors Bureaus; Bill Deist and Dave Barenberg, League of Oregon Cities; Pat Ehrlich, Association of Oregon Counties; Kathy Schutt, Park and Recreation Department; and Wendy Parr, Automobile Association of America.**

**March 1995**

# ***OREGON SCENIC BYWAY USERS GUIDE***

## **TABLE OF CONTENTS**

Historical Overview .....	i
Introduction .....	i
What is an Oregon Scenic Byway? .....	ii

### ***CHAPTER 1: GETTING ORGANIZED***

A. Proponent .....	1
B. Building Local Support .....	1
C. Preapplication .....	2
D. Evaluating Your Route .....	2, 3
E. Preapplication Form .....	4, 5

### ***CHAPTER 2: DEVELOP CORRIDOR MANAGEMENT PLAN***

### ***CHAPTER 3: APPLICATION***

A. Documentation .....	6
B. Review Process .....	6

### ***CHAPTER 4: IMPLEMENTATION & MAINTENANCE***

A. Implement Corridor Management Plan .....	7
B. Committee Compliance Reviews .....	7
C. Community Corridor Management Review .....	7
D. Scenic Byway Flow Chart & Checklist .....	7

### ***APPENDIX***

1. Scenic Byway and Tour Route Criteria .....	8, 9
2. Sample Preapplication Form .....	10, 11
3. Glossary .....	12, 13
4. Resource List .....	14, 15
5. Examples for developing statement of purpose, vision statement, goals & objectives .....	16, 17
6. Marketing Plan Outline .....	18
7. Resource Evaluation Exercise .....	19, 20

# SCENIC BYWAYS PROGRAM

## *HISTORICAL OVERVIEW*

Americans have a love affair with driving. In 1994, it was estimated that U.S. travelers spent \$380 billion on domestic travel activities. More than one billion of that astounding total was spent during travel on designated scenic byways. This money translated directly into thousands of jobs and millions of dollars in state and local taxes. It was a tremendous boon to the communities involved, many of which are rural.

The United States has been a leader in the scenic byways program from the very beginning, when Ladybird Johnson took the initiative to rid our national scenic roadways of billboards and junkyards. Oregon followed suit and established one of the toughest billboard laws in the country. The new National Scenic Byways Program created out of the Intermodal Surface Transportation Efficiency Act (ISTEA) has further motivated Oregon to develop a scenic byways program. The newly established Oregon criteria dovetail perfectly with the national program, thus enhancing a local byway's chance for elevation to national stature once application is made.

Oregon has the added benefit of the work done by the Bureau of Land Management and the U.S. Forest Service. Each agency has implemented national programs, the Back Country Byways and the National Forest Scenic Byways, respectively. These routes vary from single track bike trails to narrow, low speed, paved roads. Each has a special aesthetic, cultural or historic value. These corridors may also contain outstanding vistas, unusual geology or other elements, all providing enjoyment to the traveler. These routes will be incorporated into the new statewide program to network with state, county and city scenic corridors.

## *INTRODUCTION*

The purpose of this guide is to assist in the creation of a scenic byway or tour route in the Oregon Scenic Byway Program. The steps for preparing an application for designation are outlined.

Suggestions for grassroots organizing to build local support and guidelines for assessing your route for existing qualities, conditions and possible needs are included. The information you assemble will be used to develop a corridor management plan which, in conjunction with letters of support, funding sources and a marketing plan, will be submitted to the Oregon Scenic Byway Advisory Committee.

The reviewing agencies, Oregon Scenic Byway Advisory Committee, Oregon Transportation Commission and Oregon Tourism Council have set review time lines to ensure prompt response to applications. The preapplication will be reviewed within 60 days and a determination will be made on the final application within 90 days of its receipt. (If your byway must be reviewed during a specific time of the year, the designation may be delayed until the appropriate review time.)

Every attempt has been made to provide complete information and projected time lines at the time this volume was published. There may be additions and/or modifications of which you will be notified when you contact the Oregon Department of Transportation (ODOT).

## WHAT IS AN OREGON SCENIC BYWAY?

### GOALS OF SCENIC BYWAYS

The Oregon Scenic Byway Program is intended to achieve three primary goals:

1. To create a unified, statewide network of scenic highways that would recognize and manage Oregon's most outstanding scenic routes;
2. to preserve or enhance the natural, scenic, historical, cultural, recreational, and/or archaeological qualities of Oregon's byways; and
3. to provide a pleasurable attraction for in-state and out-of-state travelers.

In order to achieve these goals, objectives for the program were identified which are important in making this program a success:

- Having Oregon Scenic Byway designees meet consistent, statewide criteria.
- Roads to be designated as Scenic Byways must have management plans developed by the local applicant. The plan should balance the maintenance of the scenic or other qualities with travel, tourism and/or development needs.
- A state map and other promotional materials listing the designated byways will be developed and distributed for use by travelers and tourists.

There are two categories in the Scenic Byway system. **Scenic Byways** include the most scenic roads that would accommodate most travelers. **Tour Routes** include all the other routes with limited drivability routes with unique fea-

tures. These routes can be made up of a combination of local, state and/or federal agency roadways.

Scenic Byways, as a classification, would contain examples of truly spectacular routes with national or statewide significance and the best scenic drives in Oregon. They would be paved and passable by passenger car or RV and meet certain road and safety standards. If certain routes are closed seasonally, they will be identified. Also, scenic routes must be a minimum of 30 miles in length. Promotion will be done at the state level.

Tour Routes encompass regionally or locally known scenic, cultural, or historic values which also have features or points of interest that draw people out of their vehicles. These could include wine tours, covered bridge tours or resource management tours. Tour Routes may also be primitive routes requiring high-clearance vehicles, with scenery or attractions ranging from national to local significance. The Tour Routes should be safe for the prescribed season and required type of vehicle. Tour Routes must be a minimum of 20 miles in length. Promotion will be the responsibility of the proponent.

For specific criteria comparison refer to Appendix 1. It is important to note that *both* of these classifications are of *equal* importance to the development of a comprehensive scenic byways program.

The term "scenic byway" refers to the overall program and applies to the creation of a scenic byway or a tour route. Since the process for designation is the same, this manual uses "scenic byway" to represent both aspects.

## A. PROPONENT

The proponent is an individual, group or agency which prepares the application for scenic byway designation. In order to be awarded a scenic byway designation, the proponent must demonstrate local support. The success of the byway depends upon the level of commitment for maintaining and promoting the byway long after it is designated. Thus, building supportive relationships is of key importance.

*As soon as a proponent is identified, make contact with Pat Moran at the Oregon Department of Transportation, TDB, Planning Section, 555 13th Street NE, Salem, Oregon 97310, (503) 986-4261, to express your interest in developing a scenic byway. He can assist you with any questions you may have about scenic byways and the application process.*

## B. BUILDING LOCAL SUPPORT

Building local support is critically important to the success of your byway project. The development and maintenance of an effective scenic byway is a grassroots effort and depends on the ideas, energy and expertise of many people. It is useful to begin soliciting local participation early. You will quickly identify where support and opposition may lie. Organizing support of your project is an ongoing process. Throughout this guide, you will be reminded to continue your efforts to keep people informed and encourage participation.

Begin by making contact with other local individuals, associations and agencies to form a group that is interested in exploring the possibility of developing a scenic byway. Ideally, coalition members are those local people with contacts and influence. People to consider contacting initially would include:

- Agencies in charge of managing the road (city, county, U.S. Forest Service, BLM, ODOT, etc.). **Without the support of the agency which manages the road, no scenic byway designation may be considered.**

Much of Oregon is federally managed land. Calling the agency with jurisdiction in your area will be very helpful in identifying the road managers. It will be crucial to have their involvement in the whole process, so it is a good idea to contact these agencies first and enlist their help and support. Remember, the Forest Service and Bureau of Land Management have been leaders in the national scenic byway movement, so they have a lot of experience to offer.

- Corridor property owners. County tax records will indicate private property owners.
- Representatives of other major interests in the corridor. These might include tribal councils, State Parks Department, Department of Fish and Wildlife, business owners, city officials, etc.
- Convention & Visitor Bureaus, Chambers of Commerce or local tourism promotion groups.

Remember, everyone in the coalition does not have to agree on every point. There will be people who broadly support the byway idea and those that are concerned about the impact it will have on their interests, but are willing to consider common solutions. Coalition members can be invaluable in promoting the idea of a byway, especially to those with reservations or objections. It is important to identify potential concerns early to allow time for resolution.

In addition to the coalition you build, it will be important to engage general support. This can include individuals as well as clubs and organizations that can lend their assistance. Hold public meetings to keep the community informed and to solicit input. Community members have much more ownership in a project in which they have had some involvement. Some tips for conducting successful and productive public meetings are:

- Advertise the meeting well in advance through press releases, public meeting listings in the local paper and mailed meeting notices.

- Meet in a familiar and accessible location (restaurant, school, library, etc.).
- Choose a strong and effective leader.
- Have a clear agenda that you stick to.
- Start and end on time.

Take advantage of the media in your area to keep people informed. Go to your local paper, television, or radio station, and explain the project; really sell the idea. Supply press releases and photo opportunities whenever you can.

### C. PREAPPLICATION

Before you go any further, complete the preapplication form and submit it to the Oregon Department of Transportation. A blank form for your use is at the end of this chapter (page 4); a completed sample preapplication form is included in Appendix. The Oregon Scenic Byway Committee will review the preapplication and determine within 60 days whether it should continue in the designation process. The Committee's determination will be based on:

- How well the route meets the Oregon Scenic Byway criteria (see Appendix 1); and
- how the proposed route fits in the pattern of currently designated and pending routes to avoid confusion or over saturation in specific areas.

Be sure to include all the necessary information such as a map of the corridor boundaries with attributes noted and numbered, photographs to highlight special areas, and letters of support, especially from road management agencies.

If the committee rejects the proposed byway as outlined in the preapplication, they will explain what they saw as weaknesses and provide suggestions for improvements. If they approve the preapplication, it will be time to begin preparing a corridor management plan, marketing plan and gathering support documents for a final application to the committee. A final application form and sample corridor management plan will be sent to you upon approval of your preapplication.

If you have questions about the preapplication, contact Pat Moran at the Oregon Department of Transportation, TDB, Planning Section, 555 13th Street NE, Salem, Oregon 97310, (503) 986-4261, FAX (503) 986-4174.

### STATEMENT OF PURPOSE

Once you have a core group of proponents in place, a commitment of support from the road manager, and your preapplication has been approved, it is useful to define a **statement of purpose** which is the reason why you want to propose a route for scenic byway designation. If you would like ideas for preparing a statement of purpose, refer to Appendix 5.

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#### EXAMPLE

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Your statement of purpose may look like this:

*Our purpose is to develop a scenic byway that preserves the roadway's natural and agricultural qualities which include the wildlife preserve, rolling agricultural lands, large nursery and oak groves while developing tourism opportunities including enhanced marketability of the historical towns.*

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### D. EVALUATING YOUR ROUTE

This is the time to assess objectively your byway's strengths and weaknesses -- to look realistically at what you have to work with. Remember, be realistic. While the beauty and history of an area may be significant to you, you must consider objectively whether it has statewide significance. The local road management agency may be helpful with your assessment. The evaluation exercise in Appendix 7 may also be useful.

#### Tools

Before beginning your evaluation, there are tools you can assemble to assist you.

- Maps—Locate them through the local planning department, Forest Service, BLM, county and ODOT offices. Tax assessor maps identify property owners. Zoning maps delineate land uses.
- Camera—"A quality picture is worth a thousand words" when trying to convince someone of the qualities of your route.
- Local experts—Identify who these people are. They can include historians, local long-time residents, landscape architects, botanists, etc., who can help identify special qualities and history of the corridor.

- **Library research**—The library is a great source of information on geology, history and culture of the area. If you don't know where to begin, ask the reference librarian for help.

### Values Inventory

What are the features that make this roadway special and unique? It is helpful to get in your car and drive the route as if for the first time. Take a piece of paper and pencil with you (and preferably a couple of other people) and make a rough sketch of the road, noting its general characteristics and resources. Look for qualities of the road that are:

- Scenic
- Historical
- Cultural
- Natural
- Recreational
- Archeological

Keep in mind that overlapping of one element into two or more categories is good.

Ask other people for input. You can supplement your visual inventory with research on the area. Contact the U.S. Forest Service, BLM, and/or local historical and preservation societies for assistance and information.

### Existing Conditions

In addition to the qualities that you inventoried above, it is helpful to have a clear understanding of the existing conditions, both attributes and distractions, of the road and area. These can be useful when identifying what is needed to reach your vision and goals for the byway. Use your local and regional agencies to assist you in obtaining information. Some things to consider are:

- **Physical Conditions:** number of lanes, surface quality, turnouts, etc.
- **Land Use:** zoning and usage along the corridor.
- **Traffic:** traffic flow, congestion, types of vehicles, speed zones, etc.
- **Safety factors:** dangerous curves, adequate lighting, etc.
- **Utilities:** wires overhead, underground or crossing the road.
- **Signs:** directional signs, billboards, etc.

### Tourism and Economic Development

In addition to protecting the scenic qualities of a byway, most communities are interested in de-

veloping tourism and economic opportunities. If that is true for your community, then the final task in assessing the byway is determining the resources that are available for tourism and economic development.

Begin by considering what type of tourism you want to attract. Do you want to double the tourism in your area or do you want a small increase? Are you more interested in increasing the number of tourists, the amount of money they spend, or both? Would the draw be a specific season or year round? Would you be appealing to RV travelers, tour buses, hikers/bikers/campers, etc.?

What tourism resources does your area have to offer? *Remember, for there to be a significant economic impact you have to get the tourists out of their cars and give them something to buy.* What would be the draw? Would it be the scenery of your byway, historic sites, local museums and festivals, fishing, river running, or waterfalls? Or would it be to shop for antiques, visit wineries, or partake in cultural events?

Now look around your community and byway area and list the facilities that are available for tourists. Do you have enough hotels and restaurants? What about parking, public restrooms, information kiosks and directional signs? If not, think about what you would like to see developed and where.

### VISION STATEMENT

With the information you have on hand about the byway, you could write a vision statement that articulates what you would like the byway to be in the future. Vision statements can help you stay focused when conflicts or the need for compromises arise. From a vision statement, you can also establish goals, objectives and specific management strategies. For more information on these, refer to Appendix 5.

### EXAMPLE

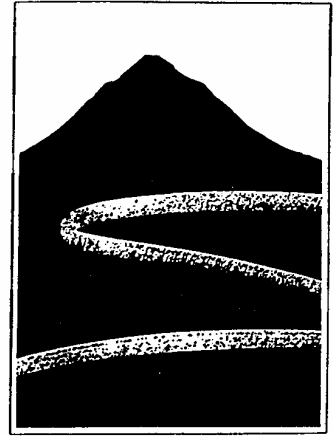
Your vision statement may look like this:

*A well-surfaced, rolling roadway through scenic agricultural lands and oak groves. Tourists are drawn to the wildlife preserve, winery and nursery. Quaint historical towns provide shopping, dining and overnight accommodations.*



**PREAPPLICATION FOR THE  
OREGON SCENIC BYWAY PROGRAM**

The following general information must be provided with letters of support from all jurisdictional agencies. A map delineating the corridor and noting key attributes, by number, must accompany this preliminary application. Photographs, interpretive brochures and other supporting materials may also prove helpful.



Submission Date: \_\_\_\_\_

**PROPONENT INFORMATION**

Proponent(s) \_\_\_\_\_

Contact Person \_\_\_\_\_ Phone \_\_\_\_\_

Business/Organization \_\_\_\_\_

Address \_\_\_\_\_ City \_\_\_\_\_ Zip \_\_\_\_\_

**ROUTE INFORMATION**

Roadway Name \_\_\_\_\_ Roadway Number \_\_\_\_\_

Beginning Point \_\_\_\_\_ (Mileposts) \_\_\_\_\_

Ending Point \_\_\_\_\_ (Mileposts) \_\_\_\_\_

Total Mileage \_\_\_\_\_

Road Surface (Asphalt or Other, Specify) \_\_\_\_\_

Timing: During which month of the year would you prefer the route be rated? \_\_\_\_\_

General Route Description (include any existing designations and recognitions) \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Describe Route Primary Theme (recreational, scenic, historic, cultural, etc.) \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Road Jurisdictional Agencies

Contact Person

Phone Number

1.	_____	_____	_____
2.	_____	_____	_____
3.	_____	_____	_____
4.	_____	_____	_____

General Route Attributes (include positive attributes and distractions/modifications)

Map Number

1.	_____	_____
2.	_____	_____
3.	_____	_____
4.	_____	_____
5.	_____	_____
6.	_____	_____
7.	_____	_____
8.	_____	_____
9.	_____	_____
10.	_____	_____

Completed preliminary applications must be returned to:

**Oregon Scenic Byway Committee, c/o Pat Moran, Oregon Department of Transportation,  
TDB, Planning Section, 555 13th Street NE  
Salem, Oregon 97310**

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## CHAPTER 2: DEVELOPING A CORRIDOR MANAGEMENT PLAN

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The next step is preparing a corridor management plan to be submitted as part of your final application. The corridor management plan compiles your goals and objectives and specific techniques and strategies for implementation. Each management plan will be different due to differing roadway qualities and local goals. As stated earlier, the plan should balance the maintenance of the scenic or other qualities with travel, tourism and/or development needs.

Having evaluated your corridor, you understand its qualities and have considered the type of development you are seeking. Identify the values in your route that correspond to the Oregon Scenic Byway criteria (see Appendix 1). A corridor management plan should include the following information.

- How the values of your route will be protected.

- How the values will be interpreted for the public.
- How the road and parking will be maintained to enhance those values and for public safety.
- How the values of the route will be enhanced.

The Oregon Department of Transportation, the Bureau of Land Management and the U.S. Forest Service already have management strategies for scenic routes. If your route is managed by one of these agencies, their management techniques will be a guide for your corridor management plan. **It is important to work in conjunction with the road managing agency in developing a management plan.** If your corridor is not managed by one of these agencies, the steps outlined in Appendix 5 may be of assistance.

**For a sample corridor management plan contact Pat Moran, ODOT, (503) 986-4261.**

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## CHAPTER 3: APPLICATION

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### A. DOCUMENTATION

Compile your corridor management plan, letters of support, funding sources, and marketing plan for submission to the Department of Transportation for final review. A marketing plan outline can be found in Appendix 6.

### B. REVIEW PROCESS

1. The Oregon Scenic Byways Committee field team will do a site evaluation which will be submitted along with your application to the Oregon Scenic Byways Advisory Committee for review. The Committee will review the application based on how it measures against the scenic byway criteria. If the pro-

ponent is seeking a scenic byway, but the road does not meet the drivability or scenic standards, the route may be considered as a tour route.

2. Upon recommendation of the Oregon Scenic Byways Advisory Committee, the application will be forwarded to the Oregon Transportation Commission and Oregon Tourism Council for review. Both the Commission and the Council must adopt the recommendation for the route by a two-thirds majority for it to receive designation.
3. If it is not recommended, the proponent will receive comments stating the reasons for rejection and possible improvements.

**CHAPTER 4: IMPLEMENTATION AND MAINTENANCE**

**A. IMPLEMENT CORRIDOR MANAGEMENT PLAN**

Implementation will include installing signage and executing the marketing plan.

**B. COMMITTEE COMPLIANCE REVIEWS**

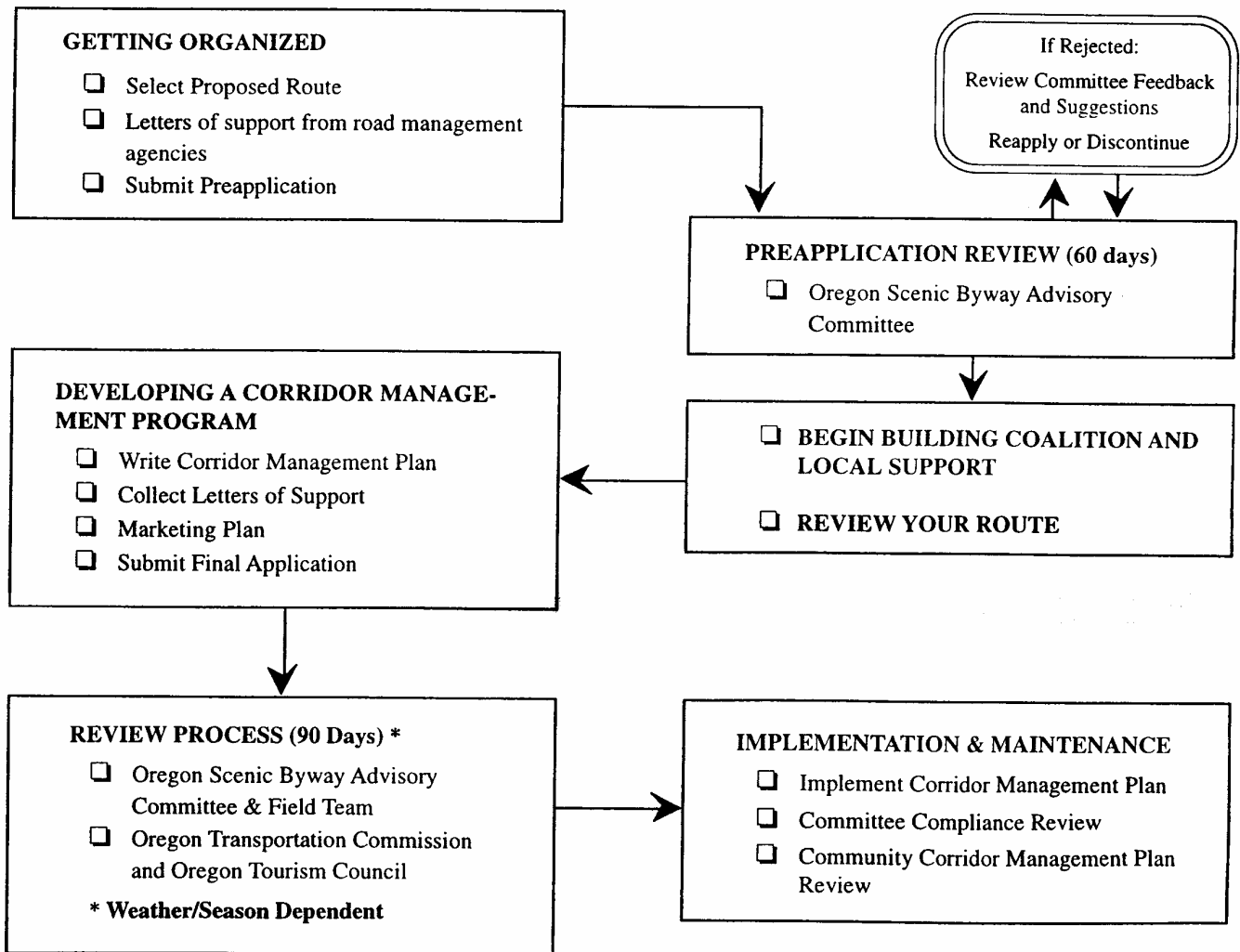
The Oregon Scenic Byways Advisory Committee will review the roadway's compliance to scenic byway criteria at least every five years. The evaluation will be conducted by the Committee's field team.

**C. COMMUNITY CORRIDOR MANAGEMENT REVIEW**

The proponent committee should meet periodically to evaluate viability and progress of the corridor management plan. Since this is a working document, continual community input is necessary to ensure the vision is held and the goals are met.

Congratulations on completing the Oregon Scenic Byway designation process! If you are interested in placing your route in competition as a National Scenic Byway, contact the National Scenic Byways Clearinghouse, 1440 New York Avenue NW, Suite 202, Washington, DC, 20005, 1-800-4BYWAYS.

**FLOW CHART & CHECKLIST**



**APPENDIX 1**

**SCENIC BYWAY AND TOUR ROUTE CRITERIA**

**SCENIC BYWAY CRITERIA**

<b>BEST</b>	<b>MODERATE</b>	<b>MINIMAL</b>
<p><b><u>LANDFORM</u></b></p> <p>Topographic relief is visible, <u>dominant</u>, and exceptional.</p> <p>- <u>High vertical relief</u></p>	<p>Topographic relief is visible, interesting, though <u>not dominant</u> or exceptional.</p> <p>- <u>Moderate vertical relief</u></p>	<p>Topographic relief is <u>absent</u> or <u>not noticeable</u>.</p> <p>Low rolling hills, flat valley bottoms.</p> <p>- <u>No vertical relief</u></p>
<p><b><u>VEGETATION</u></b></p> <p>High degree of vegetative patterns provide <u>unusual</u> or <u>outstanding diversity</u>.</p>	<p>Vegetative patterns providing <u>limited variety</u> or <u>visual diversity</u> but only one or two major types.</p>	<p>Vegetative patterns have little or <u>no variety</u> or <u>visual diversity</u>.</p>
<p><b><u>WATER</u></b></p> <p>Water bodies or streams that are a <u>dominant feature in the landscape</u>.</p> <p>- <u>High visual interest</u></p>	<p>Water bodies or streams are present but <u>not dominant feature in the landscape</u>.</p> <p>- <u>Limited visual interest</u></p>	<p>Water bodies or streams are <u>absent</u>, or present but <u>not noticeable</u>.</p> <p>- <u>No visual interest</u></p>
<p><b><u>COLOR</u></b></p> <p><u>Rich color combinations, variety or vivid color</u>; or pleasing contrasts in the soil, rock, vegetation, water or snow fields.</p> <p>- <u>A dominant scenic element</u></p>	<p><u>Some intensity or variety in colors</u> and contrast of the soil, rock, vegetation, <u>but not a dominant scenic element</u>.</p>	<p>Subtle color variations, contrast, or interest, generally mute tones.</p>
<p><b><u>MODIFICATIONS</u></b></p> <p><u>Modifications do not add or subtract to visual harmony</u>.</p>	<p><u>Modifications are present, discordant and promote disharmony</u>.</p>	<p><u>Modifications</u> are very discordant and promote strong disharmony.</p>
<p><b><u>UNIQUENESS/SCARCITY</u></b></p> <p><u>One of a kind; or very rare within region</u>. Regions are defined in "Statewide Comprehensive Outdoor Recreation Plan" (SCORP) for Oregon 1988-93.</p> <p>- Any unique combination of scenic elements such as landform, vegetation, water, wildflowers or consistent wildlife.</p>	<p><u>Only a few examples within the region</u></p>	<p>- <u>Fairly common within region</u></p> <p>- Many examples within regions</p> <p>- Nothing unique</p>

The following criteria will be used in addition to the Scenic Byway Criteria for designation in the Tour Route category. The number of specific points of interest and the relative value of them will be weighed against the total length of the route. This is to ensure that a route has a sufficient number of points of interest or significant values.

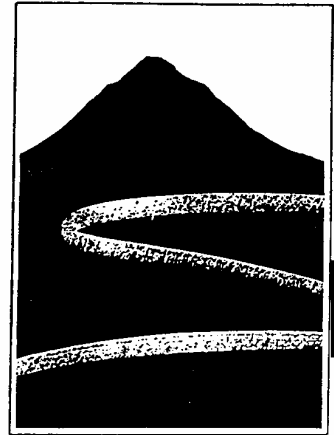
### TOUR ROUTE CRITERIA

<b>BEST</b>	<b>MODERATE</b>	<b>MINIMAL</b>
<p><b><u>HISTORIC</u></b></p> <p>National Register Site, or nationally known event or site.</p> <p>Site is well defined and clearly shows history.</p> <p>Comprehensive interpretation provided.</p>	<p>National Register Site, or nationally known event or site.</p> <p>Site may require some visualization to show history.</p> <p>Moderate interpretation provided.</p>	<p>Non-National Register Site.</p> <p>Local Significance.</p> <p>Site may be difficult to understand.</p> <p>Minimal interpretation provided.</p>
<p><b><u>NATURAL</u></b></p> <p>Part of nationally designated area.</p> <p>Uniquely diverse ecological system.</p> <p>Spectacular feature: waterfall, large lake or geological formation.</p> <p>Probable opportunity to view unusual animals, birds, or major fish runs.</p> <p>Numerous examples of significant features and their interpretation.</p> <p>Comprehensive interpretation provided.</p>	<p>State or Regional designation.</p> <p>Highly interesting ecological system.</p> <p>Highly interesting feature: mountain lakes or cascades.</p> <p>Possible opportunity to view big game, fish runs, or other interesting unusual wildlife.</p> <p>Route is enhanced by numerous natural vistas, interpretive pull-outs or natural interpretive trails.</p> <p>Moderate interpretation provided.</p>	<p>Local designation.</p> <p>Interesting ecological system.</p> <p>Interesting features: meadows, creeks, rocks.</p> <p>Chance to view wildlife.</p> <p>Minimal interpretation provided.</p>
<p><b><u>AGRICULTURE/FORESTRY</u></b></p> <p>Nationally recognized as an "Oregon" product.</p> <p>Growth or processing are unusually interesting.</p> <p>Comprehensive interpretation provided.</p>	<p>Product representative of region.</p> <p>The route is enhanced by a high concentration of interpretive pull-outs or roadside farm marketing developments.</p> <p>Moderate interpretation provided.</p>	<p>Product representative of local area.</p> <p>Corridor is enhanced by wineries, popular tourist stops, or popular examples of agriculture or forestry.</p> <p>Minimal interpretation provided.</p>

**APPENDIX 2**

**PREAPPLICATION FOR THE  
OREGON SCENIC BYWAY PROGRAM**

The following general information must be provided with letters of support from all jurisdictional agencies. A map delineating the corridor and noting key attributes, by number, must accompany this preliminary application. Photographs, interpretive brochures and other supporting materials may also prove helpful.



Submission Date: 3/6/95

**PROPONENT INFORMATION**

Proponent(s) Wallowa-Whitman National Forest

Contact Person Rich Tobin Phone 523-1246

Business/Organization \_\_\_\_\_

Address PO Box 907 City Baker City, OR Zip 97814

**ROUTE INFORMATION**

Roadway Name Hells Canyon N.F.S. Scenic Byway Roadway Number \_\_\_\_\_

Beginning Point LaGrande (Mileposts) Exit 261 I-84

Ending Point Baker City (Mileposts) Exit 304 I-84

Total Mileage 314 Miles

Road Surface (Asphalt or Other, Specify) Paved except two spur roads and all weather gravel.

Timing: During which month of the year would you prefer the route be rated? Mid-June

General Route Description (include any existing designations and recognitions) Travel through the majestic mountain country of the Wallowa-Whitman National Forest to impressive Hells Canyon. The route has been designated as a National Forest Scenic Byway.

Describe Route Primary Theme (recreational, scenic, historic, cultural, etc.) Different segments of the route have different themes which shall include recreational, scenic, historical, geological, wildlife, cultural and forest management.

Road Jurisdictional Agencies	Contact Person	Phone Number
1. <u>Wallowa-Whitman N.F.S.</u>	<u>Rich Tobin</u>	<u>523-1246</u>
2. <u>Wallowa County</u>	<u>Judge Esley</u>	<u>426-4543</u>
3. <u>Idaho Power</u>	<u>Dwayne Wood</u>	<u>(208) 383-2901</u>
4. <u>ODOT State of Oregon</u>	<u>Bob Reitmajer</u>	<u>963-5314</u>

General Route Attributes (include positive attributes and distractions/modifications)	Map Number
1. <u>Ladd Marsh Wildlife Preserve</u>	<u>8</u>
2. <u>Wallowa Mountains Visitor Center</u>	<u>7</u>
3. <u>Wallowa Lake</u>	<u>6</u>
4. <u>Wallowa Mountains and Eagle Cap Wilderness</u>	<u>5</u>
5. <u>Hells Canyon Visitor Information Station</u>	<u>3</u>
6. <u>Hells Canyon Overlook</u>	<u>4</u>
7. <u>Hells Canyon National Recreation Area</u>	<u>2</u>
8. <u>National Historic: Oregon Trail Interpretive Center</u>	<u>1</u>
9. _____	_____
10. _____	_____

Completed preliminary applications must be returned to:

**Oregon Scenic Byway Committee, c/o Pat Moran, Oregon Department of Transportation,  
TDB, Planning Section, 555 13th Street NE  
Salem, Oregon 97310**



## GLOSSARY

**Agriculture/Forestry:** Crops, wineries, vineyards, ranches, fisheries, old growth and reforested lands.

**Archeological:** Archeological explorations and findings, ranging from dinosaurs to historical excavations of old military forts.

**BLM:** Bureau of Land Management

**Color:** Overall colors of the basic components of the landscape (e.g., soil, rock, vegetation, etc.) as they appear during seasons or periods of high use. Key factors are variety, contrast and harmony.

**Corridor:** The linear area through which a scenic byway route passes. A corridor has a determined length and width.

**Cultural:** Cultural qualities are often historic qualities as well. They include museums, universities, or even ethnic communities. Also look for industries and resources which were responsible for growth and community identity such as logging and fishing.

**Distractions:** Structures or conditions that detract from the scenic quality of the corridor (e.g., overhead utility lines, topped trees, road signs that block a view, etc.).

**Drivability:** Driving safety, ease and pleasure as related to road standards (e.g., lane and shoulder width, traffic character, etc.).

**FHWA:** Federal Highway Administration

**Historical:** May be represented in structures or objects, wagon wheel trails, burial sites, or even by less tangible evidence. Development patterns such as farming practices would also qualify as a human modification to the natural environment.

**ISTEA:** Pronounced "ice tea" the Intermodal Surface Transportation Efficiency Act of 1991. ISTEA outlines national policy and goals for the nation's transportation system.

**Land Form:** Topography becomes more interesting as it gets steeper or more massive, or more severely sculptured. Outstanding landforms may be monumental or exceedingly artistic and subtle.

**Land Use:** The existing or proposed manner in which a piece of property can be most easily identified. (e.g., residential, commercial, agricultural, etc.)

**Modifications:** Modifications in the landform, water, vegetation or addition of structures that detract from or complement the scenic quality.

**Natural:** This includes natural features such as geologic formations, wildlife sites, waterfalls, lake basins, old-growth stands, mountain meadows, etc. The probable opportunity to view animals, birds or fish runs would also apply.

**ODOT:** Oregon Department of Transportation

**Paved:** Hard surface such as concrete or bituminous.

**Proponent:** Individual, or group, which proposes a scenic byway designation.

**Recreational:** Traditionally associated with nature-based outdoor recreation such as skiing, white water rafting, camping, exploring tide pools, bike paths or good bicycle access, picnicking, horseback riding, etc.

**Scenic:** Multiple elements such as water, buildings, fields, mountains, trees, farm lands, orchards, etc. The composition of the features is important. Look for views which inspire awe by the way the various elements are combined. The same features, if found in a different order, may not be as spectacular.

**Scenic Byways:** Encompass scenic, historic, recreational and cultural values of not only the roadway right-of-way, but also the adjacent visual resources.

**Uniqueness/Scarcity:** The relative scarcity or abundance of a particular unique scenic resource or combination of features within the geographic region.

**Vegetation:** Forest, prairies, orchards, active farm crop land and tree farms. Consider variety of patterns, forms and textures created by plant life. Consider smaller scale vegetational features which add striking and intriguing detail elements to the landscape.

**View:** The area seen from a fixed point in space.

**Viewshed:** Entire view area (all directions) from a fixed point in space; the entire linear view area seen from the spine (roadway) of the corridor.

**Vista:** A broad and sweeping view usually, though not exclusively, framed by an element or elements in the foreground.

**Water:** Ocean, rivers, lakes, waterfalls, rapids, marshes, canals and harbors. That ingredient which adds movement or serenity to a scene. The degree to which water dominates the scene.

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**APPENDIX 4**

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**RESOURCE LIST**

**AAA of Oregon**

Attn: Wendy Parr  
600 SW Market Street  
Portland, Oregon 97201  
(503) 222-6729

**Oregon Historical Society**

1200 SW Park Avenue  
Portland, Oregon 97205  
(503) 222-1741

**Bureau of Land Management**

Attn: Ken White  
PO Box 2965  
Portland, Oregon 97208  
(503) 952-6002

**Oregon Parks & Recreation Department**

Attn: Kathy Shutt  
525 Trade Street SE  
Salem, Oregon 97310  
(503) 378-6305

**National Scenic Byways Clearinghouse**

1440 New York Avenue NW, Suite 202  
Washington, DC 20005  
1-800-4BYWAYS FAX (202)783-4798

**Scenic America**

21 Dupont Circle NW  
Washington, DC 20036  
(202) 833-4300 FAX (202) 833-4304

**Oregon Department of Transportation**

Attn: Pat Moran  
TDB, Planning Section  
555 13th Street NE  
Salem, Oregon 97310  
(503) 986-4261 FAX (503)986-4174

**Travel Information Council**

Attn: Wendy Cloyd  
229 Madrona Street SE  
Salem, Oregon 97310  
(503) 378-4508 FAX (503) 378-6282

**Oregon Economic Development  
Department, Tourism Division**

Attn: Robin Roberts  
775 Summer Street NE  
Salem, Oregon 97310  
(503) 986-0004 FAX (503) 986-0001  
TDD (503) 986-0123

**U.S. Forest Service**

Attn: Chuck Tietz  
PO Box 3623  
Portland, Oregon 97208  
(503) 326-2310

**Oregon Forestry Department**

2600 State Street SE  
Salem, Oregon 97310  
(503) 945-7200 TDD (503) 945-7213

ODOT	BLM	FOREST SERVICE	
Statewide Scenic Byway Coordinator 525 13th Street NE Salem, OR 97310 986-4261	Oregon State Office 1515 SW 5th Ave PO Box 2965 Portland, OR 97208 952-6001	USDA Forest Service Region 6 Engineering PO Box 3623 Portland, OR 97208-3623	Umpqua NF 2900 NW Stewart Pkwy PO Box 1008 Roseburg, OR 97470 672-6601
Region 1 123 NW Flanders Portland, OR 97209-4037 731-8200	Burns District Office HC 74-12533 Hwy. 20 West Hines, OR 97738 573-5241	Deschutes NF 1645 Hwy. 20 E Bend, OR 97701-4864 388-2715	Wallowa-Whitman NF 1550 Dewey Ave PO Box 907 Baker, OR 97814 523-6391
Region 2 123 NW Flanders Portland, OR 97209-4037 986-2631	Coos Bay District Office 1300 Airport Lane North Bend, OR 97459-2000 756-0100	Fremont NF 524 North G St. Lakeview, OR 97630-0058 947-2151	Willamette NF 211 E 7th Ave. PO Box 10607 Eugene, OR 97440-2607 465-6521
Region 3 3500 NW Stewart Parkway Roseburg, OR 97470 440-3399	Eugene District Office 2890 Chad Dr. PO Box 10226 Eugene, OR 97440 683-6600	Malheur NF 139 NE Dayton St John Day, OR 97845 575-1731	Winema NF 2819 Dahlia Klamath Falls, OR 97601-7119 883-6714
Region 4 63055 N Hwy. 97 PO Box 5309 Bend, OR 97708 388-6180	Lakeview District Office 1000 Ninth St. S PO Box 151 Lakeview, OR 97630 947-2177	Mt. Hood NF 2955 NW Division St. Gresham, OR 97030 666-0700	Columbia River Gorge NSA 902 Wasco Ave., Suite 200 Hood River, OR 97031 386-2333
Region 5 3012 Island Ave. La Grande, OR 97850 963-3177	Medford District Office 3040 Biddle Rd. Medford, OR 97504 770-2200	Ochoco NF 3000 E 3rd St. Prineville, OR 97754-0490 447-6247	
	Prineville District Office 185 E Fourth St. PO Box 550 Prineville, OR 97754 447-4115	Rogue River NF 333 W 8th St. PO Box 520 Medford, OR 97501 776-3600	
	Roseburg District Office 777 NW Garden Valley Blvd. Roseburg, OR 97470 440-4930	Siskiyou NF 200 NE Greenfield Rd PO Box 440 Grants Pass, OR 97526 471-6500	
	Salem District Office 1717 Fabry Rd SE Salem, OR 97306 375-5646	Siuslaw NF PO Box 1148 Corvallis, OR 97339 750-7000	
	Vale District Office 100 Oregon St Vale, OR 97918 473-3144	Umatilla NF 2517 SW Hailey Ave Pendleton, OR 97801-3942 278-3721	

## 1. IDEAS FOR DEVELOPING A STATEMENT OF PURPOSE

Begin by answering the following questions in a very general way (specifics come later).

- ***What makes your route special?***  
Make some quick notes on a flip chart about the things which are unique and special. Look beyond the obvious and ask if there were events of historical importance that local people take for granted which might be of interest to visitors.
- ***How do you imagine your proposed byway in fifteen years?***  
Will it be the same as it is now or do you anticipate changes? Keep in mind that we have an aging population and that the “baby boomers” will be out in force driving RVs, riding bicycles, hiking, etc. What sort of accommodations would they need?
- ***What would you like to achieve by developing a scenic byway?***  
Scenic preservation? Tourist revenue and jobs helping to stabilize the economy of your community?

The answers to these questions form your broad statement of purpose. It will be refined later as you continue through the process. This statement will be useful to refer back to in the future if you begin to lose a clear focus on why you are working to develop a scenic byway.

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### EXAMPLE

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If the answers to your questions look like this:

- Special qualities include: wildlife preserve; winery; small historical towns; large nursery; rolling agricultural lands; oak groves.
- Looking at our byway in fifteen years we see: preserved natural and agricultural qualities with developed tourism opportunities including enhanced marketability of the historical towns.
- By developing a scenic byway, we want to preserve the natural and agricultural qualities of the road while developing new income from tourism.

Your statement of purpose may look like this:

*Our purpose is to develop a scenic byway that preserves the roadway's natural and agricultural qualities which include a wildlife preserve, rolling agricultural lands, a large nursery and oak groves, while developing tourism opportunities including enhanced marketability of the historical towns.*

## 2. WRITING A VISION STATEMENT

With the information you have on hand about the byway, you are prepared to articulate your vision for the byway. A vision statement is simply a statement of purpose coupled with your dreams and grounded by the information you have compiled. Look at your original statement of purpose and the information you compiled on resources, existing conditions, tourism and economic development and incorporate it in a broad context. You don't need to define how you are going to achieve your vision, but having a clear vision will guide you in the future when you begin to address the “how-to's.” Inevitably, you will run into conflicts and the need for compromises. When these times arise, you can weigh future plans against the vision.

The easiest way to write a vision statement is to write, *in the present tense*, what the byway will look like in the future. Imagine yourself in fifteen years looking at the byway. What do you see?

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### EXAMPLE

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Refer to your original statement of purpose (above).

Your vision statement may look like this:

*A well-surfaced, rolling roadway through scenic agricultural lands and oak groves. Tourists are drawn to the wildlife preserve, winery and nursery. Quaint historical towns provide shopping, dining and overnight accommodations.*

## 3. ESTABLISHING GOALS AND OBJECTIVES

At this point you begin to realize your vision. Your goals and objectives are the blueprint for making your dreams and vision a reality. Look at your vision statement and pull out the key components. These are the clues to identifying

your goals and objectives. In general, you have the things you want in the future, but how to keep them in their present form or change them to fit your community vision requires work.

For instance, in the example below, in 15 years the wildlife preserve hopefully is going to be pretty much as it is today, but that information would need to be verified with the managing agency. The agricultural land is probably privately owned and, therefore, is open to changing patterns of development. Land use regulations may need to be verified and/or modified. Increasing tourism requires a number of factors to work in tandem in order to make a viable marketing plan. Using just three key components, you can examine how goals and objectives are developed.

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### EXAMPLE

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*Vision Statement:*

*A well surfaced, rolling roadway through scenic agricultural lands and oak groves. Tourists are drawn to the wildlife preserve, winery and nursery. Quaint historical towns provide shopping, dining and overnight accommodations.*

The key components in this vision statement are:

- A well surfaced, rolling roadway
- Scenic agricultural lands and oak groves
- Wildlife preserve, winery and nursery as tourist draws
- Quaint historic towns provide tourist facilities and attractions

#### **GOAL 1**

*Guarantee continued preservation of the wildlife refuge.*

*Objectives:*

1. Contact managing agency and confirm future intent.
2. If needed begin necessary negotiations for continued use in present form.

#### **GOAL 2**

*Protect agricultural lands.*

*Objectives:*

1. Review land use and zoning designations.
2. Work with local property owners to agree upon a common future vision.

#### **GOAL 3**

*Increasing tourism.*

*Objectives:*

1. Develop a marketing plan.
  2. Develop historic qualities and tourist facilities which may include food service, overnight accommodations in the form of hotels, bed and breakfasts, RV parks and historic tours or markers.
  3. Develop roadside information kiosks at wildlife refuge, nursery and winery.
- 

#### **4. TECHNIQUES TO MEET GOALS AND OBJECTIVES**

At this point you determine specific ways in which you implement your objectives. These may include, but are not limited to, land use and zoning regulations, informal agreements, community action, funding sources, partnerships with other communities and agencies. The list is endless, limited only by your creativity. This is the time to take advantage of all the coalition building and community support you have been developing throughout this process.

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### EXAMPLE

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#### **GOAL**

*Increase Tourism.*

*Objective*

1. Develop historic qualities and tourist facilities which may include food service, overnight accommodations in the form of hotels, bed and breakfasts and RV parks, and historic tours or markers.

Technique to meet objective:

1. Coordinate road managers and business concerns for appropriate promotional signage.
  2. Partnership with local historical society.
  3. Apply for national registry of applicable property.
  4. Work with local business owners to develop a unified "look".
  5. Work with city planners to develop additional parking, which will include accommodation for RV's.
-

## HOW TO WRITE A MARKETING PLAN

### Before you start, have you:

- Appraised your tourism potential
- Developed your product
- Planned for Tourism

### STEP ONE: THE MISSION STATEMENT

Decide what your product is, what makes your product appealing, what benefits it offers, and where it stands within the marketplace.

### STEP TWO: ASSESSING THE SITUATION

- Begin with a basic statement of what your product is -- be objective.
- Look at all areas related to your product: Direct and indirect.
- Discover your strengths and weaknesses.

### STEP THREE: WHO IS THE COMPETITION?

- Evaluate their product in the same way you define your own.
- Remain as objective as possible.

### STEP FOUR: MARKETING OBJECTIVES

- Decide what you want your marketing effort to accomplish.
- Define where you want your product to go.
- Decide if the market is broad or a niche market.
- Be practical in determining overall objectives.

### STEP FIVE: MARKETING GOALS

- Examine current sales and overall growth realistically.
- Isolate travel and tourism sales from overall sales, when appropriate.
- Consider uncontrollable factors of growth - environment, economy, etc.
- Determine your motivation and set measurable goals.

### STEP SIX: COMMUNICATION STRATEGY

- Identify the primary market you need to reach - trade and/or consumer.
- Communicate your products' strengths clearly.
- Conduct specific market research (consumer and travel trade).
- Implement on a realistic timeline.

### STEP SEVEN: PROGRAM AREAS

- Advertising: Creative, used to develop awareness, but its true purpose is to influence public opinion.
- Public Relations: Generates positive awareness and credibility.
- Promotions: Involves product demonstrations and communicates to a smaller group.
- Sales efforts: Finalizes the decision-making process and moves the products off the shelf and into the hands of the consumer.

### STEP EIGHT: THE BUDGET: HOW ARE WE GOING TO PAY FOR IT?

- Long range funding sources.
- Rework, revise, and update plan as reality sets in.
- Potential return on investment will help to determine a reasonable cost.
- Long term vs. short term investments.
- Coordination is key for a successful plan. One person should coordinate, but several will implement.
- An excellent marketing plan will be defeated if the customer is unhappy.

### STEP NINE: EVALUATION

- Analyze each year's results.
- Track your return on investment, evaluate measurable goals.
- Implement an ongoing break-out of cost effectiveness, then modify your plan.
- Recognize patterns related to seasonality, advertising, public relations, promotion or sales efforts and changes in personnel; modify when appropriate.

### STEP TEN: LONG TERM OBJECTIVES

- Make accurate guesses about the durability of your product.
- Develop your marketing plan for 3-5 years ahead.
- Plan long term - allow for insight and flexibility.
- Revisit your plan at regular scheduled intervals.

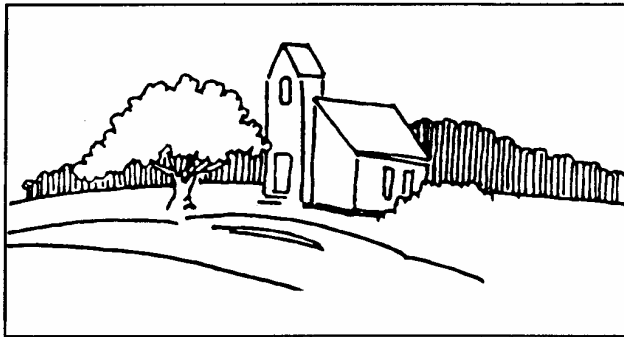
## RESOURCE EVALUATION EXERCISE

As your group begins to assess the resources along your route, it will be important to consider which ones you value the most. What gives the road its special appeal or character? Is it an individual resource or how several interact that make the byway so attractive and appealing?

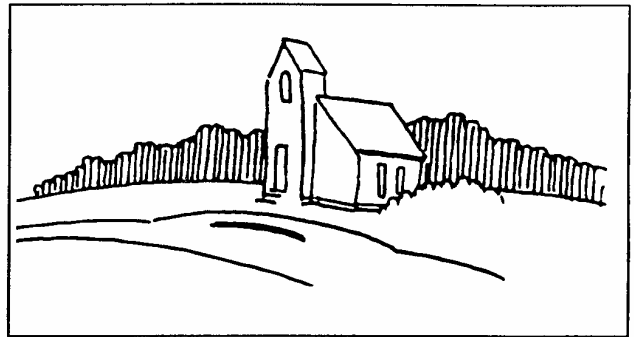
The following exercise is a sample of one you can do when identifying what resources need to be protected or enhanced along your byway.

### THE OLD SCHOOLHOUSE

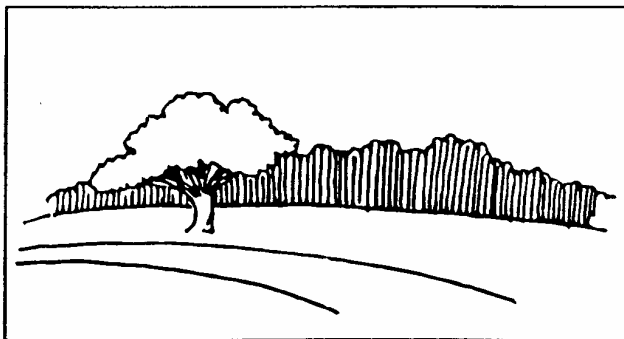
In the first picture, the old schoolhouse and ancient oak are identified as valuable byway resources. Now imagine a resource gone, one by one.



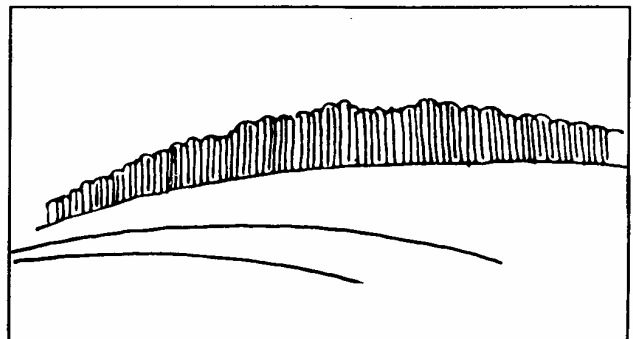
What about the ancient oak? Is it not also important to the schoolhouse? Would the schoolhouse be the same if the ancient oak were to be cut down in a road widening project?



How would you feel if the old schoolhouse by the ancient oak were gone as in this picture? Upset? If so, this may be a good indication that the schoolhouse is an important asset.



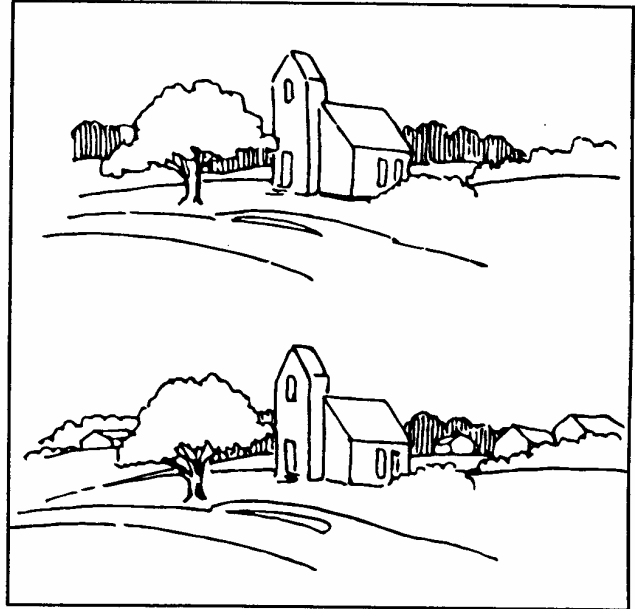
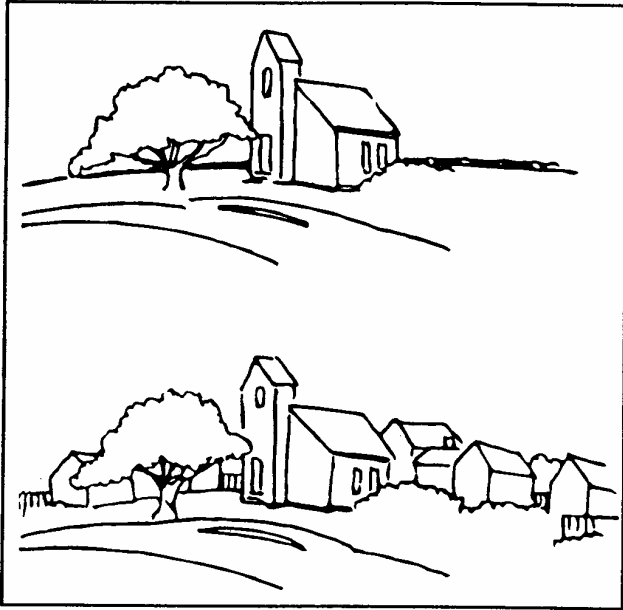
What about no old schoolhouse or ancient oak? If their disappearance does not seem significant then they are probably not a significant element in the appeal of your byway.





What is the impact of future small scale development?

What about larger scale development? How does it affect the skyline? Is overall open space a valuable resource?



\* Modified from a draft copy "Scenic Byways Community Guide To Corridor Management & Planning" U.S. Department of Transportation Federal Highway Administration. June, 1994. (Complete test available through National Scenic Byways Clearinghouse).