

## 1.0 PROGRAM OVERVIEW

Welcome to the *Alabama Scenic Byway Program*. The Alabama Scenic Byway Program seeks to identify, preserve, protect and enhance scenic, historic, natural, recreational, cultural and archaeological resources; enhance recreation; and, promote economic development through tourism and education in the history, culture and natural beauty of Alabama.

The following chapter provides: an overview of the Program's mission and benefits; a general description of the intrinsic resources; a background summary of the Alabama Scenic Byway Program; and an overview of the *Program Manual*.

The Program Manual uses a number of technical terms and acronyms in describing the Scenic Byway Program and related processes. To assist applicants as they use the Program Manual, key words and acronyms are identified in bold and italicized font. These words and phrases are further defined in the Appendix A – Definitions and Acronyms.

### 1.1 Mission Statement

The Alabama Scenic Byway Program Mission Statement outlines the desire of the Alabama State Legislature to encourage both residents and visitors alike to capitalize on Alabama's varied resources, communities and traditions.

*The Alabama Scenic Byway Program will identify, protect, preserve and enhance the intrinsic resources of scenic corridors through local community support that balances resource protection with existing and future land use. The program will promote economic development through tourism and education in the history, culture and natural beauty of Alabama.*

The Alabama Scenic Byways Program seeks to identify, protect, preserve and enhance the intrinsic resources of Alabama by partnering with local communities, state agencies and the private sector. Many quality resources exist in Alabama; the Scenic Byway Program strives to identify truly exceptional, significant and distinctive resources to the point that these resources are a destination unto themselves for motorists traveling in Alabama. Promotion of these outstanding qualities, coupled with resource protection, will result in sustainable economic development and tourism opportunities that benefit local communities while at the same time educating visitors and residents about Alabama.

### 1.2 Intrinsic Resources

The Alabama Scenic Byway Program is developed on the framework established by the *National Scenic Byway Program* and centers around six intrinsic resources: scenic, natural, historical, cultural, archaeological, and recreational. Identification, protection,

preservation and enhancement of these resources form the requirements of the Scenic Byway Program. The intrinsic resources are briefly described below with additional detail provided in Chapter 2 - Eligibility.

***Archaeological:*** Archaeological resources are visual evidence of the unique customs, traditions, folklores, or rituals of a no longer existing human group. Physical evidence of extinct plant and animal species is also included in this resource.

***Recreational:*** Recreational resources can include the Scenic Byway itself if it is used for activities like biking, jogging, roadside picnics, or provides access to recreational sites like campgrounds, lakes, parks, recreational trails, etc.

***Historic:*** Historic resources are landscapes, buildings, structures or other visual evidence of the past. It has to be something that can still be seen, not just the site of something that used to exist.

***Cultural:*** Cultural resources are visual evidence of the unique customs, traditions, folklife, or rituals of a currently existing human group.

***Natural:*** Natural resources represent opportunities to experience ecological features in the Byway region that are defined by minimal human disturbance.

***Scenic:*** Scenic resources include both natural and man-made features that constitute the view from the road. Scenic resources include both the ordinary as well as the spectacular. The composition of the resources provides pleasure or inspires awe.

### **1.3 Benefits of a Byway Designation**

A Scenic Byway designation at the state level provides official recognition that your community possesses outstanding Alabama resources worthy of protection and promotion for residents and visitors. In addition to this increased community pride and awareness, several other benefits may accrue to your community:

- Increased business, tax revenue, and jobs from tourist dollars;
- Development of a Community Vision to assist with protection of intrinsic resources along the Byway;
- Federal and state funding for developing a Corridor Management Plan to identify, protect, preserve and enhance the intrinsic resources along the Byway;
- Official protection for intrinsic resources potentially threatened along a Byway;
- Access to expert resources for managing and protecting intrinsic resources along your Byway;

- Identification on state, federal and auto-club highway maps leading to more tourism opportunities for your community;
- Money and other assistance from state and national offices of economic development and tourism. A National Scenic Byway designation can make your route eligible for federal Scenic Byway grants, technical assistance from the Federal Highway Administration and inclusion in national Scenic Byways promotion plans.

## **1.4 Background of the Alabama Scenic Byway Program**

The Federal *Intermodal Surface Transportation Efficiency Act of 1991* (ISTEA) created the National Scenic Byways Program. The goal of this program is to recognize and promote outstanding corridors throughout the United States, promote tourism, and protect the resources that make these facilities outstanding. Before a road can become a National Scenic Byway, it first must be designated a State Scenic Byway. Beginning in the early 1990's federal money was made available to states desiring to create a Scenic Byway Program. *Alabama capitalized on this revenue source to develop the Alabama Scenic Byway Program.* This led to the creation of state Scenic Byway Programs around the country throughout the 1990's up to the present.

In the early 1990's, in compliance with ISTEA requirements, the Alabama Department of Transportation (ALDOT) designated a State Scenic Byway Coordinator. The initial Byways implemented in Alabama utilized the Legislature and the Governor to designate State Scenic Byways. This process resulted in the designation of three Scenic Byways that eventually were designated as National Scenic Byways: Talladega Scenic Drive; Natchez Trace Scenic Byway and the Selma to Montgomery March Scenic Byway/All American Road/National Historic Trail.

Summary information regarding these three Byways is presented below.

- **Talladega Scenic Drive** – The Talladega Scenic Drive runs 29 miles from just west of Heflin, south along Alabama Highway 281 and terminates at Adams Gap. The 29-mile drive passes through the Talladega National Forest and travels the backbone of the Horseblock and Cheaha Mountains, the southern most extension of the Appalachian Mountain Range, and Alabama's highest peak at 2,407 feet of elevation. Many other southern, natural attractions are related to the Byway including foliage, vistas and rock formations.
- **Selma to Montgomery March Byway** – The Selma to Montgomery March Byway is also designated as an All American Road and National Historic Trail. The Byway incorporates 43-miles of US Highway 80 beginning in the streets of Selma, Alabama and extending through Lowndes County into the State Capitol, Montgomery. This Byway encompasses the living history of the voting rights struggle for African Americans throughout the South and the United States. Numerous interpretive and educational facilities are provided to enhance the Byway experience.

- **Natchez Trace Parkway** – The Natchez Trace Parkway extends 425 miles through three states including Tennessee, Alabama and Mississippi. The Parkway connects the former frontier cities of Nashville, Tennessee and Natchez, Mississippi. The Byway route served Natchez, Chickasaw and Choctaw Indians; French and Spanish explorers; and ultimately farmers and frontiersmen from the South and Midwest returning from the Mississippi River and New Orleans. Numerous recreational, educational and historical opportunities abound along this Byway including considerable portions of National Park properties.

Based on the success of the National Scenic Byways, the Alabama Scenic Byway Program evolution continued in 1998 when a group of interested citizens began working on the concept of Scenic Byway Program Guidelines for Alabama that would assist interested citizens with identifying and designating additional Scenic Byways. Ultimately, this effort led to the passage of the Alabama the Beautiful Act (SB438) in 2000, sponsored by Senator Wendell Mitchell, allowing for creation of the *Alabama Scenic Byway Advisory Council (SBAC)*, *The Alabama Scenic Byways Designating Committee* and a more formalized approach to the Alabama Scenic Byway Program. In 2001, the Regional Planning Commissions, working with the Alabama Department of Transportation and the Alabama Scenic Byway Advisory Council, distributed surveys to gauge interest in the Program. The response was overwhelming, leading to the development of a Program Manual that will be used to help identify truly outstanding facilities and guide interested parties through the Byway process. A number of existing state programs were reviewed to assist with development of the Alabama Scenic Byway Program allowing Alabama to build on the experience of other Byway Programs.

The Alabama state scenic byway program was consciously patterned after the *National Scenic Byway Program*. This approach ensures that Alabama Scenic Byways are eligible to become National Scenic Byways and also provides a host of funding opportunities to assist with development of Scenic Byways in Alabama.

## **1.5 Overview of the Program Manual**

The Alabama Scenic Byway Program identifies three sequential phases for development of Scenic Byways: *Eligibility, Designation and Implementation*. It is anticipated that each phase will be completed prior to initiation of the next. The Program Manual is divided into four chapters, an introduction, and a chapter devoted to each of the three phases.

It is anticipated that the Byway process will begin at the local level through development of a *Corridor Advocacy Group (CAG)*. Taking a corridor through the Scenic Byway Eligibility, Designation and Implementation Phases is a significant work effort. Without strong support at the local level, it is unlikely that this effort will be completed successfully. The Corridor Advocacy Group will be the driving force behind this effort and officially recognized as the controlling body for the Byway. A formal structure

should be provided for the Corridor Advocacy Group. The efforts of the Corridor Advocacy Group will determine the difference between successful and unsuccessful Byways. The Corridor Advocacy Group, as a minimum, must include the following individuals: a representative from the appropriate regional planning commission; an elected official from each jurisdiction traversed by the Byway; and a representative from each local planning agency traversed by the Byway (if applicable).

Membership in the Corridor Advocacy Group will evolve as the Byway matures and new opportunities and challenges are identified and addressed. Carrying a corridor through the Alabama Scenic Byway Program is a challenging task and the Corridor Advocacy Group must consist of individuals committed to the success of the Byway who are willing to work hard for the Byway designation. Additional information regarding the Corridor Advocacy Group is provided in Chapter Two - Eligibility.

The three phases of the Alabama Scenic Byway Program are briefly described below. Additional detailed information is provided in the following chapters. A detailed flow chart of the process is provided at the end of this section.

**Eligibility** – The Eligibility Phase determines whether or not a proposed Byway meets Alabama Scenic Byway standards. It is not enough that intrinsic resources merely exist along a corridor, they must be exceptional, significant and distinctive to the point that these resources are a destination unto themselves. Included in this phase is identification and mapping of intrinsic resources as well as initial development of a corridor story for marketing purposes.

This phase provides adequate information so that the Alabama Scenic Byways Advisory Council can determine whether or not a corridor meets Program standards and should be moved forward to the Designation Phase. Proposed Byways will be reviewed with respect to connectivity and recommendations made to address such potential for connection.

**Designation** – The Designation Phase centers on development of a *Corridor Management Plan (CMP)*. This phase of the Byway development process focuses on developing an *Action Plan* for protecting, enhancing and managing the resources identified in the Eligibility Phase for both present and future conditions.

At the conclusion of this phase the Alabama Scenic Byway Advisory Council determines whether or not the Corridor Management Plan provides adequate protection of intrinsic resources; identifies a sustainable Action Plan; and, documents broad based community support for the Byway. If the Byway meets these standards and others, it is recommended for implementation.

**Implementation** – The Implementation Phase begins the physical and policy implementation of the Scenic Byway. It takes the actions identified in the Designation Phase and initiates protection and enhancement of the Byway intrinsic resources. At the

initiation of this phase the Byway is physically recognized with the installation of Alabama Scenic Byway signage.

The Implementation Phase does not end with posting signage, developing an Action Plan or even constructing enhancements along the Byway. It is a continuous process that includes implementation of actions identified in the Corridor Management Plan, as well as annual updates to the Corridor Management Plan to reflect changing conditions along the Byway.

Detailed explanations of all Program requirements are presented in the Chapters that follow.

## **1.6 Using the This Manual**

This Program Manual provides the necessary guidance for a corridor to achieve an Alabama Scenic Byway Designation. Applicants should familiarize themselves with the entire Manual before initiating Byway activities. It is the intent of the Alabama Scenic Byway Advisory Council that this Program Manual is self-explanatory. However, the Manual cannot address every situation and questions will arise that need additional guidance. When this occurs, applicants are encouraged to contact their local Scenic Byway Coordinator at the appropriate *Regional Planning Commission*. Contact information is provided in the Appendix.

The required activities and actions for each phase of the Alabama Scenic Byway Program are documented in the following Chapters.

**Chapter 2 – Eligibility:** The Eligibility Phase instructs the applicant on how to initiate the Alabama Scenic Byway process. At the conclusion of this phase, the applicant will have identified and documented all resources along the Corridor and presented this information to the Scenic Byway Advisory Council so that a determination can be made as to whether or not the corridor should move forward for development of a Corridor Management Plan in the Designation Phase.

**Chapter 3 – Designation:** The Designation Phase instructs the applicant on preparation of the Corridor Management Plan. As part of this phase the applicant will identify an Action Plan for preservation, protection and enhancement of resources identified along the Corridor during the Eligibility Phase.

**Chapter 4 – Implementation:** The Implementation Phase carries out the actions identified in the Corridor Management Plan. As part of this phase, monitoring and reporting functions are established for regular evaluation and revision of the Corridor Management Plan to meet changing conditions along the Byway.

**Appendices:** Appendices are attached containing supplemental information to assist with completion of the requirements identified in the Eligibility, Designation and Implementation Phases.

The Alabama Scenic Byway Program encourages a “grass roots” approach with interested, local residents carrying a Byway through the process to implementation. It is the intent of the Alabama Scenic Byway Advisory Council that this Program Manual serve as workbook and “how to” guide that will empower local groups to become involved with the Byway process.

## 2.0 ELIGIBILITY PHASE

This chapter outlines the first steps for establishing an Alabama Scenic Byway. The primary purpose of the Eligibility Phase is to document the resources necessary for the *Alabama Scenic Byway Advisory Council* to make a determination as to a roadway's qualifications for Scenic Byway status. As such, the Eligibility Phase provides clear documentation of requirements for a successful application.

### Key elements presented in this chapter include:

1. The *Corridor Advocacy Group (CAG)*, defined herein, is the applicant under the Alabama Scenic Byways Program.
2. Pre-Application Meetings with the *Alabama Scenic Byway Coordinator (SBC)* allow for dialogue so Applicants can gain a better knowledge of the Program and its requirements.
3. Universal criteria are documented describing requirements that must be satisfied by every Alabama Scenic Byway.
4. Detailed information is presented describing how to evaluate each intrinsic quality including a list of contacts and research resources.

## 2.1 Corridor Support

The Eligibility Phase determines whether or not a proposed Byway meets the Alabama Scenic Byway standards. At the heart of the Alabama Scenic Byway Program are six intrinsic qualities – matching the intrinsic qualities in the national legislation: cultural, historical, archaeological, recreational, natural and scenic qualities. It is not enough that these resources merely exist along a corridor – they must be exceptional, significant and distinctive to the point that these resources are a destination unto themselves for motorists traveling in Alabama.

### 2.1.1 Who Can Apply

Any interested citizen, group of individuals, municipality, group of municipalities or other government entity can nominate a roadway for designation under the Alabama Scenic Byway Program. However, the Alabama Scenic Byway Program requires that all eligibility applications be submitted by a “Corridor Advocacy Group, (CAG)” specifically developed for the proposed corridor. The purpose of the nomination should be to identify, protect, preserve and enhance the intrinsic resources along the nominated facility. The CAG must have appropriate representation to accomplish these goals.

### 2.1.2 Organizing the Corridor Advocacy Group

Taking a corridor through the Scenic Byway Eligibility, Designation, and Implementation stages is a significant work effort. Without strong support at the local level, it is unlikely that this effort will be completed successfully. The CAG will be the driving force behind the Byway – both during the Eligibility and Designation phases, and most importantly during the Implementation phase. A list of CAG members should be provided including the Chairperson, Vice-Chairperson, other officers and committee heads. The efforts of the CAG will determine the difference between successful and unsuccessful Byways.

#### **a) CAG Profile Requirements**

The CAG must include the following individuals: a representative from the Regional Planning Commission; an elected official from each jurisdiction traversed by the Byway; and a representative from each local planning agency traversed by the Byway (if applicable). Some other individuals and groups who may bring unique talents to the CAG include:

- Neighborhood Associations;
- Chambers of Commerce;
- Economic Development Councils;
- Attorneys;
- Historians;
- Architects;
- Teachers/Professors;
- Environmental Organizations; and,
- Beautification Boards.

Membership in the CAG should evolve as the Byway matures and new opportunities and challenges are identified and addressed. Carrying a corridor through the Alabama Scenic Byway Program is a challenging task and the CAG must consist of individuals committed to the success of the Byway and willing to work hard for the Byway designation.

#### **b) CAG Organizational Structure**

It is recommended that a formal structure be provided for the CAG. A Checklist for effective organizations, provided by the *National Scenic Byways Resource Center* is documented below. It is not necessary to have all of these elements in place at the beginning of the Byway process. However, the CAG should be building to have all these components in place by completion of the Byway Eligibility and Designation phases. In particular, at the conclusion of the Designation Phase, the CAG must have a formal entity in place to manage implementation of the Byway.

**Eligibility Phase Elements:**

1. ***Mission Statement*** – a broad statement that explains how the CAG will manage the Byway and identify, protect, and enhance intrinsic resources along Alabama Scenic Byways.
2. ***Vision Statements*** – Vision statements are broad visions for the Byway that “reflect the broad and sweeping aspirations your community has for its Scenic Byway without getting bogged down in details.”<sup>1</sup>
3. A Work Plan
  - Goals and objectives
  - A method for implementing the plan with timelines and responsibilities detailed
4. Membership (who should be involved, who are your members and how large is your membership)
  - Method for deciding who should be involved and how many people
  - Recruitment procedures
  - Method of gaining broad representation
  - Orientation process
  - Method for procuring and nurturing volunteers
5. Board of Directors
  - Officers
  - Method for orienting board members
  - Job descriptions for board members and officers
  - An identified Byway leader
6. A key contact for the public, Byway members and officials
  - Byway contact (the designated leader or someone else/an officer of the CAG)
  - Byway marketing contact (officer of the CAG)
7. Procedure for communication with:
  - Media
  - Elected officials
  - Public
  - Staff
  - State and federal officials
  - Volunteers
  - Governing Board
  - Key constituents
8. Process for public input

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<sup>1</sup> FHWA, Community Guide to Planning and Managing a Scenic Byway

9. Plan for partnering/coordinating with local, state and federal agencies/organizations
10. Meeting process/guidelines
  - Decision making process
  - Guidelines outlining how often you meet

**Designation Phase Elements:**

Steps eleven through fifteen are additional recommendations that should be established as part of the Designation Phase.

11. Bylaws
  - Clearly defined rules and responsibilities for organization and members
12. System for record keeping of:
  - Minutes
  - Grants and contracts
  - Mailing lists
  - Implementation plans and their status
13. System for securing funds and/or raising required matching funds
14. Method for neutral fiscal review on a regular basis
15. Liability coverage/plan for:
  - Financial management
  - Actions taken by the board or its representatives

It is important that the CAG establish itself as an organization early in the process. The Alabama Scenic Byway Program requires the CAG to complete numerous tasks – representative activities include:

1. Data Collection -

Develop and organize all materials and documentation necessary to support eligibility and designation determinations.

2. Training -

Host training and workshops for CAG members.

3. Community Involvement -

Establish and carry out a Community Participation Program.

4. Governmental Coordination -

Coordinate with all appropriate levels of government.

5. Documentation -

Formalize the CAG to include at least summary responses to items 1-10.

## **2.2 Defining Corridor**

### **2.2.1 Establish Preliminary Corridor Story**

It is important that the *Corridor Story* be clearly defined because it is the focal point of most Byway efforts. The Corridor Story is initially outlined as part of the Letter of Intent submitted to the SBAC to initiate the Byway process. As part of the *Eligibility Application*, the CAG should restate the Corridor Story and expand it as necessary to include any additional details to support the Eligibility review

### **2.2.2 Pre-Application Meeting**

The Pre-Application Meeting should be scheduled with the *Alabama Scenic Byway Coordinator (SBC)* to include a tour of the proposed Byway. This is a very important step in the process. The SBC will meet with the CAG to assess its capabilities to complete Byway activities as well as review all information developed to date. The SBC will make a formal presentation to the CAG documenting the history and purpose of the Scenic Byway Program. A question and answer period will be provided to address any points of interest or concern.

### **2.2.3 Eligibility Application and Documentation Format**

The Eligibility Application form (See Appendix) should be organized according to the Table of Contents shown below:

- Application Form
- Corridor Analysis Report, including the following:
  - Table of Contents
  - List of Tables, Exhibits and Figures
  - Background Assessment
  - Intrinsic Assessment
  - Criteria Assessment
  - Vision and Initial Goals
  - Schedule for Corridor Management Plan
  - Appendix
- Support Documents
  - Mission Statement
  - Vision Statement
  - Work Plan
  - Membership
  - Board of Directors Information

- Public Contact Person
- Public Involvement Plan
- Video

All maps and sketches included in the body of the Application should be no larger than 11” x 17” foldouts. It is recommended that standard United States Geological Survey (USGS) maps or standard Alabama Department of Transportation Road Maps serve as base maps. Writing should be concise and sources should be referenced for all data. Supporting materials referenced in the Application should be included in the Appendix in the order noted in the text.

It is important that all information be presented in an organized format with clear supporting documentation. The SBC will follow up on all information contained in the document. Inaccurate, incomplete or illegible information may require additional time to review and delay Byway implementation.

#### **2.2.4 Eligibility Documentation**

Information collected throughout this phase of the project provides the CAG, the SBC and Alabama Scenic Byway Advisory Council with the appropriate information needed to make a determination of eligibility.

#### **2.2.5 Background Assessment**

One of the most important elements of the Eligibility Application is the background assessment of roadway operating conditions.<sup>2</sup> The purpose of the Byway Program is to showcase, protect and enhance intrinsic resources along the Byway; however, the Byway designation shall not interfere with the original intent of the road – the safe and efficient movement of people and goods. To ensure that a nominated roadway can safely and efficiently handle additional trips associated with a Byway designation, it is required that the following elements be discussed as part of the Eligibility Application – each element should be presented in a separate titled section and where appropriate, maps and supporting graphics should be provided. This information will form the foundation for the traffic analysis portion of the Corridor Management Plan developed as part of the Designation Phase of the Scenic Byway process. All requested information is available or obtainable through guidance provided by the appropriate Alabama Department of Transportation Division Office.

##### Roadway/Right of Way (ROW) Description

Provide a narrative description of the Corridor that includes the roadway name, number, the general location and orientation of the Corridor within the State and city/county, and the names of cities and towns connected by the proposed Scenic Corridor. Provide a location map to support this description. Provide a general narrative description and maps that detail functional classification, laneage, right-of-way width, major intersecting

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<sup>2</sup> Florida Scenic Byway Program

streets, sidewalks/bike lanes, utility placements, drainage features and landscaping treatments. This information should be supported with text and graphics.

#### Existing Land Use and Zoning

Provide a narrative description of existing land uses, major land ownership, and accessibility to adjacent lands. Mapping should be provided noting any zoning classifications and existing major land uses. Where zoning does not exist, land use should be identified. Additional, detailed information can be obtained from the Regional Planning Commission serving the Byway area.

#### Signage

Discuss any ordinances or laws currently in place that regulate signage along the proposed Byway.

#### Future Land Use

Where future land use plans exist, future land use should be mapped and supporting text provided. It is important to document and map, where appropriate, anticipated zoning and clearly document differences between existing and future land uses. Additional, detailed information can be obtained from the Regional Planning Commission serving the Byway area.

#### Roadway Safety

Roadway safety issues should be documented through a review of the crash history for the previous three years. This information should be mapped and also summarized in table format. It is important to identify locations with higher numbers of crashes so these areas can be investigated and potential problems corrected.

#### Traffic Volumes

To ensure that the proposed Byway can adequately accommodate existing and future traffic volumes, it is important to collect and document existing traffic volumes along the corridor. Average Annual Daily Traffic (AADT) should be collected for all count stations along the Byway and for major intersecting streets (State and County Roads).

#### Roadway Improvements

All planned and programmed roadway improvements should be documented through the study corridor. It is important to consider intersecting streets (State and County Roads) in addition to the Byway itself. A thorough understanding of planned and programmed improvements will allow the CAG and SBC to accurately assess potential impacts to the intrinsic resources along the Byway.

#### Planning Document Review

The following planning documents should be reviewed to determine potential opportunities and impacts to the nominated Scenic Byway: existing **Comprehensive Plans; Bike and Pedestrian Plans; Greenway Plans**; standards; ordinances and other guidelines and programs that could be used to protect and enhance intrinsic resources along the corridor. Information should be provided describing how the Scenic Byway

designation will link to these other planning efforts. Additional, detailed information can be obtained from the Regional Planning Commission serving the Byway area.

## 2.3 Resource Assessments

The Criteria Assessment is intended to document how well a nominated Byway achieves the fundamental goals of the Alabama Scenic Byway Program. These criteria are the foundation of the Scenic Byway Program and it is very important to document them accurately. This will assist the SBAC with their assessment of the Byway and help to distinguish truly outstanding Byways.

Two opportunities exist for a CAG to develop information to distinguish their Byway, evaluations using the *Universal Criteria* and documentation and assessment of Intrinsic Resources. The Universal Criteria determine how well a nominated Byway achieves the basic intent of the Alabama Scenic Byway Program. The intrinsic resource assessment goes a step further – intrinsic resources are inventoried and researched ultimately expanding and enriching the Byway Story.

### 2.3.1 Universal Criteria

The Universal Criteria represent qualities that should be represented in every Alabama Scenic Byway, regardless of the quantity or quality of “intrinsic resources” along a particular Byway. Some criteria reference physical characteristics while others are related to successful Byway implementation. These Universal Criteria work in conjunction with the Eligibility and Designation phases of the Byway development process. The Universal Criteria are listed below followed by expanded discussion of each criterion.<sup>3</sup>

#### 1. Universal Criteria:

- a. Resources must be visible from the roadway.
- b. The corridor must “tell a story” that relates to its intrinsic resource(s).
- c. The roadway must be a public road that safely accommodates two-wheel drive automobiles.
- d. The corridor must exhibit significant, exceptional and distinctive features of the region it traverses.
- e. The roadway must be at least one mile in length and, if appropriate, provide access to the resource(s).
- f. A majority of the corridor must exhibit the qualifying resource(s). These resources must be as continuous as possible, for the present and future.

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<sup>3</sup> Maine Scenic Byway Program

- g. A Corridor Advocacy Group must be organized to support the scenic highway designation.
- h. A Community Participation Program must be developed and implemented.
- i. Strong local support must be demonstrated.
- j. A Corridor Management Plan (CMP) must be developed with the endorsement of local government(s).
- k. The Byway must demonstrate compliance with all applicable planning documents to include as a minimum the: Local Comprehensive Plan, Regional Comprehensive Plan; Statewide Bicycle and Pedestrian Plan, and any Greenway Plans.

## 2. Criteria Descriptions

- a. *Intrinsic Resource(s) must be visible from the roadway.*

It is the intent that all intrinsic resources documented to support designation as a Scenic Byway will be visible from the roadway. The level of visibility will be considered with respect to the intrinsic resource. Intrinsic resources partially or not visible from the roadway will be considered on a case by case basis.

Information should be provided, such as a map, photographs or other graphic support to illustrate the resource(s) are visible from the roadway. If an intrinsic resource is not visible but an applicant would like to include this resource(s) to support designation as a Byway, documentation should be provided noting the location of the resource; an explanation of how this resource(s) relates to the “Corridor Story”; and, documentation of how Byway visitors will be able to capitalize on these resources.

- b. *The corridor must “tell a story” that relates to its intrinsic resource(s).*

All Alabama Scenic Byways must tell a story that ties the intrinsic resources together and provides an educational experience for travelers, visitors and residents of Alabama. Each intrinsic resource used to support the Byway designation should be included in the “Byway Story.” The “Byway Story” should help travelers learn about Alabama’s history, culture, natural resources and recreational amenities. The “Byway Story” will be recognized in the Eligibility Phase and should be supported with additional materials in the Designation and Implementation Phases. Materials and actions that can be used to support the Byway story include: literature; interpretive facilities; promotional materials, videos or other presentation techniques.

- c. *The roadway must be a public road that safely accommodates two-wheel drive automobiles.*

Any facility designated as an Alabama Scenic Byway shall safely accommodate two-wheel drive vehicles. The Corridor Advocacy Group should contact the Scenic Byways Coordinator to determine if the road is on the State Highway System, is a Federal-Aid primary roadway facility, and if it meets State Highway Design Standards.

The operating characteristics of the roadway will be assessed as part of the Designation phase of the Byway process. Both existing and future operating conditions will be examined to ensure that the nominated roadway can accommodate additional travel without substantial negative impacts. Additionally, the safety of the roadway will be evaluated to identify any potential deficiencies or hazards and appropriate mitigations.

- d. *The corridor must exhibit significant, exceptional and distinctive features of the region it traverses.*

The purpose of this criterion is to ensure that only the highest quality features of Alabama are used for justification of Scenic Byway status. The three key components of this criterion are defined below: “significant”, “exceptional”, and “distinctive” features. It is very important that these components be defined with the “scenic” intrinsic quality in mind. The absence of aesthetically appealing intrinsic resources could eliminate a nominated Byway from additional consideration.

Significant – Provide documentation that the corridor and its resources are regionally recognized and valued by the surrounding community. Recognition and community value can be established in local plans, resolutions, ordinances and protection/enhancement plans.

Exceptional – Provide documentation that the resources along the corridor, while not necessarily unique, are outstanding to the point that they best represent the characteristics of the region and could attract visitors from beyond the immediate region.

Distinctive – Provide documentation that the resources along the corridor relate the culture, heritage, industry or development of the surrounding communities and their citizens. In general, it is anticipated that the corridor will display intrinsic qualities that relate to the particular region of Alabama in which it is located – Highlands, Wiregrass, Gulf Coast, or Black Belt. (See Map in Appendix)

- e. *The roadway must be at least one mile in length and, if appropriate, provide access to the resource(s).*

A Byway must be of sufficient length to convey a meaningful experience to motorists. In defining a meaningful experience, it should be recognized that motorists may be making substantial diversions to drive the Byway and they should be rewarded with the highest

quality intrinsic qualities and interpretative facilities. Consequently, the shorter candidate corridors will be subjected to a more rigorous assessment of intrinsic qualities.

Intrinsic resources should be fully accessible from the candidate corridor. If recreational or other intrinsic qualities exist along the corridor but are not appropriately signed; sufficient access is not provided; or the resource is not fully ADA accessible (as appropriate), then these intrinsic qualities may not be used to support the Byway application.

- f. *A majority of the corridor must exhibit the qualifying resource(s). These resources must be as continuous as possible, for the present and future.*

Because of the importance of the scenic intrinsic quality, it is important that the intrinsic resources be as continuous as possible along the corridor. The intent of the criterion is to ensure that high quality, intrinsic resources are present along a majority of the corridor. The goal is to avoid large sections of corridor that fail to meet the high standards established for the Byway program. Additionally, it is important that these resources exist for the present and future. Protection mechanisms will be subsequently documented in the Corridor Management Plan.

- g. *A Corridor Advocacy Group must be organized to support the Scenic Byway designation. (See also Section 2.2)*

Taking a corridor through the Scenic Byway Eligibility, Designation, and Implementation Phases is a significant work effort. Without strong support at the local level, it is unlikely this effort will be completed successfully. The Corridor Advocacy Group (CAG) will be the driving force behind the Byway – both during the Eligibility and Designation Phases, and more importantly during the Implementation Phase. A list of CAG members should be provided including the Chairperson, Vice-Chairperson, other officers and committee heads. The efforts of the CAG will determine the differences between successful and unsuccessful Byways.

It is strongly suggested that the CAG include the following individuals as a minimum: a representative from the Regional Planning Commission; an elected official from each jurisdiction traversed by the Byway; local planning staff (if applicable); and interested citizen and business groups.

- h. *A Community Participation Program must be developed and implemented.*

The Byway program identifies and protects intrinsic resources at the local level and successful implementation requires community support. To this end, a Community Participation Program (CPP) is required that will promote community awareness, build consensus and provide continuing outreach throughout the life of the Byway. It is important that two phases of Community Participation be recognized: one during the Eligibility and Designation Phases; and, an ongoing effort throughout the Implementation Phase. It is anticipated that as a minimum, public workshops will be conducted in all

municipalities traversed by the Byway – to include a minimum of three meetings. Additional detail is provided in Chapter 3, Designation Phase.

i. *Strong local support must be demonstrated.*

The CAG must demonstrate strong support for the Byway designation at the local level. If the CAG cannot show significant local support, then it is highly probable that the Byway will not be successful. Additionally, the SBAC wishes to avoid the situation where a small group of activists push for a Byway that is not supported by the entire community.

Local support can be documented by the following: letters of support from local elected officials, letters from landowners with property adjacent to the proposed Byway; documentation or identification in local comprehensive plans; resolutions from local governments and community organizations; letters from citizens and local interest groups; letters from local businesses; recognition from the relevant Regional Planning Commission; and, documentation of a strong Community Participation Program.

j. *A Corridor Management Plan (CMP) must be developed with the endorsement of local government(s).*

The Corridor Management Plan (CMP) is the end product of the Designation phase and will guide implementation of the Scenic Byway. The CMP process and requirements are fully outlined in Chapter 3 – Designation Phase.

In general, the CMP is a written document that outlines the Scenic Byway development process and establishes how the intrinsic resources along the Byway will be protected, enhanced and developed in the future. Importantly, the CMP provides written documentation of agreements with local governments established to guide the Byway into the future.

k. *The Byway must demonstrate compliance with all applicable planning documents.*

One of the major goals of the Scenic Byway Program is to coordinate with other planning efforts throughout the state. In particular, the Byway Program seeks to link with bicycle, pedestrian, and greenway planning efforts. Compliance with applicable planning documents can be demonstrated by referencing (*where applicable*): state and local Bicycle and Pedestrian Plans; state and local Greenway Plans; local and regional Comprehensive Plans; and, any other relevant planning documents. All planning documents will be available through coordination with the Regional Planning Commissions.

### 2.3.2 Intrinsic Resource Assessment

The Eligibility Application now shifts focus from the Universal Criteria to the Intrinsic Resources located along the Corridor. The Intrinsic Resource Assessment is a methodology for defining the Corridor and documenting intrinsic resources for inclusion as part of the Byway Eligibility Application. The assessment consists of the following four tasks:

- Corridor Impression Survey (CIS)
- Field Inventory
- Refine Corridor Limits
- Corridor Video and Graphic Description

It is important that all key intrinsic resources be documented with discussion provided noting how each resource is incorporated into the Corridor Story. Each task is documented in additional detail in the following sections.

#### a) *Corridor Impression Survey*

The CAG is the driving force behind the Byway and should have developed positions regarding the resources and character of the nominated Byway. The ***Corridor Impression Survey (CIS)*** provides the CAG with an opportunity to clearly document outstanding features along the Byway.<sup>4</sup> However, the CAG should seek additional input on the Byway from other interested citizens. This is important for two reasons. First, it provides an avenue for additional public participation, and second, it provides perspectives on the Byway previously absent from the CAG. This will allow a Byway to fully capitalize on all resources, as well as address any weaknesses or deficiencies.

The CIS should be set up in a user-friendly manner to facilitate recording information. It is recommended that the Corridor be broken into segments so that respondents are able to easily document their impressions. It may be useful to further refine the CIS so that information is recorded by direction. In general, respondents will answer the following type questions:

1. What is enjoyable about driving the Byway?
2. What is not appealing about the Byway?
3. What major features attracted attention (positive and negative)?
4. Do the resources along the Byway support the Corridor Story?

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<sup>4</sup> Byway Beginnings, Understanding, Inventorying and Evaluating a Byway's Intrinsic Qualities, National Scenic Byways Program, Whitman and Taylor, 1999.

5. To what degree do the individual features along the Byway work together to form an overall pleasing experience?
6. To what extent is the landscape untouched or in its original form?
7. Does the Byway present a diversity of differing visual features?

The information gathered from CIS will allow the CAG to better understand how the Byway is perceived by the community – what is valued and what is less appealing. This will facilitate: identification of additional intrinsic resources; establishment of Corridor limits; and identification of key elements for inclusion in the Corridor Management Plan.

Sample Corridor Impression Survey Forms are included in the Appendix.

***b) Field Inventory***

The Field Inventory builds on the initial efforts of the Corridor Impression Survey. However, instead of documenting impressions, the Field Inventory attempts to document every significant feature (positive and negative) along the Byway. The Field Inventory should be completed by the CAG. The purpose of this effort is to document the presence of the intrinsic resources along the Corridor and note the appearance and frequency of these resources. When completed, the Field Inventory will provide a detailed listing of all the positive and negative resources, a resource condition summary, and note whether these resources are visible from the road.

Similar to the Corridor Impression Survey, the Corridor should be divided into segments for data collection and forms developed to standardize the field inventory process. It may be useful to summarize the Field Inventory by direction. This will facilitate identification of additional intrinsic resources; establishment of Corridor limits; and identification of key elements for inclusion in the Corridor Management Plan.

Sample Field Inventory Forms are included in the Appendix.

***c) Refine Corridor Limits***

The CAG must define specific Corridor limits to complete additional planning activities. With the Corridor Impression Survey and Field Inventory complete, it may be useful to refine the limits of the Corridor – both length and width. Research of the intrinsic resources and further development of the Corridor Story may suggest modifications to Corridor limits. One of the requirements of the Scenic Byway Program is the continuous presence of the intrinsic resources along the Corridor. A review of the Field Inventory and Corridor Impression Survey will clearly illustrate quality features along the Corridor and allow for development of final Corridor Limits. The CAG should provide that mapping that documents the Corridor limits. As a rule, the termini of the Corridor should be visually obvious.

**d) Corridor Video**

A critical component of the Eligibility Application is the Corridor Video. Because it will not be possible for every member of the SBAC to drive the Corridor, the Corridor Video is an opportunity for the CAG to showcase the Corridor. It is important that the video be shot from the perspective of the road and cover the entire length of the corridor – driving both directions. The CAG may wish to supplement the video with additional footage of outstanding resources and provide supporting audio commentary. This is an opportunity for the CAG to “sell” the Corridor to the SBAC. Elaborate and professional videos are not anticipated nor expected. All videos should be in a standard VHS format.

Additionally, mapping should be provided documenting key features and elements from the Corridor Impression Survey and Field Inventory with a clear designation of Corridor limits. The SBC can facilitate provision of mapping. While not required, high quality map products enhance the Eligibility Application.

## **2.4 Intrinsic Resource Types and Categories**

The Alabama Scenic Byway legislation identifies six intrinsic qualities for consideration when identifying Byways:

- Archaeological Resources;
- Recreational Resources;
- Historic Resources;
- Cultural Resources;
- Natural Resources; and,
- Scenic Characteristics.

These six intrinsic qualities are the same qualities as identified in the Federal Scenic Byway Program, ensuring that the strongest Alabama Scenic Byways will be eligible for designation as National Scenic Byways. The goal of the Alabama Scenic Byway Program is to identify, protect and enhance outstanding examples of these resources. One of the best ways to accomplish this is by providing thorough, accurate information to facilitate identification and evaluation of these resources.

The sections below present information that will assist in identifying and assessing the intrinsic resources along a Corridor. For each resource identified and anticipated for use to support the Byway designation, supporting documentation should be provided noting the location, relationship to the Corridor Story, and threats or opportunities to the resource.

***The sections below inventory potential intrinsic resources and related characteristics. This information should serve as a guide and not be considered an exhaustive or definitive listing.***

## 2.4.1 Archaeological Resources

### *Definitions and Characteristics:*

Archaeological resources embody the physical evidence or remains of known historic or prehistoric human life, activity or culture in Alabama. For example, significant ruins, artifacts, inscriptions, structural or human remains may be considered archaeological resources. These resources differ from historical resources in that they may have existed before written records were kept in an area.

### *Types of Archaeological Sites:*

1. Public Managed Sites – Sites open and accessible to the public and protected.
2. Other Sites – Sites that are located within the corridor that can contribute to the story of the corridor.

### *Qualification/Evaluation Criteria:*

- Universal Criteria
  - Listed or eligible for listing on the National Register of Historic Places.
  - Resources must have played an identifiable role in the evolution of Alabama.
- Archaeological coordination and research must be accomplished by an assigned “Archaeological Mentor” for the region(s) the Byway is located. *It is anticipated that the Scenic Byway Coordinator will assist in this process.*
- A Draft Preservation Plan must be provided as part of the eligibility application if an archaeological site is being identified as a resource along a nominated Scenic Byway. *Additional detail regarding the requirements of the Preservation Plan will be provided by the SBC.*
- A Stewardship Program must be incorporated into the Corridor Management Plan (CPM). *Additional detail regarding the requirements of the Preservation Plan will be provided by the SBC.*

### *Notes*

The archaeological mentoring program referenced above will be prepared by the Archeologist Department of the Alabama Department of Transportation. Candidate members will include members of the American Society of Archeologists (ASA), University Archaeological Program staff, etc.

## 2.4.2 Recreational Resources

### *Definition*

Recreational qualities involve outdoor recreational activities directly associated with and dependant 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 seasonable, but the quality and importance of the recreational activities as seasonal operations must be well recognized. A test of significance for the resource is the degree to which the resource draws visitors from outside the immediate area. (FHWA Policy 5.18.95)

### *Evaluation/Qualification*

An extensive list of recreational facilities is identified below. The presence of such a resource along a Byway does not in and of itself qualify the Byway for designation. As is the case with other intrinsic qualities – the significance of the resource, visibility of the resource from the road, and relationship between the resources and road will determine whether or not the resource supports a Byway designation.

#### Water

- Swimming
- Canoeing
- Fishing (fresh and deep sea)
- White-water and floating activities
- Scuba-diving
- Skiing
- Boating
- Beach

#### Trails/ Pedestrian/Bikeway

- Hiking, jogging and running/walking
- Bicycling (on road, trail or off road)
- In-line skating and skateboarding
- Horse back riding

#### State and Local Parks

- Playgrounds
- Trails (see above)
- Camping
- ATV
- Birding
- Team Sports
- Tennis

- Picnicking

### **Specific Facilities**

- Public Golf Courses, driving range
- Hunting
- Race Car shows
- Tubing
- Campgrounds
- Football
- Community Recreational Centers
- Agri-Tourism

### ***Research Sources***

- Regional Tourism Agencies
- Chambers of Commerce
- State, County and Tourism Web sites
- Tourism 1-800-Alabama
- Yellow Pages
- Local and State Parks and Recreation
- Regional Councils (AARC)

## **2.4.3 Historic Resources**

### ***Definition***

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 of 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. (FHWA Policy 5.18.95)

### ***Characteristics***

Historic structures can be identified with the following criteria:

- **Integrity of structure**  
A building possesses its original character and appearance in relationship to design, materials, workmanship and feeling. Furthermore, the building continues to be located at its original site.
- **Age of structure**

A building should be at least 50 years of age. Buildings or sites 40 years of age that contribute to the culture or history of the nation may be considered.

- **Listing on National Register**

Structures should be listed, or eligible for listing, on the national register of historic places.

Historic sites may be identified as either:

- **Listed as Local Districts**

Local historic districts identified by the National Register of Historic Places, cities or counties.

- **Landmarks**

Buildings or structures listed or eligible for the National Register.

- **Site of Historic Event**

Sites of events that had an impact on the local, state, or national history and/or culture or sites linked to prominent historic figures.

### ***Evaluation***

To identify historic sites or structures, the integrity of the historic resource must be researched and documented.

A site or structure said to maintain its historic integrity possesses its original character and appearance in relationship to design, materials, workmanship and feeling. Furthermore, the building continues to be located at its original site. Tools or measure for documenting the integrity of a historic structure include:

- Public records, which can establish the age and original location of the structure;
- Local, state, and national historic records or books that can establish the location of a significant event or link to a significant individual;
- Construction plans, old photographs or site analysis that can determine the original design and materials; and,
- Survey information from the Alabama Historical Commission.

### ***Resources***

#### **State Resources**

Alabama Historical Commission can provide:

- Survey information;
- Listing of sites on National Register of Historic Places and on State Structure Survey File;
- Historic American Engineering Records (HAER);

- Historic American Building Surveys (HABS);
- Listing of National Historic Landmark;
- State cemeteries register (under development); and,
- Alabama Statewide Comprehensive Historic Preservation Plan.

State Archives Office can provide documentation on individuals and events.

### Local Resources

Information on historic records, historic aerials, local history, resource protection tools can be obtained through:

- City/ County Agencies;
- Local Historic Districts;
- Local Main Street Office;
- History Museums;
- Historical Societies;
- Courthouse public records;
- Educational institutions;
- Local paper;

### Non-Profits

Organizations available to assist in research include:

- Alabama Preservation Alliance;
- Black Heritage Council;
- Alabama Historical Association; and,
- Historic Chattahoochee Commission.

## **2.4.4 Cultural Resources**

### ***Definition***

The definition provided by the Federal Highway Administration states: cultural qualities are evidence and expressions of the customs or traditions of a distinct group of people. Cultural features include, but are not limited to crafts, music, dance, rituals, festivals; speech, food, special events and vernacular architecture are currently practiced. The cultural qualities of the corridor could highlight one or more significant communities and/or ethnic traditions (FHWA Policy 5.18.95). The Alabama Scenic Byway Program further refined the definition to include the distinctive characteristic that expresses or highlights the customs, traditions and learned behaviors of a specific group of people and/or community. It must relate a story of the community and educate travelers about the uniqueness of the State of Alabama (historic and contemporary).

Cultural qualities are divided into five main groups, Traditions, Events / Festivals, Stories/Folklore, Regional Economic Patterns and Performing/Visual Arts.

1. **Traditions** – A style or a way of life that was passed down from one generation to the next. Types of traditions could include, but not be limited to:
  - a. Music;
  - b. Art;
  - c. Rituals;
  - d. Religious buildings;
  - e. Civic buildings;
  - f. Housing styles;
  - g. Customs (i.e. Religious Customs – Sacred Sites, Rituals, etc.);
  - h. Practices (i.e. Domestic Customs – Yards, Gardens, Cemeteries, etc.);
  - i. Dress / Costumes;
  - j. Foods (preparation of and types);
  - k. Crafts (materials used, methods);
  - l. Games; and,
  - m. Speech.
  
2. **Events / Festivals** – An occasion for merrymaking, feasting or celebration, that recurs at regular intervals. Types of events / festivals could include, but not be limited to:
  - a. Annual events;
  - b. Carnivals (Mardi Gras, etc.);
  - c. Re-enactments;
  - d. Fairs;
  - e. Parades;
  - f. Exhibitions;
  - g. Decoration Days;
  - h. Cultural performances; and,
  - i. Competitions.
  
3. **Stories / Folklores** – The oral celebration and exchange of the history of a people. Types of stories / folklore could include, but not be limited to:
  - a. Myths;
  - b. Legends;
  - c. Folklores; and,
  - d. Heritage.
  
4. **Regional Economic Patterns** – Provides an insight as to how certain activities, environments or features helped to shape the community and may suggest how it will continue to develop. Types of regional economic patterns could include, but not be limited to:
  - a. Vernacular architecture;
  - b. Industrial / commercial districts;
  - c. Land use patterns;

- d. Occupations (Saddle Shops on Sand Mountain, Oystering at Dauphin Island, etc.)
  - e. Unusual villages; and,
  - f. Types of materials used to construct / decorate.
5. **Performing/Visual Arts** – Traditional and organized events. Types of activities that could be considered to be performing or visual arts could include, but not be limited to:
- a. Museum;
  - b. Art Gallery / District;
  - c. Arena;
  - d. Performing Arts Center; and,
  - e. Library.

### ***Characteristics***

A cultural resource must possess the following characteristics:

- Must be visible or accessible from the roadway;
- ADA accessible (where appropriate);
- Notifications of admissions criteria (i.e. is there an admissions fee, is this a seasonal event etc); and,
- Must provide interpretive signage / markers.

### ***Resources***

The following list of programs and organizations can provide additional information and / or assistance:

#### **State**

1. State Scenic Highway Coordinator;
2. State Art Council;
3. State Archives; and,
4. Colleges / Universities (Auburn Center for the Arts and Humanities).

#### **Local**

1. Travel and Tourism Bureau;
2. Local art councils;
3. Local Government;
4. Libraries (local and private);
5. Community / Civic / Heritage Centers;
6. Welcome / Information Centers;
7. Chamber of Commerce; and,
8. Regional Planning Commission.

**Non Profit**

1. Alabama Preservation Alliance;
2. Black Heritage Council;
3. Alabama Folklife Association;
4. Alabama Museum Association; and,
5. Design Alabama.

**Programs**

1. Mainstreet Program;
2. Historic Preservation Planning Program; and,
3. Cultural / Research Websites.

**Federal**

1. National Endowment for the Arts;
2. Smithsonian Office of Folklife Programs;
3. Appalachian Regional Commission;
4. Alabama Department of Cultural Affairs; and,
5. DELTA Commission.

**2.4.5 Natural Resources**

***Definition***

The FHWA definition states that “natural quality applies to those features of 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” (FHWA Policy 5.18.95). The Alabama Scenic Byway Program refined the definition to: “Natural Quality” means the ecological environment such as water bodies, wetlands, marshes, forests, geologic features, landforms, topography, vegetation, and wildlife that are indigenous and/or characteristic of Alabama.

***Characteristics/Qualification***

Natural assets are often easily identifiable from the roadway corridor. Examples of these natural assets include the following:

**Water Resources**

- Lakes
- Wetlands
- Rivers
- Streams and Creeks
- Coastal Areas

### **Geologic Features**

- Mountains
- Valleys
- Floodplains
- Waterfalls
- Soil formation
- Cliffs
- Bluffs
- Dunes
- Springs

### **Vegetation**

- Is vegetative land cover/habitat unique or scarce?
- Does vegetative land cover provide habitat for state and/or federally listed flora and/or faunal species?
- Does vegetative land cover include old, large, or exceptional canopy species?

### **Wildlife**

- Does adjacent vegetative land cover include the opportunity for chance sightings that can be experienced by the traveler?
- Is corridor within the migratory flight patterns of wintering bird species?
- Is corridor adjacent to a known nesting/spawning/breeding area?
- Do migratory linkages exist in the current design?

### **Overall Criteria**

- Is corridor part of a functioning natural ecosystem?
- Is corridor ecologically critical?
- Can the story of the corridor be enhanced by the scarcity, quality, or role corridor plays in ecosystem?
- Can travelers experience natural resources through interpretive facilities or materials?

### **Resources**

A vast array of digital and/or hard copy maps of the state of Alabama are available from numerous federal, state, and local governments as well as non-profit environmental organizations. Information and ecological maps that may be useful can be obtained from the following agencies:

### **State**

- Alabama Cooperative Extension System – May have history of agriculture usage adjacent to or within the corridor.
- Alabama Department of Conservation and Natural Resources – Development permit database which will include an environmental analysis of development projects on or adjacent to the corridor; also may have land use/land cover maps.
- Geologic Survey of Alabama – Topography, geologic formation, and landform data and/or maps.

- Regional Planning and Development Commissions – Local resource for ecological history of corridor.
- Alabama Department of Environmental Management (ADEM) - Administers all major federal environmental laws, including the Clean Air, Clean Water and Safe Drinking Water acts and federal solid and hazardous waste laws.
- Alabama Environmental Coalition.

### **Federal**

- United States Department of Agriculture/Natural Resource Conservation Service – Maintains mapped soils and may have historic aerial photography that help tell the ecological story of the corridor.
- United States Fish and Wildlife Service – Maintains federal threatened and/or endangered species lists and can provide information of what types of habitats these listed species utilize.
- Army Corps Of Engineers – Also has permit database for development projects as well as National Wetland Inventory (NWI) maps that show land use/land cover.
- U.S. Forest Service – May have information of historic agricultural use.

### **Non-Profit**

- Alabama Environmental Council
- Sierra Club
- Nature Conservancy

## **2.4.6 Scenic Resources**

### ***Definition***

Scenic quality is the heightened visual experience derived from the view of natural and man-made 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 man-made development – contribute to the quality of the corridor’s visual environment. Everything present is in harmony and shares the intrinsic qualities. (FHWA Policy 5.18.95)

### ***Characteristics/Evaluation***

## **Positive Components**

### **1. Landform/Landscape Features**

- Hill or Mountain
- Rock Formations
- Panoramic Views
- Water Features (pond/lakes, river, gulf, wetland)
- Other

### **2. Vegetation**

- Agricultural Pattern
- Fields
- Forest/Woodlands (natural)
- Forest/Woodlands (managed)
- Tree Tunnel
- Wildflowers
- Other

### **3. Structures**

- Farmhouse (Includes contributing structures (silos & barn))
- Unique or Picturesque Buildings (architectural features)
- Scenic Bridge
- Monument
- Fences (stone/wood)
- Cemetery
- Man Made Focal Point
- Skyline
- Compatible Architectural Styles
- Similar Architectural Style
- Gateway Features
- Historic Abandoned Structures
- Public Art
- Historical Signage
- Other

### **4. Road Characteristics**

- Road Conforms to Landscape
- Visual Quality of Road Surface
- Retaining Walls (concrete, stone)
- Shoulder (grass, gravel, paved)
- Right-of-Way (maintained, not maintained, natural)
- Median (natural, planted)
- Guard Rail (stone, metal)
- Other

### **5. Development Patterns**

- Traditional Town Center
- Community Parks
- Appropriate Residential Development
- Appropriate Commercial Development
- Other

### *Negative Components*

#### **1. Landforms**

- Mining and Lumbering Operation (visible from roadway)
- Landfills, Junkyards
- Cut & Fill Operations
- Polluted Water (illegal dumping)
- Excessive Erosion
- Other

#### **2. Vegetation**

- Non-Native Species
- Clear-Cutting & Excessive Pruning
- Non Vegetated Areas
- Other

#### **3. Structures**

- Poorly Maintained Structures
- Non Historic Abandoned Structures
- Obtrusive Signage
- Obtrusive Cell Phone Towers/Utility Towers
- Poorly Maintained Fencing
- Graffiti
- Other

#### **4. Road Characteristics**

- Utility Lines
- Obtrusive Guardrail
- Poorly Maintained (shoulders, roadway, median, structures)
- Absence of Shoulder
- Other

#### **5. Development Patterns**

- Strip Development
- Non Screened Parking Lot
- Lighting
- Incompatible Architectural Styles
- Other

## **Resources**

Due to the unique nature of the scenic intrinsic resource – no contact information was provided for documenting or researching this intrinsic quality. Local beautification boards can often provide useful information regarding scenic characteristics along portions of Byways.

## **2.5 Corridor Vision and Initial Goals**

Once the Intrinsic Resource Assessment is complete, the CAG should develop a long-term vision and goals for the Corridor. It is important that the Vision and goals relate directly to the Corridor Story. All vision statements and goals should be attainable, yet strive to achieve the community vision for the Corridor.

It is also important that goals for the Corridor relate to the key components of the Alabama Scenic Byway Program:

- Identify, protect and enhance Alabama intrinsic resources;
- Educate visitors and residents about Alabama intrinsic resources;
- Support economic development and tourism efforts;
- Strive to link Alabama intrinsic resources; and,
- Foster strong community support for the Byway.

Clear documentation should be provided relating the Byway vision to the key components of the Alabama Scenic Byway Program.

## **2.6 Schedule**

A tentative schedule should be provided for developing the Corridor Management Plan assuming approval of the Eligibility Application.

## **2.7 Submission of the Eligibility Application**

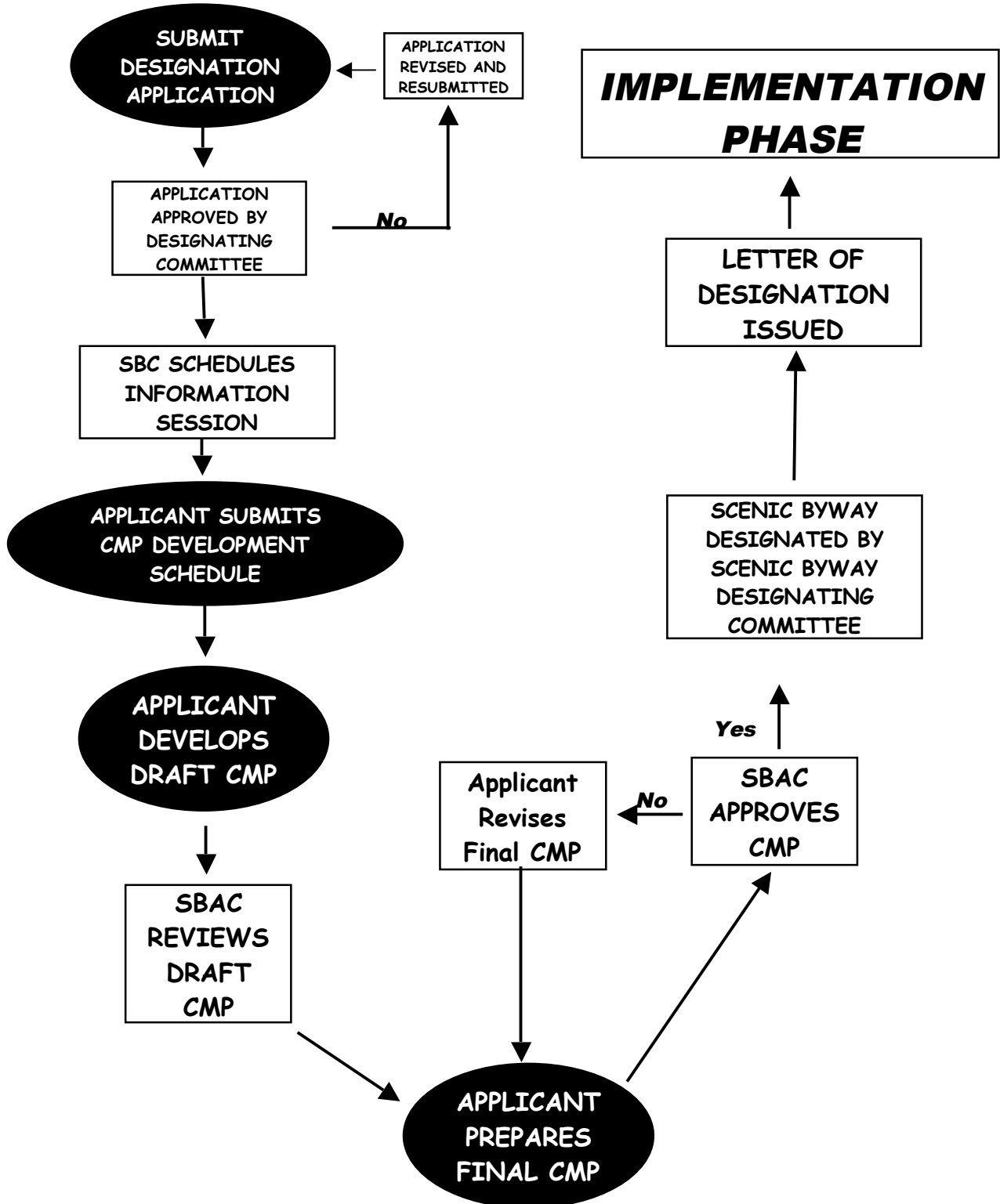
Once the *Eligibility Application* is complete, it shall be signed by the following: CAG Chairperson, a representative from each local municipality traversed by the Corridor, a representative from the applicable Regional Planning Commission, and the Alabama DOT Division Engineer. The Application should then be submitted to the SBC.

The SBC will review the Application and work with the CAG to address any issues that arise as part of this review process. The revised Application will then be submitted to the SBAC for review and comment. The SBAC Advisory Council will review the Application and transmit any comments to the CAG through the SBC. Once the SBAC

identifies the Application as complete, a letter of eligibility will be sent to the CAG signifying that the Byway is ready to move to the Designation Phase. If the Corridor does not meet all eligibility requirements and the Application is denied – a letter of explanation will be provided to the CAG documenting concerns and deficiencies. Resubmission of the Application should be coordinated with the SBC.

# ALABAMA SCENIC BYWAY PROCESS

## DESIGNATION



### 3.0 DESIGNATION PHASE

Once the Eligibility Phase is completed, the CAG may move on to the Designation Phase that centers on development of a Corridor Management Plan (CMP). This Phase of the Byway development process focuses on protecting, enhancing and managing the resources identified in the Eligibility Application for both present and future conditions. This ensures that the resources along the Byway that drive the Corridor Story will be preserved and enhanced. Once completed, the CMP will be submitted to the Alabama Scenic Byway Advisory Council and the Designating Committee for review and approval.

#### 3.1 Federal Requirements for Corridor Management Plans

The *Federal Highway Administration* lists 14 components that must be in any CMP submitted for national designation. While it is not anticipated that every Byway designated in Alabama will pursue a National Scenic Byway designation, the Alabama Scenic Byway Program requires the same 14 components. This ensures that any Alabama Scenic Byway seeking a National Designation will be eligible and will minimize any additional work efforts. The fourteen key components include<sup>1</sup>:

1. A map identifying the Corridor boundaries, location of intrinsic qualities, and land uses in the Corridor.
2. An assessment of the intrinsic qualities and their “context” (the areas surrounding them).
3. A strategy for maintaining and enhancing each of those intrinsic qualities.
4. The agencies, groups and individuals who are part of the team that will carry out the plan, including a list of their specific, individual responsibilities. Also a schedule of how, when and to what degree those responsibilities are being met.
5. A strategy of how existing development might be enhanced, and future development accommodated, to preserve the intrinsic qualities of the Byway.
6. A plan for on-going public participation.
7. A general review of the road’s safety record to locate hazards and poor design, and identify possible corrections.
8. A plan to accommodate commercial traffic while ensuring the safety of sightseers in smaller vehicles, as well as bicyclists, joggers, and pedestrians.

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<sup>1</sup> FHWA, Community Guide to Managing and Planning a Scenic Byway

9. A listing and discussion of efforts to minimize unnecessary intrusions on the visitor's experience of the Byway.
10. Documentation of compliance with all existing local, state, and federal laws about the control of outdoor advertising.
11. A plan to ensure that the number and placement of highway signs will not get in the way of scenery, but still be sufficient to help tourists find their way.
12. Plans for how the Byway will be publicized and marketed.
13. Any proposals for modifying the roadway, including an evaluation of design standards and proposed changes that may affect the Byway's intrinsic qualities.
14. A description of the interpretation plan for significant Byway resources so visitors can gain a full Byway experience.

For some Byways these fourteen points may require preparation of a substantial Corridor Management Plan (CMP), while other Byways will need much less effort to develop effective management programs. All Byway CMP's must be consistent with the Alabama Department of Transportation uses and plans for the subject roadway.

The goal of any CMP Planning Process is to identify, protect and enhance the intrinsic resources along a particular Byway. This can be accomplished by providing an answer to certain universal questions:

1. *What are the Byway's conditions now?*
2. *What are the goals for the Byway?*
3. *What concrete objectives will move toward achieving those goals?*
4. *Of these objectives, which specific actions should we take now and in the immediate future?*<sup>2</sup>

### **3.2 Corridor Management Plan Format**

The following components are recommended for all Alabama Scenic Byway Corridor Management Plans. These components correspond to requirements for Corridor Management Plans for National Scenic Byways documented in Section 3.1. It is not the intent of the Alabama Scenic Byway Program that all Alabama Scenic Byways be eligible for national designation. Through coordination with the SBC, it may be possible for some Byways to provide sketch information or completely skip one or two of the elements documented below. However, any Byway that may potentially seek a national designation in the future is strongly recommended to include each of the following elements:

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<sup>2</sup> FHWA, [Community Guide to Planning and Managing a Scenic Byway](#)

1. Location and Corridor Description
2. Mission Statement, Goals and Objectives
3. Resources – Existing Conditions Identification and Evaluation
4. Protection Techniques
5. Relationship to Planning Documents
6. Action Plan
7. Funding and Financing
8. Coordination
9. Evaluation and Monitoring
10. Organization and Management

### **3.3 Location and Corridor Description**

Mapping should be provided documenting the proposed Byway location as well as any major roads intersecting the Byway. This information should be readily available from the Eligibility Application materials. The mapping used here will be a useful base map as additional material is developed through the corridor management planning process.

The mapping should be supplemented with text documenting all municipalities, jurisdictions and other management entities with control over a portion of the Byway or land adjacent to the Byway. This information will greatly facilitate completion of the CMP.

### **3.4 Mission Statement, Goals and Objectives**

As part of the Eligibility Application, the CAG developed a “Corridor Story” that captures the essence of the Byway and places it in context of the region, state or possibly even a larger area of significance. The Corridor Management Plan will identify the intrinsic resources that best support the Byway Story. Mission statements, goals, objectives and strategies should be developed to identify, protect, and enhance these resources to ensure a continued relationship to the Byway Story.

### 3.4.1 Vision Statements

Vision statements “reflect the broad and sweeping aspirations your community has for its Scenic Byway without getting bogged down in details.”<sup>3</sup> A vision statement must be established for each Byway. The following points should assist with development of a Vision Statement:

1. Keep it general, sweeping, and even a little grand.
2. The Route must attain a single vision.
3. Make the Vision Statement address all the factors that will likely influence the Route.
4. The Vision Statement process seeks to inspire, asking the question, “What if?”<sup>4</sup>

***Documentation should be provided linking the Vision Statement(s) to the Corridor Story. This can be accomplished with one or two paragraphs.*** Participants representing components of the Corridor Story should be involved in the process.

### 3.4.2 Goals and Objectives

Goals are directly related to the Vision Statement – they define how the Vision Statement will become a reality. Goals, while still broad, are specific enough to address major concerns point by point in an ambitious and idealistic way. Goals establish a course of action for the Byway; however, they do not specifically define how to get there – that is accomplished by developing objectives that are specific and realistic steps or strategies for accomplishing each goal.

It is useful to think of goals as: generalized statements that broadly relate the physical environment to the Vision Statement, but for which no test of fulfillment can be found. Objectives on the other hand are specific, measurable statements related to the fulfillment of goals. It is important that objectives be measurable so it can be determined to what extent the goals are being accomplished. Further, it is likely that objectives will change frequently while the goals and vision statement remain unchanged.

Strategies are measures or tests that reflect the attainment of particular objectives. They are specific steps that help achieve the established goals and objectives.

***The SBAC recommends that at least six goals with accompanying objectives should be developed for inclusion in the Corridor Management Plan. As necessary, strategies should be developed to supplement key objectives.***

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<sup>3</sup> FHWA, Community Guide to Planning and Managing a Scenic Byway

<sup>4</sup> Ibid

### 3.5 Resources – Existing Conditions Identification and Evaluation

It is useful to divide the existing condition information into four broad categories to assist with development of the Corridor Management Plan:

- The roadway facility itself;
- Management and regulations;
- Intrinsic Qualities, Views and Backgrounds; and,
- Tourism and Economic Development.

As part of the Eligibility Application a substantial amount of information was collected regarding these four elements that will assist with development of the CMP. To the greatest extent possible the CAG should capitalize on this information to avoid duplication of work efforts.

#### 3.5.1 The Roadway Facility

Based on the information contained in the Eligibility Application, supplemented where necessary, the following headings and appropriate discussion should be incorporated into the CMP. This information will facilitate the development of appropriate goals and objectives for the roadway facility itself.

##### Roadway/Right of Way (ROW) Description

Provide a narrative description of the Corridor that includes the roadway name, number, the general location and orientation of the Corridor within the State and city/county, and the names of cities and towns connected by the proposed Scenic Corridor. Provide a location map to support this description. Provide a general narrative description and maps that detail functional classification, laneage, ROW width, major intersecting streets, sidewalks/bike lanes, utility placements, drainage features and landscaping treatments. This information should be supported with text and graphics.

##### Existing Land Use and Zoning

Provide a narrative description of existing land uses, major land ownership, and accessibility to adjacent lands. Mapping should be provided noting any zoning classifications and existing major land uses. Where zoning does not exist, land use should be identified.

##### Signage

Discuss any ordinances or laws currently in place that regulate signage along the proposed Byway.

##### Future Land Use

Where future land use plans exist, future land use should be mapped and supporting text provided. It is important to document and map, where appropriate, anticipated zoning and clearly document differences between existing and future land uses.

### Roadway Safety

Roadway safety issues should be documented through a review of the crash history for the previous three years. This information should be mapped and also summarized in tabular form. It is important to identify locations with higher numbers of crashes so these areas can be investigated and potential problems corrected.

### Traffic Volumes

To ensure that the proposed Byway can adequately accommodate existing and future traffic volumes, it is important to collect and document existing traffic volumes along the corridor. Average Annual Daily Traffic (AADT) should be collected for all count stations along the Byway and for major intersecting streets (State and County Roads).

### Roadway Improvements

All planned and programmed roadway improvements should be documented through the study corridor. It is important to consider intersecting streets (State and County Roads) in addition to the Byway itself. A thorough understanding of planned and programmed improvements will allow the CAG and SBAC to accurately assess potential impacts to the intrinsic resources along the Byway. Most of this information is identified in the five year work program identified in the Statewide Transportation Improvement Plan and Local Transportation Improvement Program.

### Planning Document Review

The following planning documents should be reviewed to determine potential opportunities and impacts to the nominated Scenic Byway: existing Comprehensive Plans; Bike and Pedestrian Plans; Greenway Plans; standards; ordinances and other guidelines and programs that could be used to protect and enhance intrinsic resources along the corridor. Information should be provided describing how the Scenic Byway designation will link to these other planning efforts. This information is available through the Regional Planning Commission (RPC) offices.

## **3.5.2 Management and Regulations**

This section of the CMP will address current legal, political, and fiscal responsibility for the nominated Byway as well as all adjacent land. The following information should be included as a minimum in the CMP.

1. Include a map to illustrate the boundaries on major property holdings and governmental jurisdictions. Documentation should be included noting entities responsible for managing the road and the intrinsic resources.
2. Identify existing agreements or partnerships that may be in place to manage portions of the Byway or intrinsic resources located along the Byway. Assess the potential for these items to both positively and negatively impact the Byway.

3. Review the Plans for entities managing or controlling the Byway and intrinsic resources contributing to the Scenic Byway designation. Assess the potential for these Plans to both positively and negatively impact the Byway.
4. Identify expectations or attitudes of the management entities that may affect development and implementation of a CMP.<sup>5</sup>

### **3.5.3 Intrinsic Resources**

As part of the Eligibility Application, all major resources along the Route (both positive and negative) were identified and mapped. As part of the CMP it is necessary to consider how all these elements come together and create an experience for Byway users. As part of the CMP the following information should be included to document the intrinsic resources:

1. Provide a map documenting the intrinsic resources, viewsheds and other significant Byway features.
2. Note, either on the map or using text, major land use and land form changes.
3. Identify the intrinsic resources that will benefit from development of a CMP. Identify what aspect of these resources will benefit from the CMP and how they will benefit.
4. Relate the intrinsic resources to the Corridor Story. Describe how the CMP will relate to critical elements of the Corridor Story.
5. Identify intrinsic resources that could enhance the Corridor Story through the use of interpretive facilities.
6. Identify vulnerable or challenged intrinsic resources that should be addressed as the CMP is developed.
7. Identify negative elements along the Corridor that detract from the Byway experience and should be addressed in the CMP.

### **3.5.4 Tourism and Economic Development**

One of the major goals of the Alabama Scenic Byway Program is to increase tourism and enhance economic development opportunities, where appropriate and feasible. As part of the CMP it is important to collect the necessary information early in the process to accurately assess the potential for tourism and economic development activities. The following information should be collected to assist with this process:

1. Identify the intrinsic resources currently used by tourists along the Corridor.

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<sup>5</sup> FHWA, Community Guide to Planning and Managing a Scenic Byway

2. Identify tourist services currently available along the Corridor such as restaurants, lodging, camping, shopping, recreational activities, etc. This includes those resources directly related to the Byway Story, but also any other tourism resource.
3. Identify any existing entities/organizations that currently support tourism efforts. Describe any existing promotional efforts to support the Byway or intrinsic resources along the Byway.
4. Map and identify any interpretive or educational facilities associated with intrinsic resources along the Byway.
5. Identify any current issues or problems that may prevent enhancing tourism activities along the Corridor.<sup>6</sup>

### **3.5.5 Universal Criteria**

The Alabama Scenic Byway Program identifies eleven (11) Universal Criteria. This section of the CMP should document each Criterion and describe how it relates to the nominated Scenic Byway. This information was provided in detail as part of the Eligibility Application. Only a summary of this information should be provided here. It is anticipated that the response for each Criterion will be one to four sentences.

The eleven Universal Criteria are:

1. Resources must be visible from the roadway.
2. The corridor must “tell a story” that relates to its intrinsic resource(s).
3. The roadway must be a public road that safely accommodates two-wheel drive automobiles.
4. The corridor must exhibit significant, exceptional and distinctive features of the region it traverses.
5. The roadway must be at least one mile in length and, if appropriate, provide access to the resource(s).
6. A majority of the corridor must exhibit the qualifying resource(s). These resources must be as continuous as possible, for the present and future.
7. A Corridor Advocacy Group must be organized to support the scenic highway designation.
8. A Community Participation Program must be developed and implemented.

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<sup>6</sup> FHWA, Community Guide to Planning and Managing a Scenic Byway

9. Strong local support must be demonstrated.
10. A Corridor Management Plan (CMP) must be developed with the endorsement of local government(s).
11. The Byway must demonstrate compliance with all applicable planning documents to include as a minimum the: Local Comprehensive Plan, Regional Comprehensive Plan; Statewide Bicycle and Pedestrian Plan, and any Greenway Plans.

The Byway must demonstrate compliance with all applicable planning documents to include as a minimum the following: Local Comprehensive Plan, Regional Comprehensive Plan; Statewide Bicycle and Pedestrian Plan, and any Greenway Plans.

### **3.6 Protection Techniques**

One of the major goals of the Scenic Byway Program is the identification and protection of intrinsic resources along the Corridor. It is imperative that the CMP provide protection techniques for the intrinsic resources along the Byway that contribute to the Corridor Story and the Byway experience. If these resources are not adequately protected and eventually decline, the long-term viability of the Byway could be affected.

Protection of the intrinsic resources will require coordination with local, regional and state governments with jurisdiction along the Byway; local, regional and state agencies with jurisdiction along the Byway; as well as private entities such as businesses, property owners and landowners. (These entities were documented as Section 3.5.2 Management and Regulations Existing Conditions Identification and Evaluation.) Working with these groups will provide insight into the appropriate protection techniques.

The SBC will provide additional detail regarding protection techniques. Some commonly employed techniques include:

- Easements; purchase of development rights; design guidelines; property acquisition; zoning and land use planning; sign ordinances, voluntary design guidelines and transfer of development rights.

As part of the CMP the CAG should:

1. Identify, both through mapping and narrative description, all intrinsic resources along the Corridor;
2. Evaluate each resource as stable, marginal or challenged;
3. For challenged resources, identify the appropriate agency, government or individual with jurisdiction over the resource;

4. Identify potential protection or enhancement techniques.

Much of this information should be available from Section 3.5.3, Intrinsic Resources Existing Conditions Identification and Evaluation.

### **3.7 Relationship to Planning Documents**

The Alabama Scenic Byway Program seeks to coordinate the Byway process with other planning efforts throughout that state at the local, regional and state level. The CMP must demonstrate a review of relevant planning documents to include: Comprehensive Plans, Greenway Plans, Bicycle and Pedestrian Plans, Land Use Plans, and other local planning efforts. Narrative and mapping should be provided to relate these documents to the Byway planning and implementation efforts. The SBC will assist the CAG with identification of appropriate planning documents.

Much of this information should be available from Section 3.5.2, Management and Regulation Existing Conditions Identification and Evaluation.

### **3.8 Action Plan**

The CMP development process has progressed from broad, general statements embodied in the vision and goals to very specific tasks embodied in the objectives and strategies. The **Action Plan** takes the existing conditions information collected in Sections 3.3 through 3.8 and relates it to the goals, objectives and strategies developed for the Byway. The Action Plan will emphasize priorities and lay out steps for accomplishing these tasks and implementing the Byway and related enhancements.

The first step in developing an Action Plan is an evaluation of opportunities and needs contained in the objectives and strategies developed for each Byway goal. It is useful to ask several questions when completing this activity:

1. Is the need or opportunity for this objective immediate, mid-term or long-term.
2. Which objectives or actions relate directly to immediate or serious threats to the Intrinsic Resources along the Byway.
3. Which objectives can be accomplished with the existing Byway Management Organization?
4. Is it reasonable to expect that funding will be available for this objective or strategy?

This process will result in a number of objectives ranked for short, mid and long-term implementation. These ranked Corridor actions will generally fall into three categories: Corridor Improvements and Interpretation Enhancements; Promotion, Marketing and

Community Participation; and Administrative, Management activities. These activities correspond to the requirements of the National Scenic Byway legislation. It will be useful to categorize objectives into these three categories so the Byway Management Team can understand where short and long-term improvements are focused.

The Corridor Management Plan should provide documentation showing each objective sorted by category (Corridor Improvements and Interpretation Enhancements; Promotion, Marketing and Community Participation; and Administrative, Management activities), implementation time frame, responsible party, and funding status. All objectives evaluated as short or mid-term should be included in the Action Plan. The result should be an annualized five-year program of tasks and activities that should be accomplished in the Implementation Phase of the Scenic Byway process.

### **3.9 Funding and Financing**

Funding is one of the largest challenges for Byways. Byway advocates can identify quality enhancements for inclusion in the CMP, yet without funding, the intrinsic resources along a Byway will not be protected or enhanced. The goals, objectives and related plans will just be a wish list.

Many Byway enhancements focus on activities and improvements that are not part of existing local, regional or state programs. This makes it difficult to attain authorizations from existing operating budgets. However a number of funding sources exist for Scenic Byways at the national and state level. The SBC will be available to assist the CAG with identification of funding sources. Some potential funding sources include: National Byways Funds; Transportation Enhancement Funds; Historic Preservation Funds; Chambers of Commerce; Public-Private Partnerships, and the State Bureau of Tourism.

As part of the Corridor Management Plan/Action Plan, potential funding sources should be identified for each improvement along with an assessment of the likelihood of receiving the funds - rated as probable, possible, unlikely. This will help focus fundraising and partnering efforts.

### **3.10 Coordination**

A Public Participation Plan (PPP) must be documented as part of the CMP. The goal of the PPP is to involve a broad spectrum of individuals in the Byway development process; increase interest and awareness in the Byway; and facilitate consensus building to support Byway development.

It is important that the PPP both inform individuals of Byway activities as well as solicit input from interested individuals and organizations. The public involvement efforts should not be focused only on individuals supporting the Byway. It is important that all key individuals and organizations with a stake in the Byway be included in the process.

To identify potential stakeholders consider individuals adjacent to the Corridor and potential supporters and detractors for Byway implementation activities.

Now that the key players are identified, the appropriate outreach technique should be identified to best reach the intended public. It is recommended that as a minimum, a public workshop be held in each municipality traversed by the Byway. It is appropriate that more than one workshop be held per jurisdiction. It may be appropriate to conduct public involvement activities at different stages in the CMP development process – beginning, middle, and end. The SBC can provide additional input about various public involvement techniques.

The following information should be included in the CMP:

- Document all the key groups and entities with a stake in the CMP;
- Identify potential public involvement techniques to involve all the key groups and entities;
- Document all public involvement activities conducted throughout the CMP development process;
- Provide a copy of all public involvement materials – ads, public notices, pamphlets, handouts, etc.;
- Provide documentation noting major public concerns about the Byway and how these issues were addressed in the CMP;
- Provide an outline of a preliminary program for continued public involvement as part of the Implementation Phase of the Byway process.

### **3.11 Organization and Management**

Now that an Action Plan has been developed for a Byway, an entity must be created to manage the implementation of the Scenic Byway plans and activities – a ***Byway Management Team (BMT)***. Currently, a Corridor Advocacy Group (CAG) exists that supported the Byway nomination through the Scenic Byway Eligibility and Designation Processes. The CAG is not the same as the BMT although members of the CAG may also participate on the BMT.

The BMT typically consists of representatives from the jurisdictions traversed by the Byway; agencies, authorities and entities responsible for implementing the CMP; and interested individuals with special skills or knowledge that will facilitate implementation of the Byway. It is important that the BMT have a mix of individuals from both the public and private sector. Government representatives are familiar with many of the hurdles and opportunities that go along with project implementation, while local folks

typically understand the issues at the grassroots level. Individuals with specific skills such as lawyers, planners, engineers, environmentalists and historians all will contribute to successful Byway implementation.

No one exact formula exists for deciding who should be included on the BMT. However successful management teams typically include some or all of the following elements<sup>7</sup>: local officials from each community; public input; technical advisors – resource managers, planners, engineers, and staff from local, regional and state agencies.

Section 3.5.2, Management and Regulations Existing Conditions Identification and Evaluation documented the agencies and entities controlling portions of the Byway. This information should serve as the starting point for identifying appropriate Byway Management Team members.

The Eligibility Phase of the Byway Manual provided guidance concerning organizational development as it related to the CAG. It is useful to revisit this information here to assist with establishing a BMT. A checklist for effective organizations, provided by the National Scenic Byways Resource Center is documented below.

1. Mission Statement
2. Vision Statement
3. A Work Plan
  - Goals and objectives
  - A method for implementing the plan with timelines and responsibilities detailed
4. Membership (who are your members and how large is your membership)
  - Method for deciding who should be involved and how many people
  - Recruitment procedures
  - Method of gaining broad representation
  - Orientation process
  - Method for nurturing volunteers
5. Board of Directors
  - Officers
  - Method for orienting board members
  - Job descriptions for board members and officers
  - An identified Byway leader
6. A key contact for the public, Byway members and officials
  - Byway contact (the designated leader or someone else)
  - Byway marketing contact

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<sup>7</sup> Ibid

7. Procedure for communication with:
  - Media
  - Elected officials
  - Public
  - Staff
  - State and federal officials
  - Volunteers
  - Governing Board
  - Key constituents
8. Process for public input
9. Plan for partnering/coordinating with local, state and federal agencies or organizations
10. Meeting process/guidelines
  - Decision making process
  - Guidelines outlining how often you meet
11. Bylaws
  - Clearly defined rules and responsibilities for organization and members
12. System for record keeping of:
  - Minutes
  - Grants and contracts
  - Mailing lists
  - Implementation plans and their status
13. System for securing funds and raising required matching funds
14. Method for neutral fiscal review on a regular basis
15. Liability coverage/plan for:
  - Financial management
  - Actions taken by the board or its representatives

It is not anticipated that the CAG and BMT will accomplish or need to accomplish all 15 steps as part of the Designation Phase. This information should serve as a starting point for the BMT to develop a strong organization that is capable of successfully implementing the Action Plan.

**The section of the Corridor Management Plan should document the following:**

1. A list of BMT members;
2. A preliminary description of BMT functions;

3. Signed partnering agreements documenting formal support for the BMT from partnering entities;
4. Document potential partnering opportunities, how they will benefit the BMT, and planned steps to accomplish the partnership; and,
5. A preliminary work plan for the BMT once the Designation Phase is complete.

### **3.12 Evaluation and Monitoring**

The Corridor Management Plan established an Action Plan that documented implementation priorities for activities along the Byway. It is important that an evaluation and monitoring mechanism be in place to determine how well the BMT and CAG are accomplishing elements documented in the Action Plan.

This section of the CMP should describe how the BMT proposes to monitor performance and accomplishments based on activities and timelines documented in the Action Plan.

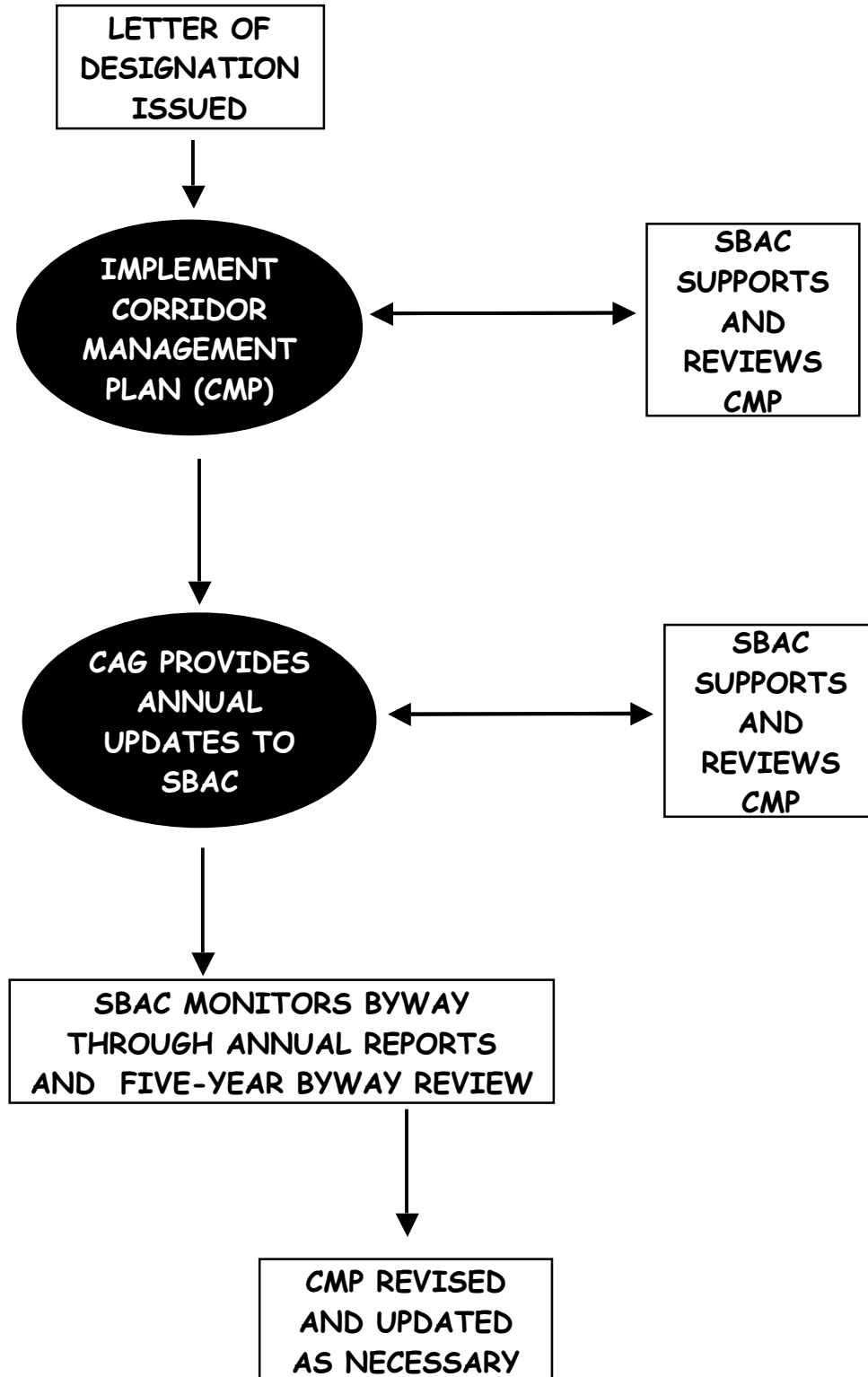
### **3.13 Submit the Designation Application**

Before submittal, the CAG Chairperson, the BMT Chairperson and a representative from each local government traversed by the Byway shall sign the ***Designation Application***. The local government representative should speak officially on behalf of the local government. The Designation Application should then be submitted to the Scenic Byway Coordinator.

The application will be reviewed by the SBC for completeness and to determine any outstanding issues. Once any and all issues are resolved the application will be submitted to the Alabama Scenic Byways Advisory Council Designating Committee. If approved a Letter of Designation will be sent to the CAG. If rejected, a letter will be sent to the CAG documenting the reasons for the rejection and noting what tasks should be completed or conditions met for a possible resubmittal.

# ALABAMA SCENIC BYWAY PROCESS

## .....IMPLEMENTATION.....



## **4.0 IMPLEMENTATION PHASE**

With the Designation Phase completed and the applicable approvals obtained, the implementation and development of the Byway can begin. The foundation for the Implementation Phase is actually developed in the Corridor Management Plan and related Action Plan. The Implementation Phase begins the physical and policy implementation of improvements, strategies and enhancements identified in the Corridor Management Action Plan.

As outlined in the Designation Phase, an Action Plan was developed and a Byway Management Team (BMT) established as a subset of the CAG, responsible for implementing the Action Plan. The Action Plan and BMT are what and who drive the Implementation Phase. Just as the CAG was responsible for developing the Corridor Management Plan and the Public Participation Plan, the BMT is responsible for executing them.

### **4.1 Action Plan Implementation**

The BMT begins implementation by analyzing the various tasks outlined in the Action Plan. The tasks are defined in terms of short, mid, or long-term implementation. As such, the BMT should develop schedules for each task so that they can monitor on-going implementation. Even mid-term and long-term tasks may need to begin early in the Implementation Phase. In addition, the Action Plan categorized tasks into the following action categories:

- Corridor Implementation;
- Interpretation Enhancements;
- Promotion/Marketing;
- Community Participation; and,
- Administration/Management.

Within each of these categories the BMT should identify which are on-going activities and which are individual projects. Examples of individual projects could include implementing enhancement projects, such as new visitor facilities, information kiosks, bike trails and sidewalks. Other examples include assistance with amendment(s) to the local jurisdictions Comprehensive Plan or ordinances, acquisition of conservation easements, coordination of corridor maintenance, and recommendations on architectural, landscaping and roadway design details.

### **4.2 Public Participation Plan**

Another category identified as part of the Action Plan was Community Participation. As part of the Designation Phase a Public Participation Plan (PPP) was developed for the Byway to ensure active coordination between residents and businesses along the Byway as well as local governments and agencies. In the Implementation Phase, the BMT will be required to coordinate the tasks outlined in the PPP. This will involve preparing

mailing lists, holding meetings, notifying the media concerning up-coming meetings, etc. These individual items should be outlined in the PPP. Public participation is an ongoing activity throughout the life of the Byway. Documented, strong public participation enhances a Byway’s chances of receiving funding from the national level.

### 4.3 Funding

The Corridor Management Plan identified various funding mechanisms to support Byway activities. As such, the BMT will be required to pursue funding for projects identified in the Action Plan. The BMT may wish to designate a sub-committee to specifically address funding tasks. Examples of such tasks may include grant writing, preparing funding applications, lobbying, identifying potential matching sources, etc.

### 4.4 Reporting

The BMT needs to maintain strong communication with the CAG to ensure consistency and intent of the tasks outlined in the Action Plan. Regularly scheduled meetings with the CAG should be arranged to aid in this effort. Written records should be kept on the implementation strategies to serve as a history of the Byway’s protection and enhancement and to provide information in the Annual Reports. It may also be helpful to “video document” progress or negative impacts to the Byway. This information could be used for a variety of uses ranging from marketing and promoting the Byway to documenting negative impacts for public forums and possibly even legal proceedings.

Scenic Byways change as their surrounding environment changes. Therefore, reviews of the actual Byway corridor as well as the CMP are a part of the Implementation Phase. As changes take place along the Byway and conditions evolve, the CMP adapts to the changes while maintaining the Corridor Vision. Three important components of the Byway, the CAG, the BMT and local public, ensure that the Byway evolves in a manner consistent with adjacent communities while at the same time protecting key resources.

The BMT will prepare an Annual Report and a Five Year CMP Update. A description of each element is provided under its corresponding title in the sections that follow.<sup>1</sup>

#### **Annual Report**

Corridor Number and Name  
Contacts  
Current Corridor Conditions  
Goals, Objectives, and Revisions to Strategies  
Community Participation  
Maintenance  
Marketing  
Measuring Success  
Relationship to Other Planning Documents  
Other Issues  
Action Plan Update  
Signatures

#### **Five Year CMP Update**

Corridor Number and Name  
Contacts  
Current Corridor Conditions  
Goals, Objectives, and Revisions to Strategies  
Community Participation  
Maintenance  
Marketing  
Measuring Success  
Relationship to Other Planning Documents  
Other Issues  
Action Plan Update for Each Year  
Signatures

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<sup>1</sup> Maine Scenic Byway Program

## **ANNUAL REPORT**

The Annual Summary serves two purposes. First, it provides a status report on intrinsic resource conditions, implementation strategies and other BMT activities. In addition, it encourages the BMT to analyze and discuss the effectiveness of Byway strategies in relation to the Byway Vision Statement, goals and objectives.

In preparing the Annual Summary, the BMT reviews and discusses CMP elements and other issues using the guidance provided in this chapter. The BMT is encouraged to consider the specific conditions of their corridor and to assess how adequately the elements are addressed. This process affirms the CAG's intention that the Byway still contains the features justifying designation and that the CMP still serves its intended purpose. Following are the Annual Summary elements, accompanied by specific guidance for addressing each element.

- Contacts – List those on the BMT who will act as liaison with the Scenic Byways Coordinator. Include mailing and electronic mail addresses, and day and evening phone numbers.
- Current Byway Corridor Conditions – Provide a brief discussion of the existing condition of the intrinsic resources and any changes in the Byway since designation. If necessary, provide photographs or other graphical representation of the resources. Identify and discuss enhancement projects that have been initiated or completed. Briefly describe plans for future development along the Byway and how these issues will be addressed.
- Goals, Objectives and Revisions to Strategies – Provide a brief discussion of how effective the goals, objectives and strategies have been in accomplishing the Corridor Vision. Which goals and objectives have been met thus far and how were they accomplished? What new ordinances, policies and/or regulations have been issued as a result of the Scenic Byway designation? Are there proposed ordinances or regulations that may aid goals?
- Community Participation – Briefly discuss the effectiveness of the Community Participation Program to date. List issues discussed at all public meetings held in the past year. Identify any critical issues that have arisen during these forums and how they were dealt with or will be addressed.
- Maintenance – Briefly describe Byway funding needs, acquisitions and expenditures. Has obtaining funding been a problem? If so, how will the BMT attempt to resolve this issue? Are funding sources being pursued and, if so, when does the BMT anticipate receiving them? How will the funding be used?
- Marketing – Briefly describe efforts to bring issues and successes to public attention. List new partnerships, promotions, literature and news articles.

- Measuring Success – Briefly describe community benefits resulting from designation. This discussion should include scenic, environmental, economic, recreational, cultural enhancement and any other benefits the BMT considers important.
- Relationship to Other Planning Documents – Briefly discuss the effectiveness of the CMP inclusion with other local planning documents. Briefly discuss any actions that are underway or are needed to maintain consistency with these plans.
- Other Issues – Briefly describe any problems regarding the Byway and how they were resolved. Briefly describe how well the BMT has operated. Briefly describe how partnering and coordination efforts have worked. Provide a brief discussion of any other issues the BMT feels is relevant to the Byway’s success.
- Action Plan Update – Provide a revised CMP Action Plan listing objectives, strategies, lead partners, timeframe and product or outcome.
- Signatures – Each member of the BMT signs the document in the spaces provided as the last element of the plan. This shows their commitment to the plan and their acknowledgement of stewardship of the Byway.

The Update shall be submitted to the Scenic Byways Coordinator on the anniversary date of the Corridor’s designation. The Annual Report will be reviewed and then distributed to the Scenic Byways Advisory Council.

### **FIVE YEAR REPORT**

Following the initial Annual Summary period of five (5) years, the BMT will prepare a Five Year Report. This Report is in a format identical to the Annual Summary with the exception of the Action Plan. An Action Plan is completed for each succeeding year in the five-year cycle. The BMT subsequently may revise the Action Plan for any succeeding year it deems necessary and submit the revised Action Plan to the Scenic Byway Coordinator for review.

The five-year time span for this evaluation and update allows a greater ability to analyze the “big picture” of the Byway. This involves stepping back and giving general impressions on each update element within the longer Byway history. In doing this, the BMT assesses the Byway as a whole and reevaluates the Vision and goals. The responses in the Five Year Report provide a basis from which to judge what changes, if any, should occur in the CMP, beyond updates to the Action Plan. Following are Five Year Report elements with guidance on addressing each element.

- Current Byway Conditions – Briefly reassess intrinsic resources against the original base line conditions, with consideration of any effects resulting from increased public use. What are the differences between the Byway now and when the Byway was originally designated? Are there safety concerns that have arisen due to designation? If so, how will these issues be addressed? What effect have roadway improvements or enhancement projects had on the Byway?

- Vision, Goals, Objectives and Revised Strategies – To what extent has the Byway Vision been achieved? Does the Vision still represent the community’s desire for the Byway? Should the Vision be revised? How well has the formal process of developing goals, objectives and strategies worked in achieving the Byway Vision? Identify which goals have been met and which have been modified. Briefly discuss any new or proposed ordinances, policies and / or regulations that support corridor goals.
- Community Participation – Briefly assess the effectiveness of the Community Participation Program. Has attendance in the Community Participation Program been maintained or diminished? What reasons can be given for this? Are there areas that could be improved and, if so, how will this change be made? Has public information literature been effective in maintaining and building support?
- Maintenance – Briefly describe Byway funding needs, acquisitions and expenditures. Has obtaining funding been a problem? If so, how will the BMT attempt to resolve this issue? Are funding sources being pursued and, if so, when does the BMT anticipate receiving them? How will the funding be used?
- Marketing – Briefly describe efforts to bring issues and successes to public attention. List partnerships, promotions, literature and news articles. How well have the promotions worked? Who needs to be brought into the process? What are the plans for future promotions? Discuss the status of local support for the Byway. Has support for the Byway increased or decreased?
- Measuring Success – Briefly describe community benefits resulting from Designation. This discussion should include scenic, natural, economic, recreational, cultural enhancements and any other benefits the BMT considers important.
- Comprehensive Plan and Land Use Regulations Relationship – Briefly discuss the integration of the CMP into the local government comprehensive plan (if applicable) and land use regulations and its effectiveness. Relate the CMP to other planning documents with jurisdiction over a portion of the Byway. Briefly discuss any actions that are underway or are needed to maintain consistency with the CDP and other plans.

Where at least one of the participating communities has not completed the Comprehensive Planning process, briefly summarize the BMT’s plans for preserving the Byway and its resources. Include strategies for long-term and short-term protection and management.

Is the community planning to complete a Comprehensive Plan and land use regulations? If so, when? Does the BMT have an agreement with local, regional, state or federal agencies to protect the Byway’s resources? What local ordinances will the community enact to preserve the integrity of the Byway?

- Other Issues – Briefly summarize what the BMT has learned from the Implementation Phase. Has the BMT been effective? What are the strengths the BMT can build on? What improvements can be made to the organization?
- Action Plan Update for Each Year – Provide a revised Action Plan for each of the five succeeding years including objectives, strategies, lead, partners, timeframe and product or outcome. Address any changes in the CMP that are needed as a result of findings in the Annual Summary of this Five Year Report. Briefly summarize what the BMT learned from the Implementation Phase. What improvements can be made organizationally? What major obstacles were faced and how were they resolved? Where does the BMT foresee future obstacles and how do they anticipate overcoming them?
- Signatures – Each member of the BMT signs the document as the last element of the Plan. This shows commitment to the Plan and their acknowledgement of stewardship of the Byway.

The Update shall be submitted to the Scenic Byways Coordinator on the anniversary date of the Corridor’s designation. The Five Year Report will be reviewed and then distributed to the Scenic Byways Advisory Council.

**NOTICE:**

In the event that the BMT does not submit the required one or five year report, the following will take place:

- The Scenic Byway Coordinator will contact the CAG and BMT to arrange a report due date. If the required document is not submitted on or before this date, one or more of the following procedures will be initiated:
  1. The process to de-designate the corridor will begin.
  2. All awarded grant funds for the corridor will be frozen.
  3. Signage, recognizing the Scenic Byway Designation will be removed.

## **4.5. Implementation Strategies**

Because it is likely that the CAG and related BMT are not experienced with developing implementation strategies, it is useful to provide some discussion of potential strategies and related issues. The following guidelines, as outlined, are meant to provide general guidance for the incorporation of design considerations into the decision-making framework.<sup>2</sup> These guidelines can be made more specific to reflect the needs of a particular community. The guidelines are not meant to restrict creativity but to enhance community character through compatibility.

These guidelines can be implemented in two major ways:

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<sup>2</sup> University of Connecticut, College of Agriculture and Natural Resources

1. Mandatory – Communities can incorporate the guidelines into their Comprehensive Development Plans, Development Regulations, Zoning Ordinances, and the Subdivision Regulations and require developers to adhere to them.
2. Voluntary – Communities can incorporate the guidelines into Design Guidelines. Local officials can have the guidelines available for developers, encouraging them to voluntarily incorporate the specified design suggestions into their proposals.

### **Legal Issues**

Traditional development and zoning regulations can be enacted to “lessen congestion in the streets; to secure from fire, panic, flood and other dangers; to promote health and the general welfare; to provide adequate light and air; to prevent the overcrowding of land; to avoid undue concentration of population and to facilitate the adequate provision for transportation, water, sewage, schools, parks, and other public requirements.” Enabling legislation exists for localities to create historic districts and village districts, which can be used in conjunction with traditional zoning to help to protect a community’s unique character.

Local jurisdictions are able to designate historic districts within a town to promote “the educational, cultural, economic and general welfare of the public through the preservation and protection of the distinctive characteristics of buildings and places associated with the history of or indicative of a period or style of architecture of the municipality, of the state, or of the nation.”

Another option for local jurisdictions is a village district. These districts shall be “located in areas of unique character, landscape or historic value that are specifically identified in the plan of conservation of the municipality”.

Overlay zones can be implemented to provide for the protection of a specific natural, cultural or historic resource. Development in an overlay zone must comply with the zoning of the area as well as the stricter requirements of the overlay zone.

### **Important Implementation Considerations**

1. Whether these guidelines are mandatory or voluntary, they should be promoted and widely publicized through all jurisdictions traversed by the Byway so developers and landowners are made aware of their existence and design concepts can be incorporated early in the development process.
2. The local jurisdiction responsible for the implementation of the guidelines should set clear procedural requirements so that applicants will be prepared with the required elements for each phase of the planning process.

3. Because of the subjective nature of the design guidelines, commissions should be sure that all members are in agreement on a common interpretation. It is also necessary for other local jurisdictions to share this common interpretation so that the guidelines are equitably enforced throughout all areas traversed by the Byway.
4. These guidelines are not meant to limit creativity; they are flexible, not restrictive.

The matrix in Appendix ‘E’ outlines the guidelines already mentioned, illustrating who is responsible for implementation, where the guideline belongs in local jurisdiction, and some additional resources available on the topic.

## **4.6 Summary**

The Implementation Phase begins the physical and policy implementation of the Scenic Byway. It takes the actions identified in the Designation Phase and initiates protection and enhancement of the Byway intrinsic resources. At the initiation of this phase the Byway is physically recognized with the installation of Alabama Scenic Byway signage.

The Implementation Phase does not end with posting signage, developing an Action Plan or even constructing enhancements along the Byway. It is a continuous process that includes implementation of actions identified in the Corridor Management Plan, as well as, annual updates to the Corridor Management Plan to reflect changing conditions along the Byway.

# **Appendix**

# **A**

## **Definitions and Acronyms**

## **Definitions & Acronyms**

**Alabama Scenic Byway** – means any public road on the State Highway System that is so designated by the Alabama Scenic Byway Advisory Council and Designating Committee pursuant to **Alabama SB438**. These roadways offer travelers views of cultural, historical, archeological, recreational, natural or scenic resources and provide a relaxed recreational and educational experience. The intrinsic resources of the corridor must be considered of significant value by the surrounding communities. The corridor often includes vistas, rest areas and other amenities in harmony with the scenic character of the road.

**Alabama Scenic Byway Program** – encompasses the process and criteria that define a system of public roads on the State Highway System that are officially designated the Alabama Scenic Byways. It may also include public roads that are part of the National Scenic Byways Program. The Alabama Scenic Byway Program is voluntary and grassroots in nature and there are no penalties attached for local general purpose governments not participating in the program.

**Archaeological Resources** – Archaeological resources embody the physical evidence or remains of known historic or prehistoric human life, activity or culture in Alabama. For example, significant ruins, artifacts, inscriptions, structural or human remains may be considered archaeological resources. These resources differ from historical resources in that they may have existed before written records were kept in an area.

**Byway Management Team** – (BMT) means an organization created through joint powers of agreement or memorandum of understanding, or other agreement to perpetually administer, manage and monitor the designated corridor.

**Bicycle and Pedestrian Plans** - refers to the local, regional or state planning document for bicycle and pedestrian facilities for a given area.

**Corridor Advocacy Group** – (CAG) means a group of interested citizens, business interests, civic groups, local government representatives, Indian Tribal Councils, and other corridor advocates formed to seek designation for a roadway as an Alabama Scenic Byway.

**Corridor Impression Survey** – (CIS) is an inventory of scenic qualities and distractions along a corridor seeking Byway status.

**Corridor Management Plan** – (CMP) means a formal policy and plan elements recognized by a local general purpose government(s), and where applicable, adopted into the comprehensive plan. The CMP addresses the goals, policies and objectives, management strategies, regulatory controls, and practices and Action Plans by which the designated Alabama Scenic Byway corridor will be managed. Each Alabama Scenic Byway shall have a CMP intended to maintain, preserve, protect and enhance the

intrinsic resources of the corridor and maintain roadway safety. Additionally, the CMP may address the local economy within the designated corridor.

**Corridor Story** – a summary of the significance and relationship of the intrinsic resources used to justify a Byway designation as well as market the Byway.

**Corridor Video** – means a videotape made of the corridor. It simulates or represents the traveler’s experience and will be used by the Scenic Byway Advisory Council in determining eligibility.

**Cultural Resources** – Cultural qualities are evidence and expressions of the customs or traditions of a distinct group of people. Cultural features include, but are not limited to crafts, music, dance, rituals, festivals; speech, food, special events and vernacular architecture are currently practiced. The cultural qualities of the corridor could highlight one or more significant communities and/or ethnic traditions (FHWA Policy 5.18.95). The Alabama Scenic Byway Program further refined the definition to include the distinctive characteristic that expresses or highlights the customs, traditions and learned behaviors of a specific group of people and/or community. It must relate a story of the community and educate travelers about the uniqueness of the State of Alabama (historic and contemporary). Cultural qualities are divided into five main groups, Traditions, Events / Festivals, Stories/Folklore, Regional Economic Patterns and Performing/Visual Arts.

**Department** – means the Alabama Department of Transportation.

**Designation Application** – means the package of information, including the Corridor Management Plan (CMP), that is submitted to the Alabama Scenic Byway Advisory Council for review to determine whether a roadway should be officially designated as an Alabama Scenic Byway.

**Designation Phase** – means the second phase of the process for the Alabama Scenic Byway Program which ends with an approval/denial for state designation.

**Division** – means one of the nine Alabama Department of Transportation Districts within the State.

**Eligibility Application** – means the package of information submitted to the Alabama Scenic Byway Advisory Council for determination of a roadway’s eligibility as an Alabama Scenic Byway.

**Eligibility Phase** – means the first phase of the process for the Alabama Scenic Byway Program where the Alabama Scenic Byway Advisory Council determines whether or not a roadway is eligible for designation as an Alabama Scenic Byway.

**Federal Highway Administration (FHWA)** – is the federal agency which oversees all highway transportation issues for the nation.

**Greenway Plans** - refers to the local, regional or state planning document for protecting green and open space throughout a community in a manner consistent with the policies or jurisdiction traversed by the Greenway.

**Historical Resources** – 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 of 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. (FHWA Policy 5.18.95)

**Implementation Phase** – means the third phase of the process for the Alabama Scenic Byway Program where, following designation, a Byway Management Team implements the actions and requirements developed in the Corridor Management Plan (CMP).

**Intermodal Surface Transportation Efficiency Act (ISTEA)** – refers to the federal legislation which initiated the development of the National Scenic Byways Program.

**Intrinsic Resources** – means the cultural, historical, archeological, recreational, natural or scenic qualities or values along a roadway that are necessary for designation as an Alabama Scenic Byway. Intrinsic resources are features considered significant, exceptional and distinctive by a community and are recognized and expressed by that community in its comprehensive plan to be of local, regional, statewide or national significance and worthy of preservation and management.

**Legislatively Designated Scenic Highways** – are roadways designated scenic and/or historic by action of the Alabama Legislature.

**Letter of Eligibility** – means the written notification from the Alabama Scenic Byway Advisory Council to the applicant stating the Department’s decision to grant eligibility as an Alabama Scenic Byway and initiate the Designation Phase. This letter would also apply for the National Scenic Byways Program.

**Letter of Intent** – (LOI) means the written notification form submitted by the applicant to the Department stating the applicant’s intent to pursue designation for a roadway as an Alabama Scenic Byway.

**Local General Purpose Government** – means a county, municipality, or consolidated city-county government.

**Local Government Comprehensive Plan** – refers to the local government plan for regulating land use and development within their jurisdiction.

**Metropolitan Planning Organization (MPO)** – means the forum for cooperative transportation decision making for the metropolitan planning area, as defined by Federal Transportation Planning Regulation 23 CFR 450.104. MPO’s designated prior to the promulgation of this regulation remain in effect until redesignated in accordance with § 450.106 and nothing in this part is intended to require or encourage such redesignation.

**Mission Statement** - a broad statement that explains how the CAG will manage the Byway and identify, protect, and enhance intrinsic resources along Alabama Scenic Byways.

**National Scenic Byways** – means a scenic highway which is designated by the federal government as satisfying the criteria for a National Scenic Byway pursuant to Section 1047(f) of the Title 23 USC and any federal regulation and/or guidelines. These roadways offer drivers and passengers views of cultural, historical, archeological, recreational, natural or scenic resources and provide a relaxed recreational and educational experience.

**Natural Resources** – “Natural Quality” means the ecological environment such as water bodies, wetlands, marshes, forests, geologic features, landforms, topography, vegetation, and wildlife that are indigenous and/or characteristic of Alabama.

**Program Manual or Manual** – means the Alabama Scenic Byway Program Manual created by the Alabama Scenic Byway Advisory Council to guide an applicant seeking designation for a roadway as an Alabama Scenic Byway. It details each phase in the Program Process and offers step-by-step instructions. The Manual also contains all forms an applicant needs to submit to the Alabama Scenic Byway Advisory Council for eligibility and designation.

**Program Process** – means the graphical representation or flowchart of the process that defines the Eligibility, Designation and Implementation Phases of the Alabama Scenic Byway Program.

**Public Road** – means a road which is open and available for use by the public and dedicated to the public use, according to law or by prescription.

**Public Participation Plan** – (PPP) is a documented plan for showing how the communities adjacent to the Byway will be involved in the Byway planning and implementation process.

**Recreational Resources** – Recreational qualities involve outdoor recreational activities directly associated with and dependant 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 seasonable, but the quality and importance of the recreational activities as seasonal operations must be well

recognized. A test of significance for the resource is the degree to which the resource draws visitors from outside the immediate area. (FHWA Policy 5.18.95)

**Regional Planning Commission** – multi-jurisdictional governmental units across the state responsible for providing planning functions.

**Scenic Byway Advisory Council** – is the organization identified in the legislation (SB438) responsible for the continued development and implementation of the Alabama Scenic Byway Program.

**Scenic Byway Coordinator** – means the statewide Scenic Byway Coordinator as recognized by the Alabama Department of Transportation. The Scenic Byway Coordinator will be responsible for implementing the Alabama Scenic Byway Program.

**Scenic Resources** – Scenic quality is the heightened visual experience derived from the view of natural and man-made 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 man-made development – contribute to the quality of the corridor’s visual environment. Everything present is in harmony and shares the intrinsic qualities. (FHWA Policy 5.18.95)

**Transferable Development Rights (TDR)** – refers to a process by which landowners can transfer development rights from a restricted parcel to another parcel or sell such rights.

**Vision Statement** - Vision statements are broad visions for the Byway that “reflect the broad and sweeping aspirations your community has for its Scenic Byway without getting bogged down in details.” (FHWA, Community Guide to Planning and Managing a Byway)

# Appendix

# B

# Applications

# ALABAMA SCENIC BYWAY ELIGIBILITY APPLICATION

## 1. APPLICATION INFORMATION

### Corridor Advocacy Group Information

**Corridor Advocacy Group Name**

**CAG Chairperson**

**Print Name**

**Signature**

**Date**

**Address**

**Address**

**City**

**State**

**Zip Code**

**Phone Number**

**Fax Number**

**E-Mail**

### Localities Traversed by Byway

**Locality**

**Representative**

**Signature**

**Date**

## 2. PROPOSED BYWAY INFORMATION

**Name of Proposed Byway**

**Approximate length (in miles) of the entire proposed byway**

**Route Section(s)**

*Example:* Section 1: Main Street from State Road 1 to Smith Street

Section 2: Smith Street from Main Street to Jones Street


**3. SUMMARIZE CORRIDOR STORY**

Attach a summary of the Corridor story and description of intrinsic resources along the Byway. Please explain how the proposed Byway is significant, and why it should be added to the Alabama Scenic Byway System. ***Please do not exceed 3 pages.***

**4. PRE-APPLICATION MEETING**

**ASBC Representative**

**Meeting Date**

**5. CORRIDOR ANALYSIS REPORT**

**Attach Corridor Analysis Report per Section 2.2.3**

- Table of Contents
- List of Tables, Exhibits and Figures
- Background Assessment - see section 2.2.5 for additional information
  - o Roadway/ROW Description
  - o Existing Land Use and Zoning
  - o Signage
  - o Future Land Use
  - o Roadway Safety
  - o Traffic Volumes
  - o Roadway Improvements
  - o Planning Document Review
- Criteria Assessment - see section 2.3.1 for additional information
  - o Universal Criteria

- Intrinsic Assessments** - see section 2.3.2 for additional information
  - Intrinsic Resource Assessment
  - Intrinsic Resource Types and Categories
- Video** - see section 2.3.2 for more information
- Vision and Initial Goals** - see section 2.5 for additional information
- Corridor Management Plan Schedule** - see section 2.6 for additional information
- Appendix**

## **6. REQUIRED SUPPORT DOCUMENTS**

- Mission Statement**
- Vision Statement**
- Work Plan**
- Membership**
- Board of Directors Information**
- Public Contact Person**
- Public Involvement Plan**

# ALABAMA SCENIC BYWAY DESIGNATION APPLICATION

## 1. APPLICATION INFORMATION

### Corridor Advocacy Group Information

**Corridor Advocacy Group Name**

**CAG Chairperson**

**Print Name**

**Signature**

**Date**

**Address**

**Address**

**City**

**State**

**Zip Code**

**Phone Number**

**Fax Number**

**E-Mail**

### Byway Management Team Information

**BMT Chairperson or Equivalent**

**Print Name**

**Signature**

**Date**

**Address**

**Address**

**City**

**State**

**Zip Code**

**Phone Number**

**Fax Number**

**E-Mail**

**Localities Traversed by Byway**

Locality	Representative	Signature	Date

**2. PROPOSED BYWAY INFORMATION**

**Name of Proposed Byway**

**Route Section(s)**

*Example:* Section 1: Main Street from State Road 1 to Smith Street  
 Section 2: Smith Street from Main Street to Jones Street


**Approximate length (in miles) of the entire proposed byway**

**Check Boxes of Applicable Intrinsic Resource Categories**

- |                                       |  |
|---------------------------------------|--|
| <input type="checkbox"/> Scenic       | <input type="checkbox"/> Historical    |
| <input type="checkbox"/> Recreational | <input type="checkbox"/> Cultural      |
| <input type="checkbox"/> Natural      | <input type="checkbox"/> Archeological |

*Attach two copies of a map indicating the route of the proposed Byway.*

**3. SUMMARIZE CORRIDOR STORY**

Attach a summary of the Corridor story and description of intrinsic resources along the Byway. Please explain how the proposed Byway is significant, and why it should be added to the Alabama Scenic Byway System. **Please do not exceed 3 pages.**

## 4. COMMUNITY PARTICIPATION

Please list all community organizations that have been or might be involved with the byway designation. Indicate for they have been informed about the effort.

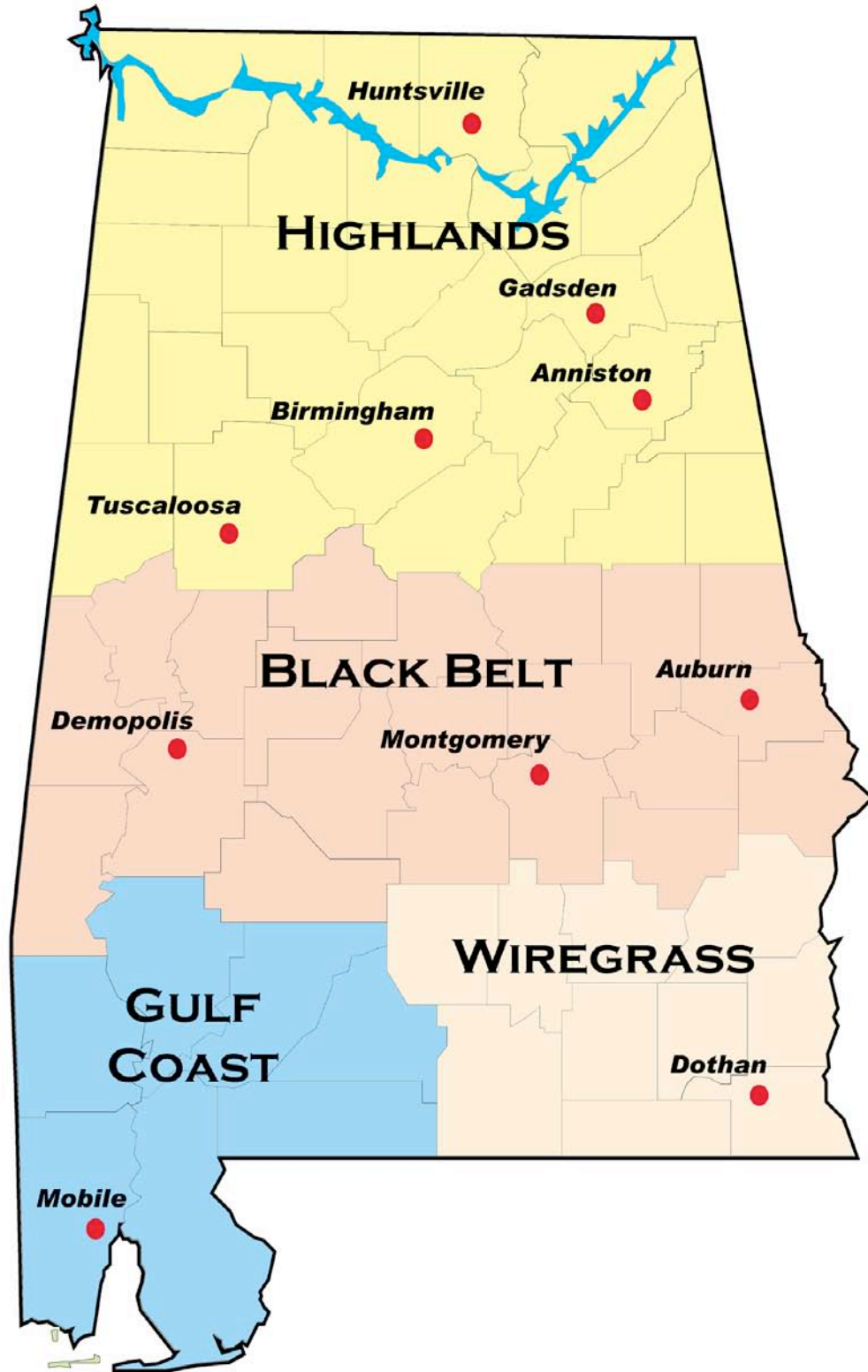
Community Organization	How Informed	Contact Name & Phone #

# Appendix

# C

## Alabama Scenic Byway Regions Map

# Alabama Scenic Byway Regions Map



# **Appendix**

# **D**

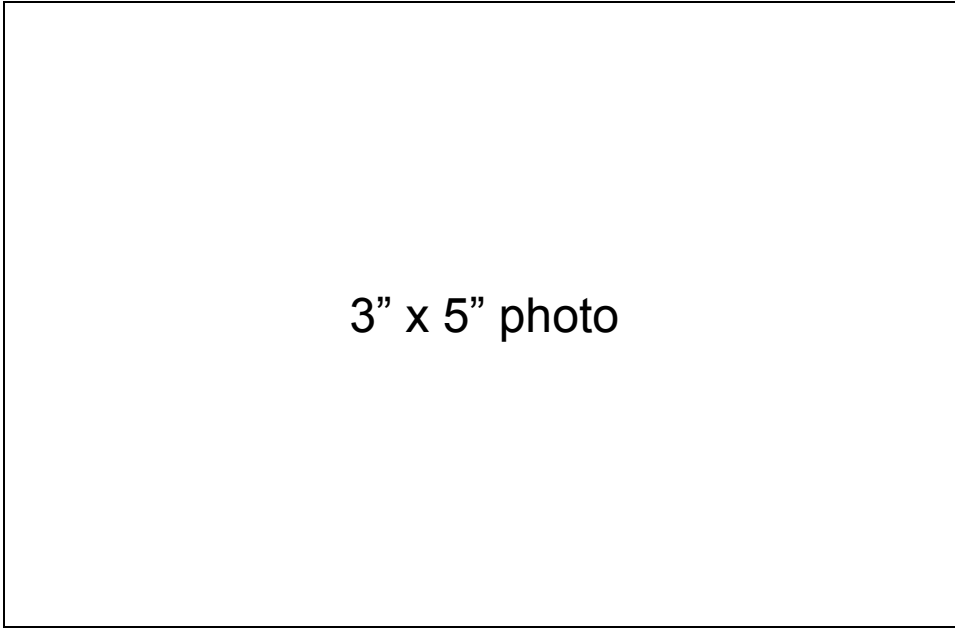
## **Resource Inventory Worksheets**



# Resource Inventory Worksheet

Corridor name/number \_\_\_\_\_

Segment # \_\_\_\_\_ Photo # \_\_\_\_\_  
(from Resource Inventory Form)



Indicate the Intrinsic Quality (or Qualities) to which this resource contributes:

- Archeological
- Cultural
- Historic
- Natural
- Recreational
- Scenic

1. Why is this scene important?

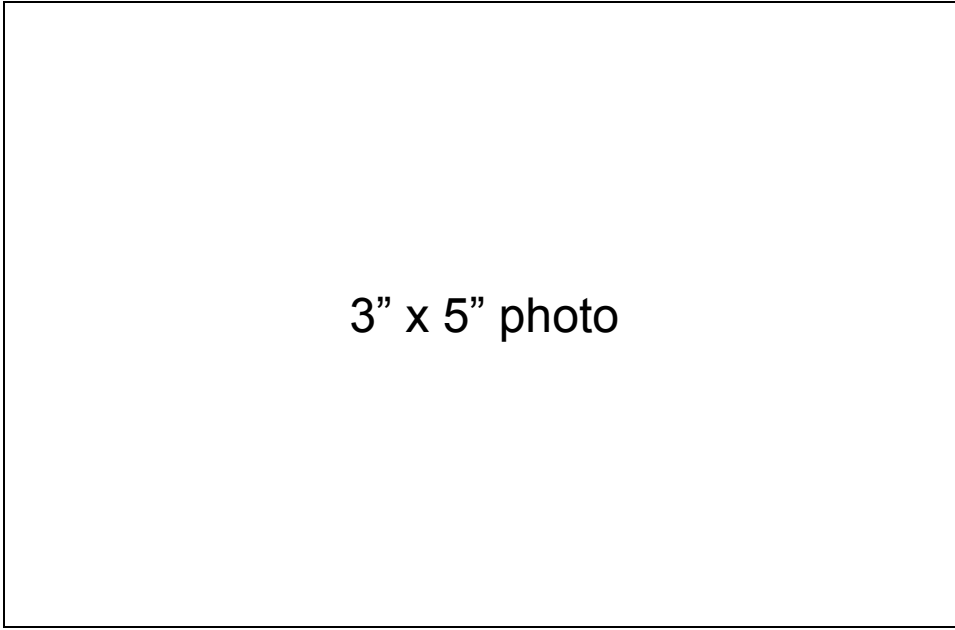
2. How do the resources shown in this photo help to tell the byway's story?



# Resource Inventory Worksheet

Corridor name/number \_\_\_\_\_

Segment # \_\_\_\_\_ Photo # \_\_\_\_\_  
(from Resource Inventory Form)



Indicate the Intrinsic Quality (or Qualities) to which this resource contributes:

- Archeological
- Cultural
- Historic
- Natural
- Recreational
- Scenic

1. Why is this scene important?

2. How do the resources shown in this photo help to tell the byway's story?

# Appendix

# E

## Sample Protection Techniques (Guidelines and Research Information)

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
<b>FOCUSING DEVELOPMENT</b>			
All communities should complete a natural and cultural resource inventory	Conservation Commission	Plan of Conservation and Development	Regional Planning Organizations
All communities would benefit from completing an open space plan	Conservation Commission, Planning and Zoning Commission, Land Acquisition Commission	Plan of Conservation and Development	Regional Planning Organizations
Preserve open space where it is consistent with community and regional open space plans	Conservation Commission, Planning and Zoning Commission, Land Acquisition Commission, Regional Planning Commissions	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	
Consider a dedication of open space or a fee-in-lieu for all new subdivisions	Planning and Zoning Commission, Conservation Commission	Subdivision Regulations	Model Open Space Subdivision Regulations (CES), Open Space Planning Folder and Workshop (Gibbons, CES)
Allow and encourage conservation subdivisions as a creative alternative to conventional subdivisions	Planning and Zoning Commission, Conservation Commission	Zoning Ordinance, Subdivision Regulations	Conservation Design for Subdivisions (Arendt), Rural By Design (Arendt), Growing Greener (Arendt)
<b>GENERAL SITE PLANNING</b>			
Require site plan review for all development other than single family dwelling units	Planning and Zoning Commission	Zoning Ordinance, Subdivision Regulations	
Minimize disturbance of the existing site features	Planning and Zoning Commission, Conservation Commission	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	Open Space Planning Folder and Workshop (Gibbons, CES), Protecting Shade Trees During Home Construction (Ag. Research Service), Conservation Design for Subdivisions (Arendt), Rural By Design (Arendt), Growing Greener (Arendt)
Site buildings away from environmentally sensitive areas	Planning and Zoning Commission, Conservation Commission	Plan of Conservation and Development	Conservation Design for Subdivisions (Arendt), Growing Greener (Arendt)
Minimize the effect of development on surrounding areas	Planning and Zoning Commission, Conservation Commission	Plan of Conservation and Development, Subdivision Regulations, Zoning Regulations	Rural by Design (Arendt)
New access roads should be designed and scaled according to function	Planning and Zoning Commission	Plan of Conservation and Development, Subdivision Regulations	Rural By Design (Arendt)
Establish nodes of commercial activity	Planning and Zoning Commission	Plan of Conservation and Development, Zoning Ordinance	Reinventing the Village (Sutro, PAS Report), Rural By Design (Arendt), Preserving Rural Character (Heyer, PAS Report)
Require developers to submit a landscape plan	Planning and Zoning Commission, Conservation Commission	Zoning Ordinance, Subdivision Regulations	Preparing a Landscape Ordinance (Martz, PAS Report)

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
Use landscaping to screen undesirable views and frame scenic views	Planning and Zoning Commission	Plan of Conservation and Development, Zoning Ordinance, Subdivision	
Use native species when landscaping new development	Planning and Zoning Commission, Conservation Commission	Zoning Ordinance, Subdivision Regulations	
Preserve important viewsheds	Conservation Commission, Planning and Zoning Commission	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	Conservation Design for Subdivisions (Arendt)
Where feasible, bury utility wires	Public Works Department, Planning and Zoning Commission	Zoning Regulations, Subdivision Regulations	
<b>GENERAL SITE PLANNING</b>			
Minimize curb cuts	Planning and Zoning Commission	Zoning Ordinance, Village District, Subdivision Regulations	ALDOT
Minimize roadway runoff to prevent negative impacts on water quality	Planning and Zoning Commission, Conservation Commission, Inland Wetland Commission	Plan of Conservation and Development, Subdivision Regulations, Inland Wetland Regulations	
Blend new development into existing neighborhood character	Planning and Zoning Commission	Plan of Conservation and Development, Subdivision Regulations, Zoning Ordinance, Village District	Preserving Rural Character (Heyer, PAS Report)
Secondary structures should reflect the design of the primary structure on the lot	Planning and Zoning Commission	Zoning Ordinance, Village District	Rural By Design (Arendt), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)
New construction and the rehabilitation of existing structures open to the public should be handicapped accessible	Planning and Zoning Commission	Zoning Ordinance	Americans with Disabilities Act
Encourage trails linking pedestrians and bicyclists to significant natural, cultural, historic, scenic or recreational resources	Planning and Zoning Commission, Conservation Commission, Historic District Commission, Parks and Recreation Commission	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	Greenways Assistance Center (DEP), Conservation Design for Subdivisions (Arendt), Rivers, Trails and Conservation Assistance Program (NPS)
Locate parking in the rear of buildings	Planning and Zoning Commission	Zoning Ordinance, Village District, Subdivision Regulations	Reinventing the Village (Sutro, PAS Report), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
Consider alternative surface materials for parking lots	Planning and Zoning Commission, Conservation Commission	Zoning Ordinance, Subdivision Regulations	Linking Land Use to Water Quality Workshop (NEMO), Pavements and Surface Materials (Gibbons, NEMO)
Treat parking lot runoff on site	Planning and Zoning Commission, Conservation Commission	Zoning Ordinance, Subdivision Regulations	Linking Land Use to Water Quality Workshop (NEMO)
Design parking lots in a manner that is safe for pedestrians and motorists	Planning and Zoning Commission	Zoning Ordinance, Subdivision Regulations	Parking Handbook for Small Communities (Edwards)
Signage should be simple, concise and contextual	Planning and Zoning Commission, Local Business Association	Zoning Ordinance, Subdivision Regulations, Village District	Sign Regulation for Small and Midsize Communities (Kelly and Raso, PAS Report)
<b>SCENIC ROADWAY PLANNING</b>			
Strategically place roadside pull-offs so visitors may enjoy views of significant natural, cultural or historic features	Planning and Zoning Commission, Conservation Commission, Historic District Commission, Local Business Association	Plan of Conservation and Development	
Partner with Alabama Department of Transportation in planning for scenic roadway maintenance and rehabilitation	Alabama Department of Transportation, Public Works Department	Plan of Conservation and Development	Designing Safer Roads (FHWA), Roadside Design Guide (DOT), Flexibility in Highway Design (DOT)
Establish wooded buffers to conceal residential development from the roadway	Planning and Zoning Commission, Conservation Commission	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	Rural By Design (R. Arendt)
Use outdoor street lighting only where dangerous roadway conditions exist	Planning and Zoning Commission, Public Works Department	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations	Preserving Rural Character (Heyer)

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
Maintain wooded road edges, canopied road cover and historic stone walls	Planning and Zoning Commission, Conservation Commission, Historic District commission, Public Works Department	Plan of Conservation and Development, Zoning Ordinance, Subdivision Regulations, Village District, Historic District	Rural By Design (Arendt), Trees for Urban Sites (Brand, CES)
Minimize mowed lawn area	Planning and Zoning Commission, Conservation Commission	Plan of Conservation and Development, Subdivision Regulations	Preserving Rural Character (Heyer, PAS Report)
Avoid the use of curbing along a scenic roadway	Planning and Zoning Commission, Public Works Department	Subdivision Regulations	Designing Safer Roads (FHWA), Rural By Design (Arendt)
Minimize the number of roadside signs	Planning and Zoning Commission, Local Business Association	Zoning Ordinance, Subdivision Regulations	Saving Face: How Corporate Franchises Can Respect Community Character (Fleming, PAS Report)
Prohibit the construction of new billboards	Planning and Zoning Commission	Zoning Regulations	National Scenic Byway Resource Center, Scenic America
<b>VILLAGE AREA PLANNING</b>			
Establish a village district	Planning and Zoning Commission	Plan of Conservation and Development, Zoning Ordinance, Village District	Reinventing the Village (Sutro, PAS Report), Village District Workshop (Godin, CES), Crossroads, Hamlets, Village, Town (Arendt, PAS Report), Corridor Circuit Rider (CES)
Define village entrances	Planning and Zoning Commission	Plan of Conservation and Development	Reinventing the Village (Sutro, PAS Report)
Separate sidewalks from roadways with landscaped borders	Planning and Zoning Commission	Zoning Ordinance, Village District	Reinventing the Village (Sutro, PAS Report), Sidewalks (Gibbons, NEMO, CES), Trees for Urban Sites (Brand, CES), Planting Trees in Designed and Built Community Landscapes (Reynolds and Ossenbruggen)

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
Place site furnishings where pedestrian traffic is encouraged	Planning and Zoning Commission	Zoning Regulations, Village District	Reinventing the Village (Sutro, PAS Report)
Site crosswalks where pedestrian traffic is heavy	Planning and Zoning Commission, Public Works Department	Zoning Regulations	Reinventing the Village (Sutro, PAS Report)
Establish maximum setbacks	Planning and Zoning Commission	Zoning Ordinance, Village District	Reinventing the Village (Sutro, PAS Report), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)
When fencing is needed, use open fencing	Planning and Zoning Commission	Zoning Ordinance, Village District	Rural By Design (Arendt)
Accent historic structures with special lighting	Planning and Zoning Commission, Historic District Commission	Plan of Conservation and Development, Zoning Ordinance, Village District, Historic District	Reinventing the Village (Sutro, PAS Report)
Design commercial buildings to reflect the character of the village	Planning and Zoning Commission, Historic District Commission	Plan of Conservation and Development, Subdivision Regulations, Zoning Ordinance, Village District, Historic District	Preserving Rural Character (Heyer, PAS Report), Saving Face: How Corporate Franchises Can Respect Community Character (Fleming, PAS Report), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)
Encourage building facades that establish visual continuity	Planning and Zoning Commission, Historic District Commission	Plan of Conservation and Development, Zoning Ordinance, Village District, Historic District	Rural by Design (Arendt), Reinventing the Village (Sutro, PAS Report), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)
Rehabilitation of historic structures should preserve the significant features of the original structure	Planning and Zoning Commission, Historic District Commission	Plan of Conservation and Development, Zoning Ordinance, Village District, Historic District	

<b>Guideline</b>	<b>Regulatory Location</b>	<b>Initiative</b>	<b>Existing Education and Information</b>
In high visibility or pedestrian areas, work with local businesses to incorporate landscaping into the area	Planning and Zoning Commission, Local Business Association, Historic District Commission	Plan of Conservation and Development	
Create a bicycle friendly environment	Planning and Zoning Commission, Parks and Recreation Committee	Plan of Conservation and Development, Zoning Ordinance, Village District	Greenways Assistance Center (DEP), Bicycle Coordinator (DOT)
Use traffic calming techniques to slow vehicles in pedestrian zones	Planning and Zoning Commission, Public Works Department	Plan of Conservation and Development, Zoning Ordinance, Village District	Traffic Calming (Hoyle, PAS Report, Reinventing the Village (Sutro, PAS Report)
Reassess municipal parking requirements	Planning and Zoning Commission	Plan of Conservation and Development, Subdivision Regulations, Zoning Ordinance, Village District	Parking Handbook for Small Communities (Edwards)
Use sign materials, color and size compatible with surrounding buildings	Planning and Zoning Commission, Local Business Association, Historic District Commission	Zoning Regulations, Village District, Historic District	A Design Manual for Conservation and Development (Yaro et al), Reinventing the Village (Sutro, PAS Report), Crossroads, Hamlets, Village, Town (Arendt, PAS Report)
Signs should be externally lit	Planning and Zoning Commission, Local Business Association, Historic District Commission	Zoning Regulations, Village District, Historic District	A Design Manual for Conservation and Development (Yaro et al)

# Appendix

# F

## Related Legislation

## RELATED FEDERAL LEGISLATION

### Public Law 105-178, Section 1219. National Scenic Byways Program

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21) codified the National Scenic Byways Program with an amendment to Title 23 of the U.S. Code creating “Section 162. National Scenic Byways Program” shown below.

(a) In General. -- Chapter 1 of title 23, United States Code is amended by adding at the end the following:

Sec. 162. National Scenic Byways Program.

“(a) Designation of Roads. --

“(1) In general. -- The Secretary shall carry out a national scenic byways program that recognizes roads having outstanding scenic, historic, cultural, natural, recreational, and archeological qualities by designating the roads as National Scenic Byways or All-American Roads.

“(2) Criteria. -- The Secretary shall designate roads to be recognized under the national scenic byways program in accordance with criteria developed by the Secretary.

“(3) Nomination. -- To be considered for the designation, a road must be nominated by a State or a federal land management agency and must first be designated as a State scenic byway or, in the case of a road on Federal land, as a Federal land management agency byway.

“(b) Grants and Technical Assistance. --

“(1) In general. -- The Secretary shall make grants and provide technical assistance to States to --

“(A) implement projects on highways designated as National Scenic Byways or All-American Roads, or as State scenic byways; and

“(B) plan, design, and develop a State scenic byway program.

“(2) Priorities. -- In making grants, the Secretary shall give priority to --

“(A) each eligible project that is associated with a highway that has been designated as a National Scenic Byway or All-American Road and that is consistent with the corridor management plan for the byway;

“(B) each eligible project along a State-designated scenic byway that is consistent with the corridor management plan for the byway, or is intended to foster the development of such a plan, and is carried out to make the byway eligible for designation as a National Scenic Byway or All-American Road; and

“(C) each eligible project that is associated with the development of a State scenic byway program.

“(c) Eligible Projects. -- The following are projects that are eligible for Federal assistance under this section:

“(1) An activity related to the planning, design, or development of a State scenic byway program.

“(2) Development and implementation of a corridor management plan to maintain the scenic, historical, recreational, cultural, natural, archeological characteristics of a byway

corridor while providing for accommodation of increased tourism and development of related amenities.

“(3) Safety improvements to a State scenic byway, National Scenic Byway, or All-American Road to the extent that the improvements are necessary to accommodate increased traffic and changes in the types of vehicles using the highway as a result of the designation as a State scenic byway, National Scenic Byway, or All-American Road.

“(4) Construction along a scenic byway of a facility for pedestrians and bicyclists, rest area, turnout, highway shoulder improvement, passing lane, overlook, or interpretive facility.

“(5) An improvement to a scenic byway that will enhance access to an area for the purpose of recreations, including water-related recreation.

“(6) Protection of scenic, historical, recreational, cultural, natural, and archeological area resources in an area adjacent to a scenic byway.

“(7) Development and provision of tourist information to the public, including interpretive information about a scenic byway.

“(8) Development and implementation of a scenic byway marketing program.

“(d) Limitation. -- The Secretary shall not make a grant under this section for any project that would not protect the scenic, historical, recreational, cultural, natural, and archeological integrity of a highway and adjacent areas.

“(e) Saving Clause. -- The Secretary shall not withhold any grant or impose any requirement on State as a condition of providing a grant or technical assistance for any scenic byway unless the requirement is consistent with the authority provided in this chapter.

“(f) Federal Share. -- The Federal share of the cost of carrying out a project under this section shall be 80 percent, except that, in the case of any scenic byway project along a public road that provides access to or within Federal or Indian land, a Federal land management agency may use funds authorized for use by the agency as the non-Federal share.”.

“(b) Conforming Amendment. -- The analysis for chapter 1 of such title is amended by adding at the end the following:

“162. National scenic byways program.”.

The text may be found on the Internet at the following location:

<http://www.fhwa.dot.gov/tea21/>

**Federal Register, Volume 60, No. 96, May 18, 1995, pgs. 26,759-26,762: National Scenic Byways Program**

This Federal Highway Administration Interim Policy describes the national Scenic Byways Program including the designation criteria for National Scenic Byways and All-American Roads. It also describes corridor management plans. The policy may be found on the Internet at the following location:

<http://frwebgate1.access.gpo.gov/>

### **United States Code Title 23, Section 131: Control of Outdoor Advertising**

The federal legislation, passed in 1964, governs the erection and maintenance of outdoor advertising adjacent to the Interstate System and federal-aid primary system. Signs shall be limited to:

1. directional and official signs and notices, including signs and notices pertaining to natural wonders, scenic and historical attractions, which are required or authorized by law, which shall conform to national standards containing provisions concerning lighting, size, number, and spacing of signs, and such other requirements as may be appropriate;
2. signs, displays, and devices advertising the sale or lease of property upon which they are located;
3. signs, displays, and devices, including those which may be changed at reasonable intervals by electronic process or by remote control, advertising activities conducted on the property on which they are located;
4. signs lawfully in existence on October 22, 1965, determined by the State subject to the approval of the Secretary, to be landmark signs, including signs on farm structures or natural surfaces, or historic or artistic significance the preservation of which would be consistent with the purposes of this section; and
5. signs, displays, and devices advertising the distribution by nonprofit organizations of free coffee to individuals traveling on the Interstate System or the primary system.

Subsection (s) of Section 131 pertains specifically to scenic byways:

(s) Scenic Byway Prohibition.- If a State has a scenic byway program, the State may not allow the erection along any highway on the Interstate System or Federal-aid primary system which before, on, or after the effective date of this subsection, is designated as a scenic byway under such a program of any sign, display, or device which is not in conformance with subsection (c) of this section. Control of any sign, display, or device on such a highway shall be in accordance with this section. In designating a scenic byway for purposes of this section and section 1047 of the Intermodal Surface Transportation Efficiency Act of 1991, a State may exclude from such designation any segment of a highway that is inconsistent with the State's criteria for designating State scenic byways. Nothing in the preceding sentence shall preclude a State from signing any such excluded segment, including such segment on a map, or carrying out similar activities, solely for purposes of system continuity.

The complete text of this legislation is on the Internet at the following location:

<http://www.law.cornell.edu/uscode/23/131.html>

SB438  
29620-4

By Senators Mitchell, Holley, Little (T), Butler, Figures, Barron, Denton, Little (Z),  
Smitherman, Enfinger, Langford, Preuitt, Roberts, Lindsey, Marsh, Dial, Lee, Lipscomb,  
Waggoner, Escott-Russell, Means, Myers, Dixon, McClain, Bedford, Steele, Armistead,  
French, Clay, and Smith

RFD: Business and Labor

First Read: 08-MAR-2000

Enrolled, An Act,

To provide for the Alabama Scenic Byways program; to provide for the appointment of a Designating Committee; to prescribe the duties of the committee; to provide for an Advisory Council for the program and the membership and duties of the council; and to prescribe criteria and procedures for nominating and selecting scenic byways; and to provide for adoption of procedures for the administration of designating and managing scenic byways.

BE IT ENACTED BY THE LEGISLATURE OF ALABAMA:

Section 1. This act shall be known as “Alabama and Beautiful Act.”

Section 2. The Legislature finds that certain portions of the state highway system provide access to state locales that are notable for their scenic, natural, historic, recreational, cultural, and archaeological value and are therefore worthy of designations as scenic byways in order to provide special consideration of their unique features and special role in the highway system. The Legislature further finds that the public interest would be served by the formation of a coordinated scenic byways program to enhance recreational, cultural, and archaeological resources, encourage economic development through tourism, improve the transportation system, and educate residents and visitors on the history, culture, and natural beauty of this state. In order to implement this program, the Legislature has determined that a two-tiered structure would best serve the governance of the Alabama Scenic Byways program. The Legislature recognizes that the application of this act is meant to add value to the community, and that public involvement, specifically the rights and interests of private property owners, must be considered in implementing provisions of this act and in the designation of byways. Specifically, any such actions taken which affect private property are subject to statutes and regulations otherwise established in accordance with the United States Constitution and the Constitution of Alabama of 1901.

Section 3. The Alabama Scenic Byways program is hereby established through a two-tiered system consisting of a Designating Committee and an Advisory Council. Appointments to the committee and the council shall be made within 30 days and 45 days, respectively, of the effective date of this act. Organizational meetings of the committee and the council shall be held within 60 days of the effective date of this act. The Advisory Council and the Designating Committee may adopt such organizational and administrative rules and procedures deemed necessary to conduct business.

Section 4. (a) The Designating Committee shall consist of a state legislator to be appointed by the Governor, a state Senator appointed by the President Pro Tempore of the Senate, a member of the House of Representatives appointed by the Speaker of the House, and the heads, or their official designees, of the following seven departments:

- (1) The Alabama Department of Transportation.
- (2) The Alabama Bureau of Tourism and Travel.

- (3) The Alabama Historical Commission.
  - (4) The Alabama Council on the Arts.
  - (5) The Alabama Department of Economic and Community Affairs.
  - (6) The Alabama Department of Conservation and Natural Resources.
  - (7) The Alabama Forestry Commission.
- (b) The Designating committee shall perform the following duties:
- (1) Designate as scenic byways from the highways recommended to it by the Advisory Council, as provided in Section 5(d).
  - (2) Advise the Governor and the Legislature of each designation.
  - (3) Adopt procedures for the administration of designating and managing scenic byways.
  - (4) Remove the designation of a highway as a scenic byway where it deems appropriate.

Section 5. (a) The Advisory Council shall consist of a member of the Alabama House of Representatives appointed by the Speaker of the House, a member of the Alabama Senate appointed by the Lieutenant Governor, one member appointed by each member of the Designating Committee, three persons appointed from the state at-large by the Governor, and one representative appointed by the Governor from each of the following groups or organizations:

- (1) Scenic Alabama.
- (2) Alabama Environmental Council.
- (3) The outdoor advertising industry.
- (4) The Alabama Wildlife Federation.
- (5) A business, industry, or trade association or professional organization having its principal programs extending generally throughout the state, and having a demonstrated concern for balancing economic growth with protection for the environment and increased recreational opportunities.
- (6) Public utilities.
- (7) Tourism associations.
- (8) Real estate associations.
- (9) Regional planning commissions.
- (10) A statewide historic preservation organization.
- (11) Forestry interests.
- (12) Agricultural interest.

In making these appointments, the Governor shall ensure equitable geographic representation.

- (b) Additionally, a member shall be appointed from each of the following departments or organizations:
- (1) The United States Department of the Interior, designated by the Secretary of the Interior.
  - (2) The Alabama League of Municipalities, designated by the president of the league.
  - (3) The Alabama Association of County Commissions, designated by the president of the association.
  - (4) The Black Heritage Council designated by the chair of the council.
  - (5) The Alabama Association of Resource Conservation and Development Councils designated by the chair of the association.

- (c) The Advisory Council shall report to the Governor and the Legislature on the progress of the implementation of this act within one year of the effective date of this act, and by January 1 of each year thereafter.
- (d) The duties and responsibilities of the Advisory Council shall include the following:
  - (1) Providing, in the first report, a scenic byways program implementation plan identifying essential components for the Alabama Scenic Byways system, and recommending any actions by the Legislature which may be necessary to implement a cohesive and coordinated scenic byways program that would serve the goals of preserving and protecting scenic, historic, natural, recreational, cultural, and archaeological resources, enhancing recreation, promoting economic development through tourism and education in the history, culture, and natural beauty of Alabama. An initial inventory of potential scenic byways created for the Department of Transportation and the Bureau of Tourism and Travel may be used in developing the implementation program and considered in the selection of byways.
  - (2) Developing a process for nominations for scenic byway and nomination criteria.
  - (3) Advising and consulting with municipalities regarding the process of recommending municipal roads for inclusion in the scenic byways program.
  - (4) Encouraging towns and municipalities to designate scenic byways within their jurisdictions and to petition the Designating Committee for the inclusions of these byways into the Alabama Scenic Byways program. Such inclusion may enable the municipality to participate in any federal, state, or other funding that may be available.
  - (5) Encouraging and assisting in fostering public awareness, understanding, and participation in the objectives and functions of the scenic byways program.
  - (6) Providing municipalities with tools and ideas for the enhancement and protection of designated scenic byways.
  - (7) Recommending operation and management standards for highways designated as scenic byways, including strategies for maintaining or improving the qualities for which a highway is designated as a scenic byway, and for protecting and enhancing the landscape and view corridors within the public rights-of-way surrounding such a highway, provided that such standards shall have no impact on the facilities or equipment used in the generation, transmission, or distribution of electric power telecommunications, commercial mobile radio services, broadband services or existing wireless facilities. However, all new wireless services structures unless used primarily for educational purposes shall be reviewed under the terms of this act and shall consider the communication needs of the community and shall not be in conflict with any local, state, and federal laws and regulations.
  - (8) Recommending standards for scenic byway-related signs, including those which identify highways as scenic byways.
  - (9) Recommending standards for maintaining highway safety on the scenic byway system.
  - (10) Recommending measures to safely accommodate the largest variety of scenic byway users, including, but not limited to, persons traveling by automobile, recreation vehicle, motor coach, bicycle, horse, watercraft, or by foot.

- (11) Recommending design review procedures for location of highway facilities, landscaping, and travelers facilities on the scenic byway system.
- (12) Removing the designation of a highway as a scenic byway if the highway is determined to no longer meet the criteria under which it was designated or has not adequately adhered to its submitted corridor management plan.
- (13) Advising on such other matters as may be necessary or desirable or further the purposes of this program.
- (14) Evaluating and recommending to the Designating Committee and the Legislature amendments of the statutes and regulations relevant to the furtherance of a cohesive system of scenic byways.
- (15) Making recommendations with respect to state regulatory policy consistent with the Alabama Scenic Byways program.
- (16) Establishing procedures, standards, guidelines, and plans consistent with federal, state, and local authority and recommend designations accordingly. Until all rules, procedures, guidelines, and standards are established, the federal rules for establishing a corridor management plan shall be utilized.
- (17) Recommending for designations and removal of designations as scenic byways in Alabama based on criteria which include, but shall not be limited to, the following:
  - a. Significant possession of at least one of the following intrinsic qualities: Scenic, historic, natural, recreational, cultural, or archaeological.
  - b. Demonstration in scenic byway nominations of local, private, and public support.
  - c. Presence and implementation of a corridor management plan. A corridor management plan is a written document that specifies the actions, procedures, controls, operational practice, and administrative strategies necessary to maintain the scenic, historic, cultural, recreational, archaeological, and natural qualities of the scenic byway.
  - d. Conducting a public hearing in the area of the proposed designation before a scenic byway is so designated.
- (18) Outdoor advertising shall be addressed pursuant to the following criteria:
  - a. Corridor management plans for individual byways shall include provisions for the regulation of outdoor advertising to conform with applicable federal, state, and local laws, including, but not limited to, 23 U.S.C. Section 131(s).
  - b. Corridor management plans shall also include provisions for removal of dilapidated and nonfunctional signage within six months.
  - c. Removal of any antiquated and non-applicable signs on roads and highways throughout the state within six months.

Notwithstanding the foregoing, nothing in this bill shall impede or prohibit the Alabama Department of Transportation from constructing, repairing, or maintaining any highway, road, or bridge or any other matter which falls within the jurisdiction of the Alabama Department of Transportation.

Section 6. The Advisory Council shall evaluate initial applications. Local governments in conjunction with the Advisory Council shall perform a field survey of the byway and score its qualities, with special attention paid to the scenic quality of the roadway. The following criteria and procedures shall be used for nominating potential scenic byways:

- (1) Any road corridor shall have at least one of the following six intrinsic qualities to be nominated: Scenic, natural, cultural, historic, archaeological, and recreational.
- (2) Each nomination shall be made and supported by a sponsor, including, but not limited to, any of the following: An historic preservation group, an environmental group, another nongovernmental organizations, a local government, or an individual.
- (3) The sponsor or sponsors of a potential scenic byway shall complete an application form and submit it to the Advisory Council.
- (4) Special consideration or first priority shall be given the Alabama's 10 Environmental natural Wonders, Civil War, Native American and Civil Rights sites, and the Robert Trent Jones Trial, due to their particular importance to Alabama's scenic, historic, cultural, and recreational heritage. Special consideration or first priority shall also be given to the counties with the highest unemployment rates and the slowest rates of economic growth. These sites shall go through the normal nomination procedure.
- (5) Nominations shall be accepted on an ongoing basis, but shall be evaluated and passed on to the Designating Committee on a semi-annual basis, beginning one year from the effective date of this act.

Section 7. This act shall become effective on the first day of the third month following its passage and approval by the Governor, or its otherwise becoming law.

President and Presiding Officer of the Senate

Speaker of the House of Representatives

SB438

Senate 18-APR-2000

I hereby certify that the within Act originated in and passed the Senate.

McDowell Lee

Secretary

House of Representatives

Amended and passed 11-MAY-2000

Senate concurred in House amendment 11-MAY-2000

By: Senator Mitchell

# Appendix

# G

## Contacts and Resources

## Contacts

### Alabama

Alabama Department of Transportation  
1409 Coliseum Boulevard  
Montgomery, AL 36130  
Phone: 334.353.6439  
Contact: Ms. Mary Lou Crenshaw,  
State Scenic Byway Coordinator

Alabama Scenic Byway Advisory  
Council, c/o Alabama Association of  
Regional Councils  
5900 Carmichael Place  
Montgomery, AL 36117  
Website: [www.alabamabyways.org](http://www.alabamabyways.org)  
Contact: Mr. Joe Watts, AARC Program  
Coordinator or Gale Main, Chair

Your Town Alabama  
Center for Planning and Design  
1731 1st Avenue North, Suite 200  
Birmingham, AL 35203  
Phone: 205.251.8139  
Email: [info@yourtownalabama.org](mailto:info@yourtownalabama.org)  
Website: [www.yourtownalabama.org](http://www.yourtownalabama.org)  
(This website contains links and contact  
information for almost every agency and  
institution potentially associated with  
Byways – Please click on “resources” to  
access this information)

Alabama Bureau of Tourism and Travel  
401 Adams Avenue  
P.O. Box 4927  
Montgomery, AL 36103  
Phone: 334.242.4413

Alabama Historical Commission  
468 South Perry Street  
Montgomery, AL 36130  
Phone: 334.242.3184

Alabama Department of Economic and  
Community Affairs  
401 Adams Avenue  
P.O. Box 5690  
Montgomery, AL  
Phone: 334.242.5591

Alabama Department of Conservation  
and Natural Resources  
64 North Union Street  
Montgomery, AL 36130  
Phone: 334.242.3465

Alabama Forestry Commission  
513 Madison Avenue  
Montgomery, AL 36104  
Phone: 334.240.9300

Alabama State Council on the Arts  
201 Monroe Street, Suite 110  
Montgomery, AL 36130  
Phone: 334.242.4076

American Planning Association  
of Alabama  
c/o Shelby County Department of  
Planning and Development  
1115 County Services Drive  
Pelham, AL 35124  
Phone: 205.620.6620

Alabama Planning Institute  
University of North Alabama  
UNA Box 5036  
Florence, AL 35632  
Phone: 256.765.4862

### National

America's Byways  
Resource Center  
227 West 1<sup>st</sup> Street, Suite 610  
Duluth, Minnesota 55802  
Phone: 218.529.7551  
Web: [www.byways.org](http://www.byways.org)

National Scenic Byways Clearinghouse  
1440 New York Avenue, NW  
Suite 202  
Washington, DC 20005-6011  
Phone: 1.800.4BYWAYS  
Email: [clrhouse@byways.org](mailto:clrhouse@byways.org)

Scenic America  
801 Pennsylvania Avenue, SE  
Suite 300  
Washington, DC 20003  
Phone: 202.543.6200  
Web: [www.scenic.org](http://www.scenic.org)

## Publications

*Community Guide to Planning and Managing a Scenic Byway*, USDOT, FHWA. Available from the National Scenic Byways Clearinghouse

*Byway Beginnings: Understanding, Inventorying and Evaluating a Byway's Intrinsic Qualities*, National Scenic Byways Program. Available from the National Scenic Byways Clearinghouse

*Saving America's Countryside: A Guide to Rural Conservation, Second Edition*, Samuel Stokes, A. Elizabeth Watson, and Shelly Mastran for the National Trust for Historic Preservation, The Johns Hopkins University Press, 1997.

*Balancing Nature and Commerce in Gateway Communities*, Jim Howe, Ed McMahon, and Luther Propst, 1997.

*Designing Urban Corridors*. Kirk R. Bishop, APA, 1989.

*The Road Beckons: Best Practices for Byways*. AASHTO, FHWA and the National Scenic Byway Program, 2001.

*Arts and Transportation Connecting People and Culture*. National Assembly of State Arts Agencies, 2001. To order call 202.347.6352.

*Building on the Past/Traveling to the Future: A Preservationist's Guide to the Federal Transportation Enhancement Provision*. Federal Highway Administration and the National Trust for Historic Preservation, 2001. To order call 202.588.6279.

*Ecotourism Development Manual*. Northwest Arkansas Resource Conservation and Development Council, Inc. 1997. To order call 870.741.7475.

*Federal Funding Sources for Rural Areas: Fiscal Year 2001*. Rural Information Center, National Agricultural Library. To order call 1.800.633.7701.

*Flexibility in Highway Design*. Federal Highway Administration, Washington, DC, 1997. Pub # FHWA-PD-97-062.

*Getting Started: How to succeed in Heritage Tourism*. National Trust for Historic Preservation. 1999. To order call 202.588.6296.

*How Transportation and Community Partnerships are Shaping America, Part II Streets and Roads*. American Association of State Highway and Transportation Officials and Project for Public Spaces. 2000. Order at [www.pps.org](http://www.pps.org).

*Managing Development Along Scenic Roads. A Case Study for a Nationally Designated Scenic Byway, Route 169.* University of Connecticut Extension Service. September 2000. For information contact:  
[www.canr.uconn.edu/ces/](http://www.canr.uconn.edu/ces/)

*National Scenic Byways Program: Marketing Tool Kit.* Federal Highway Administration, Washington DC, 1999. Check out [www.byways.org](http://www.byways.org).

*Saving Historic Roads* Design and Policy Guidelines, National Trust for Historic Preservation. 1998. To order call 202.588.6296.

*The Business of Ecotourism: The Complete Guide of Nature and Culture Based Tourism Operations.* Carol Patterson, Explorer's Guide Publishing. To order call 1.800.487.6029.