

Top of the Rockies Scenic and Historic Byway Corridor Management Plan

Prepared for:

Top of the Rockies Regional Byway Committee

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Amended 2008





Top of the Rockies Scenic and Historic Byway Corridor Management Plan

Introduction

The Top of the Rockies was officially designated as a State Scenic and Historic Byway by the Colorado Scenic and Historic Byways Commission in September of 1993. The route is one of 25 elite road systems in the State of Colorado recognized for their outstanding scenic beauty and historical significance. In 1998, Top of the Rockies was officially designated as a National Scenic Byway by the U.S. Secretary of Transportation. In 2008, an extension to Top of the Rockies from Twin Lakes to Aspen was officially designated as a State Scenic and Historic Byway. More than just a transportation corridor, the Top of the Rockies Scenic and Historic Byway (Byway) is a destination unto itself, offering the traveler access to the spectacular scenery, recreational opportunities, rich history, cultural diversity and natural treasures unique to the Colorado high country. The Byway offers an antidote to the monotony of linear, high speed travel on Interstate 70, while inviting the traveler to explore the road less traveled, and catch a glimpse of the "Real Colorado".

Description

General Location

The Top of the Rockies Scenic and Historic Byway is centrally located within the State of Colorado, in the geographic area delineated by the Colorado Department of Transportation as the *Inter-Mountain Transportation Planning Region*. Over its course, the Byway passes through portions of Eagle, Lake, Pitkin and Summit Counties, as well as the Pike / San Isabel, White River and Arapaho National Forests. (See Planning Map 01)

As designated, the route includes: that portion of U.S. Highway 24, from its intersection with I-70 at Dowd Junction to its intersection with State Highway 82 at Balltown; that portion of State Highway 82 from its intersection with U.S. Highway 24 at Balltown to the westernmost end of the Maroon Creek Bridge west of the City of Aspen; and State Highway 91 from its intersection with Interstate 70 at Copper Mountain to the City of Leadville. The result is a Y shaped corridor comprised of approximately 76 miles of high quality, all-season, State maintained roads, accessible from any of the four entry portals illustrated on Planning Map 01 as well as approximately 40 miles of State maintained

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seasonal road from the Town of Twin Lakes to the City of Aspen over Independence Pass.

Roadway

The system of State and U.S. Highways that make up the Top of the Rockies Scenic and Historic Byway are administered and maintained under the jurisdiction of the Colorado Department of Transportation (CDOT), and are illustrated on Map 01

U.S. Highway 24

The 46.39 mile section of U.S. Highway 24 designated as part of the Byway carries the functional classification of *minor arterial road*, and is an all season, two lane, paved rural road capable of accommodating automobile, heavy truck and bus traffic. U.S. 24 is further designated as a Critical Travel Corridor within the Inter-Mountain Transportation Planning Region, and that section of the roadway from the City of Leadville to the Chaffee County line has been designated as a hazardous material truck route.

The roadway passes over terrain that varies from precipitous cliffs and mountain passes to gently rolling river bottoms within the valleys of the Eagle and Arkansas River watersheds. The highway crosses the Continental Divide at the summit of Tennessee Pass. That section of U.S. 24 between Leadville and Camp Hale carries the further distinction of having been designated as the Tenth Mountain Memorial Highway, in honor of the elite mountain troops that trained at Camp Hale during World War II.

State Highway 91

The 22.24 mile section of State Highway 91 between Copper Mountain and Leadville carries the functional classification of *minor arterial road*, and is described as a two and three lane, paved, all season rural road capable of accommodating automobile, heavy truck and bus traffic. Highway 91 has been further designated as a Critical Travel Corridor and a hazardous material truck route within the Inter-Mountain Transportation Planning Region.

Highway 91 is characterized as a mountainous road, winding its way up through verdant forests to timberline and the crest of the Continental Divide at the summit of Fremont Pass, 11,318 feet above sea level.

State Highway 82

The Byway extends 45.9 miles on State Highway 82 between its intersection with U.S. 24 at Balltown and the western edge of the Maroon Creek Bridge west of the City of Aspen. The segment of State Highway 82 from U.S. 24 at Balltown to the Town of Twin Lakes carries the functional classification of *major collector*, and is a two lane, paved, all season rural road capable of accommodating automobile, heavy truck and bus traffic. Beyond the Town of Twin Lakes, Highway 82 continues over Independence Pass, providing seasonal (summer) access to the City of Aspen. State Highway 82 carries the functional classification of *major collector* to the eastern edge of the City of Aspen where it changes to the functional classification of *collector* and then in downtown Aspen changes to *other primary arterial*.

That segment of Highway 82 designated as part of the Byway travels over gently rolling countryside within the glaciated basin of Twin Lakes and Lake Creek. As the road gradually rises to Independence Pass, it becomes steeper, more winding

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and crossing the Continental Divide, at the summit of Independence Pass, at an altitude of 12,095 feet above sea level. The roadway carries the further distinction of having been designated as a State Scenic Highway.

The Setting

The name "Top of the Rockies" was selected to reflect the Byway's unique setting high atop the crest of Colorado's Rocky Mountains, where the elevation of the roadway seldom drops below 9000 feet above sea level. Physical characteristics include:

The Mountains

The mountain ranges surrounding the Top of the Rockies Scenic and Historic Byway include: the Gore Range to the north; the Holy Cross and Sawatch Ranges to the west; the Collegiate Peaks and Elk Mountains to the south; and the Ten Mile and Mosquito Ranges to the east (See Planning Map 02). Located within these six ranges, and visible from the Byway, are four of Colorado's five highest peaks, including: #1 - Mount Elbert (14,443'); #2 - Mount Massive (14,421'); #3 - Mount Harvard (14,420'); and #5 - La Plata Peak (14,361'). Mount Elbert also ranks as the highest peak in the American Rockies, and the second highest peak in the contiguous 48 States.



Mount Elbert (el. 14,443')

Colorado's highest peak and the highest peak in the American Rockies

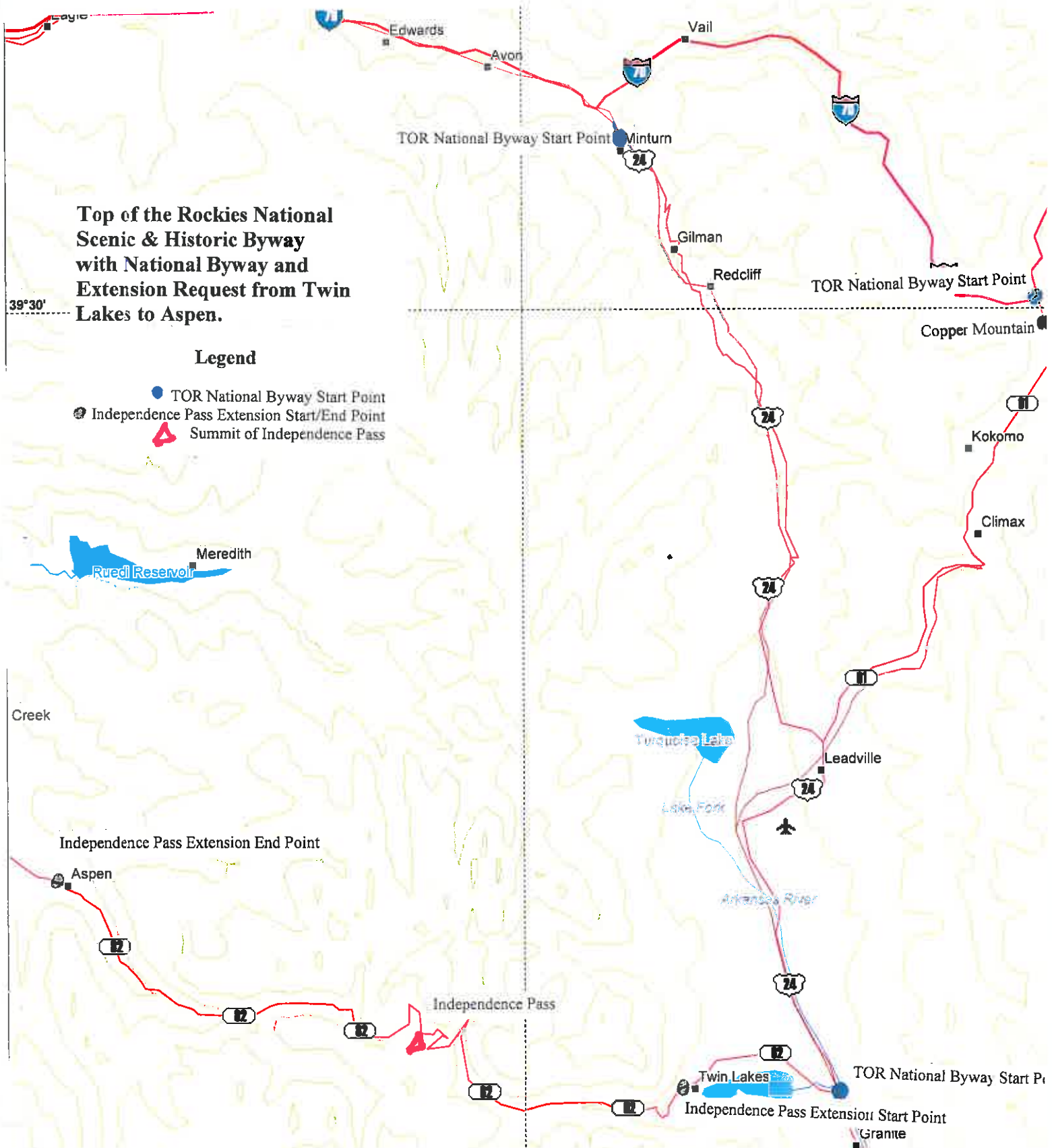
Planning Map 02 illustrates the location of thirteen of Colorado's 14,000 foot peaks relative to the Byway corridor, representing one of the highest concentrations of "14r's" found anywhere in the State or the nation.

The Continental Divide

The Continental Divide is the backbone of the North American Continent, separating the river systems that flow to the Atlantic and Pacific Oceans. The Byway crosses the great divide not once, but twice as it traverses the summits of Tennessee and Fremont Passes.

To the south of the divide (See Map 02) are the tributaries that form the Arkansas River, which flow from it's headwaters in the Sawatch, and Mosquito Ranges eastward to the Mississippi River, and eventually to the Atlantic Ocean. To the north of the divide, the Eagle River and Ten Mile Creek channel water from the snowfields of the Holy Cross, Gore and Ten Mile Ranges to the mighty Colorado River, on its westward journey to the Pacific Ocean.

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Wilderness

The top of the Rockies Scenic and Historic Byway is virtually surrounded by Congressionally designated Rare II Wilderness Areas (See Map 02). Identified for their pristine beauty, primitive setting and rugged character, these lands have been protected in their natural state to ensure that future generations will be able to explore and experience the untouched, wild and scenic qualities of Colorado's Rocky Mountains.

In all, approximately 729,034 acres of wilderness (over 900 square miles) are encompassed within: the Eagles Nest Wilderness north of the Byway; the Holy Cross, Mount Massive and Hunter Fryingpan Wilderness Areas to the west; the Collegiate Peaks and Maroon Bells-Snowmass Wilderness Areas to the south; and the Buffalo Peaks Wilderness Area to the east. So significant is this concentration of pristine wilderness that the area has been designated as a Center of Excellence by the Rocky Mountain Region of the U.S.D.A. Forest Service.



Mount Massive (el. 14,421')
Lake County, Colorado

Colorado's second highest peak
and the focus of the 27,980 acre
Mount Massive Wilderness Area



Mount of the Holy Cross (el.
14,005')
Eagle County, Colorado

Colorado's fifty second highest peak
and the focus of the 122,563 acre
Holy Cross Wilderness Area.

The Mount of the Holy Cross was
made famous by the 19th century
photographer, William Henry
Jackson.

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Historic Sites



Leadville, Colorado - circa 1904



Camp Hale circa 1945

Along its course, the Byway provides access to five Nationally designated Historic Areas, including: the City of Leadville, Colorado's largest National Historic Landmark District; Camp Hale, once home to the famed "invisible men on skis" of the Tenth Mountain Division; the Town of Twin Lakes, once a stage stop on the Independence Pass road to Aspen; and the historic Interlaken Hotel on the south shore of Twin Lakes. (Map 02)

The Byway parallels remnants of the transportation network that helped open the Colorado Rockies to settlement, and along its roadways can still be found the artifacts and ghost towns that bear witness to its numerous legacies and legends, ranging from H.A.W. Tabor and the "un-sinkable" Molly Brown, to the origins of the Guggenheim and Boettcher fortunes.

The Byway is also home to numerous museums and interpretive sites, including the National Mining Hall of Fame and Museum, often referred to as the "Smithsonian of the Rockies".

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National Mining Hall of Fame and Museum
Leadville, Colorado



Interlaken Hotel, Twin Lakes Colorado
circa late 1800's

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Recreation

Developed recreational opportunities along the Byway range from the world class skiing available at the Copper Mountain Resort and Aspen Mountain, to the laid back family setting found at Ski Cooper, or the back country skiing and hiking experience provided by the Tenth Mountain Hut and Trail System (See Map 03).

Dispersed recreation along the Byway takes many forms, and includes: fishing, rafting, boating and other water sports on the regions numerous reservoirs, high mountain lakes, rivers and streams; the quiet solitude of hiking the Colorado and Continental Divide trail systems, as well as the hundreds of additional miles of hiking, horseback riding, cross country skiing and mountain biking trails found in the adjacent National Forests; four wheeling and snowmobiling adventure on miles of old mining and logging roads; camping opportunities ranging from "civilized" to primitive; and spectacular viewsheds and attractions to please those who drive the Byway "just for the fun of it".

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From the intensity of white water boating, to the serenity of wildlife viewing, the recreational attributes and resources of the Byway combine to provide the traveler with a broad canvas upon which to paint his or her own personal experience of Colorado's high country.



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Population Centers

Six population

centers are located on or adjacent to the Top of the Rockies Byway (See Planning Map 01):

Minturn

The town of Minturn is located two miles south of Interstate 70 on Highway 24 on the Top of the Rockies Scenic and Historic Byway. Minturn is a town in transition, with a mining and railroad history. However, its proximity to the world-class ski resorts of Vail and Beaver Creek has meant that it has opportunity for businesses catering to the ski / tourist crowds.

The town Minturn was established with the arrival of the Rio Grande railroad tracks and was officially incorporated in 1904. Railroad tracks were laid in the 1880's to service the mines of Redcliff and Gilman. In 1887, the railroad tracks reached Booco's Station (the future town of Minturn). Minturn served as an important railroad stop where extra "helper" engines were added to pull trains over Tennessee Pass. This attracted a number of railroad workers to service these engines. The Gilman mines, historically a major producer of zinc, copper, silver, and lead, also attracted a number of settlers to Minturn. Operations at Gilman were largely curtailed in 1977.

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Redcliff

The town of Redcliff is nestled in a valley east of Highway 24 at the south end of Battle Mountain Pass. Travelers must look east from the large, steel, highway bridge to see Redcliff. Continued travel south for about one mile leads to the turn-off to the main road into town.

Redcliff was founded in 1879 when gold and silver were discovered on Homestake Mountain on the east side of town. The influx of prospectors seeking these riches caused the creation of the first town in Eagle County, as well as the county seat until the 1940's when the courthouse burned down. Redcliff had an opera house, numerous large hotels, and businesses. The town had a large contingent of Welsh and Cornwall miners who were imported from British mines. After World War I when the population declined and mining was no longer profitable, logging became the main industry on nearby Shrine Pass. The railroad and the Eagle Zinc Mine in Gilman became the main industries and employers in the 1920s. At that same time, Hispanic immigrants from Mexico and southern Colorado became the dominant population, and continue to be today. Today, most Redcliff dwellers are employed in the ski industry at Vail or Beaver Creek.

Copper Mountain

The world-class ski resort of Copper Mountain is located at the northeast gateway to the Top of the Rockies Byway at the junction of Interstate -70 and Highway 91. The modern alpine village contains shopping, dining, and many other activities. Copper Mountain Resort features over 100 trails and 2,300 skiable acres served by 20 lifts with an impressive average annual snowfall of over 250 inches.

Copper Mountain was first settled in 1860. Miners from all over rushed to the Summit County area to strike it rich with gold and silver mining. Graveline Gulch was the mining center during the early years; remnants of several of the gold

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mines (sealed) remain today on the ski area's "Encore" trail. An innovative miner dug a shaft at the mountain's summit, only to uncover a low grade copper ore, too inaccessible to mine. But from this legend, Copper Mountain obtained its name. In the mid 1870's, the logging / mining town of Wheeler Junction was built at the base of Copper Mountain. The camp experienced the silver crash in the early 1890's, but was revived about 1900 by a boom in lumber, timber, and the addition of sheep herding. These activities lasted until the 1950's. The log buildings on the south side of Copper Road at the resort entrance are the original structures of homesteads occupied in the summers between 1940-1960.

In the early 1960's, Copper Mountain was first recognized for its ski mountain potential. The development began in 1969 with an initial investment of \$500,000 and a development proposal presented to the Dillon Ranger District. Dedicated in 1972, the United States Forest Service termed it "the most nearly perfect ski mountain in the United States."

Leadville

At the hub of the Top of the Rockies Scenic Byway on Highway 24 is the historic city of Leadville, north America's highest incorporated city. Described as quaint and absolutely original, seventy square blocks of Victorian architecture and the

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adjoining twenty square miles of the Leadville mining district testify to the various legacies. Leadville has been designated as a National Historic Landmark District.

Named for the lead carbonate ore from which the silver came, Leadville was once a city of nearly 30,000 people. Many famous and infamous people got their start in Leadville, including J.J. and Molly Brown, the Guggenheims, Boettchers, and the Tabor. Horace Tabor, the "Silver King", grubstaked his way to fabulous wealth and scandalized the county with his romance of the young and ever faithful Baby Doe, for whom he abandoned his first wife, Augusta.

Nearly everyone visited Leadville in its heyday -- politicians, writers, three presidents. Leadville's main street, Harrison Avenue, is perhaps one of the most photographed in Colorado. Many of the buildings, which are still in use, are architectural legacies dating back to the 1870's. The three-story, brick Tabor Opera House, built by its namesake, opened its doors in 1878. The Silver Dollar Saloon across the street has been in continuous operation since 1879. The elegant Tabor Grand Hotel opened for business in 1885, with 117 rooms and silver dollars embedded in the lobby floor. The Leadville High School, built in 1900, now houses the federally chartered National Mining Hall of Fame and Museum. Described as the "Smithsonian of the Rockies", the museum has priceless mineral specimens, including gold from Molly Brown's "Little Johnny" mine in Leadville. Numerous fine Victorian homes still exist in Leadville, which were built by Leadville's famous and most prominent. Some are operated as businesses today -- bed and breakfasts and museums.

Twin Lakes

The village of Twin Lakes, both historic and quaint, is located at the base of Independence Pass on Highway 82. Twin Lakes serves as the southwest portal to the Top of the Rockies Scenic and Historic Byway.

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The sleepy village of Dayton, once a center of commerce for miners, was reborn as Twin Lakes in 1879. The route of Highway 82 was first pioneered that same year as a toll road to connect the silver mining communities near Leadville with Aspen. Besides catering to miners, Twin Lakes became a favorite recreation

destination because of the lakes and the spectacular scenery. The well-to-do from Leadville and people with respiratory illnesses often selected Twin Lakes for summer recreation. Interlaken was a rival to the Broadmoor Hotel, and during its heyday, the hotel sported a 30-foot yacht to ferry guests. Twin Lakes Village and the Interlaken Complex are listed as historic districts on the Federal Register.

Aspen

The City of Aspen, at the west end of the segment on Highway 82, became one of the largest silver producing districts in the nation. The old stage road over Independence Pass officially opened on January 1, 1882 as a toll road carrying travelers over the Pass between 1882 and the coming of the railroads into Aspen in 1887. The City of Aspen has been a recreational and cultural mecca for nearly 60 years. It is the home of four world-class ski mountains and cultural attractions such as the Aspen Music Festival, the Aspen/Santa Fe Ballet, the Jazz Aspen spring and fall concert series and the Aspen Film Fest. Buttermilk Mountain is the

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home of the Winter X Games and Aspen Mountain regularly hosts World Cup ski races. Cultural facilities include the Aspen Community Theatre, the Wheeler Opera House, the Music Festival Tent, the Harris Concert Hall and the Aspen Theatre in the Park.

The City of Aspen is also the location of many important historic sites. Historic buildings include the Jerome Hotel, the Wheeler Opera House, the Pitkin County Courthouse, the Wheeler-Stallard House and the Aspen City Hall, all of which are on the National Historic Register. Other sites include the Holden-Marolt Barn which is all that remains of the old Holden Lixivation Works; the Maroon Creek Bridge which was originally built for the Colorado Midland Railroad line in the 1880's; and the original Lift One tower and Ski Club shack. The Aspen Meadows was the site of the Goethe Bicentennial celebration in 1949 which was the founding event for the Aspen Institute for Humanistic Studies and the Aspen Music Festival. There are many historic residences in town, many of which have been remodeled over the years. Most of the City's historic resources are protected by local ordinances or through management agreements with the Aspen Historical Society.

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Corridor Management Plan: Purpose and Need

Purpose

The Corridor Management Plan (CMP) for the Top of the Rockies Scenic and Historic Byway provides the planning and management framework to guide the actions of future administrators of the Byway. The plan is intended to:

- Establish the baseline conditions of the Byway at the time of its designation;
- Solicit, document and incorporate public input into planning decisions;
- Create an inventory of the transportation systems, land uses and intrinsic resource base that define the Byway corridor;
- Analyze resource protection mechanisms currently in place, anticipated changes to the Byway environment, and opportunities for preservation and enhancement of the public's safe and enjoyable use of the Byway;
- Establish strategies and recommendations for balancing the protection and preservation of the Byway's resources with the beneficial use and enjoyment of those same resources, and;
- Establish and prioritize action plans to implement the goals of the CMP.

The Corridor Management Plan is not a decision document. It is a planning framework that documents the goals and objectives of the Byway community relative to future administration of the corridor and its resources. Enforcement of the recommended objectives, operational practices, land use controls, or regulatory procedures requires that the goals of the plan be incorporated into existing and future comprehensive land use documents that can be enforced under the provisions of Colorado's Revised Statutes.

Need

The State of Colorado requires each community or region which has been designated as a Scenic and Historic Byway to prepare and submit a Corridor Management Plan that specifies the recommended actions, procedures, controls, operational practices or administrative strategies intended to balance the maintenance of scenic, historic, recreational, cultural, archeological and natural qualities of the byway with the beneficial use and enjoyment of those same resources.

State Scenic Byways are any road or highway under State, Federal or local ownership that have been designated by the State through legislative or some other official declaration for its scenic, historic, cultural, recreational, archeological or natural qualities¹. The designation refers not only to the roadway itself, but also the corridor through which it passes. The Top of the Rockies Scenic and Historic Byway was officially designated by Colorado State Scenic and Historic Byways Commission in September of 1993.

A corridor management plan, developed with community involvement, must also be submitted for any byway proposed for National Scenic Byway or All American Road designation.

¹ Source: Federal Register

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Corridor Management Plan: Study Method

Preparation of the Corridor Management Plan was guided by the process delineated in the following table and described in the subsequent text.

Table 1 **Corridor Management Planning Process²**

Stage 1	Preliminary Planning Activities
	Apply for State Scenic and Historic Byway Designation
	Establish Byway planning group
	Establish mission and vision statements
Stage 2	CMP Plan preparation
	Prepare Intrinsic Quality Inventory
	Establish Community Attitudes
	Analyze Existing Conditions
	Establish Goals and Objectives
	Develop Implementation Strategies
	Create Action Plans
Stage 3	Implementation of the Plan
	Establish Management Entity
	Implement Action Plans
	Monitor, evaluate and update CMP

² Source: Modified from *Preparing Corridor Management Plans: A Scenic Byways Guidebook*
US Department of Transportation - Federal Highway Administration. June 1994

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Stage 1 Preliminary Planning

Application for Byway Designation

In early 1993, a group of citizens of Lake County approached Colorado's Byway Coordinator and signaled their intent to submit a proposal for a byway route extending along US Highway 24 from its intersection with I-70 at Dowd Junction, southward through the City of Leadville to its intersection with State Highway 82, and then westward to the Town of Twin Lakes. The proposed route would also include all of State Highway 91 from Leadville to Copper Mountain. (See Planning Map 01)

An ad hoc regional committee was formed, including volunteers from Lake County and the U.S. Forest Service, for the purpose of writing and presenting the application. The application received the unanimous approval of the Colorado State Scenic and Historic Byways Commission in September of 1993.

Establish Byway Planning Group

The Top of the Rockies Scenic Byway Committee (Committee) was formed under an Intergovernmental Agreement (IGA) between Lake, Summit and Eagle Counties, effective from March 29, 1995 until such time as it is terminated by written notice of any of the Counties. Under the IGA, Forest Service participation includes representation from the Pike / San Isabel, White River and Arapaho National Forests. By mutual agreement of the U.S. Forest Service and the Bureau of Land Management, the U.S. Forest Service agreed to represent the Bureau of Land Management on the Committee. Consolidation of the White River and Arapaho National Forests under a single Committee representative was confirmed through correspondence from the Holy Cross District Ranger dated January 6, 1995. Lake County agreed, by resolution, to act as the lead local agency and enter into a contract with the State of Colorado, Department of Transportation to receive and administer Federal funds administered by the State, for the purpose of developing a Corridor Management Plan, on August 21, 1995. (Appendix F: Documentation)

The IGA defines the role of the Committee as follows:

1. **COMMITTEE.** The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities unto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.
2. **PURPOSE.** The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue the acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.
3. **COMPOSITION OF COMMITTEE.** It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

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Preliminary Planning

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the US Forest Service - one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By Mutual agreement of the US Forest Service and the Bureau of Land Management, the US Forest Service will represent the Bureau of Land Management on the Committee.

A listing of participants on the Committee, along with a list of preparers of this plan is included in Appendix F: *Documentation*.

Establish Mission and Vision Statements

Upon formation, the Committee established the following mission and vision statements:

Mission Statement

It is the mission of the Top of the Rockies Regional Byway Committee to oversee the development and implementation of a Corridor Management Plan that:

- Provides a planning and management framework based on the Byway communities' vision, goals and objectives;
- Balances conservation of the Byway's intrinsic qualities with the beneficial use and enjoyment of those same resources;
- Is dynamic, continuous and adaptive;
- Provides strategic direction for long term management;
- Generates action plans for short term implementation;
- Coordinates with other planning efforts within the Byway community;
- Involves a broad cross section of stakeholders within the Byway corridor.

Vision Statement

That by the year 2006, it can be said that:

The Top of the Rockies Scenic and Historic Byway provides a memorable journey for travelers to fully experience the unique scenic, historic and recreational aspects of the spectacular Colorado high country.

The Byway, its roadways and surrounding areas are well maintained, preserved and enhanced for the enjoyment of all those who utilize them.

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Stage 2

Plan Preparation

Resource Inventory

The first task in the planning process established the current condition of the Byway corridor through an inventory of its existing transportation system, surrounding land uses, and intrinsic qualities. The establishment of a baseline allows for the assessment of current needs as well as a point of reference from which to monitor and evaluate the impacts of the planning effort over time.

Transportation System Inventory

Appendix A provides an inventory of the State and Federal Highways that constitute the Top of the Rockies Scenic and Historic Byway, as well as the proximal bicycle / pedestrian, rail, and transit components of the intermodal transportation system. Information provided includes: roadway characteristics, functional classifications, terrain types, and identified geometric deficiencies; average annual daily traffic counts, truck volumes and accident statistics; historic and anticipated growth by census tract; and roadway improvements currently contemplated in the Preferred Transportation Plan for the Intermountain Transportation Planning Region.

Land Use Inventory

Appendix B provides an historical perspective of the development patterns that resulted in today's complex land ownership matrix, as well as: an inventory of lands currently held in private, state and federal ownership; County zoning districts and Federal management prescriptions; and permitted, conditional, special and prohibited land uses along the Byway corridor. Where applicable, visual resource management objectives and special overlay districts established to protect the viewsheds and resources along the route are also identified.

Intrinsic Quality Inventory

As defined in the Federal Register, Intrinsic Qualities are those features that are considered representative, unique, irreplaceable or distinctly characteristic of an area. The six recognized intrinsic qualities are further defined as follows:

Intrinsic Resources

Historic

Encompassing legacies of the past that are discretely associated with the 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 mapped, inventoried and interpreted. They possess integrity of location, design, setting, material, workmanship, feeling and association.

Archeological

Physical evidence of historic or prehistoric life or activity that are visible and capable of being inventoried and interpreted. The scenic corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence have scientific significance that educate the viewer and stir an appreciation for the past.

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Cultural

Cultural Quality is evidence and expressions of the customs or traditions of a distinct group of people. Cultural features may include, but are not limited to: crafts, music, dance, rituals, festivals, speech, food, special events, and vernacular architecture that are currently practiced

Scenic

Scenic Quality is the heightened visual experience derived from the view of natural and manmade elements of the visual environment of the Scenic Byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and most memorable visual experience. Everything present is in harmony and shares in the intrinsic qualities.

Natural

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

Recreational

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

Intrinsic resources as well as significant viewsheds are identified, mapped and described within the text of Appendix C, while a listing of the type of resource, its significance, character and condition, associated hazards or visual intrusions, potentials for degradation, need for protection, available services or facilities, accessibility and potentials for interpretation and enhancement are catalogued on accompanying resource inventory worksheets.

Establish Community Attitudes

Appendix D documents the results of the public input and education effort associated with the preparation of the Corridor Management Plan.

The public participation process for the Top of the Rockies Scenic and Historic Byway began with strong cooperation between the planning consultant and the Regional Byway Committee. This group served as the coordinating body in the dissemination of Byway planning information and as an information conduit between the Committee and constituencies and public agencies within their individual communities.

Many public participation techniques were utilized to increase the opportunity for public involvement and promote public ownership of the Corridor Management Plan. Standard

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Plan Preparation

techniques, including press releases and public meetings, held in each of the three Byway counties, were used to provide information and solicit public input.

In addition, the public education and participation process was enhanced by the use of consensus building techniques, including but not limited to:

- Inclusion of the public in the identification, verification, and inventory of the Byway's intrinsic resources, through bus tours held for Regional Committee members and members of the public.
- Facilitation of Focus Group meetings with special interests including business owners, safety personnel (police, state patrol, sheriffs, EMS, fire, CDOT), and private industry located along the Byway
- Preparation of a digital slide presentation of the Top of the Rockies Byway resources, to allow public meeting participants to visualize the concepts of Corridor Management Planning as they pertain to specific resources and communities.
- Preparation of Byway-specific educational handouts and displays, including but not limited to: Byway definitions; purpose and need statements for the Corridor Management Plan; mission and vision statements; land ownership, land use, and resource maps, etc. to further public understanding of the planning process.
- Preparation and distribution of an "attitudinal survey" at public meetings to explore perceptions of the CMP and its potential utilization as a tool to enhance and protect the resources and viewsheds along the corridor.
- Preparation of a separate "target survey" for distribution to the general public as well as specific user groups including commuters, commercial drivers, and land owners along the route. This survey was designed to elicit specific information about how the respondent used the Byway, the respondent's perception of adverse effects or benefits associated with designation of the Byway, and the respondent's recommendations for "treatment" of the Byway: how the person would personally protect, improve, enhance, or promote the resource base within the corridor.
- Distribution of progress reports and sections of the draft Resource Inventory to Regional Committee representatives to allow for continuous review and dynamic revision.
- Facilitation of a full day Regional Byway Committee "retreat" and work session, held to discuss establishment and structure of a management entity, identify an interpretive theme, and set a tone for narrative sections of the Corridor Management Plan.

Resource Analysis

The resource analysis builds on data documented in the Transportation, Land Use, and Intrinsic Resource Inventories (Appendices A, B, and C respectively), and reviews this data within the context of the issues and concerns established in the public participation process (Appendix D), to determine where adequate protection measures are already in place, where changes to the existing condition are most likely to occur, and where resource enhancement or additional levels of protection may be desirable.

Appendix E of the CMP contains the resultant analysis, as well as recommendations for resource protection, improvements in public safety and communications, or enhancement of the overall quality of the Byway experience.

2008 Amended Introduction

Plan Preparation

Establishment of Goals and Objectives

From the input provided by the public, and the understanding of the specific resources, land uses and transportation elements of the Byway provided in Appendices A, B, C, D and E of this plan, the goals and objectives of the CMP were formulated.

Goals describe the end points or targets for the ultimate character of the Byway and its management, such as "improving the safety of the Byway for all users", or "protecting the historic resources along the Byway". Goals represent the broad, idealistic, long term desires of the community and are intended to translate the vision statement into a specific end result. Goals were established through coordination with the Regional Byway Committee, community meetings and the attitudinal survey.

Objectives are more specific and realistic as to how the overall goals will be accomplished. For example, the goal of "improving the safety of the Byway for all users" would be followed by a series of objectives such as, "increase shoulder widths to accommodate safe emergency egress from the road surface", "create and provide adequate warning for safe pullouts and overlooks", or "provide separated bicycle paths and striped bike lanes". Objectives were established through coordination with the Regional Byway Committee, focus group meetings and the target survey.

Goals and objectives of the CMP are summarized in **Section 2** of this plan.

Development of Strategies

The distinctive physical and political characteristics of each byway and the time dependent nature of long term planning defy the standardization of "cookbook" solutions for managing, funding, or marketing a byway. Solutions often require a broad range of planning tools from which to select a technique or combination of techniques tailored to the resolution of a specific issue. Flexibility, creativity and innovation are critical elements of planning in a dynamic environment.

Strategic planning establishes the menu of tools and techniques from which a Byway Management Entity can choose in order to implement its goals and objectives, resolve conflicts and reach solutions. **Section 3** of this CMP identifies strategies that may be employed for management, operations, funding, resource protection, marketing, interpretation, sign control, monitoring and evaluation of the Byway.

Creation of the Action Plan

The Action Plan prioritizes options to focus available resources on the completion of achievable objectives. The Action Plan is the key to successful implementation of the Corridor Management Plan. It incorporates the information and effort of the proceeding steps and sets a clear course of action for the first year of the Corridor Management Plan's implementation. It summarizes the objective, strategies to be employed, who is responsible for implementation, sources of funding, time lines and schedules, and products to be delivered.

Action Plans provide short term direction, and are updated on an annual basis to reflect the changing needs and goals of the Byway. The Action Plan for the first year of the implementation of the CMP is located in **Section 4** of this CMP.

2008 Amended Introduction

Stage 3 Implementation of the Plan

Actual implementation of the CMP will be the responsibility of the Byway Management Entity, once it has been formed, and is therefore beyond the scope of this plan. Strategies for implementation are included in Section 3, and provide guidance as to the range of tools available to the Management Entity.

Establish Management Entity

The first priority of the Action Plan (Section 4) is to establish the Management Entity responsible for perpetuating the goals and objectives set forth in this Corridor Management Plan. The Management Entity model selected by the Regional Byway Committee is described in Section 3: *Management Strategies*.

Implement Action Plan

The Action Plan for the first year of implementation of the CMP is identified in Section 4: *Action Plan*. Beyond the first year's action plan, it will be the responsibility of the Byway Management Entity to evaluate the previous year's performance and set priorities for subsequent action plans based on identified needs at that time.

Monitor, evaluate and update CMP

The recommended strategy for monitoring, evaluating and updating the CMP is described in Section 3: *Monitoring and Evaluation Strategies*. Monitoring, evaluating and updating the plan will be the responsibility of the Management Entity, once formed.

2008 Amended Introduction

Definitions

Technical terms associated with Corridor Management Planning are not always self explanatory. Within the context of this CMP the following definitions apply:

Byway:

Within the context of this plan, the **Top of the Rockies Scenic and Historic Byway** is referred to simply as the "Byway", the use of the upper case indicating the proper noun associated with this *specific* byway. The generic term byway is indicated in the lower case.

Corridor:

Refers to the road or highway right-of way and the adjacent area that is visible from and extends along the highway. The distance the corridor extends from the centerline of the highway can vary with the different intrinsic qualities. In some areas, topographic obstructions limit the corridor to the immediate foreground views, while in others, views can extend for miles to include distant background viewsheds.

Corridor Management Plan (CMP):

The written document that specifies the actions, procedures, controls, operational practices and administrative strategies to balance maintenance of the scenic, historic, recreational, cultural, archeological and natural qualities of the byway with the beneficial use and enjoyment of those same resources.

Intrinsic Qualities:

Within the context of the corridor management plan, intrinsic qualities are defined as the natural, scenic, historical, cultural, recreational and archeological values that are unique, irreplaceable or distinctly characteristic of the area.

National Scenic Byway Program:

Established under the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA), the Act directs the Federal Highway Administration to develop a national system of scenic byways. Funding is provided under the enhancement provisions of ISTEA. The Program emphasizes the conservation of scenic byway's intrinsic qualities in balance with tourism and other economic development activities.

Scenic Byway:

Scenic byways are special routes offering travelers access to the beautiful scenery and the historic and natural riches of our country. They provide an antidote to the monotony of linear, high speed travel; open up vistas; and introduce us to places we might otherwise pass by.

State Scenic Byway:

A road or highway under State, Federal or local ownership that has been designated by the State through legislative or some other official declaration for it's scenic, historic, cultural, recreational, archeological or natural qualities. Refers not only to the road itself, but also to the corridor through which it passes.

Viewshed:

All elements of the landscape, natural and manmade, within the range of vision from a given viewpoint.

2008 Amended Introduction

Definitions

Visual Impact:

The level of contrast of a man-made structure or activity with the surrounding, natural-appearing landscape. Natural appearing landscapes are those in which historic cultural changes are accepted and which appear to have evolved to their present state through natural processes

Visual Intrusion:

Man-made or man-created structure or activity that detracts from the integrity of or enjoyment derived from viewing an otherwise natural appearing landscape.



Top of the Rockies Scenic and Historic Byway
Corridor Management Plan

Section 2

GOALS & OBJECTIVES

Introduction

One of the most critical stages in Corridor Management Planning is the setting of goals and objectives, as they provide guidance as to how the Byway vision will be fulfilled. The following format was used to define the goals, justification, objectives and actions for accomplishing the vision.

Format

1) Set Goals

Goals describe the end points or targets for the ultimate character of the Byway and its management, such as "improving the safety of the Byway for all users", or "preserving the intrinsic resources along the Byway". Goals represent the broad, idealistic, long term desires of the community and are intended to translate the vision statement into a specific end result. Goals for the Top of the Rockies were established through coordination with the TOR Board of Directors community and focus groups and responses to visitor surveys.

2) Document Statements of Significance

Statements of significance provide insight into the existing condition and justification for setting the goal, as well as constraints that must be overcome. Statements of significance were documented from public comment into the planning process.

3) Formulate Objectives

Objectives are more specific and realistic as to how the overall goals will be accomplished. For example, the goal of "improving the safety of the Byway for all users" would be followed by a series of objectives such as, "increase shoulder widths", "provide safe pullouts and overlooks", or "provide separated bicycle paths". While the goals of the CMP will remain relatively constant over the life of the plan, objectives will be subject to constant flux as needs change or as conflicts are resolved. Objectives were established through coordination with the TOR Board of Directors, public meetings, focus group meetings and responses to surveys.

4) Establish Actions

Actions provide specific recommendations as to steps that should be taken in order to meet the stated objectives, and act to identify partners who should be involved in accomplishing the identified task. For example, the objective of... "provide safe pullouts and overlooks" would be followed by actions such as, "work with CDOT to identify, inventory and evaluate the safety and accessibility of existing emergency pullouts..." and, "work with CDOT to review potential locations for new pullouts ...".

Due to budgetary and time constraints, not all recommended actions can be performed immediately or simultaneously. TOR will be responsible for the selection and prioritization of specific actions that focus available resources on the attainment of achievable tasks, within a specific timeline and budget. This task will be accomplished through the creation of an Action Plan, which will be updated and revised on an annual basis.

Goals

Goals toward fulfilling the vision of the Byway are:

- **To improve the safety of the Byway for all users**
- **To protect and preserve the intrinsic resources and viewsheds of the Byway**
- **To ensure the continued beneficial use and enjoyment of the Byway's resource base**
- **To enhance existing resources and user facilities along the Byway**
- **To provide interpretation of the Byway's resources**
- **To market the Byway and its resources to the benefit of local economies**
- **To incorporate the goals of the Byway into long range planning decisions within the Byway communities**
- **To form beneficial partnerships within the public and private sectors**

Objectives

Goal: To improve the safety of the Byway for all users.

Statements of Significance:

1) *The most commonly expressed concern heard during the public input stage of the planning process was for the safety of all Byway users (See Appendix D). Issues and concerns were principally related to:*

- *the diversity of speed between "gawking tourists" and "kamikaze commuters";*
- *limited passing opportunities;*
- *lack of adequate shoulder and lane widths;*
- *lack of turn-around areas for large emergency vehicles;*
- *deteriorating road surface conditions;*
- *limited, poorly signed or unsafe pullouts;*
- *conflicts between motorists and bicyclists;*
- *lack of facilities to promote safe bicycle / pedestrian travel;*
- *travel in excess of posted speed limits;*
- *insufficient enforcement presence;*
- *inadequate emergency communications (call boxes etc.);*
- *lack of a common emergency frequency for EMS coordination;*
- *high occurrence of single occupancy vehicles;*
- *seasonal maintenance and safety issues (winter white outs etc.).*

2) *Respondents to the attitudinal survey rated safety as either the first or second CMP priority in all three Byway communities. Participants in the Aspen Byway extension community assessment in 2006 ranked safety the first CMP priority.*

3) *Respondents to the Target Survey listed the number one benefit derived from the Byway as being... "More traffic will encourage needed improvements to be made to the road". (See Appendix D).*

3) *The target survey also asked respondents to expend an imaginary budget on improvements to the Byway. The top two items were safety related: 1) Eliminate unsafe pullouts and add safe ones (21% of total budget) and, 2) Improve safety for bicyclists (17% of total budget).*

4) *Well designed pullouts, with adequate forewarning of their location were seen as an incentive for visitors to travel at the posted speed limit while in the traffic flow, and to leave the road surface to take photographs, view wayside exhibits or access recreational opportunities (as opposed to slowing down or stopping in the middle of the road to take a picture, as is sometimes the case). Decreasing the disparity between the travel speed of tourists and commuters was viewed as a critical step in increasing public safety.*

5) *The Colorado Department of Transportation (CDOT) lists the geometric deficiency ratings of Highways 24 and 91 at 10 to 12 feet (See Tables 4 - 11, Appendix A). The deficiency rating quantifies the difference between the existing lane and shoulder width and the CDOT minimum design standard. The high ratings assigned to the Top of the Rockies Scenic and Historic Byway are indicative of inadequate shoulder and/or lane widths.*

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Improve Safety

6) *Based on a 1991 analysis of regional transportation capacities, the Colorado Department of Transportation identified sections of Highways 91 and 24 as being "moderately to severely" congested in their current condition. By the year 2015, CDOT predicts as many as 400,000 to 500,000 persons may be competing for the already limited space on the transportation system during peak periods*

7) *Both Highway 24 and Highway 91 are designated as Hazardous Material Transportation Routes.*

Objectives:

1. Widen lanes and shoulders, add passing lanes.

Actions

Continue to support local county efforts to implement geometric safety improvements, reconstruction projects and passing lane additions along the Byway. In 2002, CDOT extended the shoulders one to two feet along Highway 24 south of Leadville. The 2020 State Transportation Improvement Plan (STIP) has funded a project to extend the shoulders from 12th Street in Leadville to the base of Tennessee Pass on Highway 24. The project will begin in 2005 and will be completed in three phases on alternate years to be completed in 2009. The 2030 STIP includes a project to extend the shoulders and construct a passing lane from the base to the top of Tennessee Pass. Final funding for the 2030 has not been determined.

2. Increase the number of safe pullouts and vehicle turn-arounds

Actions

Work with CDOT to identify, inventory and evaluate the safety and accessibility of existing emergency pullouts along the Byway. Identify those that would provide safe access and attractive views for use as scenic overlooks or interpretive areas.

Work with CDOT to ensure that scenic pullouts are clearly marked and signed well in advance to channel tourists to safe overlooks rather than emergency pullouts which may not be safe for their use.

Work with CDOT, landowners and jurisdictional agencies to review potential locations for new pullouts and overlooks that highlight and showcase the intrinsic resources of the Byway and which can be accessed and utilized safely.

Work with CDOT and state and local emergency medical and enforcement groups to determine where large vehicle turn-around areas are needed, and actively pursue funding for their creation.

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Improve Safety

3. Increase Emergency Communications Capabilities

Actions

Work with CDOT, local Counties and utility carriers to increase the number of Emergency Call Boxes as well as signage indicating their location along the Byway.

Create and distribute Byway mapping identifying the location of emergency phones, hospitals, police departments, fire departments and other emergency services. Provide phone numbers for any calls not accessed through the existing 911 system.

Work with local and State law enforcement, CDOT, local fire departments, rescue teams and ambulance crews to promote the institution of a common frequency for emergency response services coordination within the three Byway Counties.

Work with local cellular phone providers to seek to eliminate cellular "dead spots" along the corridor.

Work with CDOT to provide information boards at both intersections with Interstate 70 to inform travelers of road conditions on Highways 24 and 91 during those times when Vail Pass is closed due to adverse weather. Conditions can sometimes be worse on the Byway than on the Interstate, even though it remains open when Vail Pass has been closed.

Work with local counties, CDOT and private industry to establish an AM Radio Station which can broadcast standard Byway message and/or emergency information to the traveler en route.

4. Increase Bicycle / Pedestrian Safety

Actions

Work with the US Forest Service and trail planners in Lake, Summit and Eagle Counties to promote the funding and completion of a Tri-County, separated bicycle trail interconnect over Fremont Pass, Battle Mountain and Tennessee Pass.

Monitor the efforts of the State Parks Department and the Heart of the Rockies Historic Corridor Committee in their attempt to rail bank the Southern Pacific "Tennessee Pass" rail corridor for possible conversion to a rail/trail in the event of abandonment. The corridor closely parallels US Highway 24 from its intersection with Highway 82 east of Twin Lakes to its intersection with Interstate - 70 at Dowd Junction, providing a separate corridor for non-vehicular travel.

Coordinate with CDOT to ensure that any planned improvements or reconstruction of highways on the Byway include adequate paved shoulder width, striping and signage to safely accommodate use by bicyclists and pedestrians

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Improve Safety

5. Increase Transit opportunities to reduce congestion

Actions

Work with employers and transit providers to seek incentives to get more people to ride in fewer vehicles to reduce the number of vehicles on the roadway, especially during the morning and evening commuter rush hours.

Monitor efforts by the Colorado Department of Transportation to establish commuter rail service between Leadville and Minturn, paralleling US Highway 24.

Encourage the expansion of existing Inter-County Public Transit

6. Improve traffic flow and reduce congestion during peak periods.

Actions

Encourage local truckers and commercial haulers to avoid peak commuter transit times.

Utilize Byway brochures, presentations, audio tours, mapping etc. to encourage tourists to travel during non-peak traffic periods, or to travel in a direction counter to the heaviest commuter traffic flow.

7. Increase the Law Enforcement Presence

Actions

Support State and local law enforcement Agencies in seeking an increase in personnel and equipment to adequately patrol the roads of the Byway.

8. Increase the knowledge base on Byway usage

Actions

Work with CDOT to install permanent traffic counters at strategic locations along the Byway to monitor changes in utilization, peak utilization periods and baseline conditions for evaluation and future planning.

9. Improve intersections with the Byway

Actions

Work with CDOT to inventory and initiate the improvement of dangerous intersections with the Byway to include but not limited to: the installation of acceleration / deceleration lanes; increasing of line of sight distances; and improving the angle entrance to the Byway as appropriate.

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Improve Safety

10. Improve road surface conditions on Highways 24 and 91.

Actions

Actively petition CDOT, in partnership with local counties, to continue to regrade road sections in the vicinity of the Hornsilver Campground between Redcliff and the Homestake S-bend and on Highway 91 south of Copper Mountain to eliminate dips and heaves; widen to accommodate shoulders and a passing lane. CDOT has resurfaced Highway 24 from West Tennessee to Minturn.

Actively continue to petition CDOT, in partnership with local counties, to eliminate frost heaves on U.S. 24 below Mitchell Creek in Eagle County and in the vicinity of the West Tennessee Creek Crossing south of Sylvan Lakes in Lake County, as well as at the base of the Storke Curve on Highway 91 below Climax.

11. Increase the presence of Guard Rails where appropriate

Actions

Work with CDOT to implement the installation of guard rails on Highway 91 along Tenmile Creek.

Goal: To protect and preserve the intrinsic resources and viewsheds of the Byway

Statements of Significance:

1) *Protection of the Byway's resources was listed as the number one or number two priority on the attitude survey at all three public meetings. Participants in the Aspen community assessment identified protection of the Byway's resources as the number two priority.*

2) *Some level of resource protection already exists on all segments of the Byway.*

County zoning and other land use controls are currently in place for all incorporated and unincorporated private lands adjacent to the Byway. In addition to general zoning designations, Lake County has a collateral layer of land use control in the form of a Scenic Conservation Overlay District, and Pitkin County has a Scenic View Protection Area, which provide an additional level of aesthetic control for specified sensitive viewsheds along the Byway.

Majority federal land ownership within the Byway corridor offers tangible protection of Byway resources. All U.S. Forest Service and Bureau of Land Management land is subject to applicable agency management plans and visual quality standards.

The balance of public lands along the Byway are under the administration and protection of the State of Colorado, the Bureau of Reclamation and the US Fish and Wildlife Service.

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Protection

3) *The efforts and focus on protection activities in the creation of the CMP are strategic in nature. A thorough undertaking to acquire or otherwise secure real properties and to implement the protection and preservation objectives and strategies set forth within this document will require prioritization by TOR in the form of Action Plans, and would necessitate, at a minimum:*

a) a site specific analysis of lands along the Byway, assessing the protection needs and appropriate protection methodologies with respect to all lands proximate to the byway, and;

b) extensive public involvement, including an educational component and an opportunity for input into decisions regarding protection priorities and methodologies.

4) *Once a site specific protection plan has been created, funds may be required for implementation of the plan. This is particularly true with respect to any plans that involve the direct acquisition of lands or conservation easements.*

5) *A critical element of any land protection undertaking is to assure that the public is fully aware of the area's resources and their need for protection. In the case of a byway, this is true not only for the visiting public, but for those who live along the byway. The byway will be adopting an interpretive plan for the education/information of those who travel the Byway.*

6) *A significant element in the protection of the Byway is seeking to assure that development that takes place along the Byway does not detract from the intrinsic values of the Byway. Virtually anyone developing land along the Byway would, all things being equal, desire to have their development appear harmonious with the Byway. When this does not occur, it is frequently because the developing party either did not know what could be done to promote such harmony, or could not justify the expense of designing and building in a harmonious fashion. One way to resolve this issue is to create design guidelines that set forth principals of development that are consistent with protection of Byway resources.*

7) *There are numerous private and governmental agencies that are conducting activities in the vicinity of the byway. These include, without limitation, the Environmental Protection Agency, U.S. Forest Service, the Bureau of Land Management, the Bureau of Reclamation, Utility Companies, and the Colorado Department of Transportation. The activities of these and other agencies can affect the integrity of the Byway.*

8) *The Corridor Management Plan is not a government enactment, and therefore does not have the force of law. Coordination with other governmental planning efforts is critical to assure that the goals and objectives of the CMP are reflected in jurisdictional plans and land use enactments.*

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Protection

Objectives

- 1) To ensure that the resource protection goals of the Byway are considered in all Byway related land use decisions.**

Actions

Coordinate with the land management agencies as to the plans and needs of the Byway, and become actively involved in the periodic updates and amendments of the various management plans.

Coordinate with jurisdictional entities to ensure that their activities are consistent with the protection of Byway values.

Coordinate with comprehensive planning efforts, including but not limited to: the Tenmile Basin Comprehensive Plan; the Eagle River Watershed Plan; Aspen, Eagle, Lake and Summit County's Comprehensive Plans; Minturn and Leadville's Comprehensive Plans; Forest Service and BLM Resource Management Plan revisions; the Upper Arkansas Watershed Council; the Upper Arkansas Headwaters Corridor Management Plan; Independence Pass Foundation; and with the Lake County Open Space Initiative, Pitkin County Open Space and Trail Program, and the Summit County's Open Space Program .

- 2) To preserve the visual integrity of the Byway**

Actions

Recommend the incorporation of Scenic Conservation Overlay Districts along the Byway as part of future County open space and comprehensive land use planning efforts.

Recommend the Forest Service create a special scenic byway management area pursuant to Category 4.21 of the amended Forest Management Plan.

Recommend the BLM create a special scenic Byway management area on their lands adjacent or proximal to the Byway.

- 3) To preserve the historic structures and features of the Byway**

Actions

Work with State, Federal and local historical groups to identify and inventory historically significant structures or features along the Byway that are deserving of protection on the National Historic Register, and seek the appropriate designation.

Partner with private landowners to help them preserve structures or features on private lands.

Inform the public of the historic significance and need for protection of selected sites through such media as brochures, audio and video tours, plaques, interpretive signage and wayside exhibits.

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Protection

4) To perpetuate site specific Protection Planning and Implementation

Actions

Work with local planning and zoning boards, open space groups and federal land administrators to perform a site specific analysis of lands along the Byway, assessing the protection needs and appropriate protection methodologies with respect to all lands proximal to the Byway.

Provide the opportunity for public involvement, including an educational component and an opportunity for input into decisions regarding protection priorities and methodologies on a case by case basis.

Prioritize the application of specific protection/preservation responses as Action Plans, determine who will be responsible for implementing the action, how it will be funded, who is responsible for long term operations, maintenance, and administration etc.

Attempt to obtain such funding through Federal Highway funds Great Outdoors Colorado, and other sources as necessary to fund planning, procurement of easements and leases or implementation of other methods of protection.

Work with landowners to seek mutually beneficial means of protecting Byway resources.

5) To Increase public knowledge and awareness of the need to protect the Byway's resources.

Actions

Work with jurisdictional agencies; the Colorado State Historical Society; local Chambers of Commerce, historic societies and organizations; private landowners; and the interested public to provide wayside exhibits, interpretive signage, maps and informational booklets that describe the significance of natural, cultural, scenic and historic resources of the Byway, and the need to respect and protect them.

Provide instruction on the need and methods of protecting the Byway's resources to Chambers of Commerce and visitor center staff, campground hosts, interpreters and local business owners who will be in direct contact with Byway users.

Include the "protection message" in all audio and video tours and public presentations.

Work with CDOT to design and post a Byway wide symbol for identifying sensitive habitats or environments (e.g. wetlands), delicate historical structures and features or other resources in need of protection.

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Protection

- 6) **Work with existing land trusts. Where appropriate, the Board may support conveyance of land or portions of the associated bundle of rights.**

Actions

Work with open space councils, landowners, jurisdictional agencies and the public to identify or modify land, tenure adjustment of parcels of land deemed critical to protecting and preserving the resources of the Byway or enhancing the Byway users' safety, access to recreational opportunities, convenience and quality of experience.

Goal: To ensure the continued beneficial use and enjoyment of the Byway's natural resource base

Statements of Significance

- 1) *The communities along the Top of the Rockies Byway depend heavily on their ability to make beneficial use of the areas rich natural resources in order to sustain their economies and employ their populations. The use of the National Forest lands to support Ski Area operations, for example, provides direct, indirect, and service oriented employment to a large segment of the surrounding population. Mining and other extractive industries, while not the driving economic force they were as little as two decades ago, still provide raw materials for the nation, and employment, tax base and spin-off benefits to the local economies.*
- 2) *The Byway's interpretive theme... "where the history of the west and its natural resources are showcased within a living, working landscape", was selected to reflect the fact that the Byway passes through a dynamic, "working landscape", where the natural resource base has been utilized and put to work for the benefit of man. Much of the character of the existing Byway communities was forged through this working relationship with the land. Preservation and protection of the Byway's resources were considered to be important issues to the public, but not if they come at the expense of their ability to derive enjoyment and beneficial use from the resource base. Balance is considered to be the critical element of the CMP.*
- 3) *In many locations along the Byway, access to recreation and other resources and amenities rests on lands where changes in ownership or land use could preclude future access. Protection of access to public lands was a clear priority.*
- 4) *It was suggested that the Corridor Management Plan should not create an additional layer of bureaucracy and permitting that stands in the way of development, but rather, be a consideration of existing land use regulations.*

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Ensure continued beneficial use

Objectives

- 1) To coordinate activities with federal land agencies to secure access to public lands and recreation.**

Actions

Work with the U.S. Forest Service, BLM or other federal land agencies to critical access to public lands and recreational opportunities, such as trailheads to Mayflower, Clinton and Searle Gulches, where changes in ownership or land use could limit future access.

Work with federal, state and local jurisdictional agencies to actively pursue and promote recreational easements and land tenure adjustments that reconfigure public lands along the Byway in a manner that helps preserve access to Byway resources and recreation.

- 2. To create partnerships with private industry and landowners to reach balanced solutions.**

Actions

Seek to identify and promote innovative, non-regulatory solutions to Byway resource issues where applicable. Involve private industry and landowners in discussions and negotiations in an attempt to resolve issues early in the decision making process.

Provide private industry with notice of any activities affecting the Byway, and invite them to participate in such activities.

- 3) To avoid the creation of an additional layer of bureaucracy.**

Actions

Work with the local municipalities, Counties and federal agencies to incorporate the goals and objectives of the Byway into existing and future comprehensive land use planning rather than adding a new layer of bureaucracy.

Goal: To enhance existing resources and user facilities along the Byway

Statements of Significance

1) Target survey responses indicated that the public placed a high priority on adding more amenities, including picnic tables, restrooms, emergency phones, landscaping and interpretive signage along the Byway. (Appendix D, Target Survey, question #7).

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Enhancement

- 2) *One of the most commonly heard concerns during the public participation segment of the planning effort was the lack of adequate forewarning of upcoming services, attractions, pullouts or rest areas along the Byway.*
- 3) *The lack of litter barrels or the identification of an entity responsible for litter control and maintenance of existing pullouts was of public concern.*
- 4) *Traveler information is available within the boundaries of the individual communities and counties along the Byway, but there is no single document that provides a directory of attractions, sights and services over the entire length of the corridor.*
- 5) *Minimal protection exists for historic resources outside of the four designated historic areas.*
- 6) *The significance of the headwaters of the Arkansas River and the Continental Divide is not reflected in signage or information available along the Byway.*
- 7) *Unsightly accumulations of trash and abandoned vehicles, utility towers, and other man created visual intrusions were considered an eyesore and a detraction from the otherwise natural appearance of the Byway.*
- 8) *The Preferred Transportation Plan for the Inter-Mountain Transportation Planning Region identifies the Leadville area as needing a roadside rest area.*

Objectives

1) **To increase informational and directional signage**

Actions

Work with the individual communities and federal land owners along the Byway to identify those attractions, pullouts, resources or viewsheds that they would like to showcase.

Work with CDOT to design, create, fund and install tourist oriented directional signage in compliance with State and Byway sign ordinances.

2) **To improve and expand roadside rest facilities.**

Actions

Work with CDOT to identify existing roadside rest stops and determine the feasibility of improving services to include such amenities as; picnic tables, restrooms or portable toilets, and call boxes. - actively pursue funding for identified improvements to existing rest areas.

Work with CDOT and local communities to determine the most appropriate locations for new roadside rest facilities along the Byway. Identify potential public and private sector partners along the corridor who control lands necessary for the construction of rest area facilities outside

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Resource Enhancement

of the highway right-of-way - solicit donation or negotiate purchase of necessary lands.

Design infrastructure and landscape elements to support the desired end use - seek funding through the existing Federal Highway funds budget or from outside sources to implement planning, materials acquisition and construction.

3) To create partnerships to construct and maintain Byway facilities.

Actions

Identify and solicit the participation of partners from both the public and private sectors to help construct and maintain roadside rest facilities.

4) To clean up visual intrusions along the Byway

Actions

Seek enforcement of existing community trash ordinances along the Byway where applicable.

Organize local cleanup efforts, "Adopt a Byway" programs or provide support (funding assistance, reduced dump fees, volunteer labor etc.) for landowners in need of assistance in the voluntary cleanup of their properties along the Byway.

Work with local jurisdictional agencies to control the placement and appearance of new above ground utilities, power poles, transmission towers or other man built intrusions on the natural landscape. Encourage underground placement or topographic screening from the viewsheds of the Byway wherever possible.

Encourage enforcement of existing health, safety and welfare ordinances along the Byway corridor.

Goal: To provide interpretation of the Byway's resources

Statements of Significance

1) *The corridor surrounding the Byway has a great number of historical and natural features that would be of interest to the visitor and local user alike, but which may not be obvious or may require interpretation to fully understand and appreciate.*

2) *Many elements of the "living, working landscape" that define this particular Byway seem in sharp contrast to the natural setting in which they occur. Areas in which mining occurred or still occurs, for example, may appear as random destruction of the physical environment, with little or no redeeming value. For many people, an understanding of the process by which the minerals were*

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Goals and Objectives

Goal: Resource Interpretation

located, mined and processed, helps to soften the impact and create an appreciation of the massive human effort that goes into the creation of the simplest paper clip, or the complex technologies that allow the space shuttle to fly.

3) Interpretation of the full cycle of the mining process, from initial discovery to reclamation, helps to explain that the mining practices of the past are no longer acceptable, and that reclamation efforts currently underway will eventually soften the visual impacts left behind.

4) Interpretive planning within the context of this Corridor Management Plan is strategic in nature, and is not intended to provide specific details on the acquisition, funding or construction of any one interpretive display or exhibit. Creation of a site specific interpretive plan could be a future action plan if prioritized by the TOR Board of Directors.

Objectives

- 1) **To perpetuate the interpretive planning effort.**

Actions

Utilize the Interpretive Management Plan to prioritize sites for interpretation, select strategic interpretive tools to be used, estimate associated costs, and identify potential participants in the funding, construction, operation and maintenance of the project.

- 2) **Cooperate with local organizations and entities that provide visitor information regarding interpretive sites.**

Actions

Work with public and private entities in all four counties that provide visitor information to display and distribute Byway material and paraphernalia.

- 3) **To provide interpretive signage and wayside exhibits at specified points along the Byway.**

Actions

Work with the Byway Counties, BLM, US Forest Service, State Historical Society and CDOT to establish a standard format for signage and/or wayside exhibits placed along the Byway, in order to promote continuity of appearance, theme and predictability, regardless of jurisdiction.

Review existing BLM, Bureau of Reclamation (BOR) and USFS interpretive plans to determine where public / private partnerships can be formed and where redundancy of effort can be eliminated.

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Goals and Objectives

Goal: Resource Interpretation

Identify private sector partners, such as Freeport McMoran, who share the desire to "tell the story" of the presence and historical use of the vast natural resource base along the living, working landscape of the Byway.

Utilize the Top of the Rockies Interpretive Management Plan (See objective 1) to prioritize selected projects as *Action Plans* within the CMP; seek funding for implementation.

- 4) **To develop additional interpretive booklets, maps, brochures, and video tours for distribution and/or sale**

Actions

Identify the desired media for telling the Byway's story, prioritize as an *Action Plan* and seek funding and partners in the development and distribution of the product.

- 5) **To provide information and training on Byway resources to local businesses, employees, campground hosts, Chamber of Commerce staff and others who have direct contact with the traveling public.**

Actions

Work with local Chambers of Commerce, US Forest Service staff, local Colleges and other educational facilities, the State Historical Society and local historic preservation groups to establish workshops for the purpose of educating the local populace as to the natural and historic resources that exist along the Byway, and the most effective tools and techniques for passing that knowledge on to visitors.

Work with local Chambers of Commerce and businesses to provide training on the Byway utilizing the State of Colorado training program.

- 6) **To provide the traveling public with audio interpretive information en-route.**

Actions

Produce an audio tour, mapped and keyed to safe visitor overlooks and pullouts, that informs the traveler of the natural or historical significance of the visual landscape that spreads before them.

Work with private venture partners to establish an AM radio transmitter capable of broadcasting Byway interpretive messages along specific sections of the Byway.

Goal: **To market the Byway and its resources to the benefit of local economies**

Statements of Significance

- 1) *Marketing is the tool by which awareness of the resources and attributes of the Byway is disseminated in an effort to encourage public use of the roadway and increase the*

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Goals and Objectives

Goal: Byway Marketing

utilization of businesses along the route. While many of the techniques for marketing and interpreting the Byway tend to overlap, marketing efforts are primarily aimed at attracting the visitor to the corridor, whereas interpretive techniques are typically employed on site, once the visitor is here.

2) *Where interpretive topics tend to center around translating natural and historic elements of the Byway into experiences that everyone can understand and enjoy, marketing themes are far broader, and appeal more to the travelers emotions and sense of exploration. Examples of marketing attributes of the Top of the Rockies National Scenic and Historic Byway include, but are not limited to:*

- *Access to a wide array of high quality, year-round recreational opportunities;*
- *Abundant snowfall: world renown skiing and winter sports activities;*
- *Clean mountain air, abundant sunshine and temperate summer climate - relief from the summer heat;*
- *Unique features, such as the highest peaks in the American Rockies, two crossings over the Continental Divide, the highest incorporated City in the US, the highest airport in North America, headwaters of two of the Nations mightiest rivers etc.;*
- *Historical significance, including six national historic areas, the National Mining Hall of Fame and Museum, Wheeler/Stallard Museum, numerous National Register of Historic Places buildings and sites, ghost towns, and numerous opportunities for "hands on" exploration of the historic landscape;*
- *Numerous lakes, streams and rivers and water based recreational opportunities;*
- *Abundant watchable wildlife, hunting and fishing opportunities;*
- *High altitude, rugged mountain backdrops and spectacular high country vistas;*
- *Roadways that lend themselves to the sense of exploration and adventure;*

3) *As each community along the Byway has different needs for marketing and de-marketing their segment of the roadway, the marketing segment of the CMP is strategic in nature, providing a common set of tools and techniques that can be applied to each community's specific needs within the overall goal statements and objectives of the plan.*

Objectives

- 1) **To gain a better understanding of who is using the Byway, and whether their needs are being met.**

Actions

Work with local Chambers of Commerce, U.S. Forest Service, museums and others who track visitor numbers and comments along the Byway, to establish a local data base of existing uses and observations.

Gather state and regional tourism data from CDOT, tourism offices, travel or mountaineering clubs, universities, automobile clubs etc.

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Goal: Byway Marketing

Update Byway visitor surveys by distributing surveys, conducting interviews, and establish comment logs at locations frequented by travelers to determine visitor perceptions of the Byway and its level and quality of services. Facilitate focus group meetings to identify local perceptions of the benefits and drawbacks of the Byway.

- 2) To identify, in partnership with public and private businesses and organizations, "target markets", where limited marketing dollars can be most effectively spent.**

Actions

From the data generated in the market research effort, identify those market segments or gateways to markets, such as travel writers, travel

agents, transportation providers or travel associations that are most likely to respond to the Byway message and accept the invitation to explore the Top of the Rockies National Scenic and Historic Byway.

- 3) To create the necessary tools to effectively market the Byway**

Actions

Continue to apply for grant funding to produce and reproduce the educational materials, lure brochures, tracking devices, identifying logo etc. that carry the Byway message and the invitation to come and explore the resources and pleasures of the Byway.

Partner with existing marketing efforts where possible to include the Byway message in their current and future brochures, press releases, flyers, fact sheets, advertisements, Internet home pages, telephone information lines, information packets etc.

Generate Byway specific marketing tools, such as audio and video tours, self guided tour booklets, information packets, brochures, signage, events, service directories and sale products, such as T-shirts, hats, posters, maps etc.

- 4) To provide the vehicle through which the Byway message can be delivered to potential visitors and Byway users**

Actions

Work with state, regional and local visitor centers to display and distribute Byway brochures and other promotional materials.

Work with private industry and CDOT on coordinated efforts that jointly advertise all of the byways of Colorado, such as the Colorado State Highway map, the *Discover Colorado* brochure, Total Petroleum's "*Best of Summer*" marketing piece, Rand McNally, AAA, Fodors, or video's produced for television showcasing all of the State's Scenic and Historic Byways.

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Goals and Objectives

Goal: Byway Marketing

Work with local Chambers of Commerce and educational institutions to provide training sessions for businesses and employees, to disseminate the Byway message and gather user input.

Prepare displays and promotional information for exhibition at trade shows, travel conventions, and at high profile locations where travelers tend to congregate, such as the Copper Mountain Resort, Wheeler/Stallard Museum or the National Mining Hall of Fame.

Develop a listing of travel and feature writers, media contacts and publications through which articles, event calendars, press releases, pitch letters etc. can be channeled to reach the interested public.

- 5) **To track and evaluate the effectiveness of the marketing tools and vehicles for distribution, and revise and refine as necessary.**

Actions

Periodically evaluate and update the marketing program based on responses from user surveys, focus group meetings, interviews, comment logs, number of "hits" on the Internet page, changes to the level of utilization or activity along the corridor or other indices of the effectiveness of the current message and method of delivery.

Goal: **To incorporate the goals of the Byway into long range planning decisions within the Byway communities**

Statements of Significance

1) *The Corridor Management Plan is not a government enactment, and as such does not have the force of law. Only by coordinating with governmental planning efforts can the Byway Management Entity ensure that the goals and objectives expressed in the Corridor Management Plan are reflected in government plans, and, if applicable in government land use enactments.*

2) *Current and future planning efforts that could impact the resources of the Byway include, but are not limited to:*

- *Periodic revisions of the White River, Arapaho and Pike / San Isabel National Forest Land Management Plans.*
- *Periodic Revision of the BLM's Royal Gorge Resource Area, Resource Management Plan.*
- *The current effort to produce a comprehensive plan for the Tenmile Basin along Highway 91 in Summit County.*
- *The Eagle River Watershed Plan along Highway 24 in Eagle County*
- *Current revisions to The Land Use Plan for the Town of Minturn,.*
- *The Leadville and Lake County Comprehensive Plans.*
- *Current efforts of the Summit County Open Space Program*
- *Current efforts of the Lake County Open Space Initiative*
- *Current efforts of the Eagle County Open Space Program*

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Incorporation of Byway Goals

- *Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) reclamation work under the EPA in both Eagle and Lake Counties.*
- *Periodic updates of the Bureau of Reclamation's operating plan for the Twin Lakes Dam and Mount Elbert Power Plant*
- *State Transportation Improvement Plans under CDOT direction.*
- *Operations and reclamation planning at the Climax Mine.*
- *Resort planning for expansion of the Vail and Copper Mountain Ski Areas.*

Objectives

- 1) **To foster coordination between the Byway, State, local, and Federal planning efforts in order to ensure that the goals of the Byway are considered in land use policies and decisions.**

Actions

Provide all local, state and federal agencies that have jurisdiction along the Byway with a copy of the draft CMP for their review and comment, as well as a revised final document for their records.

Update the land management agencies on the plans and needs of the Byway, and become actively involved in the periodic updates and amendments of the various management plans.

Coordinate with jurisdictional entities to ensure that their activities are consistent with the protection of Byway values.

Coordinate with local planning efforts: Tenmile Basin Comprehensive Plan; Eagle River Watershed; Leadville and Lake County's Comprehensive Plan update; Eagle County; and with Summit County's Open Space Program.

Goal: **To form beneficial partnerships within the public and private sectors**

Statements of Significance

1) *The Corridor Management Plan is not a government enactment, and as such, does not have the force of law. Only through coordination with and the cooperation of governmental entities and political subdivisions can the goals of the CMP become enforceable.*

2) *Reaching all of the goals of the CMP is too great a financial burden for the TOR Board of Directors to accomplish alone. Successful implementation will require the cooperation and the pooling of resources of stakeholders along the Byway, including land owners, private industry and jurisdictional agencies.*

3) *The public has indicated the desire to seek innovative, non-regulatory land use solutions wherever possible, that involve landowners, private industry, public agencies and the general public as partners rather than adversaries in the decision making process.*

2008 Amended Goals and Objectives

Goals and Objectives

Goal: Form Partnerships

Objectives

- 1) To seek out partners within the private sector for whom the protection and enhancement of the Byway is mutually beneficial.**

Actions

Seek the formation of partnerships with landowners, private industry, conservation and preservation organizations, Chambers of Commerce, businesses and other private sector stakeholders along the Byway for the purpose of pooling available resources for mutually beneficial protection or enhancement projects along the corridor.

Institute a "Friends of the Byway" program to strengthen local ownership of the Byway and the goals of the CMP.

Seek out businesses and other private organizations for whom the Byway represents a marketing asset and institute joint marketing and promotional efforts.

Seek to couple Byway related promotional events with existing industry or community events to allow for the pooling of resources and joint advertising as well as community awareness and pride in the Byway.

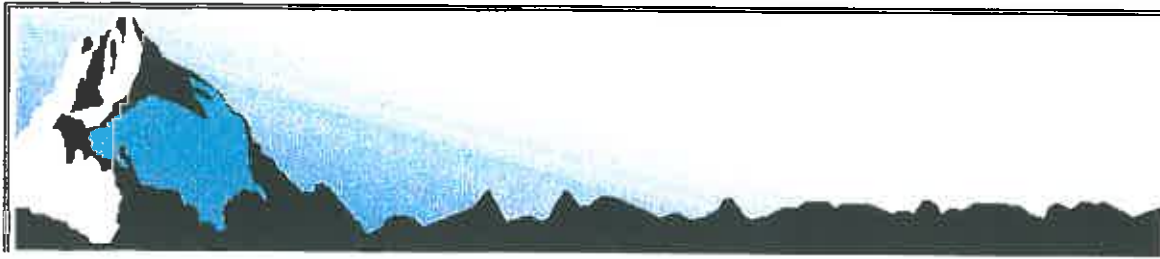
- 2) To seek out partners among those agencies and political subdivisions with jurisdiction along the Byway corridor, for whom the protection and enhancement of Byway resources is of mutual benefit.**

Actions

Seek the formation of public/private ventures (PPV's) with the US Forest Service, Bureau of Land Management, Upper Arkansas Headwaters Recreation Area, Bureau of Reclamation and other federal agencies for the purpose of funding action plans involving or affecting federally owned lands.

Seek the formation of partnerships with the State Land Board, Colorado Department of Transportation, Colorado Division of Parks and Recreation, State Historical Society and other State agencies for the purpose of funding action plans involving State owned lands.

Seek the formation of partnerships with participating Byway Counties and municipalities for the purpose of funding action plans involving or affecting locally owned lands, and to provide a source of matching funds or in-kind services to facilitate the acquisition of mutually beneficial grant funding.



Top of the Rockies Scenic and Historic Byway
Corridor Management Plan

Section 3

STRATEGIES

Introduction

Corridor Management Planning is dynamic and iterative in nature. Innovation and flexibility are critical to meeting the constantly changing needs, political realities and desires of the Byway communities. As such, there are no "cookbook" solutions that apply to all circumstances or work for all byways. The development of strategies to implement the goals and objectives of the Corridor Management Plan is a continuing process, that builds on the experiences, successes and failures of the past, refines and updates techniques, and responds to changes over time.

Strategies form the toolbox from which individual tools and planning techniques can be extracted, in various combinations, to fit the challenges of a specific issue or conflict. There are several distinct reasons for addressing such strategic tools in the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions. A second is to allow the public and others involved in the process to express opinions regarding which tools and approaches may be effective and acceptable for dealing with Byway issues. Finally, drawing from the same "tool box" allows for a level of continuity in problem solving techniques over the length and jurisdictional boundaries of the Byway.

The Byway Management Entity will review implementation of strategies regularly to gauge their effectiveness and determine if changes are needed.

Presented within this section of the Corridor Management Plan are strategies for managing, protecting, preserving, funding, interpreting, marketing, controlling signage, monitoring and evaluating the Byway.

Background

The Top of the Rockies National Scenic and Historic Byway (TOR) was formed under an Intergovernmental Agreement (IGA) between Lake, Summit and Eagle Counties, effective from March 29, 1995 until such time as it is terminated by written notice of any of the Counties. Forest Service representation by the White River and Arapaho National Forests was consolidated to a single representative through correspondence from Holy Cross District Ranger dated January 6, 1995. Lake County agreed, by resolution, to act as the lead local agency and enter into a contract with the State of Colorado, Department of Transportation to receive and administer Federal funds administered by the State, for the purpose of developing a Corridor Management Plan, on August 21, 1995. (Appendix F: Documentation)

At that time, the IGA defined the role of the Committee as follows:

1. **COMMITTEE.** The Counties will work together and participate in connection with a committee to be known as the Top of the Rockies Scenic Byway Committee (the "Committee"). It is agreed and understood that the Committee is merely an informal association of parties, and is not a separately existing legal entity with any powers or authorities unto itself. To the extent that the Counties later decide to do so, they may choose to create an entity, such as a nonprofit corporation, to replace the Committee.
2. **PURPOSE.** The purpose of the Committee is to facilitate the planning and management of the Byway, and to pursue such further and additional goals as the Counties may mutually agree upon. Specifically, but without limitation, it is agreed that the Committee will pursue that acquisition of grants for the Byway, and the application of the proceeds of any such grants to the betterment of the Byway.
3. **COMPOSITION OF COMMITTEE.** It is acknowledged that in order for the Committee to function effectively, it must encourage and accept the participation of other individuals and entities located in the area of the Byway. Therefore, the Counties agree that the composition of the Committee, unless otherwise agreed upon, shall be as follows:

The Committee shall be composed of 15 members; four representatives appointed by each of the Counties with at least two representatives from each County coming from local byway groups; three representatives from the US Forest Service - one from the Leadville Ranger District (San Isabel National Forest), one from the Holy Cross Ranger District (White River National Forest), and one from the Dillon Ranger District (Arapaho National Forest). By Mutual agreement of the US Forest Service and the Bureau of Land Management, the US Forest Service will represent the Bureau of Land Management on the Committee.

Since the Committee is not an independent legal entity, it is not able to enter into third party agreements, incur financial obligations, accept or administer land trusts or easements, independently apply for grants, or hold or dispose of funds. The Committee currently has no Bylaws or operating guidelines governing the administration of such issues as voting rights, selection of new or replacement Committee members, payment of Committee expenses, authorization for payment of change orders, or notice / scheduling of meetings.

On June 20, 1996, the Top of the Rockies Scenic Byway Committee met to discuss the strengths and weaknesses of the current Committee structure, and to determine the form of Byway management entity that would best meet the long term needs of the Byway. The meeting was facilitated by Conlin Associates, the consultant group contracted to prepare the Corridor Management Plan. The range of options presented ran from the formation of a Regional Byway Commission, with regulatory authority, to the establishment a Friends of the Byway Association whose principle mandate would be limited to the acquisition and distribution of funds for marketing the Byway.

Consensus was reached that the current IGA structure was well suited to the task at hand: that being the preparation of the Corridor Management Plan, but that the Committee's ability to ensure perpetuation of a Byway management entity, implement the goals of the plan, independently acquire and dispose of public and private funding, enter third party agreements with private sector partners, and pursue and administer preservation measures such as conservation land trusts, recreation easements etc. was limited by the absence of a formal, independent legal entity.

By consensus, the group agreed to recommend to the participating IGA partners, that a management entity based on the following model be formed, and further, they agreed to make the establishment of the management entity the first action plan of the CMP.

TOR was incorporated in the State of Colorado on August 10, 2001. On April 25, 2003, TOR was recognized as a 501(c)(3) organization by the Internal Revenue Service. The organization is structured with a Board that consists of eight (8) to ten (10) voting members from the communities and counties along the Byway as well as one member from the USFS. All governmental representatives of local, state and federal agencies or governments adjacent to the byway will be ex-officio members.

According to its mission statement the Top of the Rockies Scenic and Historic Byway will work with individuals, area businesses, local agencies and governments to preserve the byway through the development of responsible tourism, historic preservation and interpretation of historic, natural, scenic and cultural resources along the byway.

The goals of the Top of the Rockies Scenic and Historic Byway are

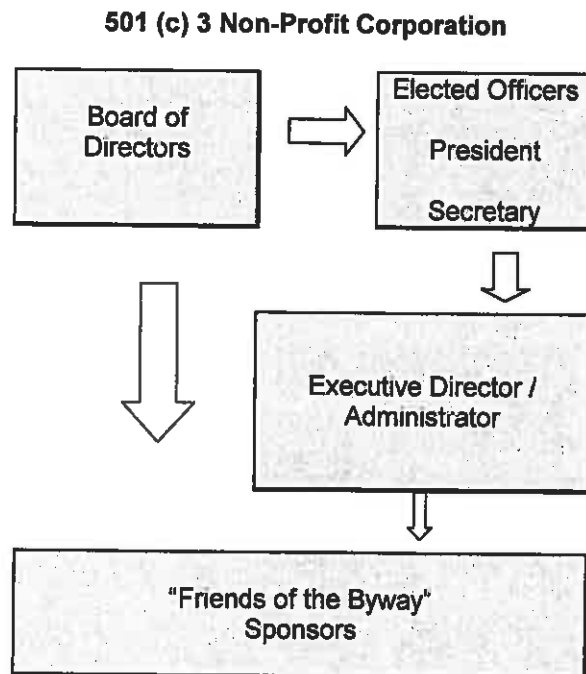
- To promote the preservation of the byway through the development of responsible tourism and in doing so provide an economic development tool for the byway communities.
- To protect, preserve and interpret the historic, natural, scenic and cultural resources along the scenic byway.

Membership of the Board of directors shall consist of volunteers, which will be from the communities and counties along the byway and USFS. Consideration will be given to all ages, genders, cultures, creeds, and races. Governmental representatives of the local, state and federal agencies or governments adjacent to the byway will be ex-officio members. Ex-officio members shall include one (1) USFS representative and one (1) representative from each county. No monetary compensation is received by any member of the Board of Directors. The Top of the Rockies Scenic and Historic Byway Board will consist of 8 to 10 voting members and will encourage participation, in a non-voting capacity of any and all interested parties. The full TOR Articles of Incorporation and Bylaws are attached as Appendix F-12.

TOR continues to pursue the following organizational roles that were originally defined under the Management Entity Model in the original CMP:

1. Act as a grass-roots advocacy group to encourage public awareness and intergovernmental support for implementation of the Corridor Management Plan;
2. Establish and coordinate public / private partnerships to ensure that protection and enhancement of the Byway's resources are considered in all local, state and federal land use decisions;
3. Actively pursue and administer public and private sources of funding for Byway protection, interpretation and enhancement;
4. Initiate and coordinate Byway enhancements and improvements as prioritized in the CMP action plans;
5. Work with existing Land Trusts to identify potential land acquisitions, exchanges or donations; recreational or conservation easements; sanctuaries or conservation areas etc. to the benefit of the Byway;
6. Monitor, evaluate and update action plans on an annual basis.

Table III - A Top of the Rockies Scenic & Historic Byway Structure



Roles and Responsibilities

The first level of the organization is a sponsorship tier group referred to as the "Friends of the Top of the Rockies Byway". The Friends of the Byway would consist of members of the general public, corporate sponsors and partners, and other interested parties who share the concern for protecting and enhancing the resources of the Byway and who are also interested in sponsoring the byway. Regular opportunities to comment and advise the board and elected officers would be provided.

Sponsorship benefits could include: recognition as a Byway supporter, inclusion in Byway promotions and marketing, discounts on the purchase of Byway specific sales items (video and audio tours, interpretive booklets etc.), reduced price to attend special events, participation in an "Adopt a Byway" program, and newsletters.

Sponsorship fees, donations, and sale of Byway products could be used to help defray the cost of hiring staff and offsetting the daily operations and overhead of the corporation.

The second level of the organization would consist of the Board of Directors organized under the articles of incorporation and bylaws of the Top of the Rockies Scenic & Historic Byway. Roles and responsibilities of the Board of Directors include:

- Oversee and coordinate fundraising activities;
- Authorize the distribution of funds;
- Establish, prioritize and update the annual plan of action;
- Initiate long range planning efforts;
- Monitor and evaluate the performance of action plans;
- Develop long term funding goals and objectives.
- Monitor and develop policies guiding the policies related to the Friends of the Byway.
- Oversee development of interpretive associated with the Byway.

INTRODUCTION

At the heart of any scenic byway are the intrinsic qualities that forge its character. From a federal regulatory standpoint, these scenic, historic, natural, recreational, archeological and cultural qualities must be present in some measure to allow its designation as a byway. More fundamentally, however, it is these qualities that give local people the pride and sense of place that moves them to seek the byway designation, to preserve and showcase the corridor's unique resources and viewsheds.

The Top of the Rockies National Scenic & Historic Byway is blessed with an abundance of resources in each of the six areas of intrinsic qualities. The challenge in creating this CMP was to balance the protection of these intrinsic qualities with the beneficial use and enjoyment of the same resources as well as the accommodation and promotion of tourism and economic development, which are also fundamental elements of a scenic byway. Meeting that challenge was made easier by the fact that all communities and groups along the Byway shared a deep appreciation and respect for the area's natural grandeur, and shared a desire to preserve those qualities for future generations.

Background:

General

The Byway covers a large physical area, encompassing a majority of the developable land in Lake County, and in the unincorporated sections of southeastern Eagle and southwestern Summit Counties as well as a large section of Pitkin County over Independence Pass to Aspen. Many counties and communities in Colorado have created open space/land protection plans. The process of creating such plans tends to involve a great deal of time and public involvement, and typically includes a site-specific analysis of discrete parcels of land and strategies for their protection. Such an extensive undertaking is not feasible or appropriate in the context of a corridor management plan. What is feasible, however, is a general examination of the types of resources that are in need of protection, and the general strategies that can be used to accomplish that protection. This is the approach that was utilized in creating the protection portion of this CMP.

Public Participation.

Public input regarding protection/preservation issues was obtained as part of the general public meetings held in connection with the overall corridor management and interpretive management planning process. With the extension of the Byway from just west of Twin Lakes to Aspen, additional public input was gathered from Pitkin County. The protection/preservation information obtained from the public meetings was informative and indicative of the level of concern over such issues. With respect to the surveys taken at some of these public meetings, the participants rated preservation of existing view sheds and Byway resources as the most important area of focus in the corridor management planning process. Preservation was rated as the second most important area of focus.

In the corridor management plan public meetings and breakout sessions there were two general goals regarding protection/preservation. First was to provide a brief educational overview of the various techniques that could be utilized in connection with protection

efforts. The second goal was to encourage discussion regarding protection needs, and the planning techniques that may be most appropriate to achieve those ends. During such discussions there was not sufficient time to prioritize specific protection opportunities or to determine which techniques would be appropriate for individual applications. Participants did, however, express general views regarding protection needs and preferences. One recurring view was that future additional efforts and greater public involvement would be required in the continuing effort to protect corridor resources.

Identification of Resources.

As part of the public process the Regional Byway Committee and members of the general public physically toured the Byway and identified 25 specific resources that reflected the intrinsic qualities of the corridor (See Map17, Appendix B). In identifying these resources the participants utilized a resource inventory form, and one of the questions addressed on the form was whether there was a "need for protection" with respect to the resource. Out of the 25 identified resources, eight had comments regarding protection needs. Most of the comments simply reflected the fact that the land involved could be subject to development pressure and/or could be divided into homesites. As part of the State extension of the Byway, public meetings were held in Pitkin County and the public was asked to identify resources that reflected the intrinsic qualities on the Independence Pass Corridor and if any were in "need of protection".

It should be noted that the resource identification process described above was not intended to identify the full range of protection needs along the byway, but was rather intended to identify discrete and separately identifiable resource highlights along the Byway. The fact that a particular area was not identified as a specific resource does not imply that the area lacks intrinsic values or does not need to be protected. As noted above and reflected in the Strategies and Recommendations, there may be a need for more site specific identification of Byway resources that are in need of special protection.

Identification of Existing Protection Mechanisms.**Land Use Regulations.**

The Byway passes through four counties and six individually identified communities. Each of those jurisdictions has in place zoning and other land use controls affecting land proximal or adjacent to the Byway. Information showing the zoning designations applicable to each portion of the Byway, as well as describing the types of activities permitted within each area of designation, is set forth in Appendix B of this CMP. In addition to the general zoning designations mentioned above, Lake County has an additional layer of land use control in the form of a Scenic Conservation Overlay District (SCO), as is also discussed in Appendix B of this CMP. This SCO applies to a specified portion of the Byway within Lake County. The SCO places an additional level (i.e., beyond the otherwise applicable zoning) of primarily aesthetic control on development that occurs in areas subject to the overlay.

The Byway and areas adjacent to it include the majority of the private land within the communities along the Byway. Consequently, land use control along the Byway is virtually tantamount to overall land use planning of the Byway communities. For that reason, no effort was made within the CMP process to analyze the appropriateness of

existing land use controls, or to suggest specific changes to existing land use structures. However, it is a goal of the byway organization to remain actively involved in future community-based land use planning efforts, and to assure that land use controls arising out of that process are consistent with the preservation and protection of Byway resources.

Public Ownership Status.

As is depicted in the land ownership matrix illustrated on Planning Map 16 in Appendix B of the CMP, a substantial amount of the land adjacent or proximal to the Byway is managed by public agencies, including the US Forest Service, and the Bureau of Land Management (BLM). Within a corridor extending approximately one mile either side of the Byway, approximately 49% of the Byway passes through lands managed by the San Isabel, Arapaho and White River National Forests (See Appendix B; *Table 17*). Approximately 14% of this corridor passes through land that is a part of the Royal Gorge Resource Area of the BLM. Additional land along the Byway is also managed by the Bureau of Reclamation, the State of Colorado, and the U.S. Fish and Wildlife Service.

All of the US Forest Service and BLM land along the Byway is subject to applicable agency management plans. As shown on Map 12 in Appendix B, U.S. Forest Service land is divided into areas with specific management prescriptions that describe the principal purposes for which the area will be managed. Each of these management prescriptions has, among other things, a visual quality standard associated with it which describes how the visual quality of the area will be managed and maintained. The visual quality standards associated with each of the management areas are set forth in Appendix B of the CMP.

Additionally, the formation of the Lake County Open Space Initiative (LCOSI) and projects associated with the acre area in southern Lake County have greatly enhanced the future protection of land along the southern end of the Byway. LCOSI is currently developing a master plan that will be a guide for all public land owners for protecting and preserving the assets of the open space area.

In large measure, it appears that the management prescriptions and visual quality standards along the Byway are generally consistent with the preservation of Byway resources. There are several areas, however, such as management prescription 7D (Roundwood Production) and 9B (Increased Water Yield) which encourage tree cutting and other management activities which may be "visually dominant," and thus may be inconsistent with Byway values.

One thing that is certain regarding the public lands along the Byway is that their use and management are not static, but are subject to change. The fact that a particular area is subject to a management prescription that allows visually dominant management activities such as timber clear cutting does not mean that such clear cutting will occur. Similarly, the fact that an area is currently designated in a manner that affords complete protection of Byway resources does not assure that such will continue to be the case in the future. Moreover, public lands can become private through land exchanges or sales, and land that is currently private can be added to the public domain through similar processes.

For the stated reasons, dealing with the public lands adjacent to the Byway is not a single activity, but is rather a continuing process. The land management agencies must be

made continually aware of the plans and needs of the Byway, and the Byway organization must be actively involved in the periodic updates and amendments of the various management plans. Such activities are discussed further below.

Additional Mechanisms for Protection

Several mechanism's for expanded protection of the Byway's resources currently exist along the Top of the Rockies corridor, including the Scenic Conservation Overlay Districts established in Lake County to increase the level of protection afforded to sensitive viewsheds along the roadway, and Summit County's Open Space Program.

In November of 1993 the voters of Summit County approved the creation of an open space program to be funded by a dedicated property tax. This program raises and applies approximately \$740,000 per year to the protection of open space within Summit County. As part of the program Summit County is creating an open space plan which, among other things, identifies specific areas as being priorities for open space protection. The program seeks to use a combination of techniques (e.g., fee acquisition, conservation easements, coordination with land use controls) to accomplish such protection. To the extent that the program focuses its efforts and applies its resources to the portion of Summit County through which the Byway passes, the program may constitute an effective means for protecting the corridor's resources.

Any new mechanisms in Minturn/Eagle County or Summit County still need to be identified. Eagle County Open Space Initiative will collect a maximum of \$2,989,525 and annually thereafter up to a maximum amount of \$7,000,000 annually through 2025 through a 1.5 mill increase in property taxes. These taxes are to be used for the purpose of acquiring, maintaining, or permanently preserving open space in Eagle County such as: preserving wildlife habitat, protecting working farms and ranches, conserving scenic landscapes and vistas, protecting wetlands and floodplains, providing public access points to rivers and streams.

STRATEGIES AND RECOMMENDATIONS

Attached as *Exhibit III-1* is a listing and description of various techniques that have been utilized elsewhere in connection with efforts to preserve and protect scenic and other resources. These techniques were presented in connection with the public meetings referenced previously. As discussed in the recommendations listed below, it will be useful to further explore these techniques and their possible application to specific undertakings in connection with future Byway protection efforts.

Coordination With Local Planning.

In any land use undertaking it is important to coordinate efforts with local planning efforts. With respect to a Corridor Management Plan, this is particularly true for several reasons. First, the Byway planning effort spans numerous jurisdictions, and thus coordination between the Byway and local planning efforts also fosters coordination between the various jurisdictions. Additionally, because a byway plan is not a governmental enactment, it does not have the force of law. By coordinating with governmental planning efforts, the Byway can assure that its goals and values are reflected in governmental plans and, if applicable, in governmental land use enactments.

In the case of the Top of the Rockies Byway, there is another important reason for coordination with land use planning efforts, and that reason arises out of the magnitude of the Byway itself. As noted elsewhere in this CMP, the three counties that are home to the Byway are comprised in large part of public lands, and are therefore subject to federal Land and Resource Management planning. In the case of Lake County, a vast majority of the land proximal to the Byway is privately owned, making land use planning for the Byway tantamount to planning for all future development in Lake County. As important as the Byway is, it is only one component of a comprehensive land use plan.

Because of the central importance of the Byway to the communities through which it passes, its planning process must be integrally related, both now and in the future, to local land use and other planning activities. This was accomplished by the Regional Byway Committee (RBC) working closely with, county planning staffs, local Chambers of Commerce, state and federal agencies, and special interest groups in the creation of corridor management plan. In the future, this effort toward integration will be accomplished by the TOR's continuing involvement in the creation and amendment of master plans of the counties and municipalities along the Byway. In doing so, the TOR will attempt to assure that applicable plans are responsive to the goals and values of the Corridor Management Plan, and that the various intrinsic values associated with the corridor continue to be appropriately protected.

Coordination With Plans Regarding Private Lands

Stakeholders along the course of the Byway include private entities with the power to significantly alter the character, viewsheds and resources of the corridor. Included within this group are Phelps Dodge, Copper Mountain Resort, and Vail Associates. Since the Byway Organization has no legal authority over these entities, it is important to establish a close working relationship with them to encourage voluntary cooperation in achieving the goals of the CMP. As an example:

Freeport McMoran (Climax Mine)

The Climax Mine is owned and operated by the Freeport McMoran Corporation, and is located within a capsule of private lands encompassing approximately 14,750 acres in Lake, Eagle and Summit Counties. It is the largest private land holding along the State Highway 91 section of the corridor. At the current time, properties associated with the Mine are dedicated to mining related uses or are being reclaimed. Climax Mine has become an integral part of interpretation along the Byway. Because of the large size and prominent location of the Mine and associated lands, the ultimate disposition of the property will be of significant consequence to the Byway. Because of this, the TOR will continue to maintain close contacts with the Mine.

Recommendations

- Provide the Mine with notice of any activities affecting the Byway, and inviting the Mine to participate in such activities.
- Participate in existing and future planning processes related to the interpretive sites at Kokomo and at the top of Fremont Pass.
- Work with the Summit County Open Space Program to the extent that the program addresses issues related to the Mine.

Coordination with Public Land Management Agencies.

As discussed previously, significant amounts of land proximal to the Byway are under federal and state jurisdiction, with the U.S. Forest Service, and Arkansas Headwaters Recreation Area through BLM and Colorado State Parks, through Arkansas Headwaters Recreation Area, being the largest land managers along the corridor. A positive aspect of this situation is that federal ownership currently provides a significant degree of protection for the scenic and other values of the Byway. A troubling aspect of public lands, however, is that their future can never be fully known. With private lands, the purchase or placement of a perpetual conservation easement on the land can provide a degree of certainty regarding future protection of resources. In the case of public lands, however, the agencies are typically not permitted to make permanent commitments. Rather, the land undergoes a perpetual series of periodic planning updates and amendments. During any one of these processes it is possible that changes in policies with respect to the public lands could affect the integrity of the Byway. Additionally, public land can, under various circumstances, be sold or exchanged into private ownership; a situation which could also affect the Byway.

In order to deal with this ever-changing nature of public lands, the Byway organization must commit to having a continuing presence in activities relating to public lands along the Byway. This presence will include the critically important step of assuring that present and future public lands managers are familiar with the CMP and the needs of the Byway. This is particularly true in connection with the ongoing BLM and Forest Management Plan Amendment processes that are presently occurring in the Royal Gorge Resource Area and the San Isabel, Arapaho and White River National Forests. As part of LCOSI, the Byway has input in the management of the lands associated with LCOSI through the LCOSI master plan which will provide a coordinated management plan and philosophy for the southern end of Lake County

Recommendations

- Seek to assure that visual quality standards are maintained, or in some cases altered, so as to protect Byway values.
- Identify land tenure adjustments that reconfigure public lands along the Byway in manners that help protect corridor resources.
- Encourage Public Land Agencies to create special scenic byway management areas, which areas will afford additional protection of Byway values.

Exhibit III-1**Tools and Techniques for Byway Protection****Identification of Techniques for Resource Protection.**

There are a great number of tools and techniques that can be utilized for the protection of byway assets. They range from approaches as unobtrusive as increasing education and awareness, to those as powerful as land use controls and land purchase. The selection and application of these techniques may vary along the course of the Byway in response to community needs. There are at least two distinct reasons for addressing such strategic tools within the context of a Corridor Management Plan. The first is to assure that those involved in the process are aware of the full range of possibilities, and are thus in a position to make informed decisions regarding protection strategies. The second is to involve the public as partners in the process, to solicit their opinions regarding which techniques and approaches lead to land use decisions that achieve mutual benefit and are consistent with the goals and objectives of the Corridor Management Plan.

Non-Regulatory Approaches**Complete Acquisition Options****a. Fee Simple Acquisition**

Fee simple acquisition is the ownership of all rights to the land. There are numerous organizations and land trusts, as discussed below, that acquire land in fee simple and then either hold the land in perpetuity, or transfer it to a governmental entity or community. Additionally, more and more communities are directly acquiring land for open space protection or other purposes, and are utilizing dedicated funding sources, such as from a special sales or property tax.

Because most byways include a great deal of private land, a community should carefully prioritize which land, if any, should be purchased in fee simple. For this reason, a detailed inventory of properties and their scenic qualities should be completed in connection with an acquisition program. Communities commonly choose fee simple acquisition when a property is in immediate danger of being developed, when no other protection strategies are adequate or in place, or when there are other public benefits to owning the property.

b. Land Trusts

Land Trusts are becoming increasingly popular vehicles for the protection of byways. Land trusts are local, regional, or national nonprofit organizations directly involved in protecting important land resources for the public benefit. Land trusts are non adversarial and work cooperatively with landowners and government agencies. Colorado currently has approximately 29 land trusts operating within the state. Land trusts protect land permanently and directly. They accept donations of properties, buy land, or help landowners establish legal restrictions that limit use.

Many communities are recognizing that land trusts are often working toward the same goals as are the communities, and can be excellent sources of funding and expertise. Government entities can enter into partnerships with land trusts by which both parties pursue mutually beneficial goals. Frequently land trusts will act as a broker in putting

together land acquisitions for a governmental entity. Additionally, land trusts and governmental entities may pool their funds to accomplish that which neither could do alone.

c. Time Buyers

In the event that a jurisdiction is not able to acquire an interest in land due to a lack of funds or other resources, the following strategies may create enough time for the jurisdiction to act.

(i) Options. Purchasing an option to buy property or an easement at some future date may offer a jurisdiction the time to raise the necessary funds. Purchasing an option prevents others from purchasing the property in the interim.

(ii) Rights of Refusal. Acquiring the rights of the first refusal allows an entity first opportunity to accept or refuse to purchase a property when it comes up for sale. A jurisdiction may want to use this strategy in a "wait and see" situation, or to delay purchasing a property until absolutely necessary.

(iii) Lease/Management Agreements. A jurisdiction may be able to lease the property until funds can be raised for its purchase.

d. Landbanking

At times communities will buy land prior to formulating a specific intention as to the use of the land, and hold the land in a so called "bank" pending a decision on the land use. Typically a community will follow such an approach when land is currently available, but may not be so in the future. When a decision is ultimately reached as to the use of the land, the community can either commit it to a specific public purpose or sell the land.

Partial Acquisition Options

a. Easements/PDRs

Easements involve the acquisition of limited rights to, or interests in, property. A conservation and/or scenic easement is probably the form of easement a community can best use to protect its byway. These easements limit the manner in which the property can be used in order to preserve certain qualities and features. Each easement's restrictions are tailored to the particular property and to the interests of the individual owner. Easements can be purchased or donated. In the case of donations, the property owner will frequently be able to take advantage of tax benefits that stem from making the donation. Easements can be permanent or temporary, and are binding on the subsequent owners of the property.

After a conservation easement is placed into effect, the land owner retains responsibility for managing and paying taxes on the land. The easement merely provides that the land owner cannot further develop the land in a manner inconsistent with the conservation easement. The easement may be held by a government entity or a private land trust. Easements are similar in function to Purchase of Development Rights (PDR), by which a jurisdiction provides compensation to landowners who effectively voluntarily sell the unused

development rights of their land.

b. Purchase and Sellback/Leaseback Agreements

A jurisdiction may purchase property in fee simple, place development restrictions on the land, and then resell or lease the property back to private owners. The sellback/leaseback would typically be at a lower price, since the use of the land is restricted. Sellback/leasebacks avoid the loss of tax revenue and reduce management costs for the jurisdiction while still protecting the property. A jurisdiction may choose this option to protect a scenic byway when property is in immediate danger of being developed and the owner is not interested in granting a conservation easement.

c. Deed Restriction/Covenants

Owners of land can voluntarily place a restriction on the future use of the land by way of a covenant or a notation on the deed. These restrictions can best be thought of as a contract between the owners of related tracts of land. When recorded in the real property records, these restrictions continue to affect the land, even when ownership changes. The restrictions can only be enforced by the owner of the benefited land (e.g. other land in the same subdivision), and they will lapse if they are not continually enforced.

OTHER NON REGULATORY OPPORTUNITIES

a. Land Exchanges

Both the Bureau of Land Management ("BLM") and the Forest Service ("USFS") own huge tracts of land in Colorado. Both agencies have exchange programs by which they trade federal lands for non-federal lands of equal value. Communities can use the exchange programs in several ways. First, they can work with the federal agency involved to attempt to cause the agency to acquire land that the community wishes to have protected (e.g., land along a byway). Second, they can attempt to convince the agency not to trade away land that the community wishes to keep undeveloped.

b. Work With USFS/BLM

The BLM and USFS have programs by which they can designate certain roads as having scenic or historic qualities. In Colorado there has been a fair amount of cooperation between the agencies and the state byway program, and consequently all of the BLM/USFS byways are also state designated byways. When a byway passes through agency land, the community can make efforts to work closely with the agency involved to assure that the agencies' activities and visual quality standards are consistent with Byway values. The agency may agree to create a special area along the byway, which may offer a higher degree of visual protection. Additionally, the community and the agency may choose to enter into a memorandum of understanding which sets forth their respective responsibilities with respect to byway protection.

c. Recommended Design Guidelines

Design guidelines can offer assistance in the sensitive treatment of development with regard to historic resources, landscapes and commercial areas. Recommended guidelines

promote awareness of the details that make such resources special. They can recommend appropriate signage, landscape material, and site plan design. Such guidelines are voluntary and are most effective when developed through community consensus by a qualified professional. In order to assist a developer in meeting design guidelines, a community may provide technical assistance in a variety of ways including opportunities for free consultation and/or providing guidebooks.

d. Interpretive Information

Education of the community and the public at large is a very important component for the protection of special landscapes. In order to encourage ownership and an understanding of the value of these landscapes some communities have created educational materials for those enjoying the scenic byway. Opportunities for interpretive materials include signs at pullouts, brochures, and driving tours.

e. Notification Program

Owners who are made aware of important scenic/historic resources on their properties may be willing to protect them once they have learned of their existence and significance. Notification generally consists of a brief letter describing why the property is significant and a follow-up-visit to answer questions. Although entailing no actual agreement, notification can be an important first step in establishing a good relationship with a property owner.

f. Historic Landscapes/Heritage Areas

The Colorado Historical Society takes a broad view of historic preservation that includes historic landscapes, which include "cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person, or exhibiting other cultural or aesthetic values." Additionally, Colorado is currently developing a state Cultural Heritage Area Program that will provide technical assistance to areas with cultural resources. By combining a byway with programs involving historic landscapes and cultural heritage, additional tools may be available for protection, including funding through the Colorado Historical Society Gaming Fund.

g. Inventory/Protection Plan.

A byway organization cannot make thoughtful decisions regarding the protection of the byway's resources unless and until it knows what those resources are. Toward that end, byway organizations may conduct an inventory of their resources. Such inventories can be extensive and expensive, such as conducting a full biological study of all wetlands within a certain area. At the other end of the spectrum, the inventory can be as simple as polling the public as to which resources are most important to them. To the extent that the byway wishes to conduct a protection program, the inventory can include the application of specific criteria to the resources, so as to prioritize the resources most in need of protection. A protection plan can then utilize that information to decide upon action items directed toward protecting specific resources.

h. Limited Development

Sometimes a byway's resources can be protected by simply developing them in a way that does not damage the intrinsic value involved. Housing can be placed in the trees at the edge of a meadow so as to protect the open views. Development can be placed outside of

wildlife corridors so as to allow wildlife migration. Frequently these ends are achieved by land use regulations, discussed below. In other situations, however, property owners will develop their land in a protective manner if the community communicates the need and recognizes the contribution of the developer, even without the need for regulation.

REGULATORY APPROACHES

ZONING ORDINANCES

a. General

Zoning is a set of rules enacted by local jurisdictions to guide land use and development. It is a legal and enforceable mechanism for achieving orderly land-use relationships. Zoning identifies acceptable uses (commercial, agricultural, residential) that may occur in a given district or zone. Within zones, various construction and development restrictions are specified, such as minimum lot size, set-backs from property lines, building heights, floor-area ratios, slope restrictions, and access. Zoning is one of the most commonly used tools for the protection of byways. (It should be noted that federal agencies may not recognize local zoning.)

b. Overlay Zones

Overlay zones are often applied to protect special resources such as geographic or cultural features. An overlay zone does not affect the density or use regulations present under existing zoning; rather it is superimposed over a community's existing zones, creating an additional set of requirements to be met when the special resources protected by the overlay would be affected by a proposed change.

The ability of a zoning overlay to protect a byway depends upon the strength of the ordinance and dedication to implement it. Some overlays are general in their application, and provide little guidance as to what is, or is not, acceptable development. Other overlays layout specific acceptable criteria and include special review committees to ensure that the proposed development meets the criteria. Some communities have created special review boards or commissions to review site plans for development along byways to ensure compliance and make recommendations.

c. Performance Zoning

Performance zoning utilizes "targets" for permissible impacts, rather than densities or similar measures. This method effectively puts the burden of mitigating impacts on the developer. A developer creative enough to mitigate impacts has more freedom in the design and development. For example, a jurisdiction might specify maximum levels of pollution or cars per highway mile as targets. A developer must create a development plan that will keep those pollution or traffic levels within permissible levels.

d. Large Lot/Agricultural Zoning

Often communities will use large-lot zoning (80 acre lots for example) with the goal of

slowing development and preserving agriculture and open space. Large-lot zoning however, often disperses development and increases demand for services so that, in the end, it may actually increase, rather than mitigate, the effects of development. This zoning may also come into conflict with the cluster zoning protection technique discussed below.

e. Cluster Zoning

Zoning ordinances may make provisions for development clustering. For example, instead of placing one house in the middle of a large 10 acre lot, several houses might be clustered on three acres away from the road or buffered from the road by trees or topography, while the remaining acres are kept as open space to preserve the scenic quality of the corridor.

f. Planned Unit Development (PUD)

A PUD is essentially a "free zone" in which a developer has the flexibility to design developments without the structure of existing zoning regulations. In exchange, the developer must submit to stringent site plan review from the local government. Unlike traditional zoning which separates uses (residential from commercial for example) a PUD may contain a variety of appropriate mixed uses, such as residential with retail or light industrial. When approving a PUD, a jurisdiction may identify natural resources it wishes to protect and require a developer to integrate those resources into the site plan. For example, a jurisdiction could allow smaller lot sizes in exchange for areas of open space. In regard to byway protection, a jurisdiction may apply development criteria similar to those laid out in zoning overlays. A community might also apply something like the "density bonus" technique used by Austin Texas, where the developer has the option to increase density by meeting extra scenic conservation criteria.

OTHER LAND USE CONTROL OPTIONS

a. Subdivision Regulations

Subdivision ordinances generally set forth engineering requirements for a subdivision, such as setbacks, sidewalks, sewer lines, signs, drainage systems and street widths. In Colorado, subdivision ordinances apply to any subdivision less than 35 acres. These ordinances can be expanded to require a developer to protect outdoor resources such as scenic vistas, watershed areas, or open space. Subdivision regulations may also call for cluster development, which is described above.

b. Environmental Ordinances & Conservation Areas

Some communities designate conservation areas and create additional protective measures for environmentally sensitive areas. Federal environmental regulations require the cooperation of local governments in implementing programs such as under the Clean Air Act. Communities can use federal regulations as the impetus, as well as a guideline, to implement local protective ordinances that go beyond federal requirements. In Colorado, communities have followed this approach in adopting their own wetland protection ordinances that supplement existing federal standards.

c. Transfer of Development Rights (TDR)

A TDR program allows the unused density from certain "sending" parcels to be transferred to "receiving parcels." The receiving properties will then be permitted a maximum density over and above the otherwise applicable zoning maximum-usually in the range of 25%. A

developer, for example, may purchase the development rights of a property located in a designated no-growth zone and transfer the development rights to a designated receiving zone for credits such as an increase in allowable density, increase in height, or a special use not ordinarily allowed. Although set up by a jurisdiction, a TDR program typically relies on free market exchange. Therefore, a property in the receiving area must have a relatively high value and enough demand to make purchasing additional development rights profitable. A TDR program is highly complex and requires an experienced staff to create and maintain. Generally it is suggested that a community pursue this option only if there is a sophisticated planning process already in place.

OTHER REGULATORY APPROACHES

a. Sanctuaries for Existing Land Uses

New development, attracted to the lower prices of open lands, frequently has the effect of pushing out existing uses that generate noise or unpleasant odors. In the case of agriculture, noise from heavy equipment and odors from fertilizer have promoted restrictive ordinances or nuisance litigation from newcomers. One way to protect existing uses is to establish a "right to operate" ordinance that protects them against rezoning or nuisance suits. Right to operate ordinances will put developers on notice that existing uses cannot be forced out by new development. Sanctuaries can also encourage industrial or other uses to remain where they are instead of relocating to pristine areas.

b. Capital Improvement Policies/Adequate Public Facilities Ordinances

In order to realize a profit, most developers depend on some publicly provided capital improvements. Capital improvements include sewage systems, water lines, roads, sanitation facilities, and schools. A jurisdiction can often control the direction of development by setting up a schedule detailing when and where capital improvements will be made. For example, some jurisdictions have simply designated a boundary around an urban area beyond which no public facilities will be extended. A capital improvement policy does not prohibit development beyond the boundary, but any development would be required to provide water and sewer services. In order to reinforce a capital improvements policy, a jurisdiction could also require a developer to provide assurance that any new development would be served by adequate public facilities. Public facilities include, but are not limited to, any of the capital improvements mentioned above as well as fire and police services, parks, and an adequate water supply.

c. Exactions Or Dedications

Many jurisdictions currently require either the dedication of land or exactions (fees) from developers to help relieve the strain put on existing public and recreational facilities by new development. This is often referred to as having new development "pay its own way." It is possible to require a developer to dedicate land, or pay funds to the jurisdiction for preservation of byway resources. It is imperative that the jurisdiction that collects exactions uses the funds solely to relieve impacts substantially related to the new development.

d. Comprehensive Planning

Planning provides an organized approach to using land and protecting scenic resources. Zoning ordinances are often prepared as enactments of a comprehensive plan, which,

where faithfully carried out, sets goals and priorities for community development. A comprehensive plan, also known as a master plan, is a community's blueprint for the future, specifying actions that make the community a good place to live, work, and visit. Because byways often cut across jurisdictional lines and include many complex land use issues, the planning process is an integral tool to creating scenic protection mechanisms. A comprehensive plan is often the foundation for any of the land protection and development regulations a community may enact.

It is important to realize however, that the comprehensive plan is a conceptual tool for organizing and prioritizing, not the mechanism to enforcement. Comprehensive plans, therefore, rely upon ordinances and other regulatory techniques to ensure protection. Many communities' scenic protection choices are generated when a community takes a comprehensive look at its resources and creates short and long term goals and objectives for these lands.

e. Intergovernmental Agreements

Because scenic byways often cross jurisdictional boundaries, intergovernmental agreements may be critical to ensuring that protection techniques are uniformly adopted and enforced. The use of a design review commission (or board) with representatives from each jurisdiction, is one way in which communities can work together to design and implement protection strategies.

Introduction

From its inception, the Top of the Rockies Scenic and Historic Byway project has been largely a volunteer effort on the part of the general public and the Regional Byway Committee, supported by planning staff working under the existing budgets of each of the participating counties and agencies. No line item on any county or agency budget was ever dedicated solely to perpetuation of the goals and objectives of the Byway. With the formation of the Top of the Rockies Scenic and Historic Byway organization, new funding strategies are being examined.

The Top of the Rockies National Scenic and Historic Byway has been the grateful recipient of several Federal Highway and a Colorado State Historical Society grants that have supported: the preparation of the Top of the Rockies Corridor Management Plan; Matching funds for these grant dollars have come from volunteer in-kind labor as well as other projects.

These volunteer efforts and capital infusions, while critical to the initial designation and planning of the Byway, were time dependent and limited in scope and application. As such, they cannot be counted on to perpetuate the long term goals of the Corridor Management Plan or to carry out the administration, marketing, monitoring, evaluation and annual revision of CMP action plans.

Funding needs are seen as falling into two distinct categories:

- 1) *Project Administration*, and;
- 2) *Action Plan Implementation*.

Sources of State and Federal aid as well as foundation grant funding, while well suited to the implementation of discrete, fixed term, well defined projects or action plans, will typically not cover costs associated with the long term administration of a project. Should TOR elect to expand beyond a purely volunteer base and hire an Executive Director or staff to handle the day to day administration of the project, initiate and facilitate training programs, manage construction projects, administer and distribute grant funding, implement and track marketing and promotional efforts, act as a contact person / liaison for the organization, prepare and submit grant proposals etc., a dedicated source of revenue to pay all or a portion of associated costs will be required.

TOR will be responsible for securing the funding necessary to ensure a self sustaining organization, and implement specific action plans within the context of the CMP. The following strategies are recommended:

Recommendations

Project Administration

A limited number of dedicated revenue sources are available for the administration of the Corridor Management Plan. These sources include, but are not limited to:

Sale of Byway Logo Merchandise.

In order to create a financially viable organization, TOR needs to develop Byway logo merchandise. The sale of logo merchandise will help to offset the general operating costs of TOR and salary for an executive director. After researching merchandise options, it is recommended that TOR focuses on hats, t-shirts and mugs for initial development of

merchandise. Partnerships and sponsors will need to be developed to allow for sales of merchandise through local community retail establishments. TOR must identify available funding and invest in an initial amount of merchandise to begin the program.

The TOR marketing video will also be available for sale at visitor centers/chambers along the Byway.

Friends of the Byway Sponsorship Program.

A sponsorship program will allow interested individuals, business and organizations to assist with ongoing operational costs of TOR. Levels of sponsors and associated rewards must be identified. Current Federal Highway funding will assist with the organization, development and recruitment of the Friends of the Byway Sponsorship Program.

The Friends of the Byway Sponsorship program must offer a variety of levels to allow all interested supporters to donate to the Byway. These levels were named after the visible peaks along the Byway.

Level 1 – The Jacques Peak, for donations of \$25 to \$100. Sponsors will have their names listed on the Byway web site.

Level 2 – The Mt. Holy Cross, for donations of \$101 to \$500. Sponsors will be listed as donors on the Byway website in bold and will receive a Byway hat or T-shirt.

Level 3 – The Mt. Massive, for donations of \$500 to \$1,000. Sponsors will receive a listing on the Byway website in bold and underlined with a slightly larger font and a Byway hat or T-shirt.

Level 4 – The Mt. Elbert, for donations of \$1,000 and up. Sponsors will receive a listing on the Byway web site in bold and underlined with a slightly larger font than the Mt. Massive sponsors, listed at all Byway events, receive a Byway hat and T-shirt.

Final determination of exact type and font characteristics will be determined after discussions with the web designer.

Project Implementation

A number of funding sources are available for the implementation of CMP Action Plans, including but not limited to:

Exactions / Impact Fees

New development along the Byway can result in detrimental changes to the scenic landscape and place a burden on its existing public and recreational facilities. Many jurisdictions require either the dedication of land or exactions (fees) from developers as a means of mitigating negative impacts. The dedication of land for: the creation of visual buffers and open space; the preservation of viewsheds; the creation of parks; or the preservation of traditional recreational access points can be required. In lieu of dedicating land, the developer may also pay into a separate fund dedicated solely to relieving impacts related to new development. In cooperation with the jurisdictional agency, these funds could be channeled to protect and enhance the resources of the Byway that are directly jeopardized by the development.

Government Grant / Assistance Sources

There are a number of sources of funding and technical assistance available at the state and federal level that may be applicable to the implementation of CMP Action Plans. These programs range from US Forest Service and Bureau of Land Management Challenge Grants, to programs supporting the arts or the planting of trees along visually sensitive areas of the corridor. A partial listing of state and federal programs that might be put to use along the Top of the Rockies Scenic and Historic Byway is illustrated in *Exhibits III-4 A - D*

Private Foundations

An inventory of private foundations that may provide financial support for specific action plans along the Byway is listed in *Exhibits III-5 A and B*.

Corporate Support

Financial support may be garnered from local corporations with direct ties to the Byway, such as Phelps Dodge (Climax Mine), or Copper Mountain, who share the desire to protect, enhance and utilize the resources of the Byway. Other Colorado based corporations have special grant programs for application within the state. A partial inventory of these programs is listed in *Exhibit III-6*.

Private Donations

Tax deductible private donations of land or cash could be received by a 501 (c) (3) non-profit corporation if such provisions were provided for in its charter.

Fund-raisers

Fundraising events, such as music, craft or cultural events along the Byway could be sponsored or partnered by the Management Entity for the purpose of funding specific action plans.

Partnerships

Partnerships with private sector partners along the Byway, such as the proposed Byway / Climax AM radio message atop Fremont Pass can be used to leverage limited funds.

Exhibit III - 5 A

Funding Sources: Private Foundation²

El Pomar Foundation

Eligible Activities:

Activities that take place in the state of Colorado

Eligible Applicants:

Tax exempt Colorado organizations

Frost Foundation Ltd.

Purpose:

Long range development of social service and humanitarian needs, the environment and educational programs

Eligible Activities:

Seed money / start up funds, matching funds, pioneering model programs which have potential for wider service or educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

Gates Foundation

Purpose:

Activities that will promote the health, welfare and broad education of mankind by means of research, grants, publication.

Eligible Activities:

Include, but are not limited to: Community arts, cultural activities and historic preservation; conservation and outdoor recreation; urban and mountain parks and USFS trail systems; economic development

Eligible Applicants:

Only Colorado Organizations with properly documented tax exempt status. Expect strong support from the community.

Helen K. and Arthur E. Johnson Foundation

Purpose:

To assist organizations that sponsor worthy projects in an attempt to solve community problems and enrich the quality of life for Colorado citizens.

Eligible Activities:

Projects benefiting education, community and social services, civic and cultural, health, youth and senior citizens

Eligible Applicants:

Colorado 501 (c) (3) and 509 (a) non-profit organizations

The Kresge Foundation

Purpose:

The Foundation awards challenge grants intended to stimulate new, private gifts in the midst of an organized fund raising effort

Eligible Activities:

Challenge grants for capital projects, most often for construction or renovation of buildings, but also for the purchase of major equipment and real estate

Eligible Applicants:

Tax exempt, charitable organizations in the fields of higher education, health care, human services, science and the environment, arts and humanities and public affairs

² Northwest Council of Governments

Exhibit III - 5B

The Nature Conservancy (TNC)

Purpose:

To purchase and protect lands important to native plant and animal species and ecosystems. Preserves are generally available for public use though some restrictions may apply

Eligible Activities:

Acquisition of land or easements to protect native species. Promulgation of management plans to protect native species and ecosystems

Quick Foundation, Inc., The Edmund T. and Eleanor

Purpose:

Aid to religious, education, conservation, public recreation and/or historic preservation purposes

Eligible Activities:

Capitol and equipment purchase, program and project support

Eligible Applicants:

501 (c) (3) tax exempt organizations

Stream Improvement

Colorado Trout Unlimited

Purpose:

To improve stream habitat on public lands

Eligible Activities:

Restructuring streams, bank stabilization, erosion control and revegetation on public lands

Funding Structure:

Applicant often supplies materials, volunteers or money

Trust for Public Land

Purpose:

Technical assistance in open space negotiations and transactions, land acquisition for parks, wildlife refuges and nature preserves.

Eligible Activities:

Acquisition of land for open space and other resource protection purposes. Support for citizen based land trusts.

Eligible Applicants:

Partners with public agencies, land trusts or 501 (c) (3) corporations capable of receiving gifts of land or interests in land

Volunteers for Outdoor Colorado

Purpose:

Provide opportunity for Coloradans to actively participate in resource management projects thus enabling individuals to preserve and enhance our outdoor environment

Eligible Activities:

Statewide projects including: trail construction and maintenance; wildlife habitat improvement; tree planting; riverway and riparian habitat restoration; boardwalk construction.

Exhibit III - 6

Funding Sources: Corporate

Coors Pure Water 2000

Purpose

National water quality and conservation program geared toward increasing public awareness and grassroots action. Provides grants to organizations conducting local efforts to clean-up, preserve or conserve water.

Eligible Projects

Projects that generate awareness about problem of water quality or quantity and involve the public in the solution, encourage a thoughtful and innovative approach to problem solving, receive non-partisan support.

Funding Structure

Projects that have access to matching funds from a local source

US WEST Foundation

Purpose:

Leadership and Professional Development Program provides support for professional and management skill development, particularly in rural locations, and to volunteers and employees of small non-profit organizations. The Foundation will consider not more than half the startup costs for rural organizations that are creating a local leadership development program.

Eligible Applicants

501 (c) (3) non-profit organizations

Eligible Activities:

Must show how the development opportunity will enhance the ability to lead or manage an organization or to bring

together coalitions that can identify and address needs of a community educational exposure than an individual community

Eligible Applicants:

Within the US; 501 (c) (3) designation which provide social service, humanitarian, environmental or educational needs

Funding Structure

Availability of at least 30% local matching funds

Norwest

Purpose:

Community Development programs

Eligible Activities:

Based on local need and the discretion of the branch president

Eligible Applicants:

501 (c) (3) non-profit organizations

Banks

Purpose:

The Community Reinvestment Act requires, through bank licensing, that banks reinvest money in communities. Some of these funds can be used to produce brochures, and small cash grants can be distributed.

Exhibit III- 4 A

Funding Sources: Government Grant / Assistance Sources

Arts in the Community

Colorado Council of the Arts (CCA)
State of Colorado

Purpose:

Expression of unique culture, history and architecture - foster awareness and respect for diverse cultures

Eligible Activities:

Imaginative projects involving as broad a public as possible - artists and non-artists working together in the process of community building

Eligible Applicants:

Non-profit, tax exempt Colorado Corporations or government agencies

Funding Structure:

Award contracts up to \$10,000 as part of a total budget, balance in whole or part may be contributed goods and services

The Colorado Enhancement Program

State of Colorado
Department of Transportation

Purpose:

Emphasize transportation improvements on alternative modes of travel and create exciting new opportunities for multi-modal, environmentally responsive transportation

Eligible Activities:

Facilities for:

- 1) Pedestrians and bicycles
- 2) Acquisition of scenic easements and scenic or historic sites
- 3) Scenic or Historic Highway programs
- 4) Landscaping or other scenic beautification
- 5) Historic Preservation
- 6) Rehab and operation of historic transportation buildings, structures or facilities
- 7) Preservation of abandoned railway corridors - rail to trail conversions
- 8) Control and removal of outdoor advertising
- 9) Archeological planning and research

10) Mitigation of water pollution due to highway runoff

Eligible Applicants:

Federal, tribal, state and municipal government agencies - private non-profit and civic organizations are encouraged to partner with government agencies.

Funding Structure:

Qualifying projects may receive up to 80% federal funding depending upon availability of funding

Colorado Greenway Project

Colorado Department of Parks & Outdoor Recreation
State of Colorado

Purpose:

Funding for construction of motorized and non-motorized recreational trails

Eligible Activities:

Construction of motorized and non-motorized recreational trails consistent with state statutes and trails program policies. Trails must be located within designated first or second priority recreation trails corridor

Eligible Applicants:

Cities, towns, counties or other political subdivisions of the state with commitment to and resources for administration of a parks / recreation program

Funding Structure:

Sponsors will be reimbursed 50% of all eligible expenses up to the approved grant amount

Exhibit III - 4 B

Fishing is Fun

Colorado Division of Wildlife
State of Colorado

Purpose:

Provide funding for projects that benefit Colorado fisheries or fishermen

Eligible Activities:

Construction activities such as fisherman parking, vegetation clearing for access, path building, boat ramps, interpretive signing, piers, leases and easements, habitat improvement, riparian land acquisition requiring agreement for long term fisherman access, and restrooms that are an integral part of the fishing access project.

Eligible Applicants:

Local governments, educational institutions, conservation organizations and other non-profit groups

Funding Structure:

Minimum 25% match required - cannot be federal funds. Cash or in-kind appropriate

Colorado Open Lands (COL)

Non-Profit Land Trust

Purpose:

Preserve lands high on the public agenda for parks, recreation or buffers between communities

Eligible Activities:

Work out ways for local people to achieve their open land objectives: Transfer of development rights; tax incentives; conservation easements and other voluntary techniques; tax free interest payments to lower sales prices etc.

Eligible Applicants:

Local governments, recreation districts or other local interest groups

Grants for Public Works & Development Facilities

Economic Development Administration
US Department of Commerce

Purpose:

Construction of public facilities to initiate and encourage creation of permanent private sector jobs in geographic areas where economic growth is lagging behind the rest of the nation - must be compatible with Overall Economic Development Programs (OEDP)

Eligible Activities:

Public facilities such as:
Water and sewer systems; access roads to industrial parks; railroad sidings; public tourism facilities

Eligible Applicants:

Towns, counties, states and other political subdivisions and private or public non-profit organizations representing a redevelopment area or a designated economic development center

Funding Structure:

50% minimum, 40% in areas included in economic development districts. Less in areas of very high unemployment

Land and Water Conservation Fund (LWCF)

Division of Parks and Outdoor Recreation
State of Colorado

Purpose:

All projects must be in the public interest for parks and outdoor recreation

Eligible Activities:

Projects may include: acquisition of land, waters or development of outdoor recreation facilities for individual active participation

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Funding

Exhibit III-4 C

Eligible Applicants:

Counties, towns, recreation districts, school districts, state agencies or Indian Tribes

Funding Structure:

Up to 50% reimbursement of eligible expenses after final inspection, contract compliance and audit of expenditures

Off Highway Vehicle Recreation Fund Colorado State Parks

Purpose:

Enhance motorized trail recreation opportunities across Colorado

Eligible Activities:

Trail repair, construction, re-routing, motorized brochures, signs, maps, and video's

Eligible Applicants:

Non-profits or government agencies

Funding Structure:

No match for non-profits; 50% match for government agencies

Resource Conservation and Development US Soil Conservation Service (SCS)

Purpose:

Assist local people in initiating and carrying out long range programs of resource conservation and development, rural and economic development

Eligible Activities:

Economic development; safeguard the environment; water quality; recreation; and improving the standard of living

Eligible Applicants:

Local government, special districts or SCS

Funding Structure:

75% local match required.

Rivers Trails and Conservation Assistance Program (RTCA)

Department of the Interior

National Park Service

Purpose:

To advocate and assist community-based conservation action

Eligible Activities:

Creation of systems of greenways, trails and river corridors as tools for protecting large landscapes and providing recreation close to home - protect ecosystems and enhance communities of which national parks are a part

Eligible Applicants:

Local Governments and agencies and citizen groups

Funding Structure:

In kind match; technical assistance only

State Historical Fund

Colorado Historical Society

State of Colorado

Purpose:

To foster heritage preservation through tangible and highly visible projects for direct and demonstrable public benefit

Eligible Activities:

Acquisition of designated property; preservation of information to public regarding designated buildings, properties or sites; survey and planning that lead directly to designation or protection of significant historic buildings, sites or districts

Funding Structure:

Applicants are expected to share in the cost of the project.

Exhibit III - 4 D

security for and raise revenues to repay the loan and to operate the facility

Tree Planting Program

Colorado Parks and Recreation Association
Foundation
Colorado State Forest Service

Purpose:

In partnership with Colorado RELEAF and Global RELEAF - tree planting program to help promote and preserve the beauty of Colorado

Eligible Activities:

Tree planting in public parks or other public areas maintained by a public agency

Eligible Applicants:

Towns, counties, recreation districts, park and recreation departments and community groups

Funding Structure:

Program provides up to 50% (up to \$500 per project) and must be matched equally by new funds (not currently budgeted) raised in the community

Watershed Protection and Flood Prevention Loans

Rural Development Administration (RDA)
Farmers Home Administration (FmHA)

Purpose:

To provide loan assistance to sponsoring local organizations in authorized watershed areas

Eligible Activities:

Provide a share of watershed projects for flood prevention, irrigation drainage, water quality management, sediment control, fish and wildlife development etc. Total amount of loans outstanding in any one watershed cannot exceed \$10,000,000

Eligible Applicants:

Municipal corporations, soil and water conservation districts, not for profit groups with authority under state law to obtain, give

Introduction

Interpretation has been described as *"the art of translating the language of nature and the voices of history into stories and experiences that everyone can understand and enjoy."*¹

The story that unfolds before the visitor traveling the Top of the Rockies National Scenic and Historic Byway is that of a living, working landscape, where the vast natural resource's found along the spine of America's Continental Divide have been both appreciated for their natural beauty, and utilized to the benefit of man.

From the earliest presence of man on this rugged landscape, the corridors and mountain passes that today underlie the Byway provided migratory pathways linking seasonal hunting grounds, trading sites and communal gathering points for America's native people. With the discovery of the vast mineral deposits that lie just below the craggy surface, the corridors became the conduits of commerce and transportation, first for horse drawn wagons, and later for the "Iron Horse" that opened the west to settlement. In more recent times, the rutted wagon roads and abandoned rail lines have been improved to accommodate the automobile, providing safe and convenient access to the scenic, natural, historic, cultural and recreational treasures unique to the region.

The Byway is the common thread that weaves its way amidst the spectacular topography of the alpine environment, as well as the monuments to man's quest for the raw materials that fueled the growth and prosperity of an emerging nation. Some of the remnants of the past are hauntingly beautiful: a weathered headframe against the ragged skyline; a precariously perched ghost town, seemingly carved out of the harsh landscape. Others are in stark contrast to the natural beauty of the high country, and beg the question of their origin and purpose. Interpretation can be a tool to increase awareness of the natural processes by which the landform was created, and the methods and technologies by which it was altered to meet man's needs.

The Top of the Rockies Byway has adopted as its interpretive theme:

The Top of the Rockies Scenic and Historic Byway, where the history of the west and its natural resources are showcased within a living, working landscape.

Interpretation: Existing Condition

Generalized information and site specific interpretation are currently available to the Byway traveler at various points along the route. Sites along the corridor that were identified as being representative of the significant resources of the Byway are identified in Appendix C: Intrinsic Quality Inventory, and illustrated on Planning Map 04,

Forms of available information

Principal sources of information currently available along the Byway include:

- 1) Interpretive Signage, Exhibits or Displays
Signage exhibits or displays that: provide visitors the opportunity to orient themselves within the surrounding environment; commemorate significant events or places in history; impart an understanding of the cultural heritage of the area;

¹ Interpretive Management Associates

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provide educational information on the origins of the natural landscape; and instill a greater appreciation of the human effort required to provide the nation with its raw materials.

- 2) **Museums**
Public or private facilities that act as a repository for the preservation, display and interpretation of artifacts of historic significance.
- 3) **Interpretive materials**
Brochures, interpretive handouts, tour booklets, activity listings, multi-media presentations and service directories that orient the visitor to the history, opportunities, activities and services available along the Byway.
- 4) **Verbal Communication**
Visitor access to informed individuals, such as; Chamber of Commerce staff, campground hosts, Forest Service personnel, business people, information center staff etc. who can relate the story of the Byway through personal communication.

Inventory of Interpretive / Informational Sites

Interpretive Signage, Exhibits or Displays

Various forms of interpretive media can be found at the following locations:

- 1) **Holy Cross Ranger District - Visitor Center**
Various educational materials and displays, including a three dimensional model of the surrounding mountain ranges highlighting the route of the Top of the Rockies Scenic and Historic Byway, recreational sites, four wheel drive roads and trails, water bodies etc. US Forest Service maintained.
- 3) **Notch Mountain Overlook**
Signed, gravel pullout providing excellent view of Notch Mountain and the abandoned townsite of Gilman. State Transportation Department sign orients viewer to the location and elevation of the peak.
- 4) **Camp Hale National Historic Landmark**
Historic training site of the Tenth Mountain Division during World War II. Un-staffed interpretive displays and signage on a paved pullout with limited visitor services. Maintained by the US Forest Service.
- 5) **Summit of Tennessee Pass**
Signed, paved pullout providing access to the granite memorials honoring those troops who had trained at Ski Cooper and Camp Hale and lost their lives during World War II. Sign indicating your location at the crest of the Continental Divide.
- 6) **Holy Cross/Kokomo Overlook**
Signed, gravel pullout, seasonally maintained by Phelps Dodge mining company. Provides interpretive displays describing the historic towns of Kokomo and Racine, now buried beneath the mine tailings pond, reclamation work, a monument to local members of the Masonic Lodge, and a display featuring a narrative description and an historic photograph of the Mount of the Holy Cross, which is visible in the distance behind the sign.

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- 7) **Summit of Fremont Pass**
Gravel pullout, seasonally maintained by the Freeport McMoran mining company. Provides views of the Climax mine with interpretive displays describing the history of the Climax site, utilization of metals from the mining districts, water resources and reclamation as well as examples of the equipment historically used to extract ore from the nearby mine. Located on the crest of the Continental Divide.
- 8) **Arkansas Headwaters Recreation Area**
Paved and signed pullout with interpretive exhibits orienting the traveler to their location within the topography and geology of the Upper Arkansas Valley. Maintained by the Bureau of Land Management.
- 9) **Leadville National Fish Hatchery**
Oldest National Fish Hatchery west of the Mississippi. Displays and exhibits, including nature trail and access to trout rearing facilities. Maintained by the US Fish and Wildlife Service.
- 10) **Hayden Meadows Recreation Area**
Site is the southern portal for the Byway. Includes interpretive trail detailing natural, scenic, wildlife and environmental restoration efforts on the 60 acre site. Site will also include handicapped accessible lake and river fishing, restroom facilities and picnic area.
- 11) **Mount Elbert Power Plant**
Bureau of Reclamation visitor center providing interpretive information and displays explaining the Frying Pan Arkansas water project and the history of the Twin Lakes Region.
- 12) **Interlaken Resort**
Interpretive exhibits explaining the history and architecture of the turn of the century Interlaken Resort. Forest Service maintained.
- 13) **Mount Bump**
Exhibits, visitor services and interpretive walkway in the Twin Lakes National Historic District, focused on the discovery of a prehistoric Indian camp dating back approximately 1200 years. Forest Service maintained.
- 14) **City of Leadville**
Self guided walking tour of the National Historic District, as well as a self guided vehicular tour of the "Route of the Silver Kings" through the historic Leadville mining district. Interpretive signage and displays of historic mining equipment adjacent to the Heritage Museum and at the south end of Harrison Avenue.
- 15) **Summit of Independence Pass**
Paved pullout, seasonally maintained, with a scenic overlook trail and interpretive information regarding the Continental Divide, elevation of 12,095 feet above sea level.
- 16) **Upper Lost Man Trail Head**
Gravel pullout with interpretive exhibits explaining the Highway 82 road cut reclamation work near the summit of the pass.

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- 17) **Independence Ghost Town**
Gravel pullout and self guided interpretive trail and exhibits detailing the history of the pass and the townsite.
- 18) **Braille & Discovery Trail**
Day-use area providing access to the Braille Trail, designed specifically to provide a natural experience for the sight-impaired, and the Discovery Trail, designed for wheelchair and handicapped access. Picnic, fishing and parking areas.

Inventory of Museums

The following Museums provide an insight into the history of life along the Byway:

- 1) **Redcliff**
The community of Redcliff was founded in 1879, when gold and silver were discovered on Homestake Mountain on the east side of town. As the first town in Eagle County, Redcliff served as the County seat until the 1940's, when the courthouse burned down. A small museum located in the town acts as the repository for artifacts of the community's mining and cultural heritage.
- 2) **Leadville**
Leadville is one of the largest National Historic Landmark Districts in Colorado. In all, some 70 square blocks of Victorian architecture and the adjoining twenty square miles of mining district attest to the historical significance of Leadville in the settlement of Colorado and the Rocky Mountain west. The history of Leadville is chronicled through the multi-media presentation entitled *The Earth Runs Silver*, which is made available for public viewing on a daily basis by the Greater Leadville Area Chamber of Commerce.

More than just repositories of historical artifacts, the museum buildings themselves are a part of Leadville's past. Museums located in Leadville include:

National Mining Hall of Fame and Museum

Called the "Smithsonian of the Rockies", the National Mining Museum is housed in a 70,000 square foot Victorian schoolhouse, and houses minerals and mining hardware from collections as prestigious as; the Harvard Mineralogical Museum, Smithsonian Museum, the Bowman Collection, and the Perschel Collection. The museum also features walk through recreations of hardrock and coal mines, and chronicles mining's impact on American lifestyles, the economy, wealth and defense, as well as scientific, technological and medical advances.

Healy House and Dexter Cabin

One of Leadville's first framed houses, the Healy House was built by August Meyer in 1878. In 1881 it was converted to a parsonage, and eventually to a boarding house. Visitors today enter the atmosphere of a turn of the century boarding house, complete with furnishings and accents of the period.

The Dexter Cabin was built in 1879 for mining and railroad investor James Dexter. Although rough hewn in external appearance, the interior is of the finest of materials, and contains many objects testifying to Dexter's discriminating taste. Both structures are administered by the Colorado Historical Society.

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Heritage Museum

The Heritage Museum was built in 1902 to house the Carnegie Library, and is dedicated to Leadville's heritage. Featured exhibits include dioramas of mining history, Victorian furniture, the Leadville Ice Palace, Tenth Mountain Division displays, and various other mining and boom town artifacts. The Museum is operated by the Lake County Civic Center Association.

Matchless Mine

The Matchless Mine symbolizes the almost unbelievable wealth and good fortune of Leadville's early mining days, and the lonely seclusion of those who waited for the good times to return. The mine, purchased and operated by H.A.W. Tabor in 1879, paid as much as \$1,000,000 annually during the peak years of its operation. Tabor's wife, Baby Doe, held onto the mine after his death and the great silver crash, waiting for the mine to once again pour forth wealth. She was found frozen to death in the tiny cabin beside the mine in 1935, dressed in the rags of a pauper. The museum is privately owned and operated.

Tabor Opera House

H.A.W. Tabor built his famous Opera House in 1878. Billed as the best Opera House between St. Louis and San Francisco, the building was lavishly furnished with the best the Victorian era had to offer, and attracted the likes of Oscar Wilde and the John Phillip Sousa Marine Band. The Opera House still offers tours, and hosts various performances. The museum is privately owned and operated.

Western Hardware

The historic Western Hardware building provides a glimpse into the everyday life of the Leadville miner around the turn of the century, through displays of the tools and necessities of existence. The facility is privately owned and operated.

2)

Aspen

Founded as a silver mining camp in 1879, by 1890 Aspen was the single largest silver producer in the US. With a population of over 13,000, Aspen was the third largest city in Colorado. Only Denver and Leadville were larger. The City of Aspen has been a recreational and cultural mecca for nearly 60 years. It is the home of four world-class ski mountains and cultural attractions such as the Aspen Music Festival and the Aspen/Santa Fe Ballet. The City of Aspen is also the location of many important historic sites, buildings and homes including the Jerome Hotel, the Wheeler Opera House, the Pitkin County Courthouse, the Wheeler-Stallard House and the Aspen City Hall, all of which are on the National Historic Register. Most of the City's historic resources are protected by local ordinances or through management agreements with the Aspen Historical Society.

Wheeler / Stallard Museum

Silver baron Jerome B. Wheeler built this Queen Anne-style brick home in 1888. The home's steeply pitched roofs, dormers, and gables have made it a landmark in Aspen's West End neighborhood. Displays depict the Victorian high life at the Queen Anne-style Wheeler-Stallard House Museum, which displays memorabilia collected by the Aspen Historical Society.

Holden / Marolt Mining and Ranching Museum

In 1891, the Holden Lixiviation Mill sprawled over 22 acres at the edge of Aspen, boasting state-of-the-art technology and industrial design. Just 14 months after

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the new plant opened, Congress demonetized silver and the mill went bankrupt. Mike Marolt purchased the property for a dollar in 1940 as a family ranch. This site is unique. It tells the stories of both Aspen's mining and ranching heritage.

Printed Materials

The Top of the Rockies Byway brochure detailing the communities and interpretive sites along the byway are available at local Chambers of Commerce, Visitor Centers and individual businesses along the Byway.

The Leadville Historic Walking Tour brochure identifying historic sites in the Leadville National Historic District

Printed materials, including service directories, visitors guides, cultural event schedules, brochures, maps, self guided tour booklets and promotional literature are available at Forest Service offices, Chambers of Commerce, Visitor Centers and individual businesses along the Byway.

Verbal Communication

One of the best means of "telling one's story" is through one-on-one verbal communication. Along the Top of the Rockies corridor, this form of communication is currently facilitated through such vehicles as: Chamber of Commerce workshops to educate local employees on the history of the region, so that they may in turn pass that information on to visitors; elder and youth hostels; step on local guides on bus tours; campfire talks and nature walks; slide presentations; an educated visitor center staff; and local cultural events.

Interpretive Strategies

Strategies for providing interpretive services and opportunities to the local and visiting public are broken out into two primary categories:

- 1) *Personal*, indicating that direct one-on-one contact with another individual is an element of the presentation, and;
- 2) *Non-personal*, indicating that the display or exhibit is understandable without verbal assistance and it can stand alone without being manned.

Personal Services

Interpretive Center

An effective strategy for telling the story of the Byway is through development of a Byway Interpretive Center. Staff trained in interpretation techniques would man the facility in order to provide individualized responses to the questions and queries of visitors to the region, while utilizing the tools housed within or adjacent to the facility, such as historical artifacts, dioramas, maps and photographs, hands-on exhibits, nature trails, live specimens of flora and fauna of the region, and slide or video presentations.

The facility should provide for the consolidation of all Byway related information under one roof, so that the flow of information does not stop at county lines or jurisdictional boundaries. The facility should allow for "one stop Byway information shopping", eliminating the need to stop at three separate ranger districts or chamber offices.

Other visitor amenities, including listings of available services, activities and accommodations, restrooms, showers, picnic tables, dog walking areas, maps and displays should also be incorporated into the design of the structure to make the facility more user-friendly to the traveling public.

Roving Interpreters

In those areas where visitors tend to congregate, such as campgrounds, scenic pullouts, historical sites, or recreational facilities, an effective means of "telling the story" can be through the use of roving interpreters, individuals trained in the natural and human history of the region, who go where the visitors are rather than expecting the visitors to come to them. Approximately fifteen government or privately operated campgrounds are accessible from the Top of the Rockies Scenic and Historic Byway, to serve the needs of visitors to the region. Many of these maintained facilities already have campground hosts who could be trained to perform this service.

Examples could include campfire talks, nature walks, cross country skiing trips, or historic tours, where the tools used to translate the language of nature or the voices of history might include binoculars, hand lenses, field guides, mineral specimens or hand nets. This form of one-on-one communication remains one of the best tools for instilling the sense of wonder and appreciation for the resources of the Byway region.

Non-Personal Services

Non-personal services have the advantage of "telling the story" without requiring capital intensive staffing and administration, or the fixed overhead costs of maintaining the structure to house staff and interpretive media. Non-personal techniques can include:

AM Radio Broadcast

A low wattage, AM radio broadcast within a specific region of the Byway, that could provide site and time specific information to the traveler regarding: the sights and physical features of the section of the corridor through which they are traveling, important safety messages and mountain driving tips, advance warning of upcoming pull-outs or points of interest, current weather or road conditions.

Freeport McMoran currently offers an AM radio broadcast service over the summit of Fremont Pass which provides information on the history of the Climax Mine and current reclamation efforts. Other locations conducive to this media would include Ski Cooper at the summit of Tennessee Pass, to serve both Eagle and Lake County; and Redcliff, Colorado, to provide information on Battle Mountain Pass. Coverage on the three major passes would help increase safety as well as awareness of the resources of the Byway.

Audio Tour

Sound can play a significant role in conveying the excitement of the message or the ambiance of a setting. People tend to remember more of what they hear than what they read, and the use of sound allows the traveler to concentrate on the subject of interpretation rather than the interpretive medium. Sound effects, inflection, or voices in

character with the message can heighten the sense of appreciation for the unique resources along the Top of the Rockies Byway.

An MP3 or Ipod download could be purchased on the TOR website prior to visiting the Byway. The download would be sequentially keyed to the selected route direction, and direct travelers to safe, easily identifiable stops along the route.

Promotional information on places to stay, eat or shop could also be included on the download as both a visitor service and an advertising vehicle for local businesses. Sale of advertising space and sale or rental of the tape itself can offset the cost of production, and if profitable, help to fund other byway projects.

The download should act as a traveler's companion, relating an oral history and conveying a sense of wonder for Colorado's high country in an entertaining and educational format. Messages should be evocative and attention getting, furnish direction and information, and challenge the traveler to further explore the vast resources of the Top of the Rockies Byway.

CD/Video

TOR has developed a marketing cd/video that provides the visitor with a souvenir of their trip, and acts as a marketing tool for the area, encouraging extended stays in the area, return trips and sharing of the excitement of the trip with others. The CD/video displays the changing of seasons, wildlife along the byway, historic information and recreational opportunities, and emphasizes the very best that the region has to offer throughout the year.

The CD/video captures the excitement of local cultural events, the solitude of a hike to a high mountain lake, the haunting beauty of a ghost town, and the exhilaration of sweeping down a ski run in a foot of fresh powder. As a tool for interpretation, a video visually tells the story of the region's origins and history, and conveys the importance of conserving the Byway's natural resources and preserving its historic and cultural heritage.

Wayside Exhibits

Wayside exhibits can vary, from commemorative plaques or monuments to free standing information kiosks. Typically they are a combination of clear graphics and concise narrative that provide a description of physical elements of the landscape, orient the viewer to the geographical area, or provide information on significant events that occurred within the viewshed. The most common exhibits currently found along the byway consist of low profile, elevated panels, mounted and oriented to allow for easy reading, and constructed of materials designed to endure the harsh climate and effects of vandalism.

The Interpretive Management Plan identifies sites along the Byway that are appropriate to interpretive based on safety, land ownership, partnership potential, site assets and local community's desire to protect and demarket some sites. See Interpretive Management Plan for specific information regarding wayside and other interpretive exhibits.

Lure Brochure

A lure brochure is designed as a marketing tool to entice people to venture off of the interstate - to experience the "road less traveled", to become acquainted with a section of the country they might otherwise pass by. It acts as a tease, and provides only enough information to spur the imagination and provoke the desire to explore further. The message must be concise, eye catching and evocative. It should be provided to the traveler well in advance of the point of decision to select the Byway, such as at welcome centers at the portals to the State, or through mailings by the local Chambers of

Commerce. Local distribution is not necessary, as the purpose of the lure has been accomplished once the visitor is on the Byway.

The Lure Brochure simply makes the traveler aware of the alternative route, and as such is not an interpretive piece in and of itself. If it is effective, however, it brings the traveler into contact with the Byway, where other techniques can be utilized to "tell the story".

Self Guided Byway Tour

An informative booklet can act as a guide to the Byway, its visitor services, points of interest, historic and interpretive sites. Black and white Byway mapping, graphics and narrative descriptions can be produced at low cost and passed on to the traveler at a profit, helping to fund additional Byway projects. The booklet can provide a guide to many of the resources not readily apparent from the roadway, such as hiking trails, 4WD roads, recreation sites and ghost towns that encourage further exploration of the region, extended stays, and return visits.

Activity Booklet

A significant proportion of Byway visitors travel with children. The level of enjoyment experienced by adult travelers is oft times in inverse proportion to the level of boredom experienced by the younger traveler, upon whom the historic significance of an abandoned mine or the scenic grandeur of a mountain peak is often lost. For the younger visitor, distractions such as puzzles, Byway specific ABC's and coloring books, scavenger hunts that interact with the resources found along the route etc. can be both entertaining and educational, freeing up the adults to enjoy the more subtle pleasures of the trip.

Byway Cards & Posters

Posters, post cards or collectors cards with scenes and/or interpretive stories from the Byway can help tell the story of the region. As souvenirs, they also act as marketing tools that instill the desire to explore the region further and act as graphic aids to transfer the excitement of the trip to friends.

Posters or series of cards could feature such topics as: famous individuals in Colorado's history; wildlife of the region; landmarks and historic structures along the Byway; humorous scenes; 14,000 foot peaks; or recreational opportunities. Sales of the cards could help support other Byway related projects.

Recommendations

- Continue to interpret sites along the Byway utilizing the Interpretive Management Plan as a guide for establishing the framework that ensures continuity of theme, design, construction and appearance of exhibits, displays, and directional signage, and establishes responsibilities for funding, constructing, and maintaining each site;
- Develop an audio tour that tells the story of the natural and human history of the Byway, keyed to specific stops along the corridor;
- Construct information kiosks at the summits of both Tennessee Pass (6) and Independence Pass;
- Work with the Colorado Department of Transportation to determine the best locations for safe pullouts to house new wayside exhibits at;
 - * Sawatch Range overlooks at Crane Park and Escondido Flats (14);
 - * Smelter sites south of Leadville (15);
 - * Malta Schoolhouse (16);
 - * Hayden Ranch (21);

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- * The Old Stagecoach Road to Leadville (22)
 - * Lovers Leap and the Steel Arch Bridge at Redcliff (4);
- Expand existing pullouts to include wayside exhibits at:
 - * Notch Mountain Overlook (Gilman Townsite, Belden Mill) (3);
 - * Continental Divide at Tennessee (6), Fremont Pass (11), and Independence Pass summits;
 - * Mayflower (8) and Clinton Gulches (9);
- Work with the Independence Pass Foundation and the USFS in the development of an interpretive plan for Independence Pass and a state of the art interpretive site at the Top of Independence Pass.
- Provide directional signage for the interpretive pullouts far enough in advance to allow a safe departure from the roadway that meets CDOT regulations.
- Install Byway logo signs at all interpretive sites along the Byway to assist in the easy identification of Byway sites.
- Continue building private sector partnerships to aid in the construction of interpretive sites along the Byway.
- Pursue the production of Byway specific sales items, such as activity books, collector and post cards, self guided tour books, posters, hats, T-Shirts etc. that draw attention to the Byway and help put people in contact with the personal and non-personal interpretive services available along its length.

Marketing Plan: Theme, Goals, and Objectives

The interpretive theme for the "Top of the Rockies" Scenic Byway is "... where the history of the west and its natural resources are showcased in a living, working, landscape". This theme was chosen by the TOR Board of Directors to reflect the unique attributes of this Byway.

The Byway logo envelops the feel of the Byway's interpretive theme and the tag line reflects the unique attributes of this byway with "360 Degrees of Spectacular Scenery and Recreation 365 Days a Year." This theme along with the logo and tag line will be the focus of marketing the Byway.

The goal of the Scenic Byway Marketing Plan is to provide a selection of marketing tools that may be used by the communities along the Byway to meet their needs to market or demarket sections of the highway. As each community has a different need for marketing, this plan does not require or delineate any specific objectives. Instead, general objectives to attain this goal are provided. The objectives selected include:

- To increase travel media awareness of the Byway,
- To encourage the public to use the Byway, and
- To increase the utilization of businesses along the Byway.
- To obtain education and training for Byway members

Target Markets

There are many potential markets for the "Top of the Rockies" Scenic Byway. However, it will be easier to become established and to gain recognition if only a few markets are selected. This idea will also allow the community to better serve the needs of those markets. The target markets can include:

- Travel writers,
- Travel agents, Travel associations, Transportation providers
- Front range tourists, Western Slope tourists,

Other markets, in addition to the target markets, may also be contacted. TOR is committed to working with the local organizations and businesses to identify additional target markets.

Marketing Plan Elements

The marketing plan elements for the Byway are included in this section. When a special area of concern arises, additional marketing tools or techniques may be used to further enhance the strategic marketing program. These elements and techniques can be chosen to provide a balance between protection for the natural environment and promotion of the Byway.

There are many different marketing tools or techniques. These tools work best when integrated together into a program tailored to a specific need such as promoting the

businesses in downtown Minturn, promoting the historic mining sites in the Leadville area, or preserving the environment around Mayflower Gulch. Using an effective media outreach program, and marketing tools and techniques, creates the most effective strategic marketing program. The elements listed below can be tailored to each community in developing a marketing program.

Marketing Research

An effective marketing program starts with market research. Market research is conducted to choose the most appropriate tools and techniques to use in a marketing program. Market research will make these tools and techniques more effective. Types of market research include:

- *Communications Audit* - A communications audit consists of gathering information from existing data already available. Existing tourism data is available from many sources, such as state and regional tourism offices, travel or mountaineering clubs, automotive associations, and universities. There is also a wealth of information available from travel magazines and newspapers. Once this information is obtained, the needs for additional research are well defined.
- *Surveys* - Surveys are a more quantitative method for obtaining information about potential users of the Byway. Surveys may be written or conducted by telephone. Surveys can be conducted periodically and compared to each other to gauge market changes. By providing quantitative data, surveys are useful tools in obtaining grants and in making management decisions. TOR has performed both summer and winter visitor surveys along the Byway, which clearly identified scenery as the top reason people visit the Byway.
- *Interviews* - Interviews are designed to gather in-depth information from users. They can provide information on the attitudes and beliefs of users which is often harder to obtain through a survey or audit. Interviews can be formal conducted door-to-door or at a specific location, following an established format. This ensures that bias is kept to a minimum. Or, interviews can be informal which can lead to more descriptive feedback. Interviews can be good indicators of changes in public perception and trends.
- *Comment Forms/Logs* - Comment forms will provide each community with the opportunity to receive comments from the public at presentations, by telephone, and in writing. This form can be easily printed on a laser printer or photocopied. Initially, a set of copies can be produced with additional copies made according to demand. In addition to comment forms, a comment log can be kept by visitor centers and businesses in the area. These logs can be used to record comments that are not recorded on a form. This saves the visitor time and energy. However, this method does not provide a true representation of visitor beliefs as the information is filtered through an additional person. However, employees can also provide observations on this log that might not otherwise be obtained.

- *Focus Groups* – Focus groups conducted by an impartial or neutral facilitator can provide an additional interactive method for obtaining meaningful input on Byway marketing, decisions, and development. The objective of the focus groups would be to test marketing messages, determine the effectiveness of marketing tools, and to provide recommendations for marketing alternatives. Members for these groups can be solicited from target groups or the general public.

Marketing Tools

Marketing tools can be used to provide information and to increase awareness of the "Top of the Rockies" Scenic Byway. These tools include educational materials, tracking devices (i.e., mailing list/database), and feedback forms. TOR has developed a Byway logo that will be used on materials produced in order to provide a consistent visual image that will foster public identification of the Byway. Ongoing communication program elements are listed below.

- *Updated Mailing List* – To reach interested visitors, each community can develop and maintain a mailing list/database of potential individuals, organizations, and associations to reach. It may be more cost effective for the communities to work together to maintain a master mailing list that can be further subdivided by visitor interest and location. The list should include those groups and communities currently using the Byway. The list can be updated to add interested parties upon request. Every year the list should be revised to ensure that addresses are current, to delete those who request it, and to focus the list to reach the targeted audiences.
- *General Brochure* – A succinct overview of the entire "Top of the Rockies" Scenic Byway and what visitors can do along the Byway is included in the current brochure. The brochure addresses the scenic areas of the Byway, the businesses along the Byway, suggested tours, and contact names and telephone numbers for further information. This brochure could be mailed to the travel media, included in information packets/mailings, placed in local businesses and local chambers of commerce, and generally distributed to the public.
- *Fact Sheets* - Fact sheets can be developed to focus on different areas of the Byway, seasonal events, tours along the Byway, the history of the area, or other topics of interest. An advantage of using fact sheets is that they can be produced as needed and packaged together into tailored information packages or included in media kits.
- *Road signage* - Scenic byway signs along the route may be used to inform transportation users of the "Top of the Rockies" Scenic Byway. Other signs that are permitted according to state regulations include on-premise advertising devices, directional advertising devices, tourist oriented directional signs, specific information and business signs, and official advertising devices authorized by law. These signs must meet the state and federal regulations.
- *Flyers/Direct Mail* - One-page flyers or smaller direct mail pieces may be used to announce special events along the Byway and to outline walking tours. Flyers

can be distributed through schools, included in church bulletins, posted/distributed at community centers, libraries, and grocery stores, used as newspaper inserts, and distributed to the mailing list and neighborhood organizations. Direct mail pieces can be delivered directly to the target audience or packaged with other direct mail pieces reaching specific target markets.

- *Informational Video* - An information video providing an overview of the "Top of the Rockies" Scenic Byway has been produced. This video will be used in conjunction with a speakers bureau, media kit, or information kit for travel associations such as the American Automobile Association.
- *Interpretive Audio Tape Series* - A series of interpretive audio tapes may be produced that would provide visitors with the history, scenic highlights, seasonal events, and other topics of interest. These tapes could be checked out from the visitor center(s) for use by residents or visitors to the area.
- *Information Packets* - Information packets may be developed to use for media briefings, elected official briefings, speaker's bureau presentations and general public use. These packets may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event. A basic packet can be assembled to have on hand for informational purposes and should contain the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.
- *Advertisements* - Advertisements are an effective tool to increase awareness about the "Top of the Rockies" Scenic Byway. Advertisements for the Byway can be placed in travel magazines, newspapers, regional or state promotional materials, and on radio and television stations that reach the target market. These advertisements can be tailored to fit each target audience. This method is usually more cost effective with print or radio advertisements.
- *Internet Homepage/Link* - The "Top of the Rockies" Scenic & Historic Byway has created a web page that provides general Byway information and links to and from other sites such as local chamber of commerces, the state or tourism organization homepages.
- *Telephone Information Line* - The "Top of the Rockies" Scenic Byway Committee can provide a dedicated telephone information line to allow callers in the Region another avenue for obtaining information about the byway. Visitor center staff or volunteers can update the information on a regular basis.

Marketing Techniques

Marketing techniques provide a forum through which information can be delivered to potential visitors or highway users. They also can provide the interested public with an opportunity to interact with community representatives. These techniques can provide outreach to various target audiences.

- *Visitor Centers* - Each community can provide a location that contains copies of Byway materials for the public. These libraries can be located at local libraries,

chambers of commerce, or city council chambers. If the communities prefer, one visitor center could be provided along the Byway that would contain information for all the communities. However, it would be beneficial for the travelers to have additional information available at any entrance to the Byway.

- *Speakers Bureau* - The Speakers Bureau is a proactive outreach effort to heighten awareness of the byway among residents and business owners along the Byway; as well as to increase awareness among tourism associations. The speaker can maximize audience input by providing comment forms to attendees after the presentation. Targeted groups will include, but are not limited to, chambers of commerce, automotive associations, and travel magazines. Volunteers will be needed to form a core group of speakers to educate these groups.
- *Customer Service Training* - Training programs can be established for employees of businesses and tourism organizations along the byway. These training programs can provide increased awareness of the recreation, history, and scenic qualities of the area, as well as provide training on gathering Byway user/market research information.
- *Conferences/Displays* - Appropriate tourism trade shows, conferences, shopping malls, and/or local schools throughout the region can be selected to set up displays on the "Top of the Rockies" Scenic Byway. These displays may contain display boards with eye-catching signage as well as materials such as brochures, newsletters, fact sheets, comment forms, and any reports available on the Byway. Display boards should be standardized for ease in set-up whenever possible. Interactive computer displays of the Byway that highlight areas of interest could also be included. These displays may be staffed by volunteers or may stand alone.
- *Government/Chamber Meetings* - City council, regional government, and Chamber of Commerce meetings provide an opportunity to gain perspective and to the extent possible represent public views to the "Top of the Rockies" Scenic Byway Committee. These groups may be kept apprised of the progress and afforded input on the Byway and the ongoing marketing efforts. Such briefings can offer education and updates on the status of the Byway so that officials may be able to answer questions from their constituency. The same information as presented through the Speakers Bureau and other general outreach will be used.

Media Outreach

Media outreach for the "Top of the Rockies" Scenic Byway should be coordinated through the Byway. This outreach should include a contact/spokesperson chosen by the Byway Board of Directors. Media outreach can be used to inform the public of the events, to encourage the media to highlight Byway issues, and to increase awareness of the location and existence of the Byway. One drawback to media outreach is that there is no guarantee that the information will be used; and, if the information is used, how it will be used. This outreach may include:

- *Media Listing* - Develop a listing of interested travel and features writers. This listing will make it easier to quickly send information to interested media, and to track information sent and the publication/broadcast success rate.
- *Media Contact* - A media contact should be chosen to allow the media to have a single point of contact for all requests for further information. This person can act as an information clearing house and/or a spokesperson.
- *Article Placement* - Articles can be written for placement in tourism magazines, travel club newsletters, and for the travel section of newspapers. Articles with a focus on one particular target audience may be used through numerous publications.
- *Pitch Letters* - Pitch letters are sent to the media to "pitch" an idea for a story. If the media likes the idea, they will then write an article on that topic. The idea contained in the pitch letter must be newsworthy to receive consideration. It is advisable to discuss ideas for pitch letters with a few reporters first to see if the story has merit.
- *Briefings* - Media briefings can be conducted to educate the media about the Byway, to answer questions, and to provide a contact for further information. These briefings may be coordinated in conjunction with special events.
- *Media Interviews/Talk Shows* - Local media interviews, including print, television and radio talk shows are important means of conveying information about the Byway. These interviews will provide the opportunity to discuss the Byway in further detail and to address questions. Media interviews may be coordinated with press releases to increase public interest. Opportunities for media interviews should be sought at key points in the marketing program.
- *Press Releases* - Press releases may be used to inform the media about upcoming activities or events. Draft press releases should receive committee review. All releases should be dated and double spaced to allow editors to easily make notes or changes. They should not exceed two pages in length. After approval, press releases should be delivered to the news media at least one week prior to the event if possible.
- *Calendar of Events Listings* - Local media calendar of events and computer databases may be used to notify the public about the byway and special events. This notification will be at least one week prior to the event if possible.
- *Tours* - Media tours may be conducted to provide the media the opportunity to observe and describe the Byway, areas of interest, and the history of the area. This tour may be coordinated with local transit authorities.
- *Press Kit* - Press kits may be developed to use for media briefings, media tours, interviews, and pitch letters. These kits may include copies of the general brochure, press releases, newsletters, fact sheets and other materials developed for a particular event; or, contain general information to familiarize travel writers with the Byway. A basic kit can be assembled to have on hand for informational

purposes which contains the general brochure, a contact name and telephone number, fact sheet(s), and a comment form.

Evaluation

The "Top of the Rockies" Scenic Byway Marketing Program should be periodically evaluated to ensure effectiveness and a focus on the designated target audiences. Evaluation methods are the same as those listed in the market research section of this marketing plan.

Strategies

Strategies are the tools that can be used to meet the goals and objectives of the marketing plan. Tactics are used to implement the strategy. Within each strategy there are key messages that need to be communicated with the target audience. The purpose of the strategy is to communicate these key messages.

Examples of strategies, tactics, and key messages for developing work in the target markets are listed below. The Scenic Byway Committee and each community should develop their own strategies, tactics, and key messages, and pursue partnerships where appropriate to reduce redundancy and to pool limited available resources for effective marketing. Some possible strategies, are listed below.

Strategy:

Conduct customer service training workshops to increase visitor satisfaction.

- Tactics:*
- Develop training curriculum.
 - Develop and mail flyer to inform local businesses.
 - Conduct training.

Key Messages: The visitor is important to the Byway and our area. It is important to be aware of the attractions and other businesses along the Byway. Continuous market research is needed.

Strategy: Contact tourism offices and travel writers to increase awareness of the Byway.

- Tactics:*
- Develop Byway brochure.
 - Prepare a press/information kit on the byway.
 - Obtain list of tourism offices and travel writers.
 - Send information or meet in person with writers and agents.
 - Provide briefings, interviews, and additional information as needed.
 - Follow up with offices and writers periodically.

Key Messages: The "Top of the Rockies" Scenic Byway provides unique educational, cultural, scenic, historic, natural and recreational opportunities.

Schedule

The schedule for these programs will be determined by each community and/or the TOR Board of Directors as needed.

Introduction

Prior to its designation as a State Scenic Byway in September of 1993, signage along the primary State highways that make up the Top of the Rockies Scenic Byway was regulated by the State of Colorado and the various land use ordinances and sign codes of the counties and municipalities through which the byway passed. Passage of the Intermodal Surface Transportation Efficiency Act (ISTEA) on December 18, 1991 brought with it additional federal regulations for outdoor advertising along the nation's scenic byways under the jurisdiction of the Federal Highway Administration (FHWA).

Under Section 1046 (c) of ISTEA, no new off-premise signs may be erected along scenic byways on Interstate and primary highways after December 18, 1991. Existing outdoor advertising signs that were lawfully erected under state law could remain in place as long as they are maintained properly. The Federal Highway Administration is not requiring the purchase and removal of existing legal signs. The only signs that would be allowed in scenic byways, as defined in the Roadside Advertising Rules and Regulations are:

Legal Signs

- **Official Advertising Devices**
Advertising devices erected for a public purpose authorized by law, but the term shall not include devices advertising any private business. Authorized by law means a duly enacted statute, rule, regulation, ordinance, declaration or resolution by a governmental entity specifically authorizing the erection of such device by a governmental entity.
- **On Premise Advertising Device**
Advertising devices advertising the sale or lease of the property on which it is located or advertising activities conducted on the property on which the sign is located.
- **Directional Advertising Devices**
Advertising devices containing directional information about public places owned or operated by federal, state, or local governments or their agencies; publicly or privately owned natural phenomena, historical, cultural, scientific, educational and religious sites; and areas of natural scenic beauty or naturally suited for outdoor recreation, deemed to be in the interest of the traveling public. Such devices will conform to the standards promulgated by CDOT pursuant to C.R.S. 1973, 43-1-415 (1981 Colo. Sess. Laws, Chapter 512) which standards conform to the National Policy.
- **Tourist Oriented Directional Signs**
Tourist Oriented Directional Signs (TODS) would be allowed for tourist business within scenic byways if the business met the criteria and the City or County would allow them in their jurisdiction. These TODS signs are placed in the Department's right-of-way at the intersection nearest the tourist business on primary and secondary highways, excluding freeways and interstates. These signs are paid for by the business and erected by the Department.
- **Specific Information and Business Signs (LOGOS)**

LOGOS would be allowed on interstate highways within scenic byways. These signs advertise businesses for gas, food lodging, and camping. These signs are placed in the interstate highway right-of-way at rural interchanges.

Illegal Signs

Section 1046 (b) of ISTEA requires the removal of any sign along the interstate system or federal aid primary system which was not legally erected under state law. The sign owner must remove such signs within 90 days of enactment of ISTEA at owner expense, or if not removed by the sign owner, the State must remove the sign and the sign owner will be liable to the State for the removal cost

Conflict Identification

State Highways that make up the Top of the Rockies Scenic Byway form the main street through the retail cores of Minturn, Leadville and Twin Lakes, where sign codes were typically enforced under local or county land use ordinances. While the advertising of most "main street" businesses is adjacent to or attached to their structure and would qualify as being "on-premise", those businesses located even one block off of the main street depend on "off-premise" signage to direct travelers to their place of business. Elimination of "off-premise" signs could severely limit the opportunity to successfully market and advertise these businesses and services to the passing traveler.

Recommendations

- Individual County and Municipal sign codes should be updated to reflect the federal mandates imposed by Federal Highway Administration as they regard signage along or visible from the Byway;
- Municipal codes should reflect the need and conditions for off-premise advertising devices within the retail cores of their respective communities, and explore a legal vehicle for exempting them within their jurisdiction;
- Kiosks or centralized signage should be explored to provide advertising space for businesses that are adversely affected by the elimination of off-premise signage under Byway regulations.
- Uniform directional signage should be designed per CDOT standards and installed along the length of the Byway.
- Update existing signage to International standards in the event of the Byway's designation as an *All American Road*.

Introduction

The task of monitoring and evaluating the effectiveness of the Corridor Management Plan, and of revising and updating the plan to meet the changing needs of the corridor will be the responsibility of the Top of the Rockies Scenic & Historic Byway Board of Directors. (See Section 3 - Management Strategies).

Purpose

The purpose of monitoring and evaluation is to:

- Determine whether the vision, goals and objectives of the CMP are being met;
- Track and document the accomplishments for the year;
- Prioritize annual action plans for implementation;
- Evaluate the effectiveness of completed action plans;
- Evaluate the work of contractors hired to construct or place Byway infrastructure;
- Monitor and evaluate the condition of Byway infrastructure, such as signage, wayside exhibits, trash receptacles etc.;
- Monitor the level of visitor use and satisfaction with the conditions, services and facilities of the Byway;
- Survey local perceptions, acceptance and level of satisfaction with the Byway;
- Ensure that the goals and objectives of the CMP are being considered in land use decisions on the local, state and federal levels;
- Monitor accident reporting and identify safety "hot spots" along the Byway where improvements or additional maintenance are needed;
- Track the costs of administering, maintaining and marketing the Byway, as well as the revenue sources required to sustain the effort;
- Provide the basis for revising and updating the plan as necessary to adapt to the ever changing needs of the corridor.

Recommendations

It is recommended that the Board of Directors monitor and review of actions and developments along the Byway, and act as the liaison between the Board and jurisdictional agencies in matters concerning implementation of goals and objectives of the CMP.

It is further recommended that a principal output would be the preparation of an annual report to the Byway stakeholders, outlining:

- Accomplishments of the past year;
- Action plans, inventories, surveys, programs or studies planned for the coming year;
- Addendums, revisions or amendments to this CMP;
- Financial status, goals and budgets;
- Maintenance and operational needs and requirements.