



# NJ Scenic Byways Program Guidebook



## *New Jersey Department of Transportation*

James S. Simpson  
Commissioner

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WARREN HERITAGE SCENIC BYWAY

NEW JERSEY SCENIC BYWAYS



## Preface

A scenic byway is a transportation corridor of outstanding state, regional or national significance that evokes a sense of place and tells a story that links together the roadway, its special characteristics and the surrounding area to create a unique experience for byway visitors. The byway story distinguishes the corridor as a place of significance to the community that is an ideal venue to inform visitors about the state's history, recreational opportunities, or natural features.

The 2013 *New Jersey Scenic Byways Program Guidebook* was prepared to present the strategies, procedures, and supporting materials that will increase the program's effectiveness and position both the program and the growing family of designated byways to become more sustainable. The *Guidebook* explains the purpose and policies of the New Jersey Program and addresses many audiences, including volunteers, the private sector and local and county government, as well as the agencies making the program work within state government. This update to the first program guide, published in 1995, is intended to highlight the benefits that this unique program can offer to communities that qualify for state byway designation.

The *Guidebook* will assist organizations that are considering the possibility of nominating a byway route and sponsors that have already made the commitment to work towards a byway designation. The *Guidebook* will also serve as a technical resource for organizations that have successfully negotiated the path to official state designation and are ready to take on projects that improve, protect and promote their scenic byways.

In October of 1993, the Federal Highway Administration approved the New Jersey Scenic Byways Program as part of the National Scenic Byways Program established under the Federal Intermodal Surface Transportation Efficiency Act (ISTEA). The New Jersey Scenic Byways Program was structured to be compatible with the national framework of the Scenic Byways. Since that time, the New Jersey Scenic Byways Program has flourished and matured. There are currently seven officially designated scenic byways throughout the state, two of which are also among the 120 nationally designated byways.

The New Jersey Department of Transportation (NJDOT) manages the New Jersey's Scenic Byways Program with assistance from an Advisory Committee made up of representatives of state agencies, non-profits and private organizations with interests related to the distinguishing intrinsic qualities and visitor experiences that define New Jersey's byways. The success of the New Jersey Scenic Byways Program hinges on collaborative partnerships on state, regional and local levels. The interagency Scenic Byways Advisory Committee is tasked with assisting a State Scenic Byways Coordinator in byway nomination and designation activities and in assisting byway sponsoring organizations to achieve their objectives. The *Guidebook* is intended to inform Advisory Committee members and partner agencies and organizations about the program's structure, roles, responsibilities and operation.

The *Guidebook* is a reference document intended to serve audiences at many stages of byway and program development. Since each chapter is crafted so that it can be read independently by different audiences to meet their specific needs there is some "overlap" in the information provided. Overall it is a comprehensive document that points the way towards a robust network of scenic byways that preserves and promotes places that make historic New Jersey a great place to live, work and visit.



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The CD version of this *Guidebook*, available through the NJDOT Scenic Byways Program Coordinator, includes a toolkit with a number of resources that the byway sponsor will find useful as it works towards becoming designated as a New Jersey byway or as it manages and maintains its byway designation. The Toolkit includes:

- *New Jersey Scenic Byways Program Guidebook*
- Nomination Application
- Institutional Survey
- Annual Benefits Review Form
- Press Release Template, Sample and Tips
- Sample Resolution of Support for Nomination Application and for Corridor Management Plan
- PowerPoint Presentations
  - » Enhancing Your Byway
  - » Protecting Your Byway's Viewshed
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- Fact Sheets
  - » Byway Development
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- Excerpt from *Conserving Our Treasured Places: Managing Visual Quality on Scenic Byways: Tree & Vegetation Management*
- Cell Tower Ordinances
- Billboards – Title 16 section
- NJDEP Officially Recognized Friends Organizations Agreement
- Federal Register Interim Policy dated May 18, 1995
- Links and Resources for Byway Organizations



UPPER FREEHOLD HISTORIC FARMLAND BYWAY

NEW JERSEY SCENIC BYWAYS



## *How To Use This Guidebook*

Navigating the *New Jersey Scenic Byways Program Guidebook* is easy once you understand how it is organized:

Chapters 1, 2 and 3 focus on the Scenic Byways Program and give an overview of the program, its background, organization and policies. They provide information on the history of the Scenic Byways Program; detail the program organization within the New Jersey Department of Transportation (NJDOT) and throughout the state; refer to regulations, policies and procedures; and provide information about the people involved, their responsibilities and their relationships to the program. The procedures and requirements to achieve a successful byway project are outlined in Chapter 3.

Chapters 4, 5 and 6 offer assistance to individuals and organizations who are interested in becoming byway sponsors and are considering or applying for byway designation, or who are currently byway sponsors interested in maintaining a designated byway or implementing a scenic byway project. These chapters provide sponsors with the tools to apply for scenic byway designation or to assist sponsors of designated byways to sustain their byways and successfully undertake, manage, and implement scenic byway projects. This section focuses on practical “how to” information:

- Byway designation process
- Byway essentials – choosing the intrinsic quality(s), theme and route
- Visual analysis and protection to assure an attractive travel experience
- Road safety and multi-modal facilities for all travelers along the byway to experience the corridor in a safe and comfortable manner
- Byway enhancement and improvement projects to get people out of their car to learn about the byway story and enjoy its resources
- Methods to attract people to the byway
- Tools for building a strong financial foundation
- Technical resources

The CD version of this *Guidebook*, available through the NJDOT Scenic Byways Program Coordinator, includes a toolkit with a number of resources that the byway sponsor will find useful as it works towards becoming designated as a New Jersey byway or as it manages and maintains its byway designation.

New Jersey’s Scenic Byways are a collection of unique corridors and special places. When driving on byway roads, and/or biking or strolling along a canal or main street, byways offer an “off-the-beaten trail” or the “road less traveled” experience that is distinctive and memorable for travelers. These scenic byways take one back in time through the state’s history, whether it is the American Revolution, agrarian settlements, or 20th century seaside resorts. Byways reflect the natural and cultural landscapes of New Jersey, boasting the beauty of meandering rivers, pristine forests and productive farmland. Scenery along byways is as diverse as the state’s geography. The journey to designation and beyond leads to the improvement, protection and promotion of New Jersey’s treasured places. These byways provide travelers, both residents and visitors, with access to New Jersey’s history, scenic beauty, natural and cultural landscapes, and recreational offerings.



MILLSTONE VALLEY SCENIC BYWAY

NEW JERSEY SCENIC BYWAYS



## Chapter 1: The Scenic Byways Program

### WHAT ARE SCENIC BYWAYS?

Scenic Byways are public driving routes that have been designated for their special scenic, historic, archaeological, recreational, cultural or natural qualities. Each byway includes the specific roadways chosen to connect the special quality and tell a story unique to the area as well as the surrounding landscape or roadway corridor. Together, the roadway and the surrounding corridor make up the byway and evoke a sense of place that defines the character of the communities.

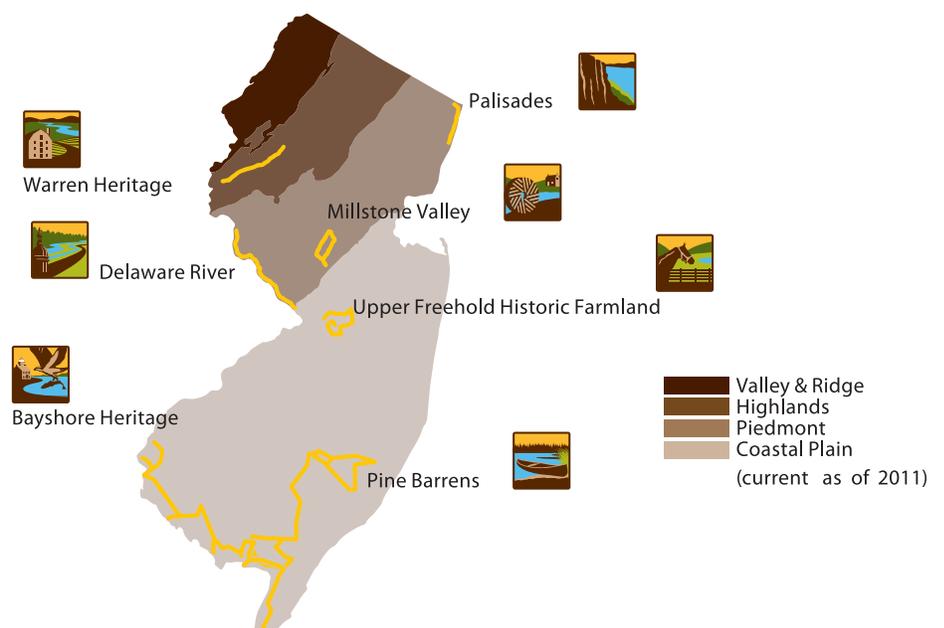
New Jersey’s Scenic Byways tell stories about the state’s heritage and culture. Byway stories highlight milestone events, historically significant places, and influential people, while also providing a window into the ways that people have lived throughout centuries. Byways display the beauty of New Jersey’s landscapes and highlight opportunities for recreation, from boating and bird-watching to biking, hiking and horseback riding. They encourage appreciation of the state’s treasured places and provide access to outstanding views and unique destinations.

The diverse cultural and physical landscapes are critical to the state’s character and embody the elements that make New Jersey a desirable place to live, work, and visit. By attracting visitors, New Jersey Scenic Byways contribute to local economies and the generation of jobs, two aspects of the program that are especially valuable to communities.

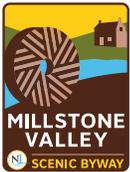
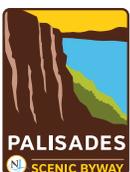
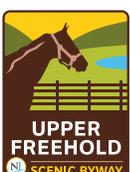
New Jersey’s proximity to New York City and Philadelphia has elevated development pressure; New Jersey is the nation’s most densely populated state and its cultural, historical, and natural resources are vulnerable to growth and development. Discontent with traffic, air and water pollution and increased pressures placed on existing sensitive areas have led to concerns about erosion of “sense of place” and the decline of open space and agricultural landscapes. The Scenic Byways Program offers a strategy for local communities to identify, protect and improve the assets that they value.

As of the *Guidebook’s* publication, there are seven state-designated Scenic Byways, two of which are also designated as National Scenic Byways.

### NEW JERSEY’S PHYSIOGRAPHIC PROVINCES & SCENIC BYWAYS





	Theme(s)	Year Designated	Byway Sponsor	Length	Corridor Management Plan (CMP)
	Historic / Recreational	1996 / National Designation 2009	Delaware River Greenway Partnership	34 miles	Completed 1997, Updated 2006
	Historic / Scenic	2001 / National Designation 2009	Millstone Valley Preservation Coalition	27.5 miles	Completed 2008
	Historic / Natural	2005	Pinelands Commission	130 miles	Completed 2009
	Historic / Scenic	2005	Palisades Interstate Parkway Commission	19 miles	Completed 2011
	Historic / Cultural	2006	Upper Freehold Township	24 miles	Completed 2011
	Historic / Natural	2009	South Jersey Bayshore Coalition	122 miles	In Progress
	Historic	2009	Heritage Conservancy	19 miles	Completed 2011



## DID YOU KNOW?

*By inviting residents and visitors to appreciate and enjoy New Jersey's treasured places, byways serve as gateways to diverse landscapes and outstanding views, ranging from urban skylines to wooded shorelines to tranquil lakes. Byways connect communities and their numerous visitor sites, telling stories of New Jersey's history, cultural and natural landscapes, and recreational opportunities.*

Four of the New Jersey Scenic Byways have at least a portion of their corridors located within the Crossroads of the American Revolution National Heritage Area, which was designated by the U.S. Congress in 2006 and encompasses 213 cities and towns in NJ and all or parts of 14 counties from Bergen to Gloucester. This area was significantly involved in some way with the Revolutionary War.

The Delaware River Scenic Byway and the Millstone Valley Scenic Byway are both designated as National Scenic Byways.

The Delaware River Scenic Byway is a gateway to American History including Washington Crossing State Park, the site where Washington crossed the Delaware River during the night of December 25, 1776 and the Trenton Barracks where the Hessian troops were garrisoned until their capture by Washington's army.

The Millstone Valley Scenic Byway passes through nine historic districts and most of the Byway is located within the Delaware and Raritan Canal State Park.

The Bayshore Heritage Byway is located within the NJ Coastal Heritage Trail Route and is part of the Western Hemisphere Shorebird Reserve Network designated by the World Wildlife Fund.

The Palisades Scenic Byway was designated as a National Natural Landmark in 1983 and was listed on the National Register of Historic Places and New Jersey Register of Historic Places in 1999.



Interpretive Sign at the ruins of the Estellville Glass Factory, Pine Barrens Byway

The Pine Barrens Byway is located within the Pinelands National Reserve, which is the first National Reserve in the nation created by Congress under the National Parks and Recreation Act of 1978. In 1983 the area was designated a U.S. Biosphere Reserve by UNESCO an agency of the United Nations and in 1988 it was recognized as an International Biosphere Reserve.

The Upper Freehold Historic Farmland Byway has many farms that date back to the Revolutionary War. Allentown – founded in 1706 – has remained essentially untouched by modern development and remains one of the largest contiguous historic districts in New Jersey.

Among the many historic features of the Warren Heritage Scenic Byway is the Morris Canal, which is listed in the New Jersey Register of Historic Places and is a nationally-designated Historic Civil Engineering Landmark. This canal had the greatest elevation change of any canal in the world and remnants of it can be found within this byway. In the 1900's Thomas Edison experimented with concrete and a mile of the current Route 57 was known as "Edison's Concrete Mile."



## WHAT IS THE NEW JERSEY SCENIC BYWAYS PROGRAM?

The New Jersey Scenic Byways Program was started as part of a larger national program that was established in 1991 by Congress for management by the Federal Highway Administration (FHWA) to promote the recognition and enjoyment of America's memorable roads. In New Jersey the Department of Transportation leads the Scenic Byways Program, which connects and supports the various interest groups working to maintain New Jersey's unique features, distinctive places and diverse communities while improving livability and quality of life for residents and visitors. Both the National and State Scenic Byways Programs provide a framework for communities to create a management strategy and to develop plans that balance development, conservation, tourism and economic vitality.

The New Jersey Scenic Byway Program's primary purpose is to assist sponsors interested in highlighting the special driving routes that collectively tell the "story of New Jersey." The program is focused on the invaluable connection between land use and transportation. Designating roadways as byways helps to preserve the "view from the road" and to recognize the role of byways as gateways to New Jersey's visitor destinations and communities. One of the program's objectives is to enhance the roadway experience for the byway traveler, but it is evident that this benefit improves the driving experience for all roadway users. By engaging communities to collaborate in identifying projects and in making investments along byways, the program contributes to the mobility and safety of the state's roadway network and the livability of New Jersey's communities.

Each designated Byway has a local sponsoring organization responsible for advancing efforts to improve, protect and promote its byway's unique qualities. The New Jersey Scenic Byways Program oversees applications for scenic byway designation and for sustaining these byways once they have been designated. The program also provides technical support to byway sponsoring organizations and collaborates with state agencies and organizations with objectives that are aligned with those of the Scenic Byways Program. When funding was available from a competitive federal grant program, New Jersey was able to obtain over seven million dollars<sup>1</sup> for local byway projects.

## PROGRAM VISION

The New Jersey Scenic Byways Program establishes a distinctive collection of byways and supports community efforts to preserve, interpret and promote the intrinsic qualities of New Jersey's treasured places.

## PROGRAM MISSION

- To recognize and preserve New Jersey's unique historic, cultural and natural heritage
- To improve roadway safety and appearance
- To create and nurture partnerships among citizens and all levels of government
- To provide opportunities for commerce through heritage, cultural and eco-based tourism
- To enhance quality of life and instill pride in local communities

## PROGRAM BENEFITS

- Preserves New Jersey intrinsic qualities
- Enhances quality of life factors

<sup>1</sup> As of the Program Guidebook's publication.



- Generates community and civic pride, and a greater awareness of the state's heritage
- Advances tourism throughout New Jersey in proximity to centers of commerce and intrinsic qualities
- Promotes safe, comfortable and accessible travel opportunities including bicycling, walking and transit
- Encourages land uses that complement the state's most scenic, cultural and historic roads, and surrounding landscapes
- Involves all stakeholders to ensure that the character of the byway corridor is preserved and provides for a sense of place

The Statewide Policies for Historic, Cultural and Scenic Resources are designed to protect and enhance the natural and visual values of scenic and historic corridors by promoting the management of new growth and development in ways that complement scenic and historic values associated with these corridors and by using a variety of preservation techniques. (State Development and Redevelopment Plan, 1992, p. 59)

## PROGRAM HISTORY

New Jersey's Scenic Byways Program was adopted in 1993 in response to both the Federal Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA) and to the State Development and Redevelopment Plan adopted in 1992 (SDRP). ISTEA established the National Scenic Byways Program and the SDRP established statewide planning objectives regarding land use, economic development, transportation, conservation, farmland retention, and historic preservation. The drafting and adoption of the 1992 SDRP was the result of active participation and collaboration of state agencies, local governments and the public. The agencies involved in preparing and adopting the SDRP were also involved in the development of New Jersey's Scenic Byways Program. The first New Jersey Scenic Byway Manual was published in 1995. This *Guidebook* is an update to the original 1995 manual.

The comprehensive New Jersey State Byways Program builds on past efforts to preserve, promote and enhance the state's scenic and historic corridors. Sustaining the program into the future represents the New Jersey Department of Transportation's ongoing commitment to celebrate New Jersey's treasured places along its roadway network.



Man and his dog enjoy boating along the Delaware Bay, Bayshore Heritage Byway



## HISTORIC TIMELINE: EVOLUTION OF THE NEW JERSEY SCENIC BYWAYS PROGRAM

1944	State	The New Jersey State Council of Garden Clubs beautified a 5.5-mile stretch of U.S. 22 with 8,000 dogwood trees as a living memorial to the men and women in the Armed Forces from New Jersey. The work of selecting, planting and maintaining the trees was carried on by the NJ State Highway Department.
1945	State	The New Jersey Legislature approved a Joint Resolution designating U.S. 22 “Blue Star Drive.”
1945	National	The National Council of State Garden Clubs adopted the New Jersey Program and began a Blue Star Highway system, which covers thousands of miles across the continental United States, Alaska and Hawaii. The project was organized as a demonstration of roadside beautification, to show what could be accomplished through united strength, as a protest against billboards and to educate the public to higher standards of roadside development.
1965	Federal	The Highway Beautification Act (HBA) provided authority to control outdoor advertising, and waste disposal and recycling facilities in areas adjacent to certain highways. It also provided legal authority and funding to establish and maintain landscaping, scenic overlooks, tourist information centers and other enhancements.
1985	State	The Legislature of the State of New Jersey adopted the State Planning Act. The Act established a State Planning Commission to establish the statewide planning process, and to adopt and periodically update the State Development and Redevelopment Plans (SDRP).
1991	Federal	The National Scenic Byways Program was established under the Intermodal Surface Transportation Efficiency Act (ISTEA), which provided \$74.3 million in discretionary grant funds to eligible projects.
June 1992	State	The first State Development and Redevelopment Plan (SDRP) was adopted by the State Planning Commission. The Plan instituted a process for selecting routes and corridors that merit special consideration and priority. The agencies involved in preparing and adopting the SDRP were also involved in the development of New Jersey’s Scenic Byways Program.
October 1993	State and Federal	The New Jersey Scenic Byways Program was established, modeled after the Federal Highway Administration’s (FHWA) National Scenic Byways Program.
February 1995	State	The New Jersey Scenic Byways Program Manual was developed by the NJ Department of Transportation in partnership with the NJ Department of the Treasury, Office of State Planning and the NJ Department of Environmental Protection.
May 1995	Federal	In the Federal Register, FHWA announced its interim policy for the National Scenic Byways Program. This interim policy set forth the criteria for the designation of roads as National Scenic Byways or All-American Roads.



1996	State	The Delaware River Scenic Byway (Route 29), sponsored by NJDOT, was the first byway in New Jersey to be designated and became a case study for the State's Scenic Byways Program.
1998	State	The New Jersey Scenic Byways Program was placed within the NJDOT Landscape Architecture Unit. The process for becoming a byway was re-examined with a focus on a process for local sponsors, which allowed for a two-step process. A "Scenic Byway Application" completed by a local sponsor could lead to provisional designation as a state byway until the completion of the Corridor Management Plan.
June 1998	Federal	The Transportation Equity Act for the 21st Century (TEA-21) authorized a total of \$148 million for technical assistance and grants to states for the purposes of developing scenic byway programs and undertaking related projects along roads designated as National Scenic Byways, All-American Roads, or as State Scenic Byways.
August 2005	Federal	President George W. Bush signed the Safe, Accountable, Flexible and Efficient Transportation Equity Act – A Legacy for Users (SAFETEA-LU), authorizing a total of \$175 million for technical assistance and grants to states and Indian tribes for the development and implementation of scenic byways.
October 2007	State	New Jersey's first Statewide Scenic Byways Workshop was held. The Scenic Byways Program continues to hold and sponsor byway workshops every year.
May 2009	State	Assembly No. 3930, State of New Jersey, 213th Legislature establishes the "New Jersey Scenic and Historic Highways Program."



PINE BARRENS BYWAY

NEW JERSEY SCENIC BYWAYS



## Chapter 2: Program Policies and Procedures

The policies and procedures outlined in this chapter provide guidance to the New Jersey Scenic Byways Advisory Committee and other agencies that participate in supporting the New Jersey Scenic Byways Program and local byway sponsors. The chapter includes a summary of program requirements and procedures for byway designation and management, which are described in detail in Chapter 4, “Navigating the Requirements.”

### BYWAY DESIGNATION OVERVIEW

#### THE STATE AND NATIONAL SCENIC BYWAYS PROGRAMS

The Federal Highway Administration oversees the National Scenic Byways Program but has determined that each participating state must establish its own specific criteria. New Jersey has modeled its program after the guidelines set forth by the National Scenic Byways Program; therefore, the state program is a voluntary, grassroots collaborative effort established to help recognize, preserve and enhance selected roads. Since the New Jersey Scenic Byways Program shares the same eligibility requirement as the national program, local scenic byway sponsors who have successfully achieved state byway designation can seek National Scenic Byway designation.

#### What is a New Jersey Scenic Byway Designation?

The action by the Commissioner of the New Jersey Department of Transportation to officially approve the inclusion of a scenic byway in the state’s Scenic Byways Program.

FHWA’s interim policy of May 18, 1995 provides information about the national program and its criteria and procedures for national designation. It specifies that the policies and procedures “apply to any state or federal agency electing to participate in the National Scenic Byways Program by seeking to have a road or highway designated as a National Scenic Byway or an All-American Road.” The policy defines the six intrinsic qualities – archaeological, cultural, historic, natural, recreational, and scenic – that must be evident for a road to qualify for designation. It also defines the 14 points required in a corridor management plan (CMP) that must be completed before a byway sponsor can apply for designation as a National Scenic Byway or an All-American Road. New Jersey uses these same six intrinsic qualities and 14 points in its designation process for becoming a New Jersey Scenic Byway.

New Jersey’s Scenic Byways that meet National Program eligibility requirements can choose to apply for national designation. To be eligible as a National Scenic Byway, a road corridor must significantly have at least one of the six intrinsic qualities. The characteristics associated with the intrinsic qualities must be distinct and representative of the region. Nomination applications are submitted to the New Jersey State Scenic Byways Coordinator for review, and submitted to the Federal Highway Administration for designation as a National Scenic Byway.

To be designated as an All-American Road, the byway must possess at least two of the intrinsic qualities and be considered a destination unto itself. It must provide an exceptional traveling experience that is so recognized by travelers that they would make the drive a primary reason for their trip. The characteristics associated with the intrinsic qualities represent one-of-a-kind features that do not exist elsewhere.

Both the New Jersey Program and sponsors of state-designated scenic byways can benefit from participation in the National Program, which is dedicated to the needs of the byways’ communities. In addition to being eligible to apply for any federal funding that may be available, byway sponsors can receive technical assistance and can participate in peer-to-peer forums. Through partnerships with non-governmental organizations, the National Program maintains a travel and tourism website that promotes state and national byways.



## LOCAL PARTICIPATION AND GOVERNMENT REGULATION

Participation in the New Jersey State Scenic Byways Program is voluntary and often pursued by grassroots organizations for:

- Roads that safely and conveniently accommodate two-wheel drive automobiles with standard clearances
- Roads that accommodate, wherever feasible, multi-modal transportation including bicycle and pedestrian travel
- Roads that are contiguous and have the potential to tell a story and provide for a quality visitor experience

The guidelines for developing New Jersey's Scenic Byways are not intended to conflict with or supersede other state or local agency requirements.

The only regulation that the National Program requires all states to follow denies the construction of new billboards on a designated scenic byway. New Jersey complies with this regulation through *Title 16. Department of Transportation Chapter 41C. Roadside Sign Control and Outdoor Advertising*. The purpose of this rule is to balance the need to: control and regulate roadside signs and outdoor advertising; promote the scenic beauty of the State; and provide for the safety and convenience of the public, with the need to stimulate economic and commercial activity. Chapter 41C stipulates the requirements for the issuing of licenses and permits for roadside signs and outdoor advertising and for the establishment, use, maintenance and removal of such signs.

## DESIGNATION PROCESS SUMMARY

New Jersey has a two-step designation process for being designated as a scenic byway. The first step requires the completion of a Nomination Application. Approval of the application gives the proposed byway provisional designation as a State Scenic Byway; if, however, the application is incomplete or it does not comply with the program requirements, designation will be denied. Once approval has been given, the next step in the process is to develop a Corridor Management Plan (CMP), which leads to official designation from the Commissioner of the Department of Transportation. These steps are defined in detail in Chapter 4, "Navigating the Requirements."

A byway that achieves official designation must be signed to aid travelers in following the designated route. Road jurisdictions are required to install wayfinding signs within one year of official designation. Preparation for signing includes the development of a unique logo and a sign location plan, both of which require approval from the NJ Scenic Byways Program. Based on the number and types of signs indicated in the sign location plans, the New Jersey Department of Transportation supplies each roadway jurisdiction with signs and hardware. Roadway jurisdictions are required to sign an agreement with the Department to install, maintain, and replace signs as needed.

## BYWAY ORGANIZATION RESPONSIBILITIES

Byway designation requires the continued involvement of an oversight organization to implement recommendations of the Corridor Management Plan (CMP). Implementation projects can include the preservation of viewsheds and historic features, installation of pull-offs to provide access to outstanding views, interpretive exhibits and visitor centers, and myriad other elements that local communities prioritize through a collaborative process. Chapter 5, "Implementing Your Vision: A Toolkit of Ideas" describes some shared objectives and strategies for developing successful byways.

Byway sponsors are also required to submit an Annual Benefits Review form to the Scenic Byways Coordinator by the end of each calendar year (see Chapter 4, "Navigating the Requirements"). This is a yearly responsibility of all byway sponsoring organizations.



It is important to recognize that a provisional or designated scenic byway may be de-designated if it fails to meet the criteria and intent of the program, such as no longer possessing the intrinsic qualities that supported the designation, the absence or inactivity of a byway sponsoring organization, or the construction of new billboards along the byway.

## SUSTAINING THE PROGRAM

Sustaining the New Jersey Scenic Byways Program requires visibility at the state, regional, and local levels. Recognition of the program by partner agencies is critical and can take the form of inclusion in agency strategic plans and recognition of scenic byways within agency criteria for grant awards. It is the policy of the New Jersey Scenic Byways Program to seek this recognition through the interagency Advisory Committee. Committee members have an obligation to raise the visibility of the program within the agencies they represent. To support their efforts, the Scenic Byways Coordinator is required to prepare an annual report highlighting program achievements, funds leveraged and activities of byway sponsoring organizations. Chapter 3, “Program Organization, Roles and Responsibilities” describes the required activities of the Coordinator, Advisory Committee and byways sponsoring organizations.

Many of the objectives of New Jersey’s Scenic Byways Program are integral to the mission, goals and policies of other agencies. Although administered by the New Jersey Department of Transportation, the New Jersey Scenic Byways Program can serve the interests of other agencies by providing access to local communities who have gone through a thorough process of defining priority projects. The Scenic Byways Advisory Committee includes representatives from state agencies and organizations that provide technical, financial and partnership capabilities in support of New Jersey Scenic Byways. Through strategic alliances and partnerships, each member of the Advisory Committee and each agency have the potential to leverage resources, offer grant-program funding and provide staffing assistance. The Scenic Byways Program acts as a bridge to the resources of other agencies.

## PROGRAM PARTNERSHIPS

The future of the New Jersey Scenic Byways Program requires strong partnerships to achieve objectives shared with other agencies. The Department of State and the Department of Environmental Protection are key program partners. These agencies have critical resources for:

- Promoting the byways
- Preserving the byways’ significant intrinsic qualities, characteristics and stories
- Stimulating business development in communities within byway corridors

### **New Jersey Department of State**

The **Division of Travel and Tourism** is equipped with the knowledge and organization to promote New Jersey’s destinations, unique sites and events. The Division can include scenic byway destinations on their website, in marketing materials and in travel packages. Regional offices of the Division of Travel and Tourism can provide assistance to byway sponsor organizations in successfully preparing for and marketing the byways regionally, nationally and internationally.

The **Office for Planning Advocacy (OPA)** serves as the lead agency for coordinating and advancing New Jersey’s planning strategies. A priority of OPA is to stimulate economic growth through proper planning and interagency cooperation. The OPA coordinates statewide planning to promote economic development in unutilized, underutilized or abandoned properties across the state and protect open space and environmentally sensitive areas. The State Strategic Plan: New Jersey’s State Development and Redevelopment Plan, 2013 references the NJ Scenic Byways Program as a strategy for economic development through tourism.



### **New Jersey Department of Environmental Protection (NJDEP)**

NJDEP has numerous programs that support the preservation of byway intrinsic qualities, such as scenic vistas, cultural landscapes and historic districts.

The **Division of Parks and Forestry** has a program that officially recognizes and establishes agreements with friends organizations to preserve protect and interpret historic sites and parks. The Friends of Monmouth Battlefield, Inc., Princeton Battlefield Society, Friends of the Hermitage and Friends of Liberty State Park are some examples of partnership arrangements.

The **Green Acres Program**'s mission is to "achieve, in partnership with others, a system of interconnected open spaces, whose protection will preserve and enhance New Jersey's natural environment and its historic, scenic and recreational resources for public use and enjoyment."

The **Historic Preservation Office** assists in identifying, preserving, protecting and sustaining historic and archaeological resources through the state's Historic Preservation Program.

Other statewide efforts are also complementary to scenic byways. Through strategic partnerships, the program can align with other statewide efforts to develop new opportunities for New Jersey's collection of Scenic Byways. It is the program's policy to develop partnerships, both public and private, that provide local byway sponsors with access to new funding opportunities and technical resources for implementing corridor management plan recommendations.

### **PROGRAM FUNDING**

Funding and technical assistance for the state program and the individual scenic byways are always a challenge. The National Scenic Byways Program was originally established and funded under the Intermodal Surface Transportation Efficiency Act

(ISTEA) and funding was subsequently renewed in the transportation bills that followed even though funding mechanisms and formulas were revised. The future of the National Program will always be subject to change along with federal funding programs.

#### **Heritage Tourism Benefits**

The National Trust for Historic Preservation defines cultural and heritage tourism as travel to experience the places, artifacts and activities that authentically represent the stories and people of the past and those that have continued into the present. With a rich history that played a central role in our nation's origins and development, New Jersey is a desirable destination for travelers interested in heritage tourism.

According to a 2009 national study of cultural and heritage travelers, 78% of all U.S. leisure travelers participate in cultural and/or heritage activities while traveling, representing 118.3 million adults each year. Tourists visiting cultural and heritage sites spend an average \$994 per trip compared with \$611 by other travelers.<sup>1</sup>

Regardless of changes to the National Program, the NJ Scenic Byways Program is a cost-effective asset to the state. The state program has the capacity to leverage funding that benefits NJ residents through the preservation, improvement, and promotion of exceptional landscapes and features. It is even more necessary for the New Jersey Scenic Byways Program to establish partnerships and explore new opportunities for funding. The visibility of the program and its accomplishments, along with the effective participation of other agencies, is necessary to sustain the program. The policies and procedures of the New Jersey Scenic Byways Program are designed to maximize opportunities for collaboration and increase visibility from state to local levels.

<sup>1</sup> The Cultural and Heritage Traveler, 2009 Edition, Mandala Research, LLC; Study commissioned by National Trust for Historic Preservation, U.S. Cultural and Heritage Tourism Marketing Council and U.S. Department of Commerce.



View of roadway along Upper Freehold Historic Farmland Byway



DELAWARE RIVER SCENIC BYWAY

NEW JERSEY SCENIC BYWAYS



## *Chapter 3: Program Organization, Roles and Responsibilities*

Scenic byway designation can only occur when a grassroots sponsor submits a nomination package to the New Jersey Department of Transportation (NJDOT) for a route that meets the Scenic Byways Program's qualifications. During the preparation of this document, the sponsor will need to determine the intrinsic quality on which the byway's designation will be based and the route that will best connect the locations representing this intrinsic quality and tell its story. Although NJDOT guides and manages New Jersey's Scenic Byways Program, it does not lead this designation process. It is a local sponsor that initiates the formation of a scenic byway. The program's role is to provide a means for local communities to identify the roadways that contribute to the community's distinctiveness and character. These are the roadways that connect the places people value and that offer authentic and unique experiences to the traveling public.

Scenic byway designation encourages communities to work collaboratively to preserve, protect, and promote these special roadway corridors. The program provides a vehicle for collaboration across jurisdictions with local, county, and state government, non-profit organizations and the private sector. Communities come together to identify projects and make investments along designated roadways. The types of projects can be wide-ranging. For example, the purpose of a project may be to protect viewsheds, preserve historic structures, or promote tourism. Transportation-related byway projects such as bicycle and pedestrian facilities, scenic pullout areas, and enhancement projects contribute to the mobility and safety of the road network and to the livability of communities.

The Scenic Byways Program acts as a catalyst for communication at all levels of government but it does not have any regulatory powers. It does not alter the processes or procedures of any agency from the municipal level to the state level. The benefits received from this program are earned at the grassroots local level from the efforts put forth by the byway sponsoring organization; it strengthens the sponsor's ability to solidify the goals for the byway through hard work and the development of support from the ground up. The only constraint that designation brings is a prohibition against erecting billboards on byways.

Since the limit of a scenic byway includes both the roadway and the corridor viewed from the roadway, protecting viewsheds, historic resources and environmental quality are often concerns of byway sponsors. These topics are within the mission and scope of other state agencies with expertise valuable to the New Jersey Scenic Byways collection. These other agencies provide assistance to the program through an interagency Advisory Committee.

The New Jersey State Byways Program is designed to facilitate byway designation, planning and implementation. The program also supports byway sponsor organizations and others in advancing corridor management plan (CMP) recommendations. All activities of the program are intended to establish and improve the state's collection of byways by empowering byway sponsors to improve, protect, and promote their byways' intrinsic qualities. Travelers along New Jersey's Scenic Byways, whether they are residents commuting to work or out-of-state tourists, will benefit from the activities of the Scenic Byways Program. This chapter defines the roles and responsibilities of the Scenic Byways Coordinator, the Scenic Byways Advisory Committee, and scenic byway sponsoring organizations in performing these tasks.

### **SCENIC BYWAYS COORDINATOR**

The Scenic Byways Coordinator is responsible for the administration, development and implementation of the Scenic Byways Program. This includes interaction and coordination with the Scenic Byways Advisory Committee and the byway sponsoring organizations.



## THE SCENIC BYWAY COORDINATOR'S DUTIES ARE TO:

### **1. Oversee activities related to the state Scenic Byways Program:**

- Advance the development and implementation of the program
- Report to and coordinate with the Advisory Committee and its subcommittees
- Prepare an annual action agenda and Advisory Committee meeting schedule to support the program's goals and objectives
- Prepare and distribute an annual report documenting the program's activities and accomplishments

### **2. Increase public and private support for the program:**

- Raise the visibility of the Scenic Byways Program and establish partnerships that benefit the program and byway sponsoring organizations

### **3. Support the process of byway designation:**

- Review designation applications for completeness before they are submitted to the Scenic Byways Advisory Committee and/or the Federal Highway Administration (FHWA) for their votes
- Provide guidance to byway sponsoring organizations in developing their corridor management plans, and review the plans for completeness before they are submitted to the Scenic Byways Advisory Committee for vote

### **4. Support byway sponsoring organizations:**

- Provide educational and technical assistance
- Host an annual workshop
- Make the final decisions for grants administered through the national or state scenic byways programs

## COMMUNICATION

The Scenic Byways Coordinator should encourage interaction among the sponsoring organizations, the Advisory Committee, and others with an interest in scenic byways to foster the community of local byway sponsors and the Scenic Byways Advisory Committee. Communication should occur beyond the program's regular meetings and workshops, and may be facilitated through:

- A listserv for the Advisory Committee to share news, ideas and accomplishments
- An email list for the Scenic Byways Coordinator, the Advisory Committee, and the byway sponsoring organizations to circulate information, share ideas, publicize upcoming events, communicate successes and request assistance
- A program web page for the public to get more information about the Scenic Byways Program and to provide guidance to byway partners

## SCENIC BYWAYS ADVISORY COMMITTEE

The Scenic Byways Advisory Committee is an interagency standing committee responsible for guiding and supporting the development and activities of the New Jersey Scenic Byways Program in collaboration with the Scenic Byways Coordinator. In this capacity, the Advisory Committee will work with the Coordinator to develop an annual Action Plan that should establish



guidance for the program in the upcoming year. The Action Plan is an outcome of an annual evaluation by the Coordinator and Advisory Committee of the program's priority actions, which are derived from agency initiatives, byway sponsor organizations' Annual Benefits Reports, and byway corridor management plans. The program action plan should include the:

- Desired goals
- Specific tasks or projects for the upcoming year
- Description of how each task or project will get done and the required funds, if any, that will be needed and where to get them
- Who is responsible for each task or project (there may be multiple parties and partnerships)
- A timeline for completion

## **ALL MEMBERS OF THE SCENIC BYWAYS ADVISORY COMMITTEE ARE EXPECTED TO:**

### **1. Participate in activities related to scenic byway designation:**

- Review and comment on byway nomination applications based on the program's criteria for byway designation. Positive recommendations will be given to the NJDOT Commissioner who will ultimately approve or disapprove them. Sponsors of applications that are denied because they are incomplete or do not comply with the program requirements will receive comments back regarding this decision. The Scenic Byways Advisory Committee will assist with this document.
- Review and comment on corridor management plans based on program criteria. Positive recommendations will be given to the NJDOT Commissioner who will ultimately approve or disapprove them. The committee may advise byway sponsoring organizations of shortcomings and require them to revise and resubmit the plans to the coordinator before submission to the NJDOT Commissioner.
- Review and comment on documentation proposing byway de-designation for the NJDOT Commissioner, who will make the final decision. The Scenic Byways Advisory Committee's review and recommendation will be based on evidence of non-compliance with the requirements of the program, or of changes affecting byway compliance with the criteria for designation.

### **2. Support the activities of byway sponsoring organizations:**

- Provide technical assistance to byway sponsoring organizations in developing and implementing corridor management plan recommendations
- Provide guidance to byway sponsoring organizations in their pursuit of funding or to the interests or programs of agencies and organizations represented on the Advisory Committee

### **3. Support the activities of the Scenic Byways Coordinator:**

- Participate in subcommittees established by the Scenic Byways Advisory Committee and/or Coordinator
- Review and prioritize grant applications related to the Scenic Byways Program
- Review and approve reports generated by the program
- Assist in the preparation of the program's annual report



#### **4. Promote the Scenic Byways Program:**

- Support and participate in the Scenic Byways Program’s outreach activities
- Raise the visibility of the program within the agencies/organizations that they represent
- Include byway goals as part of their agency’s/organization’s work plan when they are revised or updated
- Support and inform the Scenic Byways Coordinator of partnership opportunities
- Encourage collaboration among private and public agencies

#### **SCENIC BYWAYS ADVISORY COMMITTEE STRUCTURE**

The Scenic Byways Advisory Committee is made up of representatives of state agencies, non-profits or private organizations that can assist byway sponsors in meeting their objectives. Each committee member should represent an agency or organization with interests that are related to the intrinsic qualities and/or the traveler experience that define New Jersey’s Scenic Byways. Members should also have the ability to support program goals and objectives. It is recommended that membership always include at least one representative from the key state agencies listed below.

Additionally, strategic non-profit or private organizations such as AAA, the New Jersey Conservation Foundation, the League of Municipalities, and the Association of Counties should be asked to serve a three-year term. These “non-state” representatives will be determined through the recommendation of either a Scenic Byways Advisory Committee member or at the discretion of the Scenic Byways Coordinator, and should be kept to a minimum of three and a maximum of five members.

#### **Scenic Byways Advisory Committee Key State Agencies**

- Department of State – Division of Travel & Tourism
- Department of State – New Jersey Cultural Trust
- Department of State – New Jersey Historical Commission
- Department of State – Office for Planning Advocacy
- New Jersey Department of Agriculture
- New Jersey Department of Environmental Protection (NJDEP) Green Acres
- NJDEP Historic Preservation
- NJDEP Parks and Forestry
- New Jersey Department of Transportation (NJDOT) Office of Bicycle & Pedestrian Programs
- NJDOT Bureau of Statewide Strategies
- NJDOT Maintenance and Operations Unit



All members will have voting privileges with the following exceptions: 1) representatives of regional or local non-profit and private organizations should not vote on issues specific to the byways located within their area of operation; 2) the Federal Highway Administration (FHWA) representative oversees the activities of the Scenic Byways Program to ensure compliance with FHWA, and is a non-voting member; and 3) the Scenic Byways Program Coordinator will vote only when it is necessary in the event of a tied vote.

### **Ad Hoc Subcommittees**

From time to time, the Scenic Byways Coordinator may need assistance with various facets of the program. The Scenic Byways Advisory Committee may elect to establish volunteer ad hoc subcommittees to address specific needs of the coordinator. Ad hoc subcommittees and their purpose, activities, duration and membership will be determined by vote or at the request of the Coordinator. Ad hoc subcommittees may be restricted to voting members or may include non-voting members or persons outside of membership at the discretion of the Scenic Byways Advisory Committee.

### **Grant Review Subcommittee**

An ad hoc grant review subcommittee will be established and convened at the request of the Scenic Byways Coordinator for the purpose of reviewing and prioritizing grant applications in circumstances where program approval is required or requested. This subcommittee will consist of a minimum of three voting Scenic Byways Advisory Committee members. The Scenic Byways Coordinator will advise the subcommittee and participate in the process of prioritizing applications as necessary should the subcommittee be unable to conclude the process for any reason.

### **Scenic Byways Advisory Committee Meetings**

The Scenic Byways Advisory Committee should meet at least three times a year. In advance of these meetings, the Scenic Byways Coordinator should request that each committee member provide a written update of what the community/agency he or she represents has done to advance scenic byways. This information should be compiled by the Coordinator for distribution at the meeting along with an agenda and other applicable materials for discussion purposes. These updates can provide data for the Coordinator's annual report to show accomplishments and program benefits.

## **SCENIC BYWAY SPONSORING ORGANIZATIONS**

Any local, county or state government agency or non-profit organization is eligible to nominate a road corridor for New Jersey Scenic Byway designation. These byway sponsoring organizations formalize their commitment to becoming a byway in the nomination application. Byway sponsoring organizations must have the ability to oversee activities that improve, protect and promote their byways' intrinsic qualities, and manage corridor management plan strategies and actions. They must also have the capacity to seek and manage funding for byway activities and projects.

It is anticipated that byway sponsors will need to solicit funding for organizational support or for project implementation. As part of the nomination application, byway sponsoring organizations are required to demonstrate their capacity to manage grants or to identify a funding "host" that formally agrees to manage grant funding on behalf of the byway sponsor. Funding sources typically have many requirements related to grant management. Especially in the case of governmental funding, the requirements can be complex and time consuming, and can require a long-term commitment on the part of the byway sponsoring organization. Byways sponsoring organizations or their funding host must have the staff and organizational structure capable of meeting these requirements.

The byway sponsoring organization becomes the responsible party for maintaining this roadway designation by ensuring that the intrinsic qualities for which the byway was designated are preserved and the byway vision is achieved through ongoing outreach and implementation. In carrying out their responsibilities, byway sponsors are expected to:



### **1. Complete the process for byway designation:**

- Adhere to program guidelines and requirements in the preparation of the nomination application, including defining the intrinsic quality and the story that will communicate the byway's significance to future visitors, and identifying the best route to connect the chosen intrinsic quality and tell the story. A successful application results in provisional designation.
- Prepare a corridor management plan within five years of provisional designation approval that outlines the vision for the byway and defines the strategies to accomplish that vision.
- Obtain letters of resolution from the agencies with jurisdiction over any portion of the byway at any stage of the process to show support and approval from those agencies.
- Demonstrate the organizational capacity to manage grant funding and byway designation.

### **2. Organize and maintain a byway sponsoring organization:**

- Continue to seek partnerships and collaboration with all stakeholders along the byway.
- Meet, at a minimum, one time per year to collectively implement the corridor management plan recommendations, seek funding to implement projects and activities, and manage other activities to sustain the organization. One meeting should be publicly announced and open to the general public.

### **3. Participate in activities of the New Jersey Scenic Byways Program:**

- Attend the annual scenic byways workshop led by the Scenic Byways Coordinator. At a minimum, one representative of each byway sponsoring organization should be in attendance.
- Prepare an Annual Benefits Review (see Chapter 4, "Navigating the Requirements") to measure local successes regarding scenic byway economic impacts, enhancements, results of marketing efforts, and corridor management plan implementation. The Annual Benefits Review will be submitted electronically to the Scenic Byways Coordinator by December 31 of each year.
- Submit a sign location plan to the New Jersey Department of Transportation (NJDOT) for approval. This plan must be prepared by a professional engineer, comply with the Manual of Uniform Traffic Control Devices (MUTCD), and be approved by NJDOT before any byway identification signs can be placed along the byway.
- Coordinate with roadway jurisdictions and the program representatives to sign the byway route and monitor the maintenance of byway route signs.

### **4. Support the goals and carry out recommendations of the corridor management plan:**

- Promote general interest and public participation in the byway through marketing and awareness.
- Promote byway recognition, interests, and implementation activities through partnerships with all stakeholders – government, non-profit, and private organizations.
- Update the corridor management plan recommendations within three years of plan approval and biannually thereafter. The update may also propose revisions to the corridor management plan that address conditions of approval, or that respond to changing circumstances and priorities.



**5. Seek funding for sustaining the activities of the byway sponsoring organizations:**

- Prepare and submit any applicable New Jersey Scenic Byways Program grants to the Scenic Byways Coordinator to support development and activities along the byway.
- Seek funding sources outside of the New Jersey Scenic Byways Program that will sustain their activities.



View of fall foliage along the cliffs of the Palisades Scenic Byway



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WARREN HERITAGE SCENIC BYWAY

NEW JERSEY SCENIC BYWAYS



## Chapter 4: Navigating the Requirements

This chapter will assist interested individuals and organizations with the information they need to successfully apply for byway designation and to establish a New Jersey Scenic Byway. This process is important to understand because each byway must be sponsored by an organization that will lead the effort to protect, improve and promote the byway. This involves organizational responsibilities, nomination and designation, and implementation of a corridor management plan (CMP). This chapter includes information about eligibility and program requirements. It describes the steps required by the byway sponsor for a route to be designated as a New Jersey Scenic Byway by the Commissioner of the New Jersey Department of Transportation (NJDOT). This chapter also outlines requirements after designation has been achieved, such as signing the byway to guide travelers to those places where intrinsic qualities can be experienced firsthand.

The role of a byway sponsor is critical to the success of New Jersey's "grassroots" Scenic Byways Program. Although NJDOT administers the program, each byway sponsoring organization and its partners lead and coordinate activities for the byway to meet its goals.

The CD version of this Guidebook, available through the NJDOT Scenic Byways Program Coordinator, includes a toolkit with a number of resources that the byway sponsor will find useful throughout the designation process.

Byway designation is the first step in an ongoing process that requires the sustained effort of sponsoring organizations. Byway sponsors need to understand and accept the commitment and responsibilities that come with formal designation.



### PLANNING FOR NOMINATION

#### WHY APPLY FOR DESIGNATION?

There are several significant benefits that encourage sponsoring organizations to seek scenic byway designation. Some sponsors may be motivated to increase tourism and bolster their economic base while others are interested in strategies to identify, protect, preserve and enhance their community character and intrinsic qualities. A New Jersey Scenic Byway designation provides communities with new opportunities including:

- Official acknowledgement that the community possesses outstanding qualities worthy of designation, protection and promotion
- A collective vision for this special corridor



- Recognition of the byway that gives credibility for projects within the corridor when seeking funding from agencies, foundations and others
- Access to expert resources such as the Scenic Byways Advisory Committee for assistance
- Promotional and marketing support at the state and national level, such as identification on maps and in travel guides

It must be noted that byway designation should not be used as a strategy to waive government regulations or as an avenue exclusively to prohibit billboards. Byway sponsors need to recognize that there are specific requirements for becoming a byway and they must be able to justify why a route was chosen, the unique story that the byway tells, and the traveler experience that the visitor will be able to encounter.

Byway designation does not supersede state or local land use plans or requirements since the Scenic Byways Program is not regulatory. Designation does not carry with it any powers to control or exempt roadways from the processes and procedures of the New Jersey Department of Transportation or other local, state or federal agencies. The one exception is the prohibition of the construction of new billboards or outdoor advertising signs on any designated state or national scenic byway. *Title 16. Department of Transportation, Chapter 41C. Roadside Sign Control and Outdoor Advertising* provides the regulatory guidance for NJDOT in its review of outdoor advertising permits. Additional information about this regulation is found in Chapter 2, “Program Policies and Procedures” under the section, “Local Participation and Government Regulation” and in Chapter 5, “Implementing Your Vision: A Toolkit of Ideas” under the section, “Protecting Your Byway Viewshed.”

## WHO CAN APPLY FOR BYWAY DESIGNATION?

Any government or non-profit organization is eligible to nominate a byway route for scenic byway designation. The byway sponsor can be a non-profit organization or a local, county or state agency, commission or authority. The byway sponsoring organization oversees activities that improve, protect and promote its byway’s intrinsic qualities. Regardless of the organization, the sponsor must have a commitment to the byway and a willingness to help sustain the byway in the future.

Many byway sponsoring organizations begin as a group of volunteers that see the potential for scenic byway designation. They establish a committee and develop partnerships and support for nominating a specific route that has outstanding intrinsic qualities. However, byway designation includes ongoing responsibilities that are increasingly difficult for volunteers who are unfamiliar in dealing with local, county and state agencies. Volunteer committees can be overwhelmed with tasks that are typically beyond the scope of their expertise.

Byway sponsors must also have the capacity to seek and manage funding for organizational activities and byway projects. Although byway sponsors are not required to form a tax-exempt organization, when funding is obtained through federal or state government the sponsor must comply with grantor regulations. For example, federally-funded projects require compliance with the following Federal Office of Management and Budget Circulars:

- *Circular A-110: Part 215 Uniform Administrative Requirements for Grants and Agreements with Institutions of Higher Education, Hospitals, and other Non-profit Organizations*
- *Circular A-21: Part 220 Cost Principles for Educational Institutions*
- *Circular A-87: Part 225 Cost Principles for State, Local and Tribal Governments*
- *Circular A-122: Part 230 Cost Principles for Non-profit Organizations*



Stairs leading to a hiking trail along the Palisades Scenic Byway

## BENEFITS AND RESPONSIBILITIES OF DESIGNATION

*There are many benefits of designation as one of New Jersey's Scenic Byways, both in enhancing communities and in improving local economies. The recognition of the importance of a byway's intrinsic qualities can lend support to protect and preserve a byway's resources. Use of the New Jersey Scenic Byways brand and logo can enhance the marketability of a byway. Recognition can also serve to strengthen community pride.*

Benefits of designation have been characterized as the **4 P's: Promotion, Preservation, Partnerships and Pride**. Along with these benefits come responsibilities taken on by byway groups and by the Scenic Byways Program and together they build strong byway communities.

**Promotion:** Each New Jersey scenic byway is part of New Jersey's Scenic Byways collection that can be recognized by the public through a family of logos. Although each byway logo is unique and is designed to express an individual byway's defining character, it shares characteristics common to all of New Jersey's Scenic Byways collection. Sharing a common brand increases visitor recognition of the program and encourages travelers to include byways in their trip plans.

**Preservation:** Preserving the intrinsic quality(s) of a byway is essential to its integrity and sustainability. Byways create legacies and offer opportunities to preserve special places. It is those qualities and places that residents love and that draw visitors. In this way, preservation has a strong connection with promotion. Whatever it may be, preserving the intrinsic quality(s) is preserving the very essence of the byway. It sustains the resource for generations to come.

**Partnerships:** Even before nomination or designation, citizens and key stakeholders are engaged to create and foster a byway vision. Partnerships, both formal and informal, are needed to begin and sustain a byway. Many partners bring new resources to the table through their knowledge of the area, expertise, personal commitment and access to public or private funding sources. Partnerships are also a way for groups that are typically not associated with one another to have a dialogue about mutual interests.

**Pride:** A New Jersey Scenic Byway designation can instill a greater sense of awareness and pride among citizens. Neighbors learn and share with one another. People work with each other to identify the resources that the community believes form the basis of the byway's story and the opportunities to manage them. The byway itself may become the connecting force between byway communities.

**Responsibilities:** Being part of New Jersey's collection of byways brings each byway into a common effort with each other and with the state's Scenic Byways Program. Byway responsibilities lie in each byway's individual mission and in the efforts of the state program. Communication and sharing knowledge are keys to sustained success.



For this reason it is advantageous for byway sponsors to partner with organizations or agencies that have experience in dealing with government regulations.

Byway sponsors who are not capable of fulfilling the terms discussed in these circulars or other byway responsibilities can partner with a host organization capable of acting as the fiscal agent and complying with state and federal requirements. The fiscal agent is legally responsible for handling grant funds and has the staff capability to manage funder requirements for the byway sponsor. It is strongly recommended that the byway sponsor enter into a formal written agreement with a fiscal agent that outlines the working relationship between the two parties (see Chapter 6, “Driving Byways Forward”).

Byway sponsors are required to identify organizations that agree to act as fiscal agents in the nomination application. Volunteer groups that are aware of this requirement at the very beginning of the nomination process can form partnerships with agencies, thus avoiding potential problems they might encounter without partner assistance as they prepare the byway application, complete the corridor management plan and maintain the byway. Below is a list of responsibilities, from planning for byway nomination through implementing projects for a designated byway.

## **The Stages of Scenic Byway Development**

### **Planning for Nomination**

- Understand the requirements of byway designation
- Establish a byway sponsoring organization
- Coordinate and meet with the Scenic Byways Coordinator
- Identify the primary intrinsic quality, story and route for the proposed byway

### **Nomination Application**

- Identify a fiscal agent(s) for the sponsor organization
- Identify and meet with byway stakeholders (public agencies, land owners, etc.)
- Complete the application
- Get **resolutions of support** from entities having jurisdiction over the roadways that are being nominated for designation as a byway
- Get **letters of support** from byway communities, both municipal and county agencies that do not have jurisdiction over the roadways that are being nominated for designation but are located within the byway corridor. Letters of support can also be obtained from local organizations (private and non-profit) that take a strong interest in the proposed byway
- Submit one hard copy and one electronic copy of the application to the New Jersey Scenic Byways Coordinator who will review it for completeness and will return it if any changes are required
- Upon approval from the Byways Coordinator, submit twelve (12) hard copies and one electronic copy to the Byways Coordinator for distribution to the Scenic Byways Advisory Committee
- Present the nomination to the Scenic Byways Advisory Committee



### **Corridor Management Plan (CMP)**

(Must be done within five years of provisional designation)

- Organize and maintain a local sponsoring organization
- Understand and undertake the requirements of a CMP. This could include applying for a grant to hire a consultant to assist in preparing the CMP
- Coordinate with the Scenic Byways Coordinator
- Organize a CMP advisory committee
- Lead the planning process to complete a CMP, which includes holding CMP advisory committee and public meetings
- Complete the CMP
- Get resolutions of support from entities having jurisdiction over the byway route
- Get letters of support from byway communities, both municipal and county agencies that do not have jurisdiction over the byway route but are located within the byway corridor
- Submit one hard copy and one electronic copy of the application to the Scenic Byways Coordinator who will review it for completeness and will return it if any changes are required
- Submit twelve (12) copies of the CMP for review to the Scenic Byways Coordinator who will distribute them to the Scenic Byways Advisory Committee for review
- Present the CMP to the Advisory Committee who will approve it or ask for revisions

### **Byway Implementation**

- Maintain a byway sponsoring organization
- Maintain a fiscal agent who is approved as the responsible party for any projects generated from federal or state funding for the sponsoring organization
- Implement and carry out recommendations of the CMP
- Seek funding and partners for sustaining the activities of the byway sponsoring organization and the action items in the CMP
- Prepare a sign location plan
- Design a byway logo
- Coordinate with NJDOT and the agencies with jurisdiction over the byway route to sign the byway
- Hold at least one stakeholder meeting per year to keep the public informed about the byway
- Maintain relationships with agencies with jurisdiction over the byway route
- Prepare an Annual Benefits Review and submit it to the Scenic Byways Coordinator
- Participate in activities of the New Jersey Scenic Byways Program



**WHAT IS THE PROCESS FOR BYWAY DESIGNATION?**

The New Jersey Scenic Byways Program has two formal steps in the designation process. It begins once the pre-planning for byway designation is complete and results in the creation of a byway sponsoring organization with the interest and support of the community.

**Step 1: Apply for Byway Designation**

The byway sponsor submits an application nominating a route for designation to the Scenic Byways Advisory Committee for review and recommendation and for provisional approval from the NJDOT Commissioner. See Chapter 3, “Program Organization, Roles and Responsibilities” for information about the composition and role of the Scenic Byways Advisory Committee. When preparing the application, careful consideration must be given to determining the intrinsic quality(s) that define the byway’s distinguishing characteristic(s), the byway story, and the route selected to connect the intrinsic qualities and provide meaningful byway visitor experiences; there must be a unique story to tell and byway destinations where travelers can get out of the car and experience the story. As part of the application process, all municipalities and counties that have jurisdiction over the roadways proposed for designation must be contacted for their required application endorsement.

**Step 2: Prepare a corridor management plan (CMP)**

With an approved provisional designation in hand, the sponsoring organization must complete and submit a Scenic Byway Corridor Management Plan within five years. A CMP is an important planning tool, has specific requirements that need to be fulfilled by the byway sponsor, and identifies strategies to preserve, protect, enhance and promote the byway. Online resources are available that provide guidance in meeting the CMP requirements that are outlined in this chapter. Once the CMP is approved, the byway is officially a state-designated New Jersey Scenic Byway and can be signed as such.

Following the recommendation of the Scenic Byways Advisory Committee, the Commissioner of the New Jersey Department of Transportation reviews nomination applications and CMPs for final designation approval.

**NEW JERSEY’S 2 STEP DESIGNATION PROCESS FOR BECOMING A STATE SCENIC BYWAY**





## NOMINATION APPLICATION

### WHAT IS IN THE NOMINATION APPLICATION?

The nomination application is designed to make a clear and compelling case for designation and is essentially a guide to the byway. The nomination needs to be specific and complete to facilitate review by the New Jersey Scenic Byways Advisory Committee (see Chapter 3, “Program Organization, Roles and Responsibilities”). The Nomination Application form can be found in Appendix A, on the Scenic Byways Program pages of the NJDOT website, and in the toolkit found on the CD version of this *Guidebook*. When considering the nomination of a byway route for state designation, applicants are encouraged to contact the New Jersey Scenic Byways Coordinator to determine the feasibility of preparing a successful application.

Seeking designation requires considerable commitment, and the collection and assessment of documents and information to demonstrate that the proposed route possesses significant intrinsic quality(s) worthy of designation. To prepare for submitting a successful nomination application, the applicant must:

1. Get acquainted with the New Jersey Scenic Byways Program, this *Guidebook* and the *Guidelines for the Development of Scenic Byways Signage* before initiating preparation of the nomination application. Other sources from the state or national scenic byway programs may also be useful to complete an application.
2. Become familiar with New Jersey’s collection of designated scenic byways. ([www.state.nj.us/transportation/community/scenic](http://www.state.nj.us/transportation/community/scenic))
3. Contact the roadway jurisdictions to discuss the nomination and request endorsement of the nomination.
4. Consult local organizations with interests that are related to the intrinsic qualities, the traveler experience, and adjacent land uses to explore opportunities for collaboration.

The application identifies the intrinsic quality(s) that characterizes the byway and the byway story. It describes the route that best connects places integral to the intrinsic qualities and story. The byway story should present the key concept and ideas that give the corridor its unique identity. The byway is intended to offer travelers a distinctive, coherent and authentic experience. The route and destinations should be selected to help travelers recognize what makes the byway special.

### **The Application has Five Sections:**

1. **General Information** – An overview of the proposed byway and its defining intrinsic quality(s), location, route, and roadway jurisdictions; and, sponsor and preparer information.
2. **Maps** – A map that depicts the route and the location of byway destinations; a Resource Inventory Map showing landscape elements that enhance or detract from the visitor experience; and a Zoning Map(s) delineating the allowable land uses along the byway corridor.
3. **Narrative** – A written description of the byway location, its most significant intrinsic quality(s), the byway story and the traveler experience.
4. **Jurisdiction Approval** – A contact list of agencies with jurisdiction over the designated roadways, and of the municipalities and counties along the byway. Resolutions of support from each must be obtained and included in the application.
5. **Visual Interpretation** – A collection of photos, digital images, and/or video log that supports the reasons for byway designation.

The application provides instructions and guidance to help address each section accurately. Applicants should review the application carefully to ensure that they understand what information is required and what assistance and support will be needed for a successful application.



The name selected for the byway should identify some unique aspect of the area that reflects the intrinsic quality chosen. It could refer to something that is distinctive to the byway or to the story that will be told through driving the route.

The applicant must consider what experiences the byway offers to visitors and what sites would be important to visit in order to understand the byway story. Byways are more than a random collection of visitor destinations. Byways are designated because they have a unique and regionally-significant identity that can be understood through the firsthand experience of byway attractions. It may be helpful to consider the sites that are identified on the Resource Inventory Map in “Section 2” and the representative photographs in “Section 5” while establishing the dominant story.

The application requires a succinct statement that explains the significance of the byway and supports the selection of the primary intrinsic qualities. This statement should set the byway apart from all others or present a logical link to another byway. It should be a compelling description that would draw visitors to the byway and should be an accurate description of what future byway visitors will experience. When developing this statement, applicants must try to capture the essence of the byway and provide a description of the “big picture” point of view. This statement can be thought of as the theme of the byway.

#### Statement of Significance: Delaware River Scenic Byway (DRSB)

River, canal, and roadway – the parallel ribbons of heritage in the historic Delaware River Valley have played a transforming role in American history. Few regions express these ribbons of heritage as well as the historic places and scenic landscapes along the 33-mile Delaware River Scenic Byway in New Jersey. The byway offers a firsthand experience of the Delaware River’s formative power, which shaped the cliffs and lowlands of the valley, influenced the settlement patterns of our historic river towns, and even played a critical role in America’s Revolutionary War, as memorialized at Washington Crossing State Park. The byway closely follows the still-intact 19th-century Delaware and Raritan (D&R) Canal that once powered the industrial revolution and now serves as both a recreational venue and water supply for thousands.



This image of Washington Crossing State Park illustrates the Delaware River Scenic Byway’s unique identity



The application must include a representative photo that epitomizes the byway's significant intrinsic quality or a location that best represents the experience along the byway. The photograph should provide the reviewer with a lasting mental image of the byway.

### WHAT ARE THE BYWAY'S "INTRINSIC QUALITIES"?

The National Scenic Byway Program has established six intrinsic qualities, or criteria, for assessing the significance of a byway. The qualities are archaeological, cultural, historic, natural, recreational and scenic. The definitions in the exhibit below provide guidance by the National Scenic Byways Program and are used by the New Jersey Scenic Byways Program.

The application requires that the sponsor identifies the one or two intrinsic qualities that are primary or most relevant to the significance of the byway. All parts of the application should strongly emphasize the unique byway characteristics, visitor destinations, and story that are related to the primary intrinsic quality(s). This is the key to making a compelling case for designation. Elements of the byway that fall into the other intrinsic quality categories can and should be mentioned and described in the application where appropriate, but it is not necessary to address every one of the six intrinsic qualities.

## SIX INTRINSIC QUALITIES

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

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

**Archaeological** - Archaeological Quality involves those characteristics of the scenic byways corridor that are physical evidence of historic or prehistoric human life or activity that are visible and capable of being inventoried and interpreted. The scenic byway corridor's archaeological 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.

**Scenic** - Scenic Quality is the heightened visual experience derived from the view of natural and man-made elements of the visual environment of the scenic byway corridor. The characteristics of the landscape are strikingly distinct and offer a pleasing and memorable visual experience. All elements of the landscape – landform, water, vegetation, and man-made development – contribute to the quality of the corridor's visual environment. Everything present is in harmony and shares the intrinsic qualities.

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

**Recreational** - Recreational Quality involves outdoor recreational activities directly associated with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited to, cross country skiing, rafting, boating, fishing, hiking, and biking. 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.



## HOW IS THE BYWAY ROUTE DEFINED?

Perhaps the most difficult task to complete in the application is determining the actual driving route for the byway. Scenic byways may include any public road, street, and/or highway worth preserving by virtue of at least one of the following intrinsic qualities: scenic, natural, historical, cultural, archaeological, or recreational. Water links by ferries, such as the Cape May Lewes Ferry, can also be considered for byway designation. However, the route that is chosen should be the one that best connects the intrinsic quality through the driving experience and through linking the points of interest. The route needs to be direct and easy to follow.

Scenic byways have no minimum length requirement but should be of a length that creates a quality experience for the traveler that is memorable, enjoyable and worth repeating. Byways should offer a destination where the traveler can get out of the car to experience the byway and learn about the byway story.

Although a small portion of an interstate can be part of the byway, there must be a compelling reason for including it since byway designation focuses on the traveler experience whether on foot or a bicycle. Destination points and intrinsic qualities must be accessible from the byway so the inclusion of an interstate should be done with great discretion and as a minimal portion of the byway. Trails are not eligible as part of the byway route for designation but can be part of the byway corridor.

### **Multi-state byways**

There may be opportunities to partner with byways in adjacent states. For example, both the New Jersey and New York sections of the Palisades Interstate Parkway are designated as state scenic byways by their respective state scenic byways programs. There has also been interest in linking the Bayshore Heritage Byway in southern New Jersey with Delaware's byways via the Cape May Ferry. Combined routes could expand tourism opportunities in both states through increased awareness and recognition of the Delaware Bay's unique historic, natural and cultural assets. A goal of multi-state byways is to encourage visitors to stay longer, especially overnight, and to extend the tourist season. This increases the economic benefit to byway communities.

### **Gaps and non-contiguous segments**

The continuity of a byway route is an essential requirement for designation as it directly impacts the travel experience and encourages community support. Therefore, gaps and non-contiguous segments are not allowed.

### **Spurs**

Spurs are defined as roadways branching from the main byway route and providing access to byway destinations that are important to the story. If the destination can be easily signed from the main byway, it does not need a spur for access. Spurs should be avoided unless necessary when:

- There are a group of places to visit or there is a full service destination
- The destination(s) is open and accessible to the public
- Access to those sites requires multiple turns
- The access route (the spur) is a high quality visitor experience in and of itself
- The access route meets the requirements for designation as a New Jersey Scenic Byway

### **Overlap**

Overlapping byway routes is discouraged. The Scenic Byways Coordinator must approve any overlapping byway designation.



### **Process for changing a route**

The byway route identified in the nomination application will be confirmed during the corridor management planning process. The in-depth analysis during CMP development may lead to modifications to the nominated route but the reason must be compelling. Once the CMP has been approved by the NJDOT Commissioner and the byway has been signed, the route cannot be altered except for route extensions. All route changes, no matter when they occur, must be documented in a formal application. In addition, the CMP must reflect the updated route rather than the original route; changes made after the CMP is finished will require a new or updated CMP, which must be approved by all agencies with jurisdiction over the roadways that are affected by the route change, the Scenic Byways Coordinator, the Scenic Byways Advisory Committee and the NJDOT Commissioner. If a sign location plan has already been prepared, revisions that reflect the changes must be approved by NJDOT.

### **HOW SHOULD THE APPLICATION BE COMPLETED AND SUBMITTED?**

The nomination application can be found in the Appendix A and includes guidance for completing each section. To facilitate the process of a scenic byway nomination review, coordination with the New Jersey Scenic Byways Coordinator is the preferred approach. The byway sponsor undertakes the following:

1. Prepare the application in both a digital and print format. The application must be printed on 8-1/2" x 11" paper with each section in the order presented in the application. Each section should begin on a separate sheet with the name of the section and a list of any enclosures referenced in the section. Include the section name and question number at the top of each sheet.
2. Complete the cover sheet and place it at the front of the application. Place responses in sequential order in a binder. Supporting material that does not meet the 8-1/2" x 11" format can be folded and opened from within the binder. An alternative is to place the supporting material in a pouch located at the back of the application.
3. Submit one (1) printed copy and one (1) copy on digital media (CD, DVD, flash drive) in a PDF format to the New Jersey Scenic Byways Coordinator. Upon receipt of the nomination package, the New Jersey Scenic Byways Coordinator will review the application for completeness. The sponsor will be notified in writing if modifications are required, or if additional copies of the submittal package are needed.
4. Submit twelve (12) printed copies and one (1) copy on digital media (CD, DVD, flash drive) in a PDF format of the original or revised submittal to the New Jersey Scenic Byways Coordinator. Upon receipt of the application, the Scenic Byways Coordinator will forward the nomination packages to the New Jersey Scenic Byways Advisory Committee for review.
5. A date will be set up for the sponsor to present the byway application to the Advisory Committee. Following the presentation, a question and answer period will give the Advisory Committee time to ask for any additional information that they need to make a decision. After the committee has had time to discuss the application a recommendation will be made to the NJDOT Commissioner who will make the final decision.

## **CORRIDOR MANAGEMENT PLAN (CMP)**

### **WHAT IS A CORRIDOR MANAGEMENT PLAN?**

A corridor management plan is an important planning tool that lays out the vision, goals, and strategies to preserve, protect, enhance and promote the byway. It specifies priority actions necessary to advance the byway and assigns responsibility for implementing recommendations. During the development of the CMP, the byway route described in the application is reviewed and confirmed. The intrinsic qualities, features, visitor destinations and story are further defined, as well as the byway needs. A CMP must be completed within five years of provisional byway designation.



Development of a CMP is an open process for engaging all stakeholders in drafting a guiding document for the byway corridor that reflects a collective vision and the framework for achieving that vision. Building and achieving the support and commitment of many individuals, organizations, and agencies along the byway is a critical component in achieving a successful byway. Therefore, a resolution of support for the CMP and byway implementation, including a logo; sign location plan; and sign installation, maintenance and replacement, must be endorsed by the agencies with jurisdiction over the byway's designated roadways, such as a municipality, county, state, or regional authority (e.g., the Delaware River and Bay Authority). It is also necessary to get letters of support showing buy-in from all of the municipalities and counties located along the byway that do not have jurisdiction over the byway route.

The CMP must address the 14 requirements of the Federal Highway Administration (FHWA) interim policy for the National Scenic Byways Program in Federal Register/Vol.60, No.96. The NJDOT Scenic Byways Program also requires that these 14 topics are covered.

### **14-Point Requirements for a CMP**

- 1. Corridor Map** – A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor. There are a variety of ways that the byway corridor can be mapped. Mapping that clearly and completely depicts the information requested and that can be transmitted digitally will be accepted. The U.S. Geological Survey maps of your corridor region are ideal and inexpensive base maps for your corridor management planning group. Internet-based mapping tools that are widely accessible and easy to use are increasingly available. There are also many other resources from local and state agencies including Geographic Information Systems (GIS). Contact the Scenic Byways Coordinator to address questions about mapping strategies.
- 2. Intrinsic Qualities Assessment** – An assessment of the byway's intrinsic qualities and their context (the area surrounding them). Within the CMP is a catalogue of the byway's scenic, historic, natural, archaeological, cultural, and recreational qualities. A community visual assessment is an ideal way to involve byway stakeholders in evaluating the byway's resources. *O Say Can You See: A Visual Awareness Toolkit for Communities* or *Conserving Our Treasured Places: Managing Visual Quality on Scenic Byways*, available from Scenic America, a national nonprofit organization, is a good place to begin.
- 3. Strategy for Preserving and Enhancing Intrinsic Qualities** – A strategy for maintaining and enhancing each of the byway's intrinsic qualities to the highest standard for visual integrity and attractiveness as well as the safety and comfort of the traveler. Ask what you want the byway corridor to look like in 10-15 years and develop goals and strategies to help you get there.
- 4. Implementation Plan** – A listing of the agencies, groups, and individuals that will carry out the CMP. It is important to identify those responsible for implementation and also include a description of each agency, group or individual responsibilities with a schedule of when strategies and actions will take place, and how you will review the progress and success of the implementation plan.
- 5. Strategy for Land Use Development** – A strategy for how existing development along the corridor might be enhanced and how to accommodate new development while preserving the byway's intrinsic qualities. Every municipality in New Jersey has a master plan, ordinances and land use regulations that address future development and land uses. Existing plans and ordinances might allow future development that could negatively impact the byway. Unless land is publicly owned, the only way to control adjacent land use is via municipal land use planning and ordinances. Municipalities and counties should be encouraged to incorporate the byway into the municipality's planning and regulatory documents.
- 6. Community Outreach Plan** – A plan to assure on-going public participation in the implementation of the CMP. This might involve continuing the CMP steering committee of byway stakeholders that was established for the developing the CMP.



Some options to consider are formalizing the organization, scheduling regular meetings, and defining opportunities to engage the general public through events, meetings and forums.

7. **Road Safety Audit** – A general review of the road’s safety and accident record to locate hazards and poor design, and identify possible corrections to them through construction, maintenance and operations. Identify ways to balance safety with context-sensitive highway design practices that accommodate safety needs for all users while preserving the road’s character.
8. **Plan to Accommodate Commercial and Non-Motorized Traffic** – A plan to accommodate commercial traffic while ensuring the safety of sightseers in smaller vehicles, as well as bicyclists, joggers, and pedestrians. The CMP should include strategies and actions for multi-modal facilities including, among others, bicycle lanes or trails, crosswalks, transit connections, and other improvements to accommodate all users along the byway.
9. **Plan for Physical Enhancements** – A demonstration that the CMP illustrates how intrusions on the traveler’s experience of the byway are minimized and enhanced to improve them. Plans might include landscaping to screen an industrial site, relocating of utility wires and poles, or planning for the sensitive location of wireless telecommunications towers along the byway.
10. **Compliance with Outdoor Advertising Laws** – Documentation of compliance with all existing local, state and federal laws about the control of outdoor advertising. Federal regulations prohibit new billboards along designated scenic byways that are classified as federal-aid primary, national highway system, or interstate roads. States and local municipalities can impose stricter controls on billboards. Your CMP should assure the continuous designation of the road as a scenic byway to avoid segmentation of the byway where billboard companies will pursue the erection of billboards in those segments of the byway corridor.
11. **Signage Plan** – A plan to make sure that the number and placement of signs will not negatively impact the visual appearance of the byway and support the byway’s scenery but will sufficiently help travelers find their way. In addition to regulatory signs, a number of programs provide for effective ways of signing the byway that are universally understood by national and international travelers. These include logo signs and tourist-oriented directional signs (TODS). These signs are located on interstate highway rights-of-way and advertise traveler services, such as gas, food, camping and lodging at nearby exits. Highway-oriented businesses can advertise using their company’s logo, name and/or trademark. They are also found on non-interstate highways to help travelers find services, amenities and destinations. *Wayshowing for Byways* is a great reference document and a popular approach for signing and interpreting a byway. It is about knowing where you are and finding where you want to go.
12. **Marketing Plan** – A narrative plan for how to market and publicize the byway. Most marketing plans highlight how to attract travelers to the byway’s intrinsic qualities and promote interest in the byway as a destination that is consistent with the CMP, and its protection efforts and maintenance of the byway’s intrinsic qualities and desired character.
13. **Design Standards** – Any proposals for modifying the roadway including an evaluation of proposed design standards should address how the proposed changes may affect the byway’s intrinsic qualities and road character. Byway groups should work with their state department of transportation and other agencies responsible for the byway roads regarding all proposed modifications to byway roads. Working with them should involve encouraging a context-sensitive design approach that takes into account the byway’s built and natural environment, intrinsic qualities, and provides multi-modal access.
14. **Interpretive Plan** – A description of how you plan to explain and interpret your byway’s significant resources to visitors. Interpretation can take many forms and without a plan to tell the byway story, it is just another road. Interpretive plans involve an understanding about what makes your byway special and then developing strategies to communicate your message that provoke interest and relate to the visitor and the byway’s intrinsic qualities.



## WHAT ARE THE STEPS FOR COMPLETING A CORRIDOR MANAGEMENT PLAN?

### **Organizing**

The local sponsoring organization that submitted the nomination application will most likely continue to meet with the community as preparation for completing the CMP begins. It is important to plan for ongoing coordination with the Scenic Byways Coordinator to more effectively achieve the program requirements. One of the first steps in completing a CMP may involve getting assistance for the development of this document, including:

- Seeking funds for the hiring of a consultant
- Writing a Request for Proposals (RFP) to hire a consultant and advertising the RFP
- Forming a committee to review the response to a RFP, interview consultants and select a consultant

The byway sponsor can work with a consultant or can begin on its own to establish an advisory committee to oversee the development of the CMP. Invitations to participate should include the appropriate public officials and private and public organizations, agencies, and interests to solicit their participation in developing and endorsing the CMP. The CMP should build from the nomination application to complete the inventory, assessment and development of management strategies that recognize the unique qualities of the byway and define ways that the byway will benefit the communities for years to come.

A good place for the sponsoring organization to start is with developing a “charter” that briefly describes the advisory committee’s purpose, objectives and membership. It should lay out membership responsibilities including attending advisory committee meetings, coordinating with the organization that the committee member represents and participating in the development of the CMP. The charter should also include the projected number of meetings that will be held. This document can be helpful in soliciting participation so that potential members understand what is expected of them. Advisory committees or a newly formed management committee should continue to meet after the CMP is complete and to support implementation activities.

### **Inventory and Assessment**

A comprehensive and accurate inventory and assessment of the byway’s intrinsic qualities must be completed before management measures can be determined. Existing conditions including land use and transportation elements along the byway corridor will need to be evaluated and documented by completing visual and institutional surveys. Information that was obtained during the nomination application can be used to develop these more detailed and comprehensive CMP assessments. Additional guidance can be obtained from the FHWA National Scenic Byways Program and the National Scenic Byways Foundation.

### **Completing a Visual Survey**

A visual survey is a process for byway stakeholders to document, evaluate and understand the exceptional landscapes and features along their byway that contribute to the byway experience and make it attractive and memorable. All landscape features, such as farm fields, rivers, forests and other intrinsic quality elements collectively comprise the byway experience.

Byway stakeholders are better equipped than people unfamiliar with the area to recognize what features best represent the byway corridor’s intrinsic qualities. These are the key features that would greatly impact the byway in a negative way if they were lost. A visual survey provides documentation that can help to preserve, protect, enhance or maintain the significant scenic viewsheds and visual features for future generations. Undertaking a visual survey requires a process to:



1. Divide the entire byway route into segments and create a map(s) of these byway segments.
2. Evaluate the segments during field work on the byway. Online resources such as Google Earth may help to identify visual characteristics of the byway corridor.
3. Refine, revise and modify the maps based on additional information collected.
4. Prepare a “View from the Road Summary” for each segment when completing the visual analysis of the byway characteristics. Include the preparer’s name and the date. The summary should be organized as follows:
  - At the top of the page, identify the segment name or number as it appears on the map
  - Next write a brief narrative summarizing the visual characteristics of the segment that best describe the traveler’s view of the byway corridor. The narrative should be no longer than one or two paragraphs
  - Add representative photographs to illustrate the viewshed characteristics. Use only as many photographs as are necessary to illustrate and support the narrative

Chapter 5, “Implementing Your Vision: A Toolkit of Ideas,” provides additional guidance under “Protecting Your Byway Viewshed.”

### **Completing an Institutional Survey**

An institutional survey evaluates existing agency resources that are available to the byway to assist with preserving and enhancing its intrinsic qualities as defined in the corridor management plan. This review determines existing municipal, county, and regional plans, policies, and regulations, and the jurisdictions along the byway corridor. The survey should provide a comprehensive overview of current management measures and the potential to which the byway’s qualities can be preserved, protected or enhanced. It is also an opportunity to reach out to the organizations and agencies involved with managing the land to gain their commitment to the byway’s CMP. These management measures in the Institutional Survey should be evaluated for their potential to align with, impact or support the priorities of the CMP vision and goals and the byway corridor.

An institutional survey provides the basis for identifying whether future development along the scenic byway will be compatible and adaptable, and whether the intrinsic qualities outlined in the CMP will be enhanced or lost due to inappropriate siting and design of development and proposed modifications to the road. There is the opportunity once a CMP is complete to quickly assess and update the institutional survey as additional information is available, such as updates to municipal or county comprehensive plans, master plans, regulations or design standards.

The following questions are intended to guide the collection of relevant information about plans, policies, and regulations that may support or impact the designated byway corridor and the travelers’ experience. One option to gather the most up-to-date information is to survey (via email, by phone or web-based research) existing jurisdictional agencies along the byway. It may be important to prepare a form for each jurisdiction or agency to complete.



## INSTITUTIONAL SURVEY QUESTIONS

- 1. MASTER PLANS AND ORDINANCES:** Is the byway referenced in your master plan, zoning documents or ordinances? When was the master plan last updated? Is it available on-line, or if not, can you send us a copy?
- 2. VIEWSHED PROTECTION/SIGN ORDINANCES:** Are there ordinances, policies or controls to maintain, enhance or protect views, scenic quality or character? Do you have a sign ordinance in place? Does it address outdoor advertising and does it prohibit billboards on the lands within the byway corridor? If so, how is it enforced? Please provide a copy of the ordinance (s).
- 3. SCENIC ROAD DESIGNATIONS:** Does your community have a local or county scenic road program, policy or recognition? If so, do any of these roads include the byway route or link to the byway?
- 4. DEVELOPMENT RESTRICTIONS:** Are there ordinances that guide, limit or prohibit development along the designated roadways? Are there guidelines for the siting and design of new development along the byway?
- 5. DESIGN REVIEW/OVERLAY ZONES:** Do you have any existing design review procedures for any part of the corridor? If so, under what circumstances (e.g., historic district, overlay zoning, etc.)?
- 6. HISTORIC PRESERVATION:** Do you have a historic preservation plan for your community? When was it written or last updated? Is it available on-line or if not, can you send us a copy? Are there historic sites and districts along or near the corridor and are there protections in place, such as design review requirements? Are there historic preservation projects currently planned or underway?
- 7. OPEN SPACE PLAN:** Do you have an open space plan? When was it last written or updated? Is it available on-line or if not, can you send us a copy? Are there currently any open space protection plans or projects underway?
- 8. WATER RESOURCES AND FLOODPLAINS:** Does your current zoning ordinance prohibit development/construction in floodplains and flood prone areas? Do you have any other mechanisms to protect water resources that might limit or prohibit certain lands from development (such as an aquifer recharge zone, or stream/wetland buffer requirements)?
- 9. ENVIRONMENTAL RESTRICTIONS:** Does your current zoning ordinance prohibit development/ construction on steep slopes or other environmentally sensitive areas such as highly erodible soils, tree preservation areas, etc.?
- 10. CONSERVATION EASEMENTS/FARMLAND PRESERVATION:** Do you have a current map of existing lands protected? Do you have a dedicated fund for purchasing easements or land? Do you currently hold and monitor any easements, or is that done through some other qualifying organization?
- 11. PLANS AND PROJECTS:** Are there major plans or projects underway or in the pipeline that may impact the byway and its viewshed (roadway construction, developments, etc.)?
- 12. STEWARDSHIP:** Are there any "stewardship" plans, ordinances or programs to address environmental resources – management, conservation and use? Do they control litter or provide property maintenance standards, etc., which apply to the designated quality of the roadway and adjacent lands?



13. **GREENWAYS, TRAILS, BIKE FACILITIES:** Are there existing or planned greenways, trails, bike lanes or designated bike routes along, intersecting, or near the designated roadway?
14. **VISITOR SERVICES:** Are there visitor services that are easily accessible from the designated roadway (gas stations, lodging, food, hospital, banks, etc.)? If so, are they clustered in towns, cities or other nodes? Where are they located?
15. **POINTS OF INTEREST:** Are there places or events of interest in your community that should or could be promoted in relation to the byway, such as parks, museums, festivals, special events, history programs, etc.?
16. **INTRINSIC QUALITY:** The unique character of the byway is composed of special places, views and visual images along its length. Is there an image you feel is representative of the byway route?

### **Management Strategies and Action Plan**

Each CMP will be different reflecting the uniqueness of each byway corridor and the consensus of its stakeholders. It is important to understand the national and state requirements for a CMP, and to review existing guidance materials and other corridor management plans. Typically, the management strategies are defined during the CMP process and often include general recommendations linked to the overall byway, such as improving pedestrian and bicycle facilities along the scenic byway, updating the CMP action plan, and developing an interpretive plan. There might also be specific site recommendations, such as to construct a scenic overlook, rehabilitate a historic structure or install new streetscape elements on a downtown main street.

### **CMP Approval**

Once the CMP is completed and resolutions of support have been obtained from all agencies that have jurisdiction over any portion of the byway, it is submitted to the Scenic Byways Coordinator who distributes it to the Scenic Byways Advisory Committee for review. The committee may initially require some revisions to the CMP but when the plan is approved, the Scenic Byways Advisory Committee will recommend designation as a New Jersey Scenic Byway to the NJDOT Commissioner. Congratulations!

## **BYWAY IMPLEMENTATION**

### **WHAT HAPPENS AFTER CMP APPROVAL?**

Once the byway is formally designated, the byway sponsor can begin to reap the benefits of designation. The CMP is the roadmap for making it a reality.

It is important to maintain an active organization to lead, initiate, manage and implement the strategies and actions outlined in the CMP. Holding regular meetings and delegating responsibilities will provide the ongoing and necessary coordination and collaboration to accomplish the vision for the byway. It is also critical to maintain relationships with byway stakeholders and agencies with jurisdiction along the byway that can provide technical assistance. Sponsor responsibilities are outlined in Chapter 3, “Program Organization, Roles and Responsibilities,” with the first action being to develop a sign location plan and logo design.



## WHAT ARE BYWAY WAYFINDING SIGNS?

Signs provide the byway traveler with the necessary information to make the transition from a vehicle to a walking environment to a visitor experience. The Scenic Byways Sign System is designed to enhance this experience by eliminating confusion about where to go and what visitor sites and services are available. It is important to review the NJDOT's Guidelines for the Development of Scenic Byways Signage, which provides detailed guidance for signing byways. A summary of guideline elements is highlighted below.

The byway sponsor needs to understand the importance of signing its byway and must commit to the program's requirement early in the designation process. The application for scenic byway designation requires endorsement by the municipalities, counties and other organizations with jurisdiction over the roadways proposed for designation. It is pragmatic for sponsors to begin forming partnerships with the roadway managers responsible for posting byway identification and wayfinding signs as early as possible.

Approval from the New Jersey Scenic Byway Program is required at several steps in the signing process, including the development of logo designs and sign location plans. Specialized services are likely to be required, such as graphic designers for logo development and engineering services to develop sign plans.

### **Byways Sign Location Plans**

After NJDOT approves the CMP, the byway sponsor begins to develop its unique byway logo and to prepare a sign location plan. These must be completed within one year of CMP approval. Logo development is discussed in the *Guidelines for the Development of Scenic Byways Signage*.

The sign location plan identifies the location, type, and number of logo identification signs necessary to guide visitors along the route. This plan is the basis for determining the number of signs that the department will provide. Developing the sign location plan will require the assistance of an engineer to ensure that sign locations meet requirements of the Manual on Uniform Traffic Control Devices (MUTCD). It is important for byway sign providers to understand that road management authorities must follow MUTCD requirements for any component of the transportation network. The engineering consultants or municipal and county engineering staff that have jurisdiction over the designated roadway may be engaged to prepare the plan.

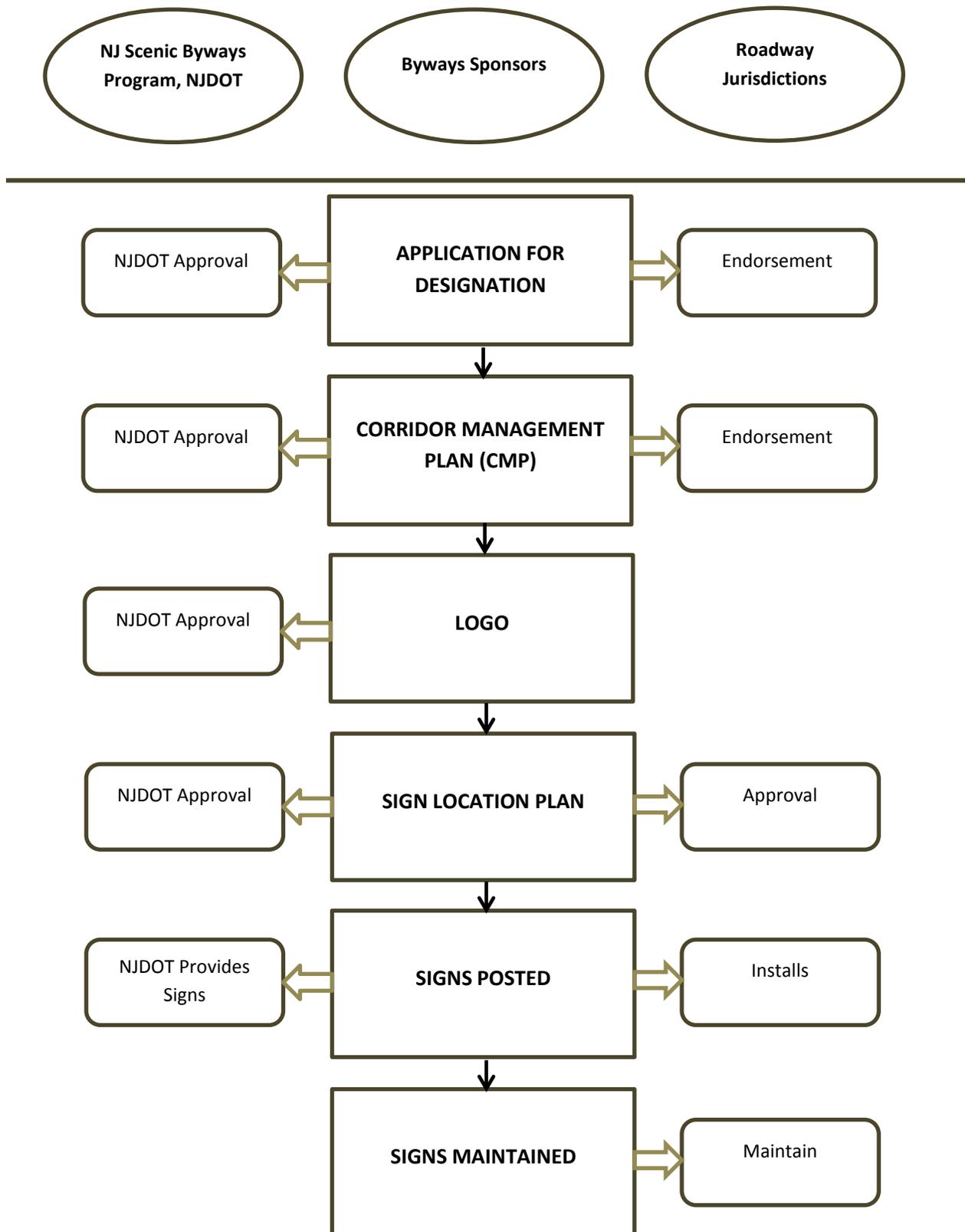
NJDOT and the agency(s) responsible for installing the signs must be given the opportunity to review and approve the sign plan before sign production begins. NJDOT will fabricate and provide the required signs and associated hardware for the municipality, county or agency responsible for installation. It then becomes the responsibility of the roadway authority managing the byway to install, maintain and replace the byway identification and directional signs.

### **Funding For Signs**

Signing byways is likely to require funding beyond the NJDOT Scenic Byways Program. Although NJDOT will fabricate the required identification and wayfinding signs, others are responsible for the placement of these signs on right-of-ways that are not owned by the state. The *Guidelines for the Development of Scenic Byways Signage* provides templates for optional scenic byway signs, such as interpretive exhibits, pedestrian wayfinding signs and community identification signs. Site managers and other organizations are responsible for the fabrication and installation of optional signs. Byway sponsors should anticipate this and identify potential funding sources outside of the program (see Chapter 6, "Driving Byways Forward").



### Scenic Byway Signing Process





## WHAT IS AN ANNUAL BENEFITS REVIEW?

Byway sponsoring organizations are required to submit an Annual Benefits Review to the state Scenic Byways Coordinator every year from the time that the nomination application is approved.

There are a number of benefits to completing the review:

- It provides the Scenic Byways Coordinator with information to include in an annual report about the Scenic Byways Program to the NJDOT Commissioner. It is a way to track success and accomplishments on a yearly basis, which provides data for potential funders, and for the sponsor organizations and their partners to frame out an annual action plan.
- It provides incentives for setting realistic goals for the upcoming year and meeting them.
- It helps show commitment from the byways and means of justifying future funding.
- It allows the Scenic Byways Coordinator to follow the activities of the existing byways and to target assistance to address sponsor needs.
- It potentially provides data for marketing the byways.

The Annual Benefits Review form can be found in Appendix B. The form for the Annual Benefits Review is intended as a guide. The information can be modified to meet specific accomplishments and the status of byway activities. It is important, however, to consider and address each category on the form.

An Annual Benefits Review must be submitted electronically to the New Jersey Scenic Byways Coordinator by December 31.



View of the Franklin Inn, a historic site along the Millstone Valley Scenic Byway



**BAYSHORE HERITAGE BYWAY**

NEW JERSEY SCENIC BYWAYS



## Chapter 5: Implementing Your Vision: A Toolkit of Ideas

### WHAT BYWAY SPONSORS NEED TO KNOW

Once the byway application and the corridor management plan (CMP) have been approved by the Commissioner of the New Jersey Department of Transportation (NJDOT), the route is officially designated as a New Jersey Scenic Byway. Now the “real” work begins. Byway sponsoring organizations, state agencies, municipalities, and other public and private stakeholders need to be engaged in sustaining byway corridors for future generations. Partnerships and collaboration are critical to securing the technical assistance and funds necessary to implement CMP strategies such as protecting farmland, building a visitor center or a scenic pull-off, accommodating bicyclists, or increasing awareness of your byway.

Since there are no regulatory powers other than the prohibition on outdoor advertising, fundamental elements of sustaining your byway involve planning for and implementing the actions, projects and strategies outlined in the CMP to achieve a byway’s vision and goals. Each byway sponsoring organization with input from byway stakeholders is responsible for developing a Corridor Management Plan. A CMP is the planning tool for:

- Preserving the byway’s intrinsic qualities
- Enhancing traveler experience
- Planning for safe travel
- Creating economic development opportunities
- Collectively forming partnerships and quality community relationships

Byways differentiate themselves from other roads by offering an exceptional travel experience and becoming a distinctive destination.

A well-managed scenic byway is an opportunity for the communities through which it passes to maintain and improve their overall quality of life, “improving lives by improving transportation,” which is NJDOT’s mission statement. Visitors choose to travel on scenic byways for the same reasons that people choose to live in byway communities – because of a unique sense of place or identity.

### CHALLENGES

The very nature of how a byway is established – working through grassroots efforts to increase community awareness, interest and action – can also be its greatest obstacle. Traditional mechanisms for public funding, financing and administering projects are typically designed to be implemented by local and state governments. Yet, local and state governments are not often the ones that initiate the byway designation. Non-governmental organizations frequently take the lead role as byway sponsors when initiating and developing the byway and planning for its success. However, each sponsor is required to advance byway goals, sustain a management organization and obtain a fiscal agent, such as a government entity, to handle the disbursement and administration of public grant funds.

By the time that the CMP is complete, a sponsoring organization will have developed many relationships with local and state agencies as part of the planning process. These liaisons will be important when establishing collaborative partnerships to implement the CMP. Still, local and state government involvement in the CMP does not always result in a willingness of the agencies to act as a project or program lead, especially when that project or program is not part of the agency’s existing work plan or budget. The result is that the byway sponsor and other non-governmental organizations must take the lead. This explains why funding, financing and administering byway goals for CMP advancement are often critical hurdles for byway sponsors.



New Jersey's byway sponsoring organizations have clearly expressed the need for more tools and assistance in the process of funding and financing byway-related projects and programs, and in how to collaborate among federal, state and local governments as well as other non-governmental organizations. The following challenges are those that the byway community has typically confronted in moving forward with CMP development: funding, partnerships, public outreach, and accessing state grants and technical assistance.

The CD version of this Guidebook, available through the NJDOT Scenic Byways Program Coordinator, includes a toolkit with a number of resources that the byway sponsor will find useful in managing and maintaining its byway designation.

### **Funding**

- **Access to funds** – Implementation of the CMP action plan has been difficult. The Federal Highway Administration (FHWA) National Scenic Byways Discretionary Grant Program has awarded a significant number of grants to New Jersey byways, but is never able to fund all requests.
- **Creative ways to finance and fund projects** – Entrepreneurship, collaborative partnerships, and innovative financing strategies are often overlooked in seeking ways to fund a project.
- **National Scenic Byways Discretionary Grant Program** – Administration of grant awards is cumbersome and lengthy, making it difficult for byway sponsors to receive and spend the funding provided. This discretionary grant program was eliminated in the Moving Ahead for Progress in the 21st Century Act (MAP-21) legislation that funds surface transportation programs. However, MAP-21 establishes a new Transportation Alternatives Program (TAP) to provide for a variety of alternative transportation projects that were previously eligible activities under separately funded programs. Eligible activities include:
  - » Transportation Alternatives (new definition incorporates many transportation enhancement activities and several new activities)
  - » Recreational trails program
  - » Safe routes to schools program
  - » Planning, designing or constructing roadways within the right-of way of former Interstate routes or other divided highways

### **Partnerships**

- **Collaborative opportunities and broadening partnerships** – Although New Jersey's byway sponsoring organizations vary in organizational structure, all still face the need for professional experience and expertise to undertake the actions in the CMP. Without the collaboration of other local, regional, state, and national stakeholders, achieving success is daunting. Successful byway efforts are a result of strategic partnerships and collaboration from private and public sectors.
- **Awareness of the byway** – Building awareness about a byway's value is important early in the nomination process and throughout the development of the CMP and life of the byway. Local governments need to understand how their involvement in the CMP and the byway benefits the livability and quality of their communities. Providing information about the byway to all stakeholders is a critical marketing challenge.



### **Public Outreach**

- **Political system** – Elections, administrative assignments, and other changes in government leadership and staff positions make it difficult for byway organizations to seek collaboration and assistance. This lack of continuity requires constant outreach to public stakeholders to assure that new leadership and staff have information and knowledge about the byway and its projects.
- **Stakeholder relationships** – The ongoing need to build relationships with key politicians, business leaders, and organizations is critical and often overlooked. These individuals and organizations can provide financial support, technical assistance, and innovative partnerships.

### **Accessing State Grants & Technical Assistance**

- **NJ agencies and organizations** – There are valuable resources throughout the state that can assist byway sponsoring organizations, but they are often overlooked.
- **Access to grants and technical assistance** – Maintaining a list of agencies and organizations with resources they provide (grants, collaborative partnerships, mapping, data, etc.) and how to access them (New Jersey Scenic Byways Advisory Committee, websites, contact information, workshops and conferences, etc.) benefits the byway community.

### **OPPORTUNITIES FOR SUCCESS**

Although each byway must act independently on developing its own vision, goals and strategies to preserve, protect, enhance and promote its byway, there is also a benefit to forming alliances with other byways and governmental agencies.

### **Byways Working Together**

- Collaborate with other byway sponsor organizations to conduct an annual planning network meeting. Attendees should include all state and nationally designated byway sponsoring organizations, the New Jersey Scenic Byways Advisory Committee, and other related state representatives to:
  - » Identify opportunities for collaboration on activities that are held in common
  - » Seek out common funding, administrative and financing pursuits in the upcoming year
  - » Create an annual statewide byways work plan to identify priority actions and to pool resources for shared byway facilities, amenities and services benefiting the entire New Jersey Scenic Byways system. (This *Guidebook* and *Guidelines for the Development of Scenic Byways Signage* are program elements that have been developed for use by all byway sponsors. Other actions might include developing mobile applications, planning visitor centers and pull-off areas, and establishing an interpretive framework.)
  - » Review byway annual work plans
- Establish a “Friends of New Jersey Byways” organization/group that can speak with one voice to leverage and collectively plan for marketing, financing and protecting the entire system of byways
- With support from the New Jersey Scenic Byways Advisory Committee and the New Jersey Division of Travel and Tourism, explore the opportunity to aggregate byways by region (e.g. Delaware River Region, Coastal Plain Region, Highlands Region, Atlantic Coast, etc.) and to form a partnership to collectively manage and market the byways by region
- Inform and engage byway stakeholders through marketing locally, regionally and statewide
- Form alliances to take advantage of the technical and financial resources of state agencies



### **Keeping Government Informed**

- Political and personnel are always changing through reorganization, attrition, or through the ballot box. Byway sponsoring organizations must continue to reinforce their message to community leaders, agency staff and other stakeholders on a regular basis by:
  - » Developing a handout about your byway, its benefits and values
  - » Keeping everyone informed about the byway and why it's important to them
  - » Building relationships with government leadership and staff through continued dialogues that can lead to collaborative partnerships to help you achieve the byway vision and its goals set out in the CMP

### **RESOURCES**

*Take the initiative and check out websites for the latest updates, deadlines and funding sources.*

Access to funds to implement the CMP action/work plan may be challenging but is not impossible. It is important to seek guidance on current availability, schedules, and criteria. However, don't rely solely on getting funds from one source. Seek out funding opportunities from other agencies and organizations that offer potential funding and technical assistance.

*Expand the opportunity to leverage partnerships and resources to support byway financing and resource needs*

Places to find potential funding opportunities that are web-based:

#### **National Organizations**

- Federal Highway Administration
- National Scenic Byways Foundation
- National Association of Development Organizations
- National Trust for Historic Preservation
- Environmental Protection Agency

#### **New Jersey's byways awarded National Scenic Byway grants:**

**Delaware River Scenic Byway:** Land acquisition and preservation in partnership with the New Jersey Green Acres Program.

**Delaware River Scenic Byway:** ADA accessible restrooms at the Prallsville Mills historic site and visitor center.

**Delaware River Scenic Byway:** Final design of an A-frame swing bridge that will give bicycles and pedestrians access to the D&R Canal and improvements to an adjacent existing parking area pull-off.

**Delaware River Scenic Byway:** Protection of Devil's Tea Table, a major geologic formation that is a cherished cultural and natural landmark.

**Millstone Valley Scenic Byway:** Rehabilitation of a canal bridgetender's house as a visitor center with interpretive exhibits, and driving and walking tour guides.

**Palisades Scenic Byway:** An interpretive exhibit, New Look at Washington's "Retreat to Victory," at Fort Lee Historic Park.



- HUD Office of Community Planning and Development
- Department of Agriculture
- Department of the Interior
  - » National Park Service
  - » Bureau of Land Management
  - » U.S. Forest Service

### **State Organizations**

- State of New Jersey System for Administering Grants Electronically (SAGE)
- NJ Department of Transportation
- NJ Department of Environmental Protection (NJDEP) New Jersey Portal for Non-profit organizations
- NJ Destination Marketing Organization

### **Entrepreneurial Organizations**

Access to entrepreneurial financing offers reimbursement grant monies, up-front funds needed to get a project started, and partnerships and funds to finance or partially finance projects. Federal law requires that private foundations give a minimum of five percent of their total assets each year, which indicates the potential for available funds. Opportunities for entrepreneurial financing include:

- Foundation Center is a one-stop shop and the most authoritative source of information on private philanthropy in the United States. There is information and resources to learn about foundations, fundraising, proposal writing, grants and other tools and training to better understand the field of philanthropy. Resources include:
  - » Non-governmental organizations
  - » Local foundations
  - » Local businesses
  - » Land trusts (land protection projects)
  - » Charitable organizations at the national, regional and local level
- Public and private partnerships that present a mutually beneficial arrangement in projects – land preservation, place-sensitive design, economic development, tourism, among others. Fund-raising events on and for your byway, such as:
  - » Walk, run and cycling events
  - » Byway destination events
  - » Wine tastings
- Private individuals, corporations, developers and others



## BEST PRACTICES

- New Jersey Department of Environmental Protection’s Green Acres Program focuses on a “...*system of interconnected open spaces, whose protection will preserve and enhance New Jersey’s natural environment and its historic, scenic, and recreational resources for public use and enjoyment.* This commitment is demonstrated through the approval of 13 statewide Green Acres ballot initiatives since 1961, when the Green Acres Program was created to meet New Jersey’s growing recreation and conservation needs. Together with public and private partners, Green Acres has protected almost 640,000 acres of open space and provided hundreds of outdoor recreational facilities in communities around the State.” (NJDEP website)
- National Trust for Historic Preservation’s web-based tool tracks grant funding opportunities nationally.
- Journey Through Hallowed Ground National Heritage Area website hosts partner resources including funding opportunities to assist local stakeholders in pursuit of grants and other funding sources for their projects.
- Establish a Creative Byway Organization similar to the Mid-Atlantic Arts Foundation that supports the development of collaborative activities and programming or partnerships through the aggregation of funding sources and redistribution of grants for a range of activities for area individuals and organizations.

## CORRIDOR PLANNING TOOLS TO GUIDE YOUR BYWAY’S FUTURE

A good place to start in seeking assistance with challenging elements in byway planning and development is with the information in this section. It provides byway communities with guidance in advancing byways at the local, regional, state, and national levels. Stakeholders can find direction and technical information that can assist them in implementing their corridor management plans. The section that follows addresses four specific topics:

### Topic 1 - Protecting Your Byway Viewshed

### Topic 2 - Implementing Your Byway Projects

### Topic 3 - Providing for Roadside Safety and Improvements

### Topic 4 - Marketing Your Byway

Each of these topics identifies:

- **Challenges** identified by NJ byway stakeholders
- **Tools** to address them when developing or implementing the CMP
- **Resources** where you can find more information
- **Best practices** that provide useful examples of how a tool might be implemented



**TOPIC 1 - PROTECTING YOUR BYWAY VIEWSHED**

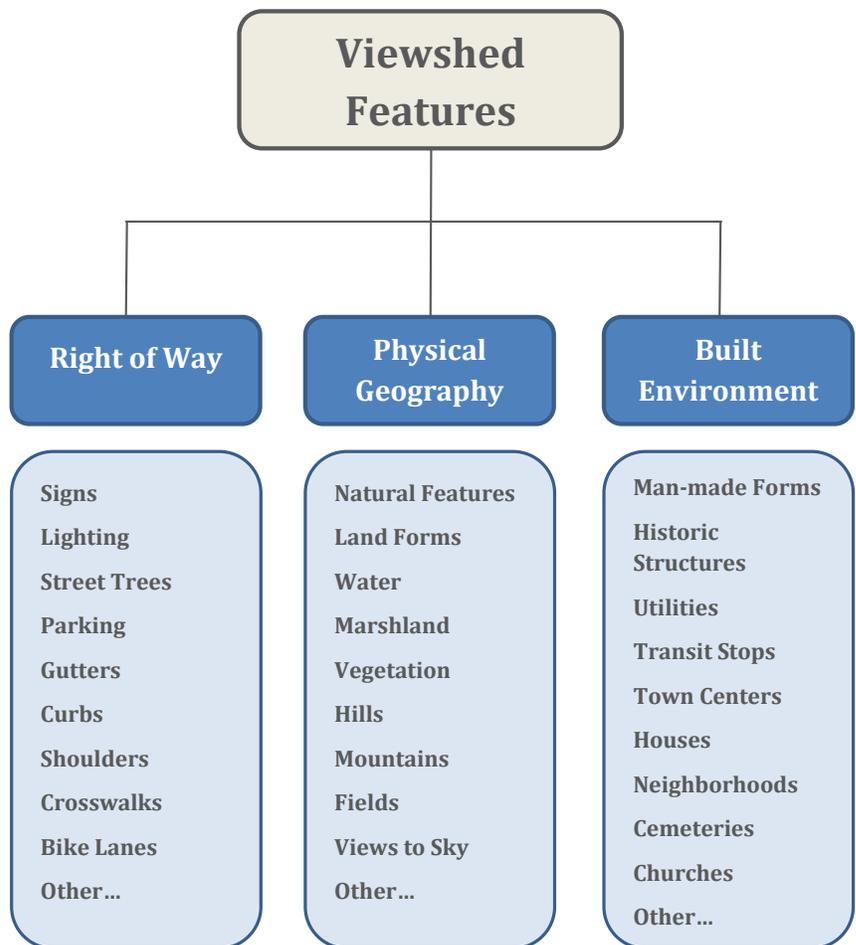
“Recognizing, preserving, enhancing or improving the “view from the road” is a critical element in sustaining a Scenic Byway’s unique character-defining features, sense of place, and transportation network. A careful analysis of the existing viewshed is necessary to identify the best strategies for insuring the traveler’s experience is “the best it can be.”

The view from the road may be one of a community’s most important resources”

Defining the viewshed along a Scenic Byway delineates the key corridor landscape qualities, features, and land use. When developing a CMP, the viewshed is typically taken from a point along the road. The viewshed can be a closed-in view (immediate foreground), panoramic view (background) or view in-between (middle ground).

The viewshed encompasses the following that make up, contribute to, or take away from its aesthetic quality and the traveler’s experience:

- Right-of-way features (signs, lighting, street trees, parking, guard rails, walls, storm water management facilities, etc.)
- Natural features/physical geography (land forms – hills, valley, cliffs, water, vegetation such as forests, pastures, hedgerows, and the ability to see the sky and its effect on the landscape, etc.)
- Built environment features (manmade structures –historic architecture, non-historic buildings, utilities, silos, wind turbines, billboards, etc.)





## **Challenges**

Challenges that were voiced during a NJ Scenic Byways Workshop held in November, 2012 included:

- Viewshed Analysis
  - » Understanding how to assess and value a viewshed. Are there tools for rating landscapes?
- Viewshed Development
  - » Protecting the byway's intrinsic qualities while providing for development. Are there tools for guiding development? What are the tools for pro-actively planning for new development?
  - » Placing an economic value on development that is in potential conflict with scenic value. Are there tools for evaluating the economics of scenic qualities and their benefits to land value?
- Viewshed Enhancement
  - » Removing undesirable and unsightly areas that detract from the traveler's experience. Are there tools for implementing beautification along the byway both in the right-of-way and on adjacent land?
  - » Enhancing or improving less desirable development and views. Are there guidelines for the siting and buffering of utilities and development to improve the view so the view is retained or becomes more desirable?
  - » Eliminating unnecessary signs that detract from the byway's intrinsic qualities and the traveler's experience. Enforcing the prohibition of billboards and interpretation of billboard regulations can be problematic. Are there tools for regulating billboards and managing signs along byways?

## **Tools**

Being able to determine the right tools for protecting your byway viewshed requires three steps:

### **Step 1. Understanding the Viewshed**

Basic terminology for analyzing your viewshed include:

- Views – can or cannot be scenic and attractive
- Vistas – are pleasing views and focal points
- Focal points – unique landscape features
  - » Church spires
  - » Sculptures
  - » Buildings
  - » Waterfall, rock cliff
  - » Lake, ocean, river

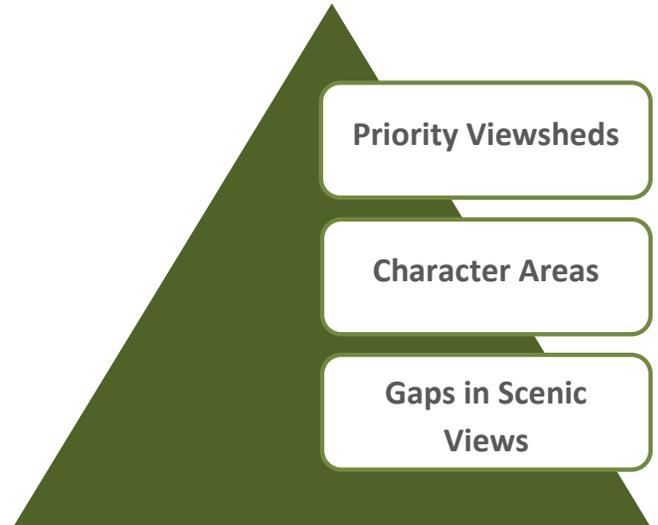


**Why do a viewshed analysis?**

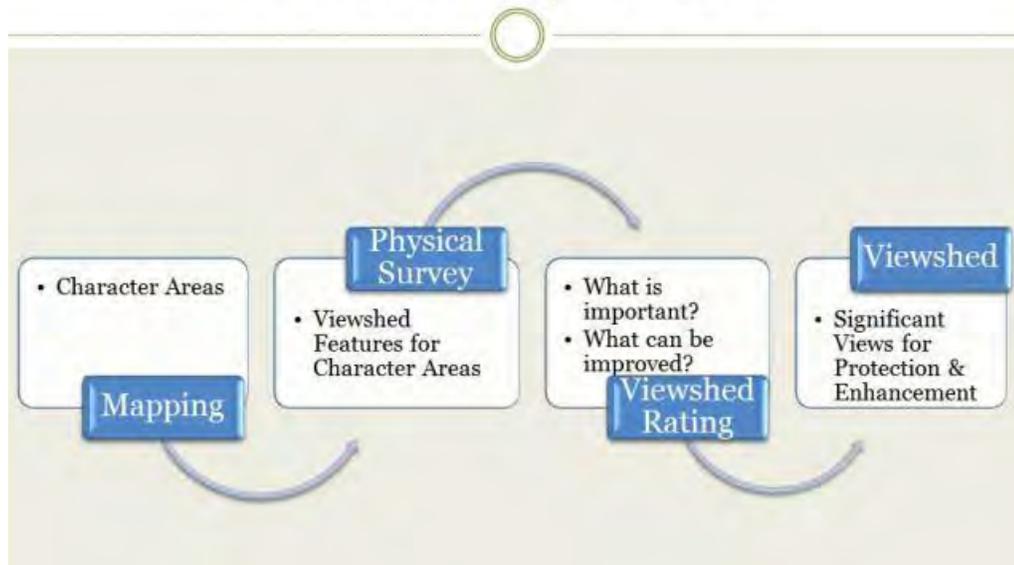
While the evaluation of “scenic” qualities may be considered subjective, there are a number of professionally-acceptable methodologies that help to identify, rate and prioritize significant scenic and visual resources. Identifying whether a byway has any significant scenic qualities is important to applying for nomination and designation as a State or National Scenic Byway for its scenic qualities. It is also critical to understanding the visual resources that contribute to or detract from the traveler’s experience.

**What can be accomplished by doing a viewshed analysis?**

The visual analysis process begins with looking at the byway landscape and describing what is important. You may want to revisit section 2 of the nomination application (see Chapter 4, “Navigating the Requirements”). The process in this chapter can be used by any byway sponsoring organization, stakeholder or professional during the nomination and/or CMP process. Professionals trained in viewshed assessment methodologies offer additional resources if more detailed studies are desired by the byway sponsoring organization for the entire byway, segments of the byway or particular areas of interest along the byway. Examples of methodologies can be found on the Bureau of Land Management and U.S. Forest Service websites.



**Viewshed Analysis Process**





A viewshed analysis will yield information for your CMP to:

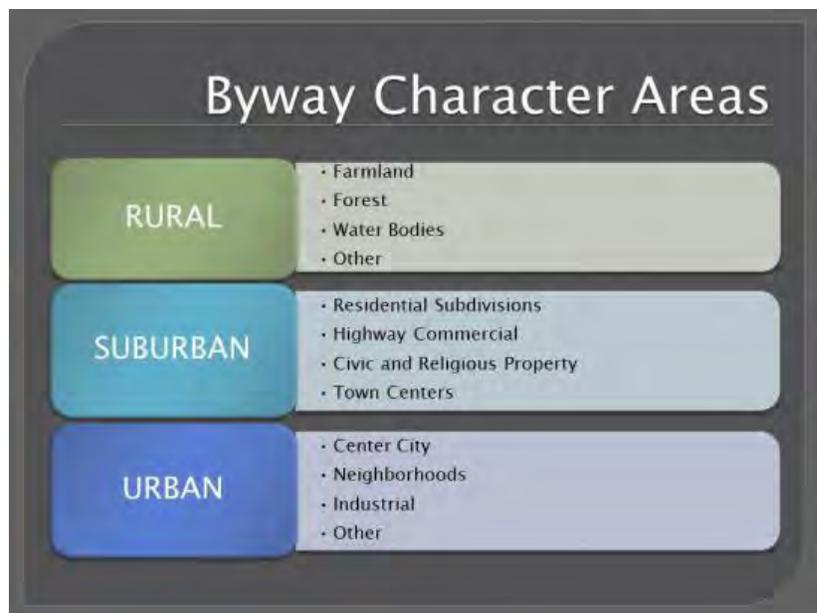
- Describe a byway's landscape features (visual resources and existing conditions)
- Identify what you like or don't like about what you see
- Help to define an image of what you want the byway to look like in 5, 10 or 15 years
- Assist in developing management strategies to preserve, enhance or improve the visual appearance of the byway corridor

An inventory of the physical features and intrinsic qualities are CMP requirements and form the basis from which management strategies are developed. Refer to Federal Register/Vol.60 No.96 for the CMP requirements under "Section 9. Corridor Management Plans" – (2), (3), (5), (7) and (9).

## **Step 2. Describing Landscape Character Areas**

Determine the characteristics of your viewshed when describing the byway:

- Natural/Environmental Character
  - » Farmland
  - » Marshland
  - » Forest
  - » Ocean, river or other water body
  - » Parks, arboretums and gardens
- Built Environment Character (architectural, structural, community patterns)
  - » Urban skyline
  - » Suburban strip development
  - » Town square
  - » Rural hamlet



### ***Using Maps as a Tool to Visualize Byway Characteristics***

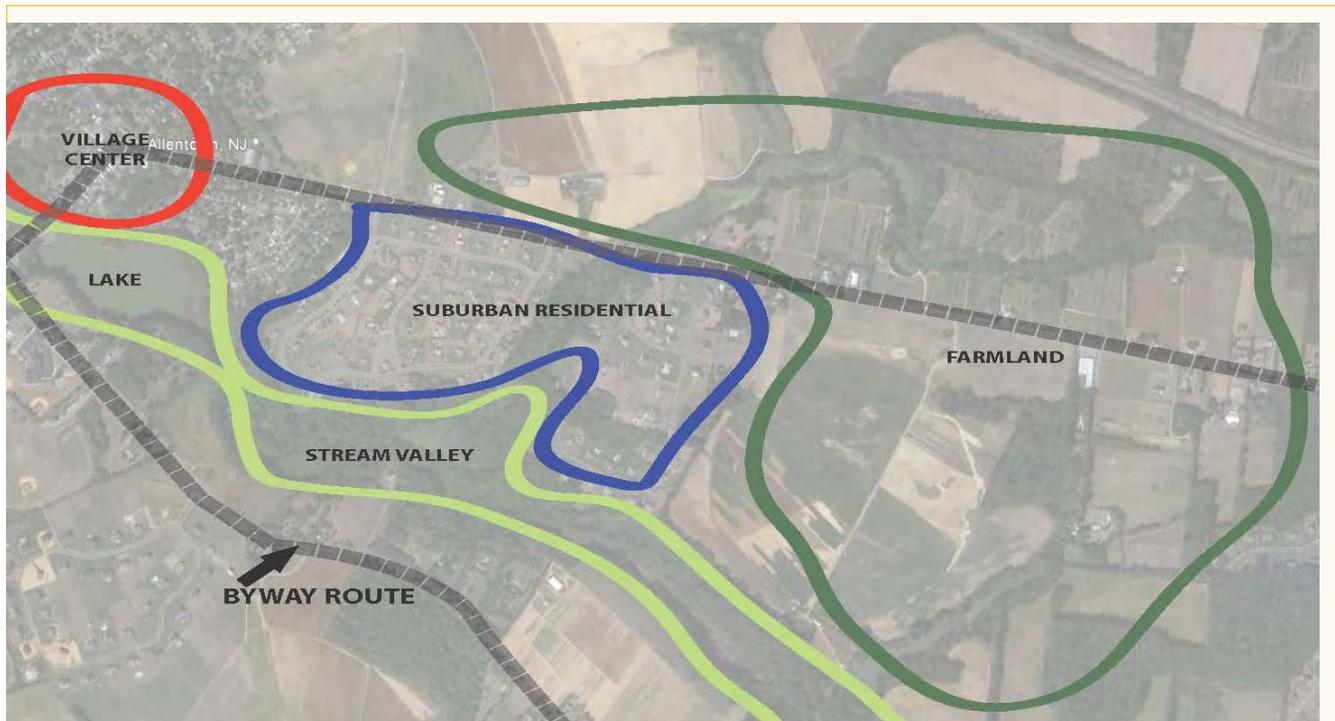
Landscape character areas should be loosely defined whether your byway is a rural, suburban or urban landscape, or a combination of these landscapes. It is important to break down your byway on a map without getting into the details of every parcel. Quickly characterize the major landscapes using the guidance in this document or use other methods to accomplish this same task. Integrate characteristics that are unique to your byway. Here's how to get started:



1. Get a hard copy of a map or maps to show enough detail of your byway to understand the land use patterns. Most byways corridors are long enough that you will need more than one map to illustrate the different landscapes. There are a number of places where you can get maps, which include, among others:

- Maps produced from a Geographic Information System (GIS) by NJDOT or other state agencies, local planning offices and consultants
- Google Maps and Google Earth
- US Geological Survey

2. Take color markers and highlight the byway route, and the major character areas as shown on the map examples for a rural and urban landscape. Once mapped, it is advisable to drive the byway to verify that the landscapes and land-uses you marked up are accurate.



This map example from the Upper Freehold Historic Farmland Byway illustrates step 2 by mapping out four landscape character areas in a rural setting – Village Center, Suburban Residential, Farmland and Stream Valley. Adding key focal points or unique features to the map(s) will augment your analysis of the byway and its significant features.

3. Once you have completed your mapping exercise, write a narrative or bulleted list that describes the byway's landscape character areas. Describe which landscapes contribute to the traveler's experience and are important for preservation; and which landscapes detract from the traveler's experience and require enhancements to improve the view from the road. This narrative will help to develop appropriate CMP management strategies in response to byway characteristics. Using the example in step 2, let's examine possible management strategies to preserve what is important to enhance the view from the road and to guide place-sensitive development:



- The architectural scale, walkability and mix of uses in the historic village center
  - » Develop architectural and landscape design guidelines that reflect local architectural styles and landscape site features
  - » Establish a historic preservation commission
  - » Sponsor education programs covering topics such as the National Register of Historic Places, tax incentives and easements
- The panoramic farmland views of the pastures, cropland and barns
  - » Adopt the CMP as part of the municipal Master Plan
  - » Draft and adopt a Corridor Overlay Zone to guide future development that integrates conservation design practices, among other place-sensitive development patterns
  - » Utilize visualization studies to illustrate development concepts that encourage conservation design solutions
  - » Seek partnership opportunities with individual property owners, land trusts, and local, regional and state agencies to preserve farmland



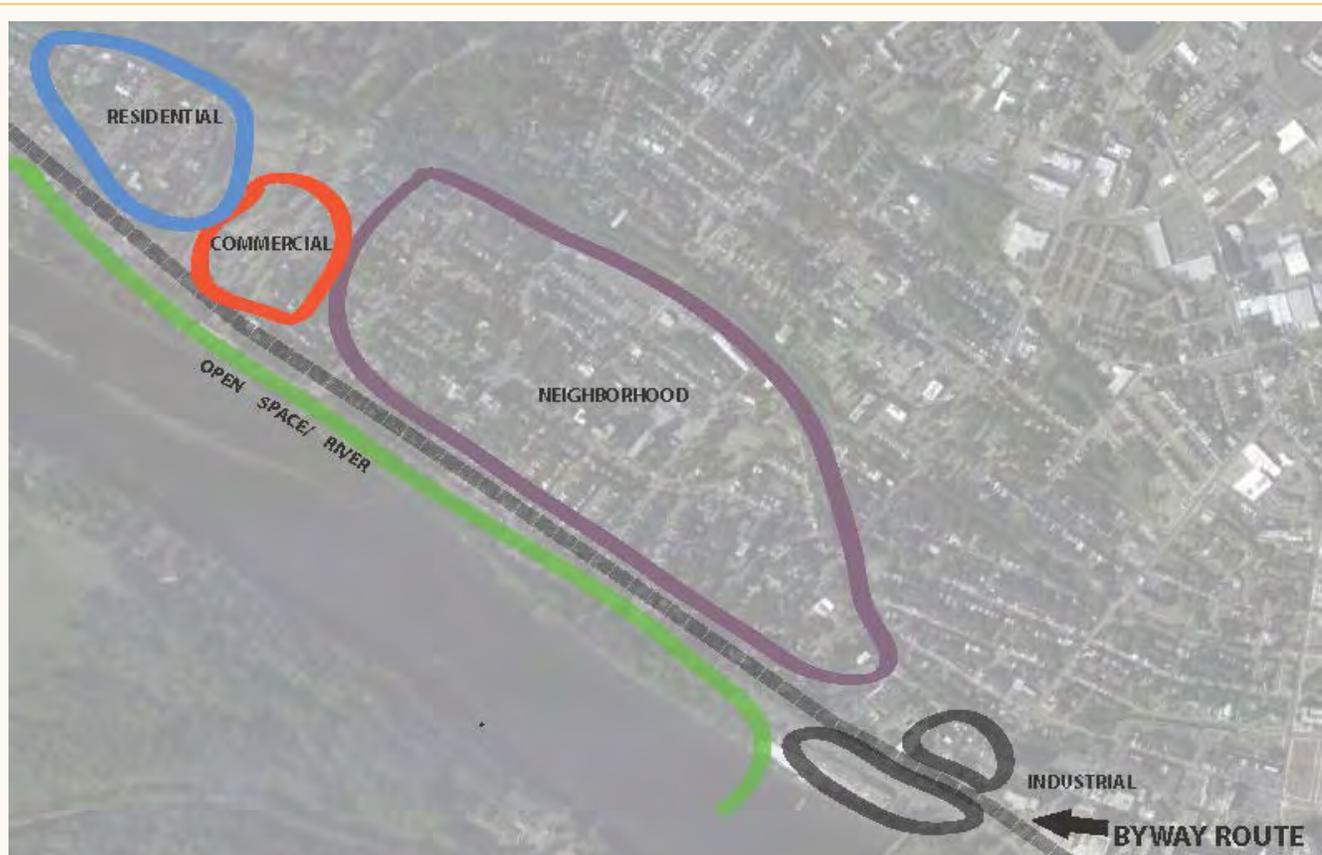
**BEFORE:** Existing conditions photo used for development concept for the Upper Freehold Historic Farmland Byway



- » Examine and pursue establishing a rural historic district
- » Pursue eco-based tourism businesses
- The open space and natural resources of the stream valley
  - » Encourage byway travelers to get out of their car by creating a stream valley trail system, fishing facilities and boat -launch locations
  - » Expand interpretation in the stream valley for visitors to learn about the natural resources, and its importance to the area
- Mitigate the view to the residential subdivisions that detracts from the rural landscape
  - » Develop a beautification plan to buffer the residential subdivision with a design that is in keeping with the rural and agricultural landscape character
  - » Establish partnerships with stakeholders on a beautification strategy



**AFTER:** Example of visualization for development concept for the Upper Freehold Historic Farmland Byway



This map example from the Delaware River Scenic Byway illustrates five landscape character areas – Neighborhood, Industrial, Commercial, Residential and Open Space/River in an urban setting.

Let's examine possible management strategies to preserve what is important to enhance the view from the road, and to guide place-sensitive development:

- Architectural scale, walkability and proximity to the byway corridor and the neighborhood
  - » Develop architectural and landscape design guidelines that focus on maintaining neighborhood qualities
  - » Undertake streetscape/beautification activities of the neighborhood edge along the byway that enhances the view from the road or buffers any undesirable views
  - » Undertake a study to examine pedestrian and bicycle links to the open space
- Scenic and natural resources along the river
  - » Establish partnerships to maintain and improve the scenic and natural resources, which might involve removal of invasive species, installation of plants and wildlife management
  - » Examine landscape and open space improvements to improve the view while protecting the resources
  - » Undertake a study to examine river access opportunities



- » Buffer and enhance the Industrial and Commercial areas
  - ◊ Work with property owners to improve the view from the road along their property

### ***How to approach place-sensitive development to retain your byway's important landscapes and character features?***

Keep in mind when you are mapping the landscape that your goal is to not only identify the viewshed, and its visual resources and scenic qualities but also to understand those byway elements that will need future management. The Corridor Management Plan requires a strategy that describes how existing development might be enhanced and new development might be accommodated while still preserving the corridor's intrinsic qualities. It further requires strategies that demonstrate how intrusions on the visitor experience are minimized and will be enhanced. Finding the "right" tools to retain or improve the viewshed, and plan for growth that is sustainable, livable and smart is an important CMP strategy and implementation action.

### **Step 3. Exploring opportunities for scenic conservation**

Evaluate the data to determine the best tool to:

- Embrace quality views
- Enhance areas of lesser scenic quality
- Mitigate negative views

Scenic Conservation is concerned with managing the visual quality of communities and the countryside to preserve and enhance scenic resources in accordance with an established plan. (Conserving Our Treasured Places: Managing Visual Quality on Scenic Byways)

### ***What are some local tools for protecting the viewshed and pro-actively guiding new development?***

#### Planning Tools

**CMP adoption** – Work with your local or county planning office to adopt the CMP into jurisdictional Comprehensive Plans. Because the CMP has no regulatory powers, it is important that the CMP is adopted by the local jurisdictions further reinforcing the connection between the CMP and local land use plans or requirements. Adoption integrates the CMP with other planning functions.

**Local Zoning Ordinances** – Review local zoning and land use classifications to determine whether they support or are in conflict with the CMP vision, goals and strategies. Work with local jurisdictions on resolutions, zoning changes or other planning initiatives to assist in managing the byway corridor, such as:

- **Incentives for better design** – Integrate procedures and regulations within the local planning and zoning process such as an expedited review of development applications.
- **Corridor Overlay Zones** – Work with your local or county planning office to adopt a Corridor Overlay Zone for the byway that provides design, land use and zoning guidance for place-sensitive design toward meeting the CMP vision and goals.
- **Conservation Zoning** – Work with your local or county planning office and private developers to encourage conservation development, which is a simple principle in designing new development on a portion of a land parcel that is less visible to the byway traveler with the remainder of the land placed in conservation.



### Historic Preservation Tools

**Historic Districts** – The New Jersey and National Registers of Historic Places are administered by the State Historic Preservation Office. Designation of historic districts presents opportunities to recognize historic places worthy of preservation. The New Jersey Historic Trust has an active easement program to preserve historic places for future generations. An easement is a voluntary legal agreement, typically in the form of a deed, which permanently protects a significant historic property. An owner who donates a historic preservation easement may be eligible for one or more forms of tax benefits.

**Historic Preservation Commissions** – Work with or toward the establishment of a historic preservation commission to assist with the design review of proposed development projects and improvements planned for the byway corridor. Encourage updating municipal ordinances to incorporate desired physical design elements, such as setbacks and buffers, building height, architectural design, streetscape, fences, building materials, etc.

**Historic Preservation Reinvestment Tax Credit** – Provides an economic incentive to help revitalize older neighborhoods and adaptively reuse historic structures. NJ Heritage Development Coalition is a good resource for tax credits.

### Conservation Tools

**Easements** – The NJ DEP Green Acres Program provides funding toward a system of interconnected open spaces, whose protection will preserve and enhance New Jersey’s natural environment and its historic, scenic, and recreational resources for public use and enjoyment. This program in combination with local, regional, state and national conservation organizations provide the resources to place land under conservation easements. Organizations and programs such as the NJ Department of Agriculture Farmland Preservation Program, Agricultural Farmland Trust, American Farmland Trust, Conservation Fund, and the Land Trust Alliance, are useful resources for land preservation and environmental practices.

**Conservation Design** – A systematic approach for allowing limited development typically in a compact plan to conserve and protect important farmland, scenic, natural or other resources.

**Transfer and Purchase of Development Rights (TDR)** – A municipal and preservation tool available statewide that offers communities a way to protect resources while accommodating growth. TDR permits owners of “sending area” land to separate out the development rights and sell them to be used elsewhere as a “receiving area.” Successfully used in the New Jersey Pinelands, Highlands Region and in Burlington County towns, among other locations.

**Non-contiguous Parcel Clustering/Density Transfer** – A planning technique under New Jersey’s Municipal Land Use Law that allows one parcel to be preserved while its density is transferred and developed on a different, non-contiguous parcel.

**Green infrastructure** – Strategically planned and managed networks of natural lands, working landscapes and other open spaces that conserve ecosystem values and functions and provide associated benefits to human populations. An opportunity to naturalize, enhance and beautify stormwater treatment facilities that often are not scenic through design and operations to improve their visual appearance, environmental performance, and ecological enrichment.

### Resources

#### **Managing Utilities Along Your Byway Corridor**

The CMP process is a good time to share with and involve local and regional agencies in identifying the locations of the byway’s significant intrinsic qualities and viewsheds. Discussing updates to the zoning regulations that determine future locations and standards for siting and mitigation with local officials is a good start to deterring potential visual intrusions of utility structures. Cellular towers, transmission lines, solar panels, and wind turbines are some of the utility structures that have challenged byway communities in managing the view from the road.



**Cell towers** are the most typical structure that could have an impact on a scenic viewshed significant to the byway experience. Cellular towers are considered beneficial to NJ residents, and treated as such by local jurisdictions, which most likely have regulations for telecommunication facilities. Two New Jersey municipal ordinances, as obtained from the Association of NJ Environmental Commissions (ANJEC), are included on the Scenic Byways Program Guidebook & Toolkit CD as examples. ANJEC has a database of ordinances in use in NJ communities on a range of topics relevant to environmental protection issues. Some of New Jersey's best practices to manage and provide guidance on telecommunication facilities include:

- Locating them on existing structures, such as barns, silos, office and public utility buildings
- Using existing telecommunication poles and structures or collocating them
- Identifying and ranking future location sites to minimize intrusive impact on a community's resources
- Controlling the lighting and buffering of them at the ground level

**Solar Facilities** are a packaged, connected assembly of photovoltaic cells used to generate and supply electricity and can be either single panels or a system of panels. Recent NJ legislation for Residential Development Solar Energy Systems Act defines a "Solar energy system" as any system which uses solar energy to provide all or a portion of the heating, cooling, or general energy needs of a dwelling unit, including, but not limited to, nocturnal heat radiation, flat plate or focusing solar collectors, or photovoltaic solar cells." Of particular note for NJ Scenic Byways are the following, among others:

- *New Jersey's Solar Advancement Act of 2010*, which strengthens the development of solar energy, has had an effect on local permitting practices and land use. For example, there are three main types of impacts from solar development. These include: 1) direct impacts on the site itself from both construction and the installed panels; 2) impacts on surrounding uses, including noise and visual disruption; and 3) the opportunity costs of the land or rooftop used. These impacts are almost always significantly greater for ground-mounted installations than for rooftop installations.

The following general principles would ensure that solar development remains consistent with smart growth:

- » Rooftop development is preferable to ground-mounted development.
  - » Brownfield sites, especially landfills, and other marginal sites, such as underutilized industrial sites, have great potential for solar development, but considerable attention must be paid to the issue of whether a more active use of a given site, especially in a developed area, might be preferable.
  - » Utility-scale solar development on farmland and other undeveloped land should be further reviewed for long-term land use impacts and benefits before support is continued.
  - » Governments should take special care to enact and enforce regulations mitigating any negative impacts on surrounding land uses from solar developments during construction, use or decommissioning.
  - » Government agencies with control over incentive programs should structure these programs to encourage good siting practices and/or discourage bad ones. (Drolet, May 2011)
- *PSE&G Pole Attached Solar Panel Initiative* – began in 2009 to install small solar energy units on utility poles throughout New Jersey. Most towns have a specifically-designated contact at PSE&G where byway sponsoring organizations can find out about whether there are plans to locate solar panels along their byway; and to work with PSE&G to avoid locations, such as New Jersey and National Register Historic Districts and designated State and National Scenic Byways.



- *Agricultural Retention and Development Act* – an amendment to this act permits the installation and operation of biomass, solar or wind energy facilities on preserved farmland. Under this legislation, S-921, solar panels are exempt from zoning limitations on impervious cover (hard surfaces that prevent water from absorbing into the ground). The CMP is a good opportunity to examine whether there are any existing and proposed facilities for your byway, and whether they are located in areas within significant scenic viewsheds.
- *Bill S1202/A3062* added the definition of an “inherently beneficial use” to the Municipal Land Use Law and expands the inherently beneficial use status to include wind, solar and photovoltaic facilities.
  - » “Inherently beneficial use” means a use which is universally considered of value to the community because it fundamentally serves the public good and promotes the general welfare. Such a use includes, but is not limited to, a hospital, school, child care center, group home, or a wind, solar or photovoltaic energy facility or structure.
  - » “Wind, solar or photovoltaic energy facility or structure” means a facility or structure for the purpose of supplying electrical energy produced from wind, solar, or photovoltaic technologies, whether such facility or structure is a principal use, a part of the principal use, or an accessory use or structure.



Wind Turbines in Atlantic City, NJ

“In New Jersey, the legislature, while recognizing that wind projects are subject to local zoning, has made it easier for wind project proponents to get variances from local zoning ordinances. Under New Jersey land-use law, a zoning variance may be granted when zoning boards find (1) “special reasons” exist for the variance; and (2) the variance “can be granted without substantial detriment to the public good and will not substantially impair the intent and the purpose of the zone plan and zoning ordinance” (N.J. Stat. § 40:55D-70(d)). However, for an “inherently beneficial use,” which includes “a wind, solar or photovoltaic energy facility or structure,” the first requirement is presumed to be met, and the second requirement is met if the project would not cause a substantial detriment to the public good (N.J. Stat. § 40:55D-4).”<sup>1</sup>

<sup>1</sup> Planning for Wind Energy, American Planning Association, Planning Advisory Service Report Number 566

**Wind Turbines** can be challenging because as an alternative clean energy resource the location of them may have a negative impact on your byway but are also accepted as beneficial to communities. During the CMP process, identify whether there is the potential for individual wind turbines or large wind energy facilities to be located within the byway corridor, and how the byway community feels about them. Concerns often focus on:

- Changes to the landscape
- Aesthetics
- Ambient and background sound levels
- Potential harm to birds

A modern wind energy facility consisting of hundreds of megawatts of power generation will cover large swaths of land. As a rule, 5 MW of wind power can be sited per square kilometer. With a modern 2–3 MW turbine, this translates to between 70 and 130 acres per turbine. Siting of these facilities should typically be located where expansive land areas are available, and if possible, away from byway corridors where some may find them visually intrusive. Refer to local zoning ordinances and comprehensive plans for information regulating or planning for wind energy facilities. State permits are needed in coastal zones.



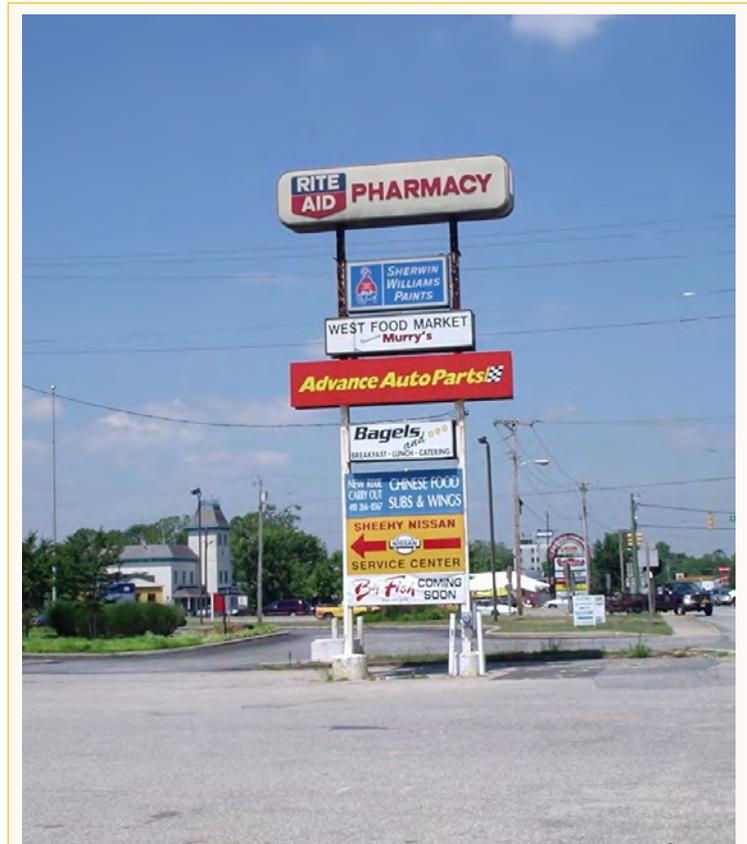
## Signing to Minimize Visual Impacts Along Your Byway

Signs are an effective method of guiding people to their destinations and providing information about what is along the byway as long as they are well placed and designed to complement the byway. The following are some of the many different types of signs that are found along byways both in the right-of-way and on adjacent lands:

- Right-of-way (regulated and maintained by NJDOT, counties and local municipalities)
  - » **Regulatory Signs** that guide the traveler safely along the byway and inform them about speed limits, curves in the road, etc.
  - » **Street Signs and Route Markers** that allow for the traveler to identify their location on a roadway
  - » **Trailblazing Signs** that direct people to the byway route and are found in the NJ Scenic Byways *Guidelines for the Development of Scenic Byways Signage*
- Adjacent lands (regulated by local ordinances)
  - » **Business and advertising signs** – A review of local ordinances during the CMP process should reveal whether byway community ordinances, for instance, restrict oversized signs, allow for standards that are compatible with byway features, or provide for requirements that encourage the place-sensitive siting of them.
  - » **Billboards (Outdoor Advertising)** are signs that advertise a product, business or service that is not located on the property where the sign is located. Billboards are often most prominent because of their size. Scenic America is an independent non-profit organization providing one of the best sources of information on this topic.

No new billboards are permitted on designated State and National Scenic Byways. *Title 16. Department of Transportation, Chapter 41C. Roadside Sign Control and Outdoor Advertising* provides the regulatory guidance for NJDOT in their review of outdoor advertising permits. A current copy can be found on the NJDOT website under “Rules and Regulations” and is also included on the Scenic Byways Program Guidebook and Toolkit CD. Interpretation of this law can result in the construction of new billboards that can be seen from a NJ Scenic Byway.

Permit applications for the construction of billboards are submitted to the NJDOT, which references Title 16 and local zoning ordinances in its review. If local zoning ordinances are more stringent and clearly deny



Example of cluttered business sign



the construction of new billboards along and, if visible (definition included) from, a scenic byway, there is less likelihood new billboards will be a negative impact on the viewshed. This is important because being visible is often interpreted differently. Most byway sponsoring organizations, among others, will have the perspective that visible means that you can see it from anywhere along the byway. Visible, as interpreted by NJDOT, means readable within 660' from the nearest edge of the right-of-way.

## TITLE 16. DEPARTMENT OF TRANSPORTATION

### CHAPTER 41C. ROADSIDE SIGN CONTROL AND OUTDOOR ADVERTISING

#### SUBCHAPTER 1. DECLARATION OF POLICY

##### 16:41C-1.1 Purpose

(a) The purpose of this chapter is to balance the need to control and regulate roadside signs and outdoor advertising, promote the scenic beauty of the State, provide for the safety and convenience of the public, and the need to stimulate economic and commercial activity within the State of New Jersey. This chapter requires and provides for the issuing of licenses and permits for roadside signs and outdoor advertising and the establishment, use, maintenance and removal of such signs.

#### *How can the viewshed be enhanced?*

Viewshed enhancement tools (refer also to the next section on “Implementing Your Byway Projects”) focus on ways to beautify and improve the visual appearance of the byway corridor. This management effort is more difficult to accomplish because existing development is already in place, and making changes requires willing property owners and financial investment. Site specific enhancements will likely require:

- Identifying the physical design elements (street trees, flowering trees and shrubs, gateway features, landscape medians, lighting, flags, new signs or the replacement of signs, etc.,)
- Finding the resources (people and financing) to implement them
- Constructing the improvements

These resource tools should be considered for enhancing the viewshed:

- **Site-Specific Master Plans** – requiring focus on appropriate solutions that buffer and enhance undesirable development through the use of vegetation, berms, fences, walls and other measures to mitigate the traveler’s view of existing development.
- **Beautification projects** – enhance and improve the aesthetic appearance of specific areas of the byway corridor. Master Plan design and detailing should occur during or after the development of the CMP through collaborative partnerships with the agency that has the jurisdictional authority and responsibility for the right-of-way, and property owners.
- **Green Infrastructure projects** – naturalizing storm water management facilities resulting in scenic enhancement in addition to better environmental performance, ecological enrichment and less mowing. A good source of information on green infrastructure can be found on the US Forest Service web site. An example of a local feasibility study can be found by searching for “The Community-Based Green Infrastructure for the City of Camden” on the internet.

- **Education campaigns** – require the provision for technical assistance and materials to inform and provide guidance to byway stakeholders, and to build support for stewardship of the byway from its stakeholders.



Streetscape along the Upper Freehold Historic Farmland Byway in Allentown, NJ

## Best Practices

### Billboard Regulations:

The Mount Laurel Township Billboard Ordinance 154-84 that prohibited billboard signs was upheld in court. *The following signs and sign-types are prohibited within the Township and shall not be erected. Any lawfully existing permanent sign or sign-type that is among the prohibited signs and sign-types listed below shall be deemed a nonconforming sign subject to the provisions of § 154-85: A. Billboards.*

Definitions 154-83

#### **BILLBOARD**

A sign structure and/or sign utilized for: Advertising an establishment, an activity, a product or service or entertainment that is sold, produced manufactured, available or furnished; or promoting any activity, including noncommercial activity and solicitation, such as but not limited to charitable solicitation and noncommercial speech, at a place other than on the property on which said sign structure and/or sign is located.



## TOPIC 2 - IMPLEMENTING YOUR BYWAY PROJECTS

As described in this chapter's introduction, in order to differentiate byways from other routes, byway organizations should look for opportunities to create something more than a drive – a traveler's experience. This means developing byway related facilities and features that help to shape its unique identity and, in turn, create a distinctive destination. Byway facilities and improvements are typically developed at three scales: corridor wide, community-based, and site-specific.

*Corridor-wide Byway facilities and improvements* include repetitive elements along the route that help to establish a visual identity for the traveler. Travelers recognize a particular element as unique to that byway. This element recognition imbues the traveler with confidence that he is on the right path and helps him find the communities and places that are part of the byway experience. Examples include:

- Gateways – with a consistent graphic identity
- Signage and Wayfinding Systems – showing visitors how to follow the route and find its sites and attractions
- Common roadside details such as a consistent guardrail style
- A separated bicycle path or general improvements to bicycling conditions along the byway

*Community-based facilities and improvements* focus on the livability of a community while at the same time provides the visitor infrastructure needed to encourage people to linger and stay. Community-scale enhancements help to integrate the byway into the overall transportation system as well as increase the quality of life for the community's residents. A good example might include the ways in which a community can encourage travelers to get out of their cars – and into local businesses – while also fostering social interaction and healthy lifestyles among residents. Other examples might include:

- Enhancing the appearance of the community along the byway corridor to make it more welcoming and friendly to visitors as well as residents
- Establishing a walking or bicycle tour that helps tell the byway story and provide the necessary pedestrian-scaled infrastructure to ensure a safe and comfortable walking or bicycling experience
- Revitalized and active main streets and downtown areas where visitor services can be found

*Site-specific facilities and improvements* help to establish destinations along the byway that tell its story or provide a unique experience. Sites along the byway may want to expand their interpretive programs, host byway-related events, or develop the needed visitor infrastructure to broaden their appeal. Examples might include:

<b>CORRIDOR WIDE</b>	<ul style="list-style-type: none"> <li>• Outdoor museum along the entire byway</li> <li>• Signage and wayfinding systems</li> <li>• Common roadside details throughout</li> <li>• Bicycle accommodations for the byway</li> </ul>
<b>COMMUNITY SCALE</b>	<ul style="list-style-type: none"> <li>• Streetscape enhancement project</li> <li>• Local walking or bicycle tour</li> <li>• Commercial corridor design guidelines</li> </ul>
<b>SITE SPECIFIC</b>	<ul style="list-style-type: none"> <li>• Access trail to a point of interest</li> <li>• Interpretive exhibits</li> <li>• Visitor center or kiosk</li> </ul>



- A trail providing access to a byway's intrinsic qualities such as to a birding area or vista point
- Interpretive facilities that help to tell the byway story such as a museum or an outdoor exhibit
- Visitor safety/comfort such as a visitor information center or kiosk, restrooms, or picnic facilities

These and other types of byway development activities need to be included within the Corridor Management Plan (CMP). Byway CMP's are an excellent tool to help communities to collaborate among both public and private interests to leverage future investments for projects that improve the quality of life for the resident as well as the quality of the travel experience.

### **Challenges**

In addition to the shared challenges that apply to all byway management activities—including funding, partnerships and collaboration, public outreach, and access to statewide resources—there are two additional challenges that face byways when trying to implement projects to enhance the visitor experience along a byway:

#### *1. Linking Programming and Experiences from One Place to the Next*

**Facilities to promote economic activity** – In most cases, byway sponsoring organizations desire to designate special roads as a means to increase business opportunities and economic activity in their communities. How is it possible to accomplish this?

Increasing the length of stay is the best way to increase economic activity associated with the byway by developing visitor information facilities at key gateways to improve awareness of byway opportunities; and offering more interpretive opportunities by:

- Telling a coordinated story throughout the byway
- Linking nature-based recreational experiences with the byway (by creating trailheads and linking nearby trails together)
- Finding opportunities to network and program byway point of interest sites such as historic districts, museums and cultural attractions.

#### *2. Capacity of Communities to Accommodate Increased Numbers of Visitors*

**Facilities for visitor comfort** – Many byways lack the basic infrastructure to support heritage and eco-tourism. Communities need to work together along a byway to increase visitor comfort levels, especially provisions of restrooms. More than just comfort, byways communities need help to establish the byway as a destination by:

- Developing a strong identity through consistent signage; visitor facilities; a unified, context-sensitive aesthetic; and
- Establishing community support for byway management and maintenance.

### **Tools**

#### **Tools for Developing Corridor-wide Facilities**

There is a strong need to establish a physical presence for a byway so that casual and commuting travelers are introduced to the byway as part of their daily routines – thereby increasing awareness of the resources associated with the byway. The increased awareness helps promote economic activity. Residents and regular travelers are your best ambassadors for spreading

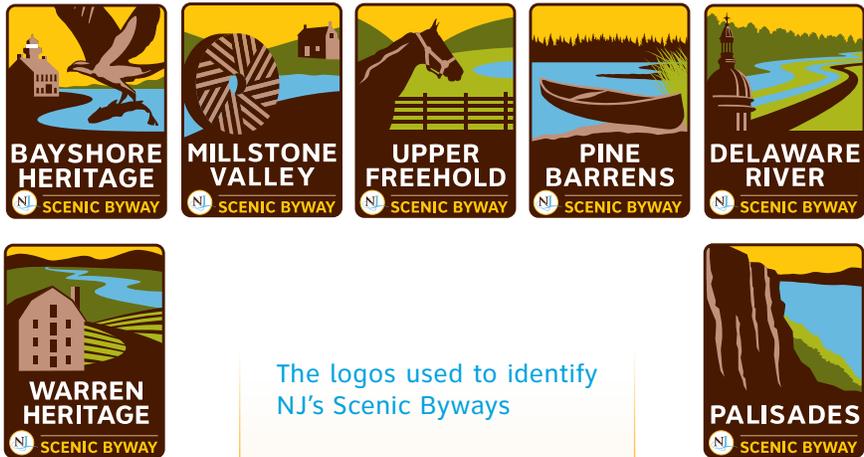


the word about the breadth of things to see and do in your byway corridor, and indirectly lead to increases in the length of visitor stays.

Increasing the physical presence of the system of byways

Awareness can be increased through physical enhancements and modifications in coordination with other marketing efforts. Increasing the physical presence of the byway system is a critical early action step that byways must utilize to increase the community and agency awareness about the values associated with the byway. A readily identifiable visual and graphic identity captured at visitor centers, through directional signage, and at museums and other byway facilities is one way to accomplish this goal, coupled with increased web-presence and through mobile devices.

**Visual and Graphic Identity** – byways should establish a distinct visual and graphic identity that provides instant recognition of signs, site markers, and interpretive information associated with the byway. The NJDOT Scenic Byway Program has already developed one tool that will help with this – a statewide signage program for scenic byways that includes a family of byway related signs for wayfinding, site marking, and interpretation.



The logos used to identify NJ's Scenic Byways

**Statewide or Regional Visitor Center Exhibits** – One of the first chances to introduce travelers to the opportunities associated with a byway is through exhibits at statewide visitor centers displaying byways by region and providing small windows into what a visitor might see and experience along the byway. The exhibit is a good opportunity to integrate the logo or graphic identity associated with the byway.

**Byway Route Marking or Trailblazer Signs** – Another important opportunity to establish a physical presence associated with the byway using the NJDOT Guidelines for the Development of Scenic

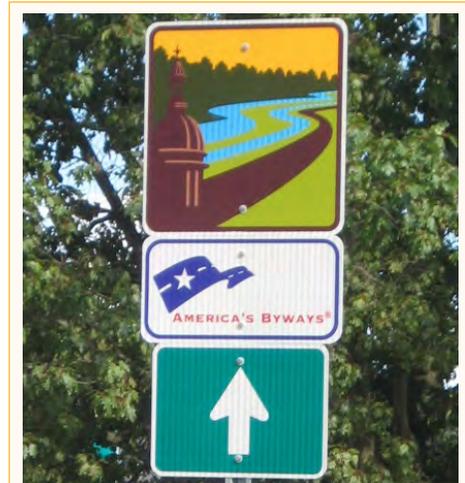


The Maryland Welcome Center on Interstate I-70 has extensive indoor and outdoor exhibits on the Historic National Road



*Byways Signage* is to provide a route marking system to help visitors find and follow the byway. Where practical, the route marking system should be directly associated with the route numbering system for the byway. Byways should provide casual drivers that are not familiar with an area, the means to follow the route with less distraction than reading a map or arguing with a Global Positioning System (GPS). Byways whose primary emphasis is on conservation or preservation may only need signs that confirm and indicate the byway presence, as they are typically not looking to market or promote the byway.

**Community Gateways** – One approach to increasing the physical presence of a byway is to establish a community entrance and gateway program that provides communities with consistent entrance features. Gateway features may be designed with a consistent frame or style, while the community adapts the site and aesthetic elements of the community to incorporate the byway logo and identity. The community gateway entrance features have the added benefit of providing drivers with visual clues. However, care should be taken to ensure that the design and placement of gateways does not compromise the integrity of historic districts or properties.



Example of wayfinding sign along the Delaware River Scenic Byway

### JTHG Primary Gateway

- 1) Located on the Byway at major interchanges with a primary travel route (US 29 at Gainesville, US 66 at Haymarket). US 64 and Virginia 20 and I-70 at US 15 are also possible sites for future phases
- 2) Assumes advance signing on approach route
- 3) Gateway element on both sides of four lane with splitter island
- 4) Cost assumed to be \$25/sf of gateway area inclusive of walls, sign and planting (not including changes to the roadway)



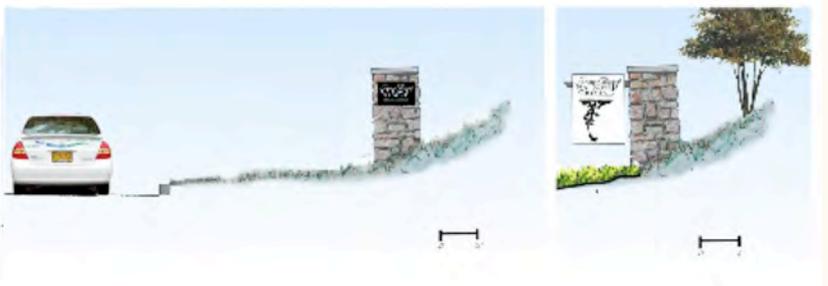
### JTHG Secondary Gateway

- 1) Located on the Byway at intersections with US and State routes
- 2) Sign incorporated into stone wall or fence perpendicular to any wall or fence along a property line visible from 400-600' at 35 mph (located outside the clear area, but within the right-of-way)
- 4) Cost assumed to be \$25,000 per feature inclusive of walls, sign, and planting (not including any changes to the roadway)



### Community Gateway

- 1) Located on the business route entering a "Main Street" community or County Seat (e.g. confirming the turn from US 15 to US 15 Business)
- 2) Sign incorporated into stone pier or hanging from pier (located outside the clear area of the travel route)
- 3) Cost assumed to average \$8,000 per feature
- 4) Could also be utilized to mark the Living Legacy
- 5) Suitable for competition among stone mason/craftsman or artists to create variety and identity



Example of Journey Through Hallowed Ground Gateway Prototypes



**Byway Attractions** – The visual and graphic identity should be applied to the locations of byway related sites and attractions including museums, wayside exhibits, publicly accessible parks and open space with byway related interpretation, and to identify features that are visible from the byway and are interpreted away from the site itself. Walking tours, brochures and other web-based and printed material should integrate the visual and graphic identity.



Coastal Heritage Trail Site marker sign and National Park Service Unigridd Interpretive Panel at Cape May Point State Park within the Bayshore Heritage Byway

**Interpretive Panels** – A common design element, which is consistent with the visual and graphic identity for the byway is especially important when linking visitor sites and attractions to portray a compelling story in a coordinated manner. Telling a story throughout the length of a Byway can also be accomplished with mobile application technology.



The **NOMAD Mobile Guide** is an example of mobile technology used to tell the byway story along the Louisiana Crossroads and can be downloaded for free on iTunes.



**Tools for Implementing Community-scale Enhancements**

There are a number of opportunities along a byway to implement community-based enhancements that also make visitors feel welcome and encourage them to stay longer in each community. This has the added benefit of increasing the livability of a community – what is good for visitors is also good for residents and vice versa.

Programs within USDOT that are related to livability include transportation enhancements, recreational trails, green streets, transit (where applicable), bicycle/pedestrian safety and other community and quality of life related transportation programs.



It may seem contradictory but encouraging your byway traveler to get out of the car to explore the byway and its communities is essential to retaining the byway's qualities, meeting CMP vision goals and generating economic activity. Getting out of the car allows travelers to sample a byway's heritage, its natural resources and assets, its recreational opportunities, its dining opportunities and lodging choices. Part of the challenge is to make visitors feel at home so that the unknown does not intimidate them. There are a number of enhancement opportunities that, when done well, help make visitors feel more welcome, while increasing the livability of a community for all.

**Community Appearance** – Transportation enhancement funds are often used to establish a more welcoming community. Corridor plans can be utilized to coordinate long-range transportation and land use plans and policies, to design a more complete and green street, to enhance the appearance of the corridor through the introduction of a coordinated design for all users of the corridor and the incorporation of street trees, sidewalks, lighting, rain gardens and landscaped infiltration areas, and through design guidance of adjacent development to establish a more aesthetically appealing and welcoming corridor.



D&R Canal Trail offers a way to see the Millstone Valley Scenic Byway by bicycle, on foot or on horseback

**Tree Planting and Air Quality** – Many byways in New Jersey, and throughout the eastern United States traverse through areas that are more historic than scenic and that could benefit from more vegetation along the corridor. For urban byways within non-attainment areas there are great opportunities to utilize tree planting programs to establish credits for air quality mitigation. Carbon sequestration is also another popular method of establishing value for tree planting beyond the site itself. For byways, both of these opportunities represent an important opportunity to gain funding for tree planting programs.

**Trailheads and Community Pathway Systems** – Many New Jersey communities have been building trails in the last several decades as a way to encourage their residents to bike and walk for exercise or to provide access to some of the communities natural areas and historic sites. Using trails as a means of interpreting the byway story and community's heritage, and by linking them together into a pathway system is one way to establish a distinctive destination for visitors and residents alike.



Tree planting at Ponder Lodge as part of a restoration & enhancement effort along the Bayshore Heritage Byway



**Water Quality** – Watershed communities, among others, have an opportunity to link stormwater runoff management along roadways with community development and enhancement. Byways would benefit from prototype models for green infrastructure (visitor centers, comfort facilities, visitor information kiosks, etc. with low impact footprints or net-zero buildings). These buildings can then also serve to educate the public about this type of technology (broadening the funding opportunities for these sites).



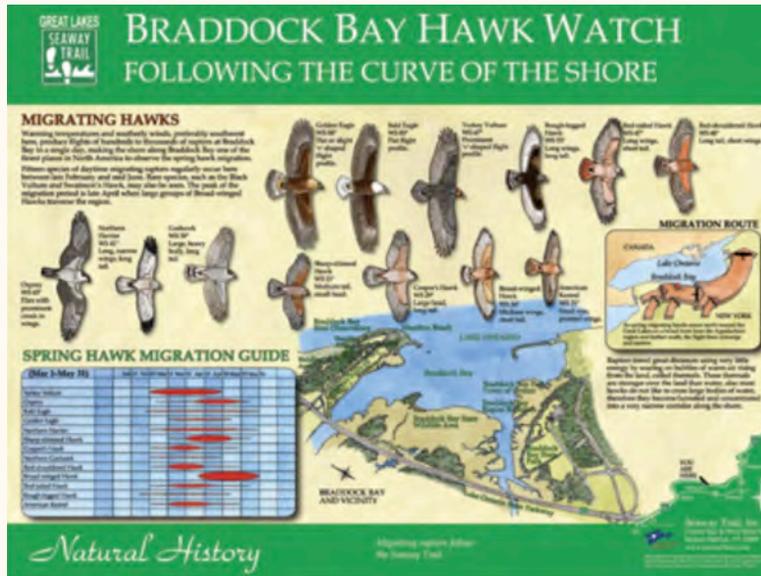
Welcome Center in Lower Mount Bethel Township along Pennsylvania's Delaware River Valley Scenic Byway, serves as an Environmental Education Center for the Martin-Jacoby Watershed Association

### **Tools for Site-specific Facilities**

Many byways need additional facilities to provide more sustainable visitor-friendly sites and services (museums, food, lodging, restrooms, waysides, etc.). Challenges exist for not only creating a visitor facility on a specific site but also for adaptively re-using an historic site for visitor use.

**Waysides** – A typical tool for interpreting the resources of a scenic byway is to develop a wayside area where travelers can pull off the main travel lanes and be provided an opportunity to appreciate a scenic view, learn about an historic site, or get oriented to a nearby cluster of sites or community that they are about to approach. Too often New Jersey's state historic markers are placed in locations where it is impossible to pull-off and read the sign, but the sign lettering is purposefully made too small so that drivers will not be distracted trying to read it. Waysides offer the traveler choices to engage in and learn more about the byway story. Maintaining them is a long term necessity, which can be accomplished through Memorandums of Understanding or Agreements that spell out who will maintain the site, who will replace vandalized features and who is responsible for patrolling the property.

These Seaway Trail Story Teller Signs are another example of how byway facilities can combine web-based technologies (interactive map) with interpretive installations (wayside exhibit)



**Maintenance and management of byway facilities** – For any byway-related enhancement project utilizing a public right-of-way (such as an interpretive wayside, streetscape project, traffic calming, or roadside landscape improvements) a third-party agreement should be signed and formalized prior to implementation, outlining the responsible parties for installation, establishment, and long-term maintenance of the enhancement areas. This should be worked out as part of any application for funding for enhancement related projects.

**Historic Properties** – Many of New Jersey's byways have an extensive number of historic sites that are stabilized, but in desperate need of a use. This is a nationwide problem, but is particularly acute where the state or local government has been "given" a property but has no means of maintaining or managing it over time.

One tool used by the New Jersey Department of Environmental Protection (NJDEP) are Officially Recognized Friends Organizations (ORFO) agreements that establish partnerships with not-for-profit organizations for various management responsibilities. A copy of NJDEP's ORFO agreement is included on the Scenic Byways Program Guidebook and Toolkit CD. Designated "friends" organizations include:

- Friends of Monmouth Battlefield, Inc. works with state government to protect, preserve and interpret the battlefield state park.
- Friends of the Hermitage, which leases from the NJDEP, The Hermitage, a State and National Register of Historic Places site. This organization manages and operates the facility.

**Historic Curatorship Program** – One tool that has worked in certain places (usually where there is a demand for housing) is to develop a historic site curatorship program for historic structures as a means of preserving them for future use and interpretation. The Maryland Department of Natural Resources (DNR) has successfully run an historic curatorship program where DNR secures a pledge by a private partner who agrees to restore the historic property and maintain it in good condition in exchange for a lifetime lease.



## Resources

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

This design guide includes information about the following types of visitor facilities – Entry Portal, Visitor Centers, Interpretive Signs, Orientation Signs, Overlooks & Turnouts, Kiosk; Roadway Improvements. The guide was prepared by the USDA Forest Service in collaboration with the US Fish and Wildlife Service, National Park Service, Bureau of Land Management and Bureau of Indian Affairs.

### Harpers Ferry Median Institute

Since 1970, Harpers Ferry Center (HFC) has created a variety of interpretive tools to assist National Park Service field interpreters. These tools include audiovisual programs, historic furnishings, museum exhibits, publications, and wayside exhibits. HFC also provides a variety of services including graphics research, interpretive planning, media contracting, artifact conservation, revision and reprinting of publications, and replacement of wayside exhibits.

## Best Practices

### Blue Ridge Parkway Adopt an Overlook (AaO) Program

The Blue Ridge Parkway (BRP) manages and maintains 267 overlooks. These overlooks range in use from scenic pull-offs to regularly-used trailheads. The BRP maintenance staff is officially tasked with cleaning overlooks as their schedules permit, however, over the past ten years, the Parkway has seen a decline in funding for the maintenance division. At this time, approximately 10% of the needed maintenance and repair on overlooks is being performed, and the backlog of identified overlook maintenance projects increases every year.

Therefore, the purposes of the AaO program include (1) decreasing the backlog of overlook maintenance needs, (2) improving the function and appearance of overlooks for visitor enjoyment, (3) releasing Park Service maintenance employees to accomplish other tasks requiring higher skills, (4) developing community partnerships which instill a sense of pride in public ownership of the Parkway, (5) and expanding the National Park Service presence on the Parkway and its overlooks and trails (from the Friends of the Blue Ridge Parkway AaO Brochure.)

### Maryland Historic National Road Wayside Interpretive Panels

Fifty nine wayside interpretive panels can be found along the 170-mile length of this byway, which is part of the six state National Road – designated an All-American Road in 2002. The interpretive panels tell the story of the development of the first federally funded highway in the United States which began in Baltimore and connected by a series of existing turnpikes to Cumberland and then on to Vandalia, Illinois. The exhibits incorporated the use of an early diagram illustrating the topographic cross section of the state as a way to orient visitors to each of the sites and connect one to another.



Maryland Historic National Road Interpretive Panel with profile of entire route through Maryland as a consistent element connecting each wayside to another along a system of 59 sites



The project was sponsored by the Maryland Department of Planning with support from the Maryland Office of Tourism Development, and the Maryland Historical Trust. A committee was formed with representatives from each community along the byway where panels were proposed. Committee members gathered text and photos while the state agencies edited and designed the panels.

### Lincoln Highway Heritage Corridor

This project presents tools to encourage the coordination of interpretation among sites and attractions by establishing an outdoor museum quality experience through the connection of a series of byway sites.

The Lincoln Highway Heritage Corridor (LHHC), based on an interpretive development plan, installed coordinated interpretation along a heritage travel route along with its 200-Mile Roadside Museum. The installation of the exhibits reflected an assessment of historic resources and took into consideration potential partners who were willing to install and maintain them. The exhibits and interpretive materials tell the Lincoln Highway story and promote awareness and participation along the route.



Mural on Bison Corral Barn on Lincoln Highway Heritage Corridor in Shellsburg, PA

Interpretation was accomplished through site markers, wall plaques, interpretive waysides (some with audio component), and murals located along the historic road. The LHHC hosts 22 vintage (1940-ish) gas pumps as part of a creative public art project that links professional artists with life-size fiberglass structures. All pumps were painted by Pennsylvania artists, and are located next to one of the roadside museum interpretive exhibits.

### Lexington, Virginia Entrance Corridor

First impressions of the community are made when visiting the many attractions within the City of Lexington and Rockbridge County -- events at the Lime Kiln Theater, at Washington and Lee, at VMI, at the Virginia Horse Center, or in Lexington's restored downtown. The City of Lexington decided that they wanted to guide change in a positive manner.

The City, working with their partners in adjoining Rockbridge County, first prepared a corridor plan in 1996. It included conservation and enhancement strategies for the three major entrance corridors approaching the City of Lexington: Route 60/ East Nelson Street; Route 11S; and Route 11N. Large-scale resource inventories were prepared including the identification of sensitive viewsheds, environmentally sensitive lands, and agricultural lands. Design guidelines were prepared for key areas along primary corridors and interchanges. The corridor plan provided an overall vision for the Entrance Corridors and some clear and straightforward design principles that were used to help the City and County achieve this vision.

The City of Lexington then adopted signage and façade guidelines to implement the plan. The results are shown in the before and after images below – what a difference fifteen years can make. The “after” picture shows a much more appealing roadside appearance after new city design guidelines were implemented. Signs have been lowered, multiple signs have been consolidated, and materials such as brick add a bit of class to a Wendy’s sign.



An example of how Lexington, VA has gradually enhanced the appearance of their East Nelson Street entrance corridor through architectural design & signage guidelines

### TOPIC 3 - PROVIDING FOR ROADWAY SAFETY AND IMPROVEMENTS

Designation characteristically increases the visibility of your byway and the communities through which it travels. The CMP marketing strategy or sign plan enhances your byway visibility. Therefore, you are actively and passively inviting more travelers to the byway. The CMP should include a goal and strategies for making the byway a safe traveling experience for all users while continuing to protect its features and character.

Given the complexity of how byways are structured, there are many challenges to achieving this goal. Designation and increased visibility can affect traffic volume (including through traffic vs. stop/stay traffic), private property trespassing, safety and quality of life factors. The CMP creates the ideal framework for addressing these challenges. The section that follows will address some of the most common challenges and tools to improve roadway safety along your byway.



Example of a scenic road through Great Smoky Mountains National Park, TN

### **Byway Roadway Safety 101**

Before you begin to address any challenges or employ any strategies that will help you effectively meet the goal of roadway safety, you should have a basic understanding of key concepts of roadway safety:

- How the byway currently fits into the transportation network
- Who the byway users are
- What are the benefits of roadway safety

### **Understanding the Role of Your Byway in the Transportation Network**

It is important to understand that despite your byway's special designation, the roadways still need to serve their current function in the transportation network. NJDOT views the primary function of the road as the movement of goods and people throughout the state. All roadways, nationwide, are grouped into functional-classifications based on the character of service that they provide. NJDOT, in cooperation with each county and Metropolitan Planning Organization (MPO), has assigned a functional classification to each road as part of a federally mandated process. According to NJDOT, the roads are segregated according to "urban" and "rural" because these areas "have fundamentally different characteristics as to density and types of land use, type of street and highway network, nature of travel patterns, and the way in which all these elements are related to

**"The primary mission of the New Jersey Department of Transportation is to provide a safe, reliable and efficient multimodal transportation network which serves the mobility needs of residents, commerce and visitors in a manner that promotes economic development and ensures environmental responsibility."**



highway function.”<sup>1</sup> Commonalities among roadway classes include interstates and arterials which provide access to major, local and regional destination nodes while collectors and local streets provide local access only.

Understanding the functional classification of the byway roads will explain how these roadways fit within the transportation network, the type of volume they are expected to carry, and the type of access that they typically provide. For example, the State Transportation Improvement Program (STIP) is a federally mandated list of prioritized transportation projects expected to be carried out by state, regional and local transportation authorities during the upcoming four federal fiscal years. The STIP is a compilation of the identified priority projects funded by the Federal Highway Administration (FHWA) and the Federal Transit Administration (FTA), and must be fiscally-constrained within the federal dollar amounts allocated to each state. This listing is updated annually by the state’s three Metropolitan Planning Organizations (MPOs) and is reviewed and approved by state and federal transportation and environmental agencies. The functional classification is one factor taken into consideration when evaluating projects for funding in the STIP. It can also affect the local community match for a STIP project, which could include projects on designated byways. The table below is a summary of the various funding sources used within the STIP. Projects in the STIP are funded under various funding categories depending on the type of work to be done.

### Understanding the Various Byway Users

Depending on its functional classification, a roadway on the byway may serve as a main street, county road, or state highway. This means that there will be a mix of users along your byway, some of whom are not using it with the intent of enjoying its scenic value. In order to determine the appropriate safety accommodations for these users, you’ll need to understand who they are and how they use the byway.

Given New Jersey’s “Complete Streets” approach, the right-of-way should be designed and maintained to enable safe access for all users. Depending on your byway’s functional classification and allowed uses, these users will fall into the following categories:

- **Motorized Users** (automobile drivers, bus drivers, commercial truck drivers, etc.)
- **Non-Motorized Users** (pedestrians, bicyclists, joggers, etc.)

<sup>1</sup> NJDOT Webpage – Roadway Information and Traffic Counts: Functional Classification Maps <http://www.state.nj.us/transportation/refdata/roadway/fcmaps.shtml>



## STATE TRANSPORTATION IMPROVEMENT PROGRAM (STIP) FUNDING SOURCES

Funding Source	Description
Transportation Trust Fund Authority	Provides capital financing to support the state's transportation construction program.
Transportation Trust Fund – Local Highway Funds	Provides funds from the New Jersey Transportation Trust Fund for transportation improvements on municipal and county roads.
Transportation Trust Fund – State Highway Funds	Provides funds from the New Jersey Transportation Trust Fund for transportation improvements on the State Highway System. Transportation Trust Fund money can only be used on projects that assist with the movement of goods and people along the NJ roadways.
Transportation Trust Fund – Federal	Funding provided by the federal government via categories outlined within the Transportation Equity Act for the 21st Century (TEA-21) for the following purposes: Limited access highways connecting the nation's principal metropolitan areas and industrial centers, and to serve national defense; specific projects outlined within the Federal Transportation Act; to support projects which improve air quality and/or relieve congestion without adding new highway capacity; the interstate highway system and other key highway links; improvements on municipal or county roads which are included on a Federal Aid Route System; and the rehabilitation or replacement of bridges defined as structurally deficient and/or functionally obsolete on State or federally eligible municipal and county roads.

### *Motorized Users*

**Commuters.** These motorists are choosing the roads because it is the fastest way within the transportation network to get from point A to B. Although they may recognize the route as being scenic, this is not their primary motivation for using the route.

**Byway Recreationists.** These motorists are further divided into two categories:

- **Local or regional travelers** who seek out roads within their region for weekday and weekend pleasure driving. They are less concerned about using this route to expedite their trip and have chosen to use it for its redeeming scenic qualities, and to access the byway's point of interest sites.



- **Visiting travelers** are planning a trip to experience scenic byways. These travelers have done their research and are motivated to choose the route because of the anticipated “byway experience.” They are attuned to the byway’s intrinsic qualities and are often looking to capture all that the byway has to offer inside and outside of the car.



#### *Non-Motorized Users*

**Bicyclists.** Because many of the roads within the byway system are local or county roads, the volumes are suitable for bicycle travel. New Jersey’s traffic law affords those riding a bike the same rights and responsibilities as those driving a motor vehicle. On roads with narrower lanes (ten feet or less) or with no shoulder, a bicyclist may utilize the full travel lane and occupy the road with vehicles. The bicyclists’ use of the byway is very similar to motorists’ in that they may use it as part of their commute, for pleasure, recreation or for the byway experience.

**Pedestrians.** There may also be people who walk along your byway. Not atypical of the other users noted previously, pedestrians include those who are walking as part of daily local trips, to make a connection to transit, or for its scenic qualities that enhance their jog or walk. Pedestrians can also include those who arrived by some other means but are now traveling to a byway destination, attraction or amenity by foot.

Although bicyclists and pedestrians are highlighted as the primary non-motorized users, this does not mean that other users, such as equestrians, should not be accommodated. In many cases, taking care of the bicyclist and pedestrian will also provide facilities suitable to other non-motorized users.



#### **Understanding the Importance and Benefits of Roadway Safety**

Now that you have a fundamental understanding of who uses the road and how they use it, you can begin planning for and implementing actions that will improve safety and mobility for all users.

Your CMP should be the main reference for making improvements along your byway. The CMP already contains a safety assessment of the byway including hazards, poor design and recommendations for improvements. The success of your byway effort will be impacted by how easily and safely travelers are able to move along and across the roadway segments. You don’t want to deter travelers from using your byway because the roadways are notorious for crashes, overburdened with vehicular traffic or known for conflicts between vehicles and pedestrians. Giving travelers a leisurely, stress-free and enjoyable visitor experience will encourage them to come back.



There are economic implications of not making proper investments in roadway safety. A study by the Pacific Institute for Research & Evaluation found that “Roadway condition is a contributing factor in more than half – 52.7 percent – of the nearly 42,000 American deaths resulting from motor vehicle crashes each year and 38 percent of the non-fatal injuries.”<sup>2</sup> Proper design to accommodate all users can increase overall capacity and efficiency without having a negative impact on automobile travel. In the long run, these investments will yield high returns. According to the American Traffic Safety

<sup>2</sup> On A Crash Course: The Dangers and Health Costs of Deficient Roadways, The Pacific Institute for Research & Evaluation, May 2009.



Services Association, “a billion dollar investment in roadway safety will save 1,700 lives and eliminate 83,000 injuries over the life of the project (approximately 10 years).”<sup>3</sup> The CMP should identify priority investments to provide safety and service to the traveling public through coordination with NJDOT and others responsible for maintaining the roads along the byway route. **Any safety improvements made to your byway will only serve to strengthen the transportation network as a whole.**

### **Challenges**

While designation suggests the protection of a byway’s scenic values and resources, it doesn’t preclude it from the spoils of development. There are some common challenges that you will face during the development of your byway:

- Jurisdictional Involvement – Without jurisdictional involvement, byway sponsoring organizations may miss out on financing byway projects, getting technical assistance and becoming part of the process for transportation projects.
  - » Understanding how to engage in and participate in early and ongoing coordination with local, county and state agencies on roadway construction, improvements and maintenance along the byway
  - » Understanding how to integrate byway projects and improvements with local goals and resources
  - » Understanding how to make byways become a priority within municipal, county and state work programs to further position and advance CMP recommendations
  - » Understanding who has the jurisdictional authority over each segment of the byway route, the limits of the right-of-way and who needs to be approached when proposing a project
- Roadway Design – Designing safety improvements within the context of the byway is often challenging.
  - » Understanding what is involved in a design process to effectively integrate CMP goals and byway qualities
  - » Understanding how and when to involve byway context into design solutions
  - » Understanding Federal Highway Administration and New Jersey Department of Transportation standards and roadway requirements
  - » Understanding how environmental and historic/ cultural regulations can impact and sometimes determine project outcomes
- Multi-modal Road Function – Balancing the incorporation of all user functions while maintaining the character of the road depends on the existing conditions of the road and right-of-way, road type and functional classification.
  - » Understanding how to incorporate all user functions

### **Economic Benefits Facts**

The overall economic benefit of investing in low cost roadway safety solutions is 10.8 times when taking into account the value of life.

Economic activity generated from \$1 invested in roadway safety improvements is \$2.47.

A billion dollars invested in roadway safety improvements provides economic stimulus to create approximately 47,500 new jobs for a total of \$1,524 million in wages and benefits; new tax revenues at the state and local levels generate \$134 million.

<sup>3</sup> American Traffic Safety Services Association (ATSSA) website <http://www.atssa.com/RoadwaySafetyOutreach/economics.aspx>



- Traffic and Design Analysis and Documentation – Justification for safety improvements along the byway is often an unknown by many byway sponsoring organizations and stakeholders yet the nature of a byway itself needs to accommodate all travelers in a safe manner.
  - » Understanding transportation, who is involved, what it entails and how to involve the byway in the typical planning and design process
  - » Understanding the technical lingo and resources to document where improvements need to be made, and whether those improvements are successful

## **Tools**

The following tools provide suggested ways that address some of the challenges confronting the byway community:

### **Engaging Jurisdictional Agencies**

As a byway sponsor you don't own the roadways that make up your byway and may often be left out of conversations regarding their planned improvements through new construction or maintenance. The state, county or municipality is responsible for making transportation improvements and may be unaware of the byway designation and CMP strategies for road enhancements. Some of this may be attributed to their limited involvement during the designation process. A resolution of support for the byway's designation from all byway jurisdictions is required but there is no legally binding document that assures their involvement in implementing the CMP. Even though there is a resolution of support, it is important that you reach out to all stakeholders including various divisions of local, county and state agencies. Each division within NJDOT, for example has different responsibilities for a project. Approval will need to be sought by all involved in a project planning, design engineering and construction. Involving jurisdictional agencies during the CMP process and defining responsibilities for implementation minimizes ambiguity.

Continual engagement, and coordination with agencies opens communication about the byway and its roadway safety and appearance. Both during and after the CMP process and designation, it is critical that the byway sponsoring organization keeps responsible entities informed about the byway, and learn about what is planned or projected for the byway corridor. This can go a long way toward achieving an enhanced roadway because it involves discussions that safeguard your byway's place on the jurisdiction's work plans while assuring that improvements sustain and/or enhance your byway based on your CMP.

### **Designing for Safety**

It is important to plan for a pleasurable experience inside and outside the car. Motorists should be encouraged to get out of their cars to explore what the byway has to offer while non-motorized users should have safe and accessible connections to transportation facilities, such as public transit, and byway resources.

The safety and maintenance of the byway's roadways as well as proper accommodations for its users should be your top priority. It will be pertinent to make improvements to the roadway infrastructure to address any increase in capacity while minimizing any adverse effects on your byway.

Proper signing of the byway helps to alleviate a number of potential safety concerns. Travelers' unfamiliarity with the byway route or the road design might lead to distracted driving. Signs and other wayshowing features can provide the appropriate guidance to find the byway itself or byway attractions. Increases in volume can also lead to an increase in the chances of potential crash conflicts between vehicles and/or other road users.

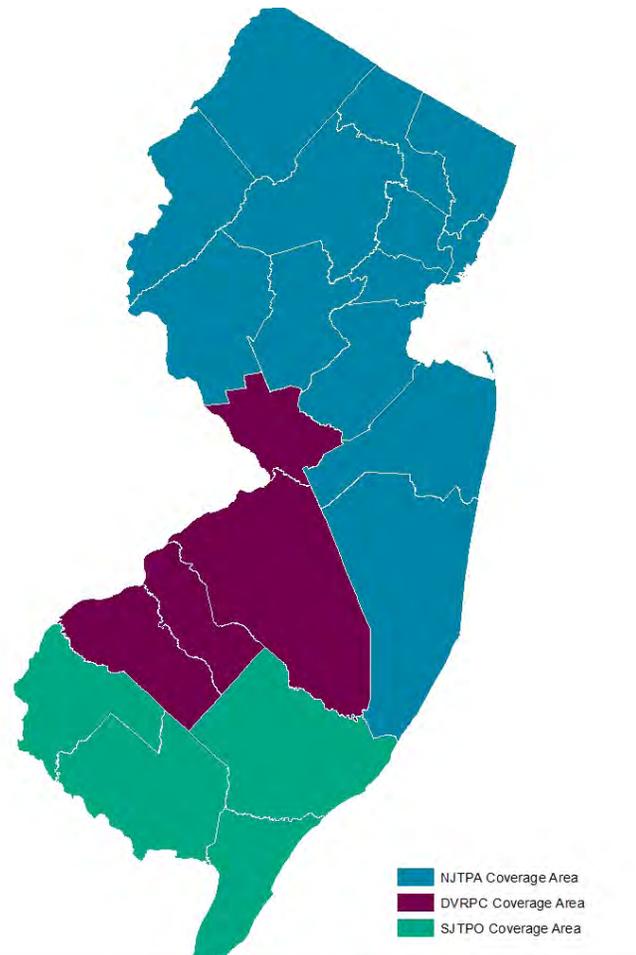


## Integrating Byways with Local, Regional and State Transportation Priorities

A Metropolitan Planning Organization (MPO) is a transportation policy-making body made up of representatives from local government and transportation agencies with authority and responsibility in metropolitan planning areas. Federal legislation requires the formation of an MPO for any urbanized area (UA) with a population greater than 50,000. All federal funding for transportation projects and programs is channeled through the MPO. All proposed transportation improvement projects and programs that use federal transportation money must be planned, evaluated and approved through the appropriate MPO. In addition to evaluating proposed transportation improvement projects, MPOs may sponsor transportation and planning studies and provide assistance to county and city planning agencies.

New Jersey is the only state that is covered in its entirety by MPOs. They are: North Jersey Transportation Planning Authority (NJTPA), South Jersey Transportation Planning Organization (SJTPO) and the Delaware Valley Regional Planning Commission (DVRPC). These MPOs are responsible for the Statewide Transportation Improvement Program (STIP), which includes all county or municipal proposals for transportation projects.

Build a relationship with your MPO to keep abreast of planned improvements and to encourage improvements on your byway early in the planning process. If you wait until the project shows up in the STIP, it may be too late for you to have a voice in how it impacts your byway.



## Employing Complete Streets and Context Sensitive Design Solutions

The CMP should be focused on the challenge of balancing safety improvements while maintaining the character of the road. There are several programs within the NJDOT that support a process for accomplishing this. When transportation investments are being considered along your byway, encourage the agencies to include the NJDOT policies of **Future In Transportation** (FIT), Complete Streets, and Context Sensitive Design (CSD) Solutions. Integrating these policies can further integrate byway qualities and CMP goals into transportation planning and design solutions that will preserve and enhance the character of the byway corridor and the surrounding area while incorporating safety improvements.

- Use NJDOT and other local agencies' Complete Streets and CSD/CSS policies and resources as a blueprint for planning, design, construction, maintenance and operation of new and retrofit transportation facilities along your byway.
- Use proper signage for wayfinding and wayshowing. By showing people where you want them to go, it will limit the number of people traveling off the beaten path creating their own adventures or wandering around aimlessly. Having clear signs will also limit the number of distractions or accidents from people slowing down to read directional



signs or to figure out where they are. See also reference to signs under “Protecting Your Byway’s Viewshed” and “Implementing Your Byway Projects”.

- Planning and design guidance can serve as a valuable tool in helping to integrate scenic byways with other planning initiatives that align mutually compatible projects. Technical guidance is helpful in meeting CMP recommendations that are in balance with stakeholder and community needs. An example is the Monmouth County’s Scenic Roadway Plan.



In NJDOT’s Complete Streets policy, a Complete Street is defined as “means to provide safe access for all users by designing and operating a comprehensive, integrated, connected multi-modal network of transportation options.”



Photo Credit: Voorhees Transportation Center



**All of the photos above identify streets that have been designed with Complete Streets ideals:**

- 1) This roadway is designed with features such as a roundabout, curb extensions, high visibility crosswalks, and a bus pull-off area that provides facilities for pedestrians, transit, and motorists.
- 2) This roadway has a striped shoulder, which can be used by bicyclists and a walking path that is wide enough to allow people to walk side-by-side.
- 3) This roadway has a wide sidewalk on both sides of the street and easily accommodates pedestrians.

### Document and Evaluate

Keeping accurate records of what your byway has actively done to promote safety and make improvements will be valuable in applying for grants, addressing safety, and achieving a safe and attractive byway experience. Byway sponsoring organizations may choose to seek professional assistance from state and local agencies, or consultants in accomplishing this documentation and analysis.



- Gather crash data to identify locations along the byway with safety issues. Use data from crash records (pre and post designation) to help you build your case for safety improvements. All municipalities in New Jersey have access to Plan4Safety which is a free, web-based comprehensive crash analysis tool developed by the Transportation Safety Resource Center at Rutgers' Center for Advanced Infrastructure and Technology (CAIT). By showing where crashes are taking place you can set the baseline for why improvements are needed, especially if the byway is expected to bring in additional roadway travelers. Once improvements are implemented, a reduction in crashes can show the benefits reaped from roadway improvements.
- Address spot improvements by using the CMP to initiate safety and traffic studies such as a Roadway Safety Audit. CAIT, as sponsored by NJDOT, offers no cost Road Safety Audits (RSAs) conducted by engineers, planners, and law enforcement officers to help municipalities and counties make cost-effective safety improvements.
- Document changes in traffic volumes (pre and post designation) to help validate your marketing efforts. By keeping accurate statistics on a year to year basis, you can begin to see the impacts that improvements are making on the roadway. This information will include traffic count data that clearly shows the annual average daily traffic (AADT) on each segment of the byway. Depending on the jurisdiction of the roads, you may need to request this information from the NJDOT, and/or your municipal or County Engineering Department. NJDOT's Traffic Monitoring System (TMS) takes traffic counts at 3,000 sites on all public roads throughout New Jersey and 1,000 sites a year over a 48 hour period, every three years. Using the TMS2Go application, available on the NJDOT website, byway users can search and map available traffic counts by county and municipality.

### **Resources**

When looking to improve roadway safety along the byway, check on information from local municipalities, the MPO, NJDOT, and national organizations. The following resources are also a good place to look:

### **Guidance Memorandum on Promoting the Implementation of Proven Safety Countermeasures**

This memorandum published by FHWA's Office of Safety in January 2012 identifies nine proven countermeasures to address roadway safety for various roadway users. An interactive website provides detailed descriptions, related research studies, and evaluations of each of these countermeasures.

### **The Transportation Planning Process: Key Issues**

This book, available electronically on the Transportation Planning Capacity Building website, provides an overview of transportation planning with key concepts in statewide and metropolitan transportation planning. It is divided into two parts. Part I describes transportation planning and how decisions are made and explores topics such as:

*“What is a Metropolitan Planning Organization and what are its typical functions?” “How is federal transportation funding provided to states and metropolitan areas?” “How is federal funding used?”*

Part II discusses major policy and planning topics and provides technical information on financial planning and programming, performance measures and transportation security. It explores topics such as:

*“What is the role of the state DOT and the MPO in land use and transportation?” “What is the role of the MPO in implementing public involvement processes?” “What makes safety an important factor in transportation planning?”*



## National Resources

- Roadway Safety Outreach, American Traffic Safety Services Association
- National Highway Traffic Safety Administration (NHTSA)
- FHWA Safety Program
- *Noteworthy Practices: Addressing Safety on Locally-Owned and Maintained Roads – A Domestic Scan*, FHWA, August 2010.
- *A Guide to Transportation Decision Making*, FHWA, 2009.
- *Livability in Transportation Guidebook – Planning Approaches that Promote Livability*
- *Livability Along Scenic Byways*, Robert Balmes, American’s Byways Resource Center, 2011
- Context Sensitive Solutions webpage
- Bike the Byways webpage

## Statewide Resources

- Complete Streets in New Jersey
- NJDOT Context Sensitive Design webpage
- NJDOT Mobility and Community Form Program webpage and Guides:
  - » *A Guide to Linking Transportation and Land Use in the Municipal Master Plan*, 2006
  - » *Smart Transportation Guidebook, Planning and Designing Highways and Streets that Support Sustainable and Livable Communities*, 2008
- NJDOT Straight Line Diagrams
- NJDOT Roadway Information and Traffic Counts
- Plan4Safety
- NJDOT Functional Classification Maps
- Road Safety Audit, Center for Advanced Infrastructure and Transportation, Rutgers University
- NJDOT Division of Local Aid and Economic Development
- New Jersey Future in Transportation

## NJDOT Services

- **State Highway Maintenance Issues-** An online maintenance report form gives you the opportunity to list your issues and relay them to NJDOT. They can include potholes, trash, high grass, malfunctioning traffic signals, damaged signs, deer carcasses, guiderail damage, highway litter pick-up or other maintenance problems.



- **Traffic Regulations** (speed limits, no passing zones, turns, parking/stopping, lane usage, etc.)
- **Trucking Related Inquiries** (operating requirements, weight restrictions, safety)
- **Traffic related elements**

Should the issue fall under NJDOT's purview; local officials will forward a direct request to the appropriate NJDOT staff for an investigation on behalf of the municipality who should be first contacted for the following:

- Signs (new or existing)
- Traffic Signals (operations/timings/installations)
- Speed limit reductions
- Roadway striping/lane use changes
- Parking restrictions
- Highway construction
- County and local road inquires

## **Best Practices**

### **Design Guidelines Along Your Byway: The Monmouth County Scenic Roadway Plan**

Monmouth County developed a scenic roadway plan as a “living” document to identify “those county roadways, or sections of county roadways, that possess such a high degree of visual quality that driving, biking or walking along these roadways is a pleasurable and enjoyable experience.” This document is also used to guide future land development along and adjacent to these roadways. The Plan also offers roadway design guidelines and is used by the County Planning Board as a technical reference during its review of development applications and in planning projects to be included in the Monmouth County Capital Improvement Program. This Plan was adopted by the Monmouth County Planning board in 2001 as an element of the *Monmouth County Growth Management Guide*.

### **Incorporating Non-Motorized Transportation Into Your Byway: Grand Rounds National Scenic Byway Bike Trail System**

Part of your CMP is a plan to accommodate all multi-modal transportation including vehicles, bicyclists and pedestrians, among others. The Grand Rounds National Scenic Byway incorporates bicycling as a visitor amenity without detracting from the byway's scenic qualities. This Byway has 53 miles of bike trails that loop around the city of Minneapolis and allow visitors to take a two-wheeled tour of the city's history and scenery. For those without a bike, rentals are available through the Nice Ride Minnesota bike-sharing system. This system is a quick, easy and affordable way for visitors to traverse the byway.

For on-road bicycle accommodations, federal transportation funds are often used to install bicycle lanes, or sharrows (shared lane markings along narrow roads).



## TOPIC 4 - MARKETING YOUR BYWAY

Research conducted by America's Byways Resource Center and the Federal Highway Administration in 2006 and 2007 concludes that the America's Byways Collection is an "untapped opportunity in terms of stewardship, preservation and economic value for the communities along the designated byways." While less than 10% of Americans over 18 had traveled a byway in the previous two years, 60% of Americans over 18 said that they would visit a byway after learning more about them, an indication that the added economic value from increased public awareness of these roadways could be substantial.

### Challenges

Marketing strategies are vital to connecting with target audiences to encourage byway visitation and to realize byway tourism's economic benefit to local communities. During a workshop in November 2011, leadership from the seven scenic byways in New Jersey identified their key challenges related to marketing their byways. They include:

- Communicating the importance and benefit of the local byway to key stakeholders, including municipalities, elected officials, governmental partners and other decision makers.
- Expanding the base of byway partners including schools, businesses, and other organizations.
- Maximizing limited resources for outreach, paid media placement and other tactical marketing approaches.
- Leveraging new technologies to market the byway, including social marketing on Facebook and Twitter.
- Understanding and reaching potential markets for byways travel, cost- and time-efficiently.

This section offers guidance and strategies to help byways tackle these challenges by increasing visibility and awareness, identifying potential partners and expanding funding opportunities.

### Tools

#### **Taking Stock of Where You Are Today**

Before you know where you are going, it's important to assess where you are. Often, organizations skip research, out of concern that it will be too costly and complicated, but it doesn't have to be. Research provides a solid foundation for making marketing decisions to identify the best tactics to reach your targeted market and in the long term can reduce resources spent on unsuccessful marketing efforts.

There are two kinds of research: primary and secondary. Primary research is information you gather yourself or pay to have gathered – it can be as simple as asking questions by phone, online or in-person. Secondary research uses information already published – it's often free and readily available; the downside is that it isn't specific to your byway.

The following are approaches to researching your market to identify and leverage partnerships, and markets to support your byway:

#### Current and New Partners

At a NJ Scenic Byways workshop, attendees specified the importance of building awareness about their byway's value with current stakeholders, and identifying new stakeholders, as critical challenges. Taking the following steps will provide byways with the information they need to map a plan for communicating with current stakeholders – and for finding new ones – without extra expense.



To get started, take a look inside your organization, and complete a communications audit.

Ask yourself the following questions:

- Who are we? (define your organization, location and current partners)
- Who are our neighbors?
- What are the organizations and interest groups in each of those communities? (Government agencies, business, civic groups, schools, attractions, recreation groups, etc.)
- Who are the other beneficiaries and potential partners? (real estate brokers, campgrounds, major employers, newspapers and other media)
- How important is each of the groups on the list to our byway? (rate the groups in order of importance)

Next, develop an interview guide to use in meetings or phone conversations with 3 to 5 representatives of the most important groups. These interviews are best completed one-on-one: this is a time to listen, not to inform, correct or challenge. Your goal is to gather information about what groups and individuals important to your byway currently think or know about it.

Ask the representatives the following questions:

- Have you heard of ABC byway? Do you know where it is?
- Do you know that your business is on the byway?
- Have you ever visited ABC byway? Why did you visit?
- Where do you usually learn news about ABC byway?
- Would you recommend visiting the byway to a friend or a group? Why or why not?
- For you, what is or would be the most compelling reason to support ABC byway? Are there any reasons not to?
- Do you mention the byway when you promote your program/business/service?
- Have you visited ABC byway's website? How many times? Did you find the information you needed?
- How do you find information about local news and events? Newspapers – which? Websites – which? Mailings? Meetings – which? Word of Mouth?
- Do you use Facebook? Twitter? YouTube?

Once you have completed your interviews, collate and analyze the responses to identify:

- Description and characteristics of byway stakeholders
- What they know and need to know
- Value of the byway to others
- Preferred communication channels or touchpoints (A touchpoint is a place where your message and your



target intersect. A meeting, an event, an email, a phone call, some kind of intersection that creates an opportunity for communication.)

- Potential barriers to byway support
- Potential opportunities for partnerships and support

With this information in hand, you can begin to build a strategy for reaching your potential partners.

### Current and New Visitors

Before you promote the benefits of your byway to current and new partners, it's important to assess your value to the community, and your readiness to serve visitors. Do you know who your visitors are? Can they easily find and travel your byway?

Here are some simple and inexpensive steps to understanding the visitor experience:

- **Pay a visit.** Have you visited your byway recently? Traveled the full extent by car, by bicycle, by foot?
  - » Take a look at signs, parking, rest areas
  - » Identify the attractions and visit them, note if they are open or closed
  - » Stop and ask for information along the byway – see if gas station attendants or local shop owners can give you directions or information.
- **Build a database.** Do you have a guest book? Do you send short surveys to those who sign the guest book?
- **Contact tourism.** Your New Jersey State Tourism office has a wealth of information available to you, including research on tourism markets.
- **Review existing byways tourism research.** “10 Year Report”, commissioned by the FHWA National Scenic Byways Program, identifies characteristics of byways visitors and the market.
- **Conduct an online survey.** Online, automated survey services provide free or inexpensive, easy-to-use web-based surveys that can be customized to meet needs for information about current and potential visitors. These services eliminate mass mailing costs, expand survey distribution and deliver quick results.

These services now provide a wide range of low- or no-cost opportunities for customization and special services, including guidance in embedding surveys in your website or integrating them with social media applications including Facebook. They will provide analytics, from graphs to individual responses, automatic, branded emails to encourage participants and support to guide you through the process.

Online survey providers include:

- » Survey Monkey
- » Zoomerang
- » Survey Builder



## Write a Marketing Plan for Your Byway

Once you've identified and analyzed current and potential partners, and current and potential visitors, it's time to develop a plan to reach them.

The purpose of a strategic marketing plan is to clearly identify marketing goals and target market, key messages that resonate with target audiences, tactics to reach those audiences and a measurement plan to assess success. A strategic communications effort can:

- Increase credibility and status in the community
- Provide the foundation for increasing visitor groups and promoting tourism
- Serve as a guidance document to chart the way the byway's community works together to achieve its mission

Your plan should use your research analysis to address:

- What are your tourism goals? (this might be outlined in your CMP)
- Who are the target audiences of this marketing effort? (recap the stakeholder groups identified in the assessment of current and potential partners described earlier in this chapter, their importance to your byway and possible barriers to successful communication)
- What are the key messages for each audience?
- What is the plan to test your key messages?
- What are the tactical approaches (some are described below) to reach each audience?
- What is the time plan for implementation of your tactical approaches?
- What is the resource allocation required to implement the Marketing Plan, including labor and funds?
- How will you measure success? (Website visitor counts, article placements, survey responses, etc.)

## Tactics to Reach Your Audience

Because there are hundreds of tactics and tools available to marketers, it's vital to identify those that will best reach your stakeholders. Using the results of your market inquiry, identify tactics and communication channels to deliver the right message to the right market.

This section focuses on specific tactics related to the critical challenges that were identified by participants in the byways workshop. Additional resources are provided in the toolkit included on the CD version of this *Guidebook*.

### Communicating with Stakeholders and Partners

Partnering with organizations and businesses in your community will increase the likelihood of your byway's success. Partners are important resources for financial support, endorsement and message dissemination. They can reinforce your message, and distribute your materials. To keep current partners engaged and attract new ones, you'll need to demonstrate the byway's value. You will also need to explain how your outreach program works and where they fit into it.



Meeting with stakeholders and delivering presentations to the general public can serve as a vital role in building awareness about the value of scenic byways to communities and in enrolling new partners. Consistent messaging in regard to design elements such as color, logo, and layout makes byway materials identifiable and conveys a coherent byway message. This will help byway sponsoring organizations leverage these opportunities to increase understanding, buy-in and support.

Meetings provide important opportunities to enlist partners in projects that can support and advance your byway. Often, in the quest for new funding sources we may miss important opportunities for collaborations with partners, such as:

- Engage a local college to design your website, update your map or create a presentation template
- Ask attendees at a local civic or senior organization presentation if they are interested in being trained as guides or information specialists
- Team with your local newspaper, regional magazine or school to host a byway photo contest

The following tools have been developed for you to use and customize for meetings with stakeholders, including the government and civic groups, business leaders, schools and tourism representatives you identified in the research effort described earlier in this chapter:

#### PowerPoint Presentations

A PowerPoint presentation that can be downloaded from NJDOT's website provides a messaging framework for meetings with current and potential partners. Using this PowerPoint will help you to present a consistent message for successful presentations. The PowerPoint includes:

- Information about the National Scenic Byways Program
- Charts and data about the importance of byways in tourism spending, jobs creation and resource preservation
- Community benefits of byway designations
- A map of New Jersey Scenic Byways (you might want to include your own)
- A slide(s) highlighting specific information about your byway, such as cultural, recreational and other features
- A slide on how to get involved
- A slide with contact information

#### Live-Read Radio Announcements

The following public service announcements allow for an on-air read by a local radio announcer – or a community leader. You may want to contact your local radio station and ask them to donate time by explaining to them the importance of your byway to the community – this is a great place to use some of the messages you developed to help enroll your local station in your effort!

Suggested scripts are provided for short 15-second announcements your local station can tuck in around news, weather and travel information.

Be sure to thank your station for their donation--send a note, write an article for your newsletter, and post info about the spots on your Facebook page.



## : 15 LIVE READ (15 SECOND SCRIPT FOR CUSTOMIZATION)

A visit to \_\_\_\_\_ is like a ride back in time. Learn more at [www.xxxxxx.com](http://www.xxxxxx.com)

Make getting there the destination. Visit \_\_\_\_\_. Learn more at [www.xxxxxx.com](http://www.xxxxxx.com) or visit us on Facebook.

### Press Releases

Keeping your stakeholders posted, reminding them of the value of your byway to the community is an important part of outreach and should be done continuously. The press release serves as an opportunity to get the news out to visitors and to encourage event attendance or highlight and announce a current activity or award received. A press release example is provided in the toolkit included on the CD version of this *Guidebook*. In addition to sending the release to your local media, you can send it directly to your email list, ask your partner organizations to publish it on their websites, and post it on your website.

### Leveraging New Technology to Promote the Byway: Social Media

Social media are online tools for exchanging information, ideas and resources – social networking is the use of social media to connect with partners, stakeholders and visitors. Starting and maintaining a social media presence is cost effective – and easy to use and change.

Social media platforms now compete with traditional media and are an integral part of marketing plans. The use of social media offers:

- Low cost outreach
- Unlimited access to stakeholders
- Simplicity and flexibility
- A means to build relationships that can easily be integrated into a byway marketing effort

Leveraging this new technology is simple – but it's easy to become overwhelmed by all of the options. Try to work with someone familiar with social media if you have not yet tapped this resource to support your byway. Focus your initial efforts on Facebook and YouTube, and add Twitter and other options as you become comfortable with the technology and its potential.

Social media also provides an important way for you to listen to your stakeholders and visitors – you can learn a lot by reading what others post about your byway, and you can start conversations about your byway by posting a question, announcing an event or sharing news.

Here are 5 questions and possible answers to consider as you map your social media strategy:

#### I. What are you going to do?

- Use social media to build a community around our byway
- Increase traffic to our website



## 2. Who's going to do it?

- Assign responsibility for posting information at least once a week to give your audience reasons to return

## 3. What's going to be done?

- Post meetings and events
- Host a brainstorming session to identify different topics for your Facebook page – walking tips, bicycle safety, little known stories about your byway; and find topics that will make your audience say, “I didn’t know that!”
- Post photos and videos on Facebook and YouTube
- Add your social media locations to your brochures, email signatures, signs, presentations and hand-outs.

## 4. How are we going to do it?

- Commit to your social media plan
- Assign someone tech savvy to implement the plan
- Review “help” sections at each social media site online

## 5. When are we going to do it?

- Commit to an implementation schedule with short, mid- and long-term steps

## **Resources and Best Practices**

### **Leveraging Established Resources to Promote Your Byway**

A variety of resources are available to help with marketing and promotion to current and potential stakeholders and byway travelers. Here are a few ideas:

#### New Jersey Tourism Resources

- **New Jersey Tourism** provides travelers with trip planning tools, destinations, events and free guides on things to do and see while visiting the state.
- **New Jersey Visitors Network** serves as a visitor’s guide to all of New Jersey. The site provides users with easy-to-use menus to locate recreation and entertainment.
- **TripAdvisor**, a one-stop-shopping site for visiting America, features a page dedicated to New Jersey.
- **New Jersey Destination Marketing Organization (NJDMO)** works to promote travel and tourism in New Jersey. Its “See America through New Jersey Tour,” available on the NJDMO website, features sample itineraries for traveler experiences in New Jersey, which byway sponsoring organizations can use as models to develop their own promotional tools. An association of the state’s destination marketing organizations, the NJDMO works to promote travel and tourism funding throughout the state. This association can be a resource and partner for byway advancement.

“NJDMO’s mission is to advance the sustainability of New Jersey based DMOs by helping to establish a permanent funding allocation in NJ and lead the tourism industry and the professionals that operate DMOs, to the highest national standards.”



### Federal Resources

Federal Highway Administration's (FHWA) National Scenic Byways Program (NSBP) provides information on the National program, fact sheets, image and logo galleries, promotional maps, a marketing forum and the Graphics Standard Manual. NSBP is the federal program to recognize, enhance and preserve selected roadways across the United States.

The program website offers collateral pieces you can download for use in your own promotional efforts, including a Fact Sheet to support outreach to stakeholders, community groups, and elected officials.



America's Byways Factsheet provides information on the type of byways throughout the nation

- **National Scenic Byway Foundation**, a non-profit organization that acts as an active voice in the byway community. They can also be found on Facebook.

### Tourism Marketing Resources

- **AAA Travel**, a branch of AAA, provides travel planning assistance to members with tools that include tour books, maps, featured trips and driving destinations.
- **Heritage Travel, Inc.** the for-profit subsidiary of the National Trust for Historic Preservation focuses on authentic experiences. Heritage Travel hosts an online community and destination guide for cultural and heritage travelers.
- **U.S. Travel Association** offers a variety of marketing programs that can be leveraged toward byway promotion efforts, including Discover America, a website that encourages travelers to plan trips within the United States, and includes scenic byways under its "Experiences" section.



**WARREN HERITAGE SCENIC BYWAY**

NEW JERSEY SCENIC BYWAYS



## Chapter 6: Driving Byways Forward

Building a strong financial foundation is an important goal for all byways. Raising money is an essential task for grassroots organizations; often it is the most difficult. Fundraising success is directly linked to other success factors: a clear vision, a healthy organization, active partnerships and sound planning.

The corridor management plan (CMP) outlines actions and projects that assist with preparing the byway for all travelers. An important step in the implementation of the byway is to understand which actions take priority over others; when the projects should be done; who will implement them; and how they will be funded and managed. This chapter provides guidance on the process of evaluating resource options, funding needs and resources available to help achieve the byway's goals.

During the development of the CMP, priority action items are identified. It is important to periodically review and update CMP action items. It is advantageous to start with this list and determine current priorities. This can be done as part of an annual work plan. Potential implementation and funding sources may have also been identified for each action, which helps to focus on viable fundraising and partnering efforts.

Funding opportunities vary from year to year at the national, state and local level in addition to those offered by foundations and private corporations. Some funding programs focus on specific intrinsic qualities and activities. For example, the New Jersey Historic Trust provides grants for a variety of activities related to historic properties including construction, preservation planning and legal protection for preservation easements. Other funding programs are oriented toward scenic conservation and viewshed protection.

Some questions to consider in preparation of an annual work plan and in the pursuit of funds include:

- Have the Scenic Byways Program Coordinator and Advisory Committee been contacted for possible technical assistance in advancing a project? What was the outcome, and does it lead to taking the next step towards implementation?
- Is the project ready to go – does it have in place an organization, committee or group to manage the project?
- Are the fiscal agent and funding mechanisms in place to receive and manage grants or other funds? Are the matching funds available?
- Will the project make a difference in meeting byway goals?
- Once the project is complete, will it be visitor ready?

National Scenic Byways Funds were made available to the states through a grant application process from 1992 through 2012; in total 3174 projects received \$505,724,360 to implement projects on National Scenic Byways, All-American Roads and State or Indian Tribe Scenic Byways. Moving Ahead for Progress in the 21st Century (MAP-21), which was signed into law on July 6, 2012, no longer dedicates funds specifically for the byway discretionary grant program so it is important to recognize that byway projects will now be reviewed on a competitive basis with those of other transportation programs. It is therefore necessary to pursue private and public funding opportunities. The prudent byway sponsoring organization will take steps to increase visibility of its byway with government entities and private organizations. Byway recognition and strategic alliances are critical elements in advancing a proposed byway project through successful grant proposals and fundraising efforts.

Showing economic return and demonstrating how the funds will leverage additional economic activity for the byway can be important factors when applying for funds. An Economic Impact Tool, available from the National Association of



Development Organizations, helps byway organizations to measure the economic impact of the byway in terms of investment, jobs, earnings, tax revenues and other quantifiable variables.

The tool examines the following aspects:

- Investments in capital projects
- Private investment in properties and business
- Operating expenses of stakeholder groups
- Visitor spending
- Resident spending
- Property value appreciation (10% byway sphere of influence)
- Property, sales, lodging and income tax
- Indirect spending from all of the above

## APPLYING FOR GRANTS

Each funding source, whether it is the federal, state or local government or a private foundation, has different eligibility constraints, applicant responsibilities, use stipulations and reporting requirements. Byway organizations need to assess their capabilities to comply with the funder's requirements and regulations before applying for funding.

Before applying for a publicly funded grant, the applicant needs to determine whether it has the financial capability to use the funds properly. Some questions applicants should ask before applying include:

- **Does our organization have enough money to start a project?** Federal-aid programs are provided on a reimbursement basis; that is, sponsors are reimbursed only for costs actually incurred. Grant awardees will need to start a project with their own money and receive cash reimbursement from the NJDOT for the federal share of the project's cost as work is being completed.
- **Can we satisfy the matching requirement?** Some federal grants and subgrants have non-federal matching requirements. The matching requirement can be satisfied in whole or in part with state, local government, or private sector funds. Additionally, third party in-kind donations can be credited toward the state's share of the project cost. Third party donations include services, property, materials, and equipment. The donations must not have been used as a match for any other federally funded project. The sum total of the non-federal funds must equal the matching requirement. Funding agencies generally look favorably on applicants that are able to exceed the match or partner with several groups to acquire the match.
- **Are our financial records audited annually by an independent outside public accountant?** A federal agency may require the organization to produce a "non-qualified" audit report to receive a grant award. This means that there were no financial issues and that all accounting standards were properly observed.
- **Are we ready to be audited by a federal agency?** As a condition of award, a government agency may decide to do a pre-award audit to determine whether the organization can manage a grant while adhering to accepted accounting standards. An organization may also be audited at the conclusion of the grant to determine whether the grant funds were spent properly.



- **Can the organization meet the financial requirements? Do we have the organizational financial policies, procedures, and practices in place to use grant funds properly?** Once a grant is awarded, a federal agency may require the periodic submission of detailed financial reports. An organization will be expected to:
  - » Disperse grant funds according the application budget; and
  - » Identify and track all grant expenditures.

In addition to accounting practices, prospective applicants should assess their capabilities to comply with federal and state requirements for procurement of materials and services, right-of-way and easement acquisitions, construction, construction inspection and design standards for road, bridge, bicycle, landscaping activities and historic resources or facilities.

Competitive bidding is required for these projects and many times money cannot be used for acquiring the contractor or for the administrative portion of the project. The requirements for bidding in New Jersey are outlined in N.J.S.A. 40A:11-1 et seq. Anyone preparing a bid document should also refer to FHWA's Publications entitled: *Contract Administration Core Curriculum Participant's Manual and Reference Guide 2006* and *Guidelines on Preparing Engineers Estimate, Bid Reviews, and Evaluation* (Jan. 2004).

### **FISCAL AGENT OR FISCAL SPONSOR**

Most government grant programs and almost all foundations require that the applicant be an IRS tax-exempt organization. It is still possible for a byway organization without 501(c)(3) or (c)(6) federal tax-exempt status to apply for these grants by partnering with a fiscal agent, such as the municipal or county government or an established non-profit organization. The fiscal agent signs the grant contract and is legally responsible for handling the grant funds.

It is recommended that the byway sponsoring organization and fiscal agent be familiar with their history of administrative competency. The two parties may want to draw up an agreement outlining their working relationship and each group's duties to fulfilling the obligations of the grant.

### **GETTING THE GRANT TO PROJECT STATUS**

Grant recipients must agree to comply with all applicable federal, state and municipal laws, rules, and regulations. Failure to comply with the laws, rules, and regulations shall be grounds for termination of the agreement or possible return of the funding already used. Projects that show no activity for extended periods of time might also be subject to termination or return of funds.

Once a state or federal grant is awarded, an agreement must be signed and approved by the appropriate officials. Work cannot begin on the project until the agreement is in place. Work done or costs incurred prior to a project agreement and authorization-to-proceed are not eligible for reimbursement.

The Reimbursement/Grant Agreement between NJDOT and the grantee establishes the responsibilities of the state and grant recipient. Some of the grant recipient responsibilities include:

- Providing proof of bonding and insurance. The grant recipient must ensure that all insurance requirements consistent with the business or not-for-profit entity are extended to include the State.
- Certifying that no federal appropriated funds have been paid or will be paid for lobbying activities.
- Agreeing to not discriminate on the basis of race, color, age, or national origin in the selection and retention of subcontractors, including procurement of materials and leases of equipment.



- Providing all information and reports required by the Regulations and permitting access to its books, records, accounts, and facilities.
- Providing access to all materials produced in connection with audits.
- Retaining all financial and programmatic records and supporting documents for three years after final payment.
- Submitting invoices with accompanying documentation to the project manager or grant administrator.

## PERIOD OF FUND AVAILABILITY

All federal grant funds have a limited time period in which the recipient must use them. Federal regulations prohibit the use of funds from a grant award outside its specified time period, unless authorized by a federal agency. Auditors will be looking at records of expenditures to verify that all expenditures have indeed occurred during the permitted time period.

For example, an organization receives a grant from a federal agency with a period of fund availability of November 10, 2011, through December 15, 2012. The organization has expenditures for all of the grant funds except \$10,000, and it is now December 20, 2012. Unfortunately, the organization is not permitted to expend the remaining balance because the lifespan of the funds has terminated. The surplus must be returned to the federal government.

Most federal agencies will permit extensions on the period of fund availability. However, many specify the time period in which the requests must occur. Requests made outside the specified time period will usually be denied.

## WHERE TO FIND GRANTS

There are an unlimited number of places to seek grants and funding assistance. Using the World Wide Web has made this process even easier. Seek out organizations that provide grants to specific projects and to funders who focus on local assistance. Below is a good place to start:

### APPLYING FOR STATE GRANTS

**New Jersey's Nonprofit Information Center:** This portal, maintained by the Department of State lists, in a single, accessible location, a directory of state departments and agencies that provide resources to assist nonprofit organizations in their daily operations. These resources include available funding sources (along with eligibility criteria for such funding), various volunteer opportunities available with or through the state, and other information related to nonprofit operation, such as forms and guidance documents.

**New Jersey State Library:** The New Jersey State Library, an affiliate of Thomas Edison State College, provides guidelines for preparing foundation and corporation grant applications as well as other online sources of information for preparing applications for state-sponsored, foundation, corporation, etc. grants.

**System for Administering Grants Electronically (SAGE):** State Agencies in New Jersey accept, review, approve and manage grants through this online management system. The system requires authorization for access. The Department of Community Affairs (DCA) SAGE maintains registration information on all New Jersey municipalities for all State of New Jersey Departments that use SAGE. Municipal and county employees with access to SAGE can login to both DCA SAGE, DOT SAGE and DOS SAGE with the same user name and password.

NJDCA, NJDOT and NJDOS do not share registration information on private organizations. Non-profit organizations that wish to gain access to NJDOT or NJDCA SAGE can put in an on-line request through the New User Link provided on the NJDOT SAGE or NJDCA SAGE login page. Non-profit organizations and individuals can create a new user account from the NJDOS SAGE homepage.



Once registered, users can identify grants that could assist them with completing CMP goals, submit grant applications, monitor applications under consideration, communicate with Grant Program Staff, and request changes and manage grants via the SAGE system.

### APPLYING FOR FEDERAL GRANTS

**Grants.gov:** This central storehouse for information has over 1,000 grant programs, and provides access to approximately \$500 billion in annual awards. At the website, organizations can confirm eligibility, register, apply for grants, and track applications. The U.S. Department of Health and Human Services is the managing partner for Grants.gov.

### DUNS Number and CCR Information

The Federal Funding Accountability and Transparency Act (FFATA) of 2006 specifically states that all sub-grantees or subcontractors receiving federal grant awards or contracts must have a DUNS (Data Universal Numbering System) Number and be registered with the CCR (Central Contractor Registration).

A DUNS number is a unique nine-character number that identifies an organization and is required by the federal government to track how federal grant money is distributed. It is provided free of charge by the commercial company Dun & Bradstreet. Central Contractor Registration (CCR) is the primary registrant database for the U.S. Federal Government. CCR collects, validates, stores, and disseminates data in support of agency acquisition missions, including Federal agency contract and assistance awards.

## A SELECTION OF SOURCES FOR FUNDING AND TECHNICAL ASSISTANCE

Historic Qualities		
National Trust for Historic Preservation	Johanna Favrot Fund for Historic Preservation	Provides nonprofit organizations and public agencies grants ranging from \$2,500 to \$10,000 for projects that contribute to the preservation or the recapture of an authentic sense of place.
NJ Department of Environmental Protection: Historic Preservation Office	Garden State Historic Preservation Trust Fund	Provides matching grants for preservation planning and capital projects to stabilize, repair, restore and rehabilitate historic property.
	Capital Preservation Grants	Provides matching grants for construction expenses related to the repair, preservation, restoration and rehabilitation of historic properties and associated architectural, archaeological and engineering expenses.
	Cultural Trust Capital Preservation Grant Program	Provides grants for the repair, preservation, restoration, rehabilitation and improvement of historic properties owned by organizations with a history or humanities mission.



## SCENIC AND RECREATIONAL QUALITIES

NJ Department of Transportation	Moving Ahead for Progress in the 21st Century Act (MAP-21): Transportation Alternatives Program	A new program, with funding derived from the NHPP, STP, HSIP, CMAQ and Metropolitan Planning programs, encompassing most activities funded under the Transportation Enhancements, Recreational Trails, Safe Routes to School programs under SAFETEA-LU, and scenic byways.
National Park Service	Rivers, Trails and Conservation Assistance Program (RTCA)	The RTCA is the community assistance arm of the National Park Service. RTCA supports community-led natural resource conservation and outdoor recreation projects. RTCA staff provides technical assistance to communities so they can conserve rivers, preserve open space, and develop trails and greenways.
National Park Service	Land & Water Conservation Fund (LWCF)	The LWCF Program provides matching grants to states and local governments for the acquisition and development of public outdoor recreation areas and facilities.
Natural Resources Conservation Service (NRCS)	Our Town	Supports creative placemaking projects that contribute toward the livability of communities and help transform them into lively, beautiful, and sustainable places with the arts at their core.
NJ Department of State, Division of Travel and Tourism	Cooperative Marketing Grant	Provides matching grants for brochure creation and distribution (up to \$5000) advertising or marketing an event (sponsorship up to \$15,000) and developing a General Marketing Plan (up to \$25,000).

## WHERE TO FIND TECHNICAL RESOURCES

The New Jersey Scenic Byways Advisory Committee is available to assist byway organizations in identifying potential funding sources and in providing guidance in development of funding applications. The Advisory Committee is made up of state agency representatives and non-profit or private organizations with interests that are related to the intrinsic qualities (see Chapter 3, “Program Organization, Roles and Responsibilities”).

In addition to the materials in this *Guidebook*, the World Wide Web offers unlimited resources in topics that can help byway sponsoring organizations and stakeholders get information to advance strategies, projects and actions. Chapter 5, “Implementing Your Vision: A Toolkit of Ideas,” focuses on resources specific to Viewshed Protection, Roadside Safety, Byway Facilities and Marketing.

Geographic information system (GIS) mapping is a technical area that many byway sponsors are unfamiliar with but can be a very useful tool for byway sponsoring organizations during the designation process and beyond. It is an integrated collection of computer software and data used to view and manage information about geographic places, analyze spatial relationships and model spatial processes. A GIS map provides a framework for gathering and organizing spatial data and related information so that it can be displayed and analyzed. Critical area maps are available in ArcView Shapefile and File Geodatabase formats and projected to New Jersey State Plane feet, datum NAD 83, zone 4701. GIS datasets are free and downloadable including NJDEP Landuse/Landcover (LU/LC). Counties, educational institutions or other byway partners are often willing to provide assistance in tasks that require technical mapping.



## PUBLICATIONS

Building Your Nest Egg by Beverly Henze-Lacey.	Developed as an introduction to raising funds for National Wildlife Refuge Support Groups, this 155-page online guide is highly applicable to byway organizations. The book provides a framework to help groups become successful fundraisers.
Livability in Transportation Guidebook, FHWA	Guide to incorporating livability principles into transportation planning, programming, and project design, using examples from state, regional, and local sponsors.
O Say Can You See: A Visual Awareness Toolkit for Communities, Scenic America	A hands-on publication with exercises to engage citizens in looking at their communities and evaluating community values and the visual qualities.
Conserving Our Treasured Places: Managing Visual Quality on Scenic Byways, Scenic America	This handbook is for all byways that want to manage the visual character of their corridors.
Visual Impact Assessment for Highway Projects, FHWA	Field guide to preparing visual impact assessments for National Environmental Policy Act (NEPA) reports or impact statements for transportation projects.
Landscape Aesthetics, A Handbook for Scenery Management, US Forest Service, Agriculture Handbook Number 701	The Scenery Management System presents a vocabulary for managing scenery and a systematic approach for determining the relative value and importance of scenery to ensure high-quality scenery for future generations.
Alliance for Community Trees (TreeLink and iTreeBank Program)	Working to improve the environment and our communities—one tree at a time through urban and community tree planting, care, conservation, and education.
Making the Grassroots Grow: Building and Maintaining Effective Byway Organizations	Presents basic organizational concepts, case studies and best practices from the National Scenic Byways Program.



## OTHER RESOURCES

Council of New Jersey Grantmakers	The statewide association for corporate, family, independent, and community foundations.
National Scenic Byway Foundation	The mission of the National Scenic Byway Foundation is to foster cooperative opportunities that will grow and sustain byways for future generations. The vision of the Foundation is that byways will be recognized and valued worldwide for their distinctive experiences, stories and treasured places.
Scenic America	Preserves and enhances the visual character of America, and helps citizens safeguard the scenic qualities of America's roadways, countryside and communities.
National Trust for Historic Preservation	Works to save America's historic places, and inspires Americans to save the places where history happened.
Land Trust Alliance	Works towards saving the places people love by strengthening land conservation across America.
Open Space Institute	Protects scenic, natural, and historic landscapes to ensure public enjoyment, conserve habitats, and sustain community character. These goals are achieved through land acquisition, conservation easements, regional loan programs, fiscal sponsorship, creative partnerships, and analytical research.

## SEEKING NATIONAL SCENIC BYWAY DESIGNATION

FHWA has the lead responsibility for the National Scenic Byways Program that is a grassroots, collaborative effort established to help recognize, preserve and enhance selected roads throughout the United States. The Secretary of Transportation recognizes certain roads as America's Byways® – All-American Roads or National Scenic Byways – based on one or more archaeological, cultural, historic, natural, recreational and scenic intrinsic qualities. The law guiding implementation of the National Scenic Byways Program is Section 162, Title 23 of the United States Code; 23 U.S.C. 162. FHWA established the principal policy for the Program in its May 18, 1995 *Interim Policy (60 FR 26759)*.

There are many benefits in designation as one of America's Byways®, both in enhancing communities and improving local economies. The recognition of the importance of a byway's intrinsic qualities by the U.S. Secretary of Transportation can lend support to protect and preserve a byway's resources. In addition, the America's Byways® collection is marketed to national and international travelers, and use of the brand and logo can enhance the marketability of a byway. Recognition can also serve to strengthen community pride, involvement, and support of a byway.

Seeking designation at the national level can only occur when it is announced by FHWA that they are taking applications for designation as All-American Roads or National Scenic Byways. The process for applying for this designation requires considerable time and effort so it should be carefully considered by byway sponsors before they make that commitment. Sponsors interested in nominating their byways for national designation should become familiar with the Federal Highway Administration's National Scenic Byways Program website for guidance as to whether this is an appropriate step to take. The last round for applications at the federal level occurred in 2009 when the Delaware River Scenic Byway and the Millstone Valley Scenic Byway became designated as National Scenic Byways.



There are also other national recognition programs to consider if the byway merits national designation including:

- AAA Scenic Byways
- Rand McNally & USA Today's Best of the Road marketing alliance to build public awareness of the unique touring experience on nationally designated routes
- National Heritage Areas, National Park Service
- National Wild and Scenic Rivers System, National Park Service
- National Trails System, National Park Service
- National Scenic Areas, US Forest Service

Be creative, build partnerships and continue to seek opportunities to boast about the qualities that your byway possesses. Take advantage of the many resources available to New Jersey's Scenic Byways. The goal of the New Jersey Scenic Byways Program is to support the efforts of all byway sponsors, whose combined efforts preserve, improve and promote New Jersey's treasured places.



UPPER FREEHOLD HISTORIC FARMLAND BYWAY

NEW JERSEY SCENIC BYWAYS



*Appendix A: Annual Benefits Review Form*

BYWAY:					
BYWAY SPONSOR:					
DATE OF DESIGNATION:					
DEVELOPING THE CORRIDOR MANAGEMENT PLAN (CMP)					
	NOT STARTED	IN PROGRESS	COMPLETE	NOTES/NEXT STEPS	DATES/TIMELINE
FUNDING IN PLACE					
ORGANIZATION LEADING CMP					
ADVISORY COMMITTEE IN PLACE					
PROGRESS OF DOCUMENT					
STAKEHOLDERS & PUBLIC PARTICIPATION					
RESOLUTIONS OF SUPPORT					
CMP APPROVAL					
ESTABLISHING THE BYWAY SPONSOR ORGANIZATION					
	NOT STARTED	IN PROGRESS	COMPLETE	NOTES/NEXT STEPS	DATES/TIMELINE
FORMAL ORGANIZATIONAL STRUCTURE					
CHARTER					
MEETINGS HELD (how many or planned)					
SUBCOMMITTEES FORMED (what are they, meetings held, actions by the committee)					



GOALS					
OTHER					
MEETING PROGRAM RECOMMENDATIONS & REQUIREMENTS					
	NOT STARTED	IN PROGRESS	COMPLETE	NOTES/NEXT STEPS	DATES/TIMELINE
ANNUAL MEETING ATTENDANCE					
NEW MEMBERS					
NEW PARTNERS					
NEW VISITOR DESTINATIONS OPENED					
NEW BUSINESSES OPENED					
ROADWAY SIGNS					
BYWAY LOGO					
SIGN LOCATION PLAN					
SIGN INSTALLATION					
SITE IMPROVEMENTS					
SITE MAINTENANCE					
IMPLEMENTING THE CMP ACTION PLAN					
	NOT STARTED	IN PROGRESS	COMPLETE	NOTES/NEXT STEPS	DATES/TIMELINE
SUPPORT FROM MUNICIPALITIES AND COUNTIES					
PUBLIC PARTICIPATION					
BYWAY RECOGNITION AND PROMOTION					
BYWAY PROJECTS AND ACTIVITIES					



IMPLEMENTATION ACTION PLAN UPDATE/ REPORT					
MARKETING OF BYWAY					
FUNDING/FINANCING BYWAY ACTIVITIES					
	PLANNED	IN PROGRESS	COMPLETE	NOTES/NEXT STEPS	DATES/TIMELINE
GRANTS (list below)					
GRANT X					
GRANT Y					
PUBLIC/PRIVATE JOINT VENTURES (list below)					
PROJECT X					
PROJECT Y					
PRIVATE FUNDING					
X					
Y					
MAJOR ACCOMPLISHMENTS AND ACHIEVEMENTS FOR THE YEAR					



## Appendix B: Scenic Byway Nomination Application

### SCENIC BYWAY NOMINATION APPLICATION

#### SECTION 1 – GENERAL INFORMATION

- **NAME OF PROPOSED BYWAY:** Does your byway name capture the imagination? Is your name distinctive and meaningful? It is important that the name represents some aspect of the byway, the principal qualities, or the route's location. Consider the importance to travelers of clear name recognition associated with the byway or region. The name should be unique to your byway and it should not duplicate other New Jersey or nationally-designated byways. It should not be a numerical route number. Check the New Jersey Scenic Byways Program website and the National Scenic Byways website.
- **LOCATION:** Provide a brief description of the byway location within the state. Use cardinal directions (e.g., north) and reference major cities, regions and/or landmarks.
- **TOTAL LENGTH OF BYWAY NOMINATION (MILES):** Scenic byways have no minimum length requirement but should be dependent on the distance the visitor needs to travel on the byway in order to understand the byway story and to consider the visit a valuable experience worth repeating.
- **PRIMARY INTRINSIC QUALITY(S):** Select one to two (maximum) intrinsic qualities that best describe the byway's defining characteristic(s): Archaeological, Cultural, Historic, Natural, Recreational, or Scenic.
- **STATEMENT OF SIGNIFICANCE:** The statement of significance explains what is special, significant, or unique about the byway in relation to the primary intrinsic quality(s) for which you are nominating the road. The statement should capture the essence of what the byway offers to visitors and can be used to describe the byway in press releases, handouts, and other outreach materials. It should be brief and can be as short as one or two sentences, preferably no more than one paragraph in length.
- **REPRESENTATIVE PHOTO:** Select a single image that expresses the essential byway character from the perspective of a traveler.
- **ROADWAY(S) BEING NOMINATED:** List the roadways located along the nominated byway route. Scenic byways in New Jersey may include any public road, street, highway or other travel way worth preserving by virtue of at least one of the following qualities: scenic, natural, historical, cultural, archeological or recreational.
- **DRIVING DIRECTIONS FOR TRAVELING THE ROUTE:** Please use the legal description defined by the regulatory and management agency with jurisdiction over the route roadway(s). Include travel directions from endpoint to endpoint of the byway and any spurs. Include both directions of travel starting from each endpoint, and from the end of one spur to the other. The driving directions should be thorough enough to guide someone unfamiliar with the area along all nominated roadways without additional information. Use additional pages as necessary. *NOTE: THESE DRIVING DIRECTIONS WILL BE PLACED ON THE NEW JERSEY SCENIC BYWAY WEBSITE AND WILL BE USED BY VISITORS TRAVELING THE ROUTE SO THEY MUST BE ACCURATE.*
- **REGULATORY AND MANAGEMENT AGENCIES OR COMMISSIONS WITH JURISDICTION OVER THE ROADWAY(S) NOMINATED FOR DESIGNATION:** List the jurisdictions for each of the roadway(s) identified in number seven.
- **COUNTIES/MUNICIPALITIES LOCATED ALONG NOMINATED BYWAY:** List the counties and municipalities that are physically located along the nominated byway, even if they have no jurisdiction over the roadway.



- **SPONSOR INFORMATION:** Identify the sponsoring organization (non-profit, local, state, federal) and attach a letter or resolution of support (see NJDOT website) to formalize the organization’s commitment to byway designation. Include the names of both a primary and a secondary contact person with addresses, phone numbers, fax, and e-mails. If applicable, provide the name, contact information, and a letter or resolution of support from a fiscal agent. Also include the name and contact information of the person(s) responsible for completing the application if different from the primary and secondary contacts.

## SECTION 2. MAPS

Provide the following informational maps. The scale and size of the maps will be relative to the location and length of the proposed route. The maps may be produced digitally, using Geographic Information System (GIS) or other graphic software, or they may be hand drawn on a USGS or other map at an appropriate scale.

- **RESOURCE INVENTORY MAP** (one map, if possible)
  - » Proposed byway route including beginning point and end point (give mile post if possible).
  - » Significant features within the area of the byway such as cities, rivers, lakes, rail lines, landforms, vegetation, electric lines, noise barriers, billboards, etc.
  - » Location of features supporting the intrinsic qualities (scenic, natural, recreational, cultural, historic, or archaeological significance) along the byway or in the surrounding area. Include relevant districts associated with historic properties, bike paths, parks, etc.
  - » Municipal, county, and state boundaries.
- **TRAVELER EXPERIENCE EVALUATION** (one map, if possible)
 

Use the above marked up map as a base map to evaluate the traveler experience.

  - » Mark in green the segments and features that are “positive” (contributing to a pleasant or interesting traveling experience for the byway visitors).
  - » Mark in pink the major intrusions or “negative” segments and features that dominate, degrade, or obstruct scenic views.
  - » Mark in yellow the segments and features that are neither “negative nor “positive”.
  - » Where necessary, add notes or a key identifying or clarifying your evaluation.
- **ZONING** (the number of maps will depend on the route and jurisdictional agencies involved)
 

Include one or more zoning maps for the scenic byway corridor that show allowable land use for each municipality along or adjacent to the byway. Zoning maps typically can be obtained from municipalities by request or from municipal websites. Some counties have maps showing zoning information for all municipalities within their jurisdiction.

## SECTION 3. NARRATIVE (UP TO 6 PAGES MAXIMUM)

Write a narrative that succinctly describes the intrinsic qualities that make your byway unique and defines a compelling story, which attracts and provides travelers with a quality experience:

- **INTRINSIC QUALITIES:** Elaborate on the intrinsic qualities and other reasons for people to visit and enjoy the byway. Do not focus on the surrounding area or destinations that are not located within the byway corridor



since destinations that are significant intrinsic qualities or vital to telling the byway story should be part of the byway corridor and not the surrounding area. Emphasize the qualities identified as “Primary” in Section 1. Other relevant intrinsic qualities can be described briefly. The six (6) intrinsic qualities: scenic, natural, historic, cultural, archaeological and recreational are defined in the application instructions.

- **STORY:** Describe the unifying story that supports the “Statement of Significance” in Section 1, referencing related features. These should relate to the intrinsic quality(s) for which the route is being nominated. The narrative should include a brief explanation for the selection of the byway name.
- **TRAVELER EXPERIENCE:** Provide an overview of what visitors will experience when they drive the route. Show how this byway is unique and will be marketable to the traveling public. Describe any restrictions or seasonal closures along the route. Describe bicycle and pedestrian accommodations along the route (adjacent or intersecting trails, bike lanes, designated bicycling routes, etc.). If there is a “best time” during the year to drive the byway and experience the primary intrinsic quality describe it in the narrative. Also describe any travel concentrations of high seasons when byway visitors might be more likely to encounter crowds or extra traffic.

#### **SECTION 4. JURISDICTION APPROVAL**

List all regulatory agencies and regional commissions that have jurisdiction over the proposed byway route (see Section 1, “General Information,” item #9). Letters of support from every jurisdiction who has roles and responsibilities for lands along the byway must be included with the application. This includes local, county, state and/or federal government, or quasi-public agencies such as the Pinelands Commission, etc. If help is needed in listing these groups, contact your local government officials. It is essential that all jurisdictions approve the nomination application. Resolutions of support must be submitted from all jurisdictional agencies responsible for the byway roadways.

Following approval of both the nomination application and the corridor management plan, NJDOT will be providing the jurisdictions responsible for the byway roads with wayfinding signs to be placed within the right of way of the designated road(s). Only nomination applications that include letters of support and resolution letters from all appropriate jurisdictions will be approved.

#### **SECTION 5. VISUAL INTERPRETATION**

Submit a set of snapshot-sized photos or digital images or a video log (CD, DVD, or flash drive) that supports the reasons that the nominated roadway should be designated as a State Scenic Byway. Images should be characteristic of the corridor as viewed by the motorist and provide reviewers with a visual sense of the features and qualities that exist along your byway to support the descriptions included in Section 3. Be sure to include images of the destinations and the intrinsic qualities. Each photo should include text describing the intrinsic quality and the location on the map where each picture was taken. **DO NOT INCLUDE IMAGES OF LOCATIONS OUTSIDE OF THE BYWAY.**



### Appendix C: Press Release Template, Sample and Tips

Below is a basic template for a press release, along with a sample press release and some helpful tips on how to best approach drafting your press release.

#### PRESS RELEASE TEMPLATE

Here is the framework for a typical press release:

FOR IMMEDIATE RELEASE

MEDIA ADVISORY/NEWS RELEASE

Contact Name

Company/Organization

Phone Number

Fax (if applicable)

Email

Clarify whether this is a "news release" (news story) or media advisory (event or announcement)

Create a headline that is engaging and encompasses your news. Think about what will be interesting to the media and their respective audiences. Keep the headline short, to-the-point, and free of punctuation (if possible).

HEADLINE  
SUB-HEADING

A secondary headline can be used to support your title headline and further describe your news story. Again, aim to be short and to-the-point.

CITY, STATE, DATE – LEAD PARAGRAPH

QUOTE

SUPPORTING PARAGRAPHS AND QUOTES

CONCLUSION

BOILERPLATE

Use three "#" symbols to signify the end of your press release.

###

CONTACT INFORMATION

Restate the contact information to remind the reporter or reader of who to contact for more information or to set up an interview.



## SAMPLE PRESS RELEASE AND TIPS

### EXCERPT FROM FRIENDS OF AIA SCENIC & HISTORIC COASTAL BYWAY MEDIA ADVISORY

MEDIA ADVISORY

Contact: Beverly Keneagy, 904.626.0017

May 7, 2010

Sallie O'Hara, 904.540.0402

#### "O" WHAT AN ENVIRONMENTAL DAY AT THE FRIENDS OF A1A FAIR

More than 500 St. Johns and Flagler County byway travelers and residents turned out on May 1st for the Friends of A1A Scenic and Historic Coastal Byway first annual Environmental Education Fair at Marineland that featured interactive workshops, story telling, entertainment and a large beach clean-up.

The goal of the day was to show how important people are in preserving an environment and promoting community activism in keeping beaches clean.

Participants at the free daylong event learned about all aspects of the 72-mile scenic A1A Byway, including endangered wildlife, including the right whale and sea turtles. Marine archaeology, history, and art were also featured, as were how to create backyard habitat for wildlife. All were awed by the speakers and entertained by nature's sounds on flutes, seashells and guitars. Some even kayaked along the scenic Matanzas River.

The adults and children who attended the event said that by the end of the day, they knew more about the coastal environment than when they arrived, A1A Administrator Sallie O'Hara said.

"People told us that what they learned made them think about changing their behavior, such as more recycling and the environmental effects of plastic water bottles," she said. "Children were entertained by story-telling, workshops, the more than 50 vendor displays and exhibits and their parents were equally entertained as well."

The keynote speaker was Michael Klubock, Executive Director of the Malibu Foundation for

Environmental Education, who conducted an interactive workshop about ways people can protect the environment and become good stewards. Children participated by answering in unison the answers to his questions and "recycle."

Klubock said the Environmental Education Fair was a great first start for larger aerial art at future events. The Foundation is expecting 4,000 children to participate in the Kid's

Ocean Day Event at the end of this month in California. "We started this event with about

100 or so and kids love it to the point we have corporate, city and school support getting fleets of buses to the event. It's good for our planet and the kid's learn and enjoy the day!"

The purpose of the event was to educate the public about the A1A Byway's coastal environment and its many unique resources, from nature, scenic conservation and recreation to the historical, cultural and archaeological aspects of the Byway. Friends of A1A has been conducting at least two beach cleanups per month for the past year and wish other organizations would do the same. They ask that anyone interested in Adopting A Beach or beachfront park, please contact them at 904.425.8055 in St. Johns County or 386.585.3679 in Flagler County or see more at [www.scenicara.org](http://www.scenicara.org).

Your first paragraph – the lead – needs to describe the entirety of your news story in a few sentences. This paragraph, along with your headlines, is your chance to capture the reader's attention. Include the "who, what, when, where, and how/why."

Use quotes to help break the monotony of a press release and bring personality to the news story. The individuals quoted in the release should be the same ones available for media interviews.



###

Friends of AIA Scenic and Historic Coastal Byway is a non-profit organization that protects, preserves, and enhances resources along the AIA National Scenic Byway. This citizen's advocacy group partners with municipalities, governmental agencies and other civic groups to maintain and improve resources along the corridor.

Designated in 2002, the Byway is rich in history, nature, archeology, culture, scenery and recreation. The Friends of AIA's efforts benefit residents and travelers alike by maintaining the identified intrinsic resources while allowing economic development.

Use a "boilerplate" at the bottom of each of your news releases. This is a standard paragraph(s) of text that describes your company, organization, etc.



## ADDITIONAL PRESS RELEASE TIPS

- Use a press release, as opposed to a media advisory, when you have a story or narrative to tell.
- When writing a press release, it is important to create a compelling, relevant narrative in a concise, easy-to-read format.
- Reverse-engineer your press release: know your intended end result, know which types of media outlets you want to target and audiences you want to reach, and craft your release specific to their interests.
- Be relevant: try to tie your press release and your news story into current issues or trends related to tourism, your byway or byways in general.
- Always write a press release as if you were a journalist – do not use “I” or “we” unless it is part of one of the quotes in your release.
- If possible, try to limit your press release to one page and not more than two.



View from Lumberville-Raven Rock Pedestrian Bridge, Delaware River Scenic Byway



## *Photo Credits*

Cover, courtesy of Paul Daniel Marriott.  
Inside cover spread, Cindy Bloom-Cronin.

### **Preface**

Facing page, Cindy Bloom-Cronin.

### **How To Use This Guidebook**

Facing page, Cindy Bloom-Cronin.

### **Chapter 1: The Scenic Byways Program**

Facing page, Lardner/Klein Landscape Architects, PC.

Pages 13 and 15, Cindy Bloom-Cronin.

### **Chapter 2: Program Policies and Procedures**

Facing page, Cindy Bloom-Cronin.

Page 23, Upper Freehold Historic Farmland Byway Corridor Management Plan, Parsons Brinckerhoff.

### **Chapter 3: Program Organization, Roles and Responsibilities**

Facing page and page 31, Cindy Bloom-Cronin.

### **Chapter 4: Navigating the Requirements**

Facing page, Heritage Conservancy.

Page 35, Cindy Bloom-Cronin.

Page 40, Carolyn S. Campbell-McGovern.

Page 53, Lardner/Klein Landscape Architects, PC.

### **Chapter 5: Implementing Your Vision: A Toolkit of Ideas**

Facing page, Carol Truppi.

Pages 66-67, Upper Freehold Historic Farmland Byway Corridor Management Plan, Parsons Brinckerhoff.

Page 72, Flickr: Pete Miller@PMillera4.

Pages 73 and 75, Carol Truppi.

Page 78, (bottom right) Cara Smith, Lardner/Klein Landscape Architects, PC.

Page 79, (top right) Cindy Bloom-Cronin; (bottom) Journey Through Hallowed Ground Partnership/Lardner/Klein Landscape Architects, PC.

Page 80, (top) Cindy Bloom-Cronin; (center right) NOMAD Mobile Guides.

Page 81, (center left) Lardner/Klein Landscape Architects, PC; (bottom right) Ben Wurst/Conserve Wildlife Federation of NJ.

Page 82, Lardner/Klein Landscape Architects, PC.

Page 83, Seaway Trail - <http://www.seawaytrail.com>.

Page 84, Lardner/Klein Landscape Architects, PC.

Page 85, Interpretive Development Plan: Lincoln Highway Heritage Corridor, John Milner Associates.

Page 86, Lardner/Klein Landscape Architects, PC.

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### **Chapter 6: Driving Byways Forward**

Facing page, Cindy Bloom-Cronin.

### **Appendix A: Annual Benefits Review Form**

Facing page, Cindy Bloom-Cronin.

### **Appendix C: Press Release Template, Sample and Tips**

Page 127, The RBA Group.





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