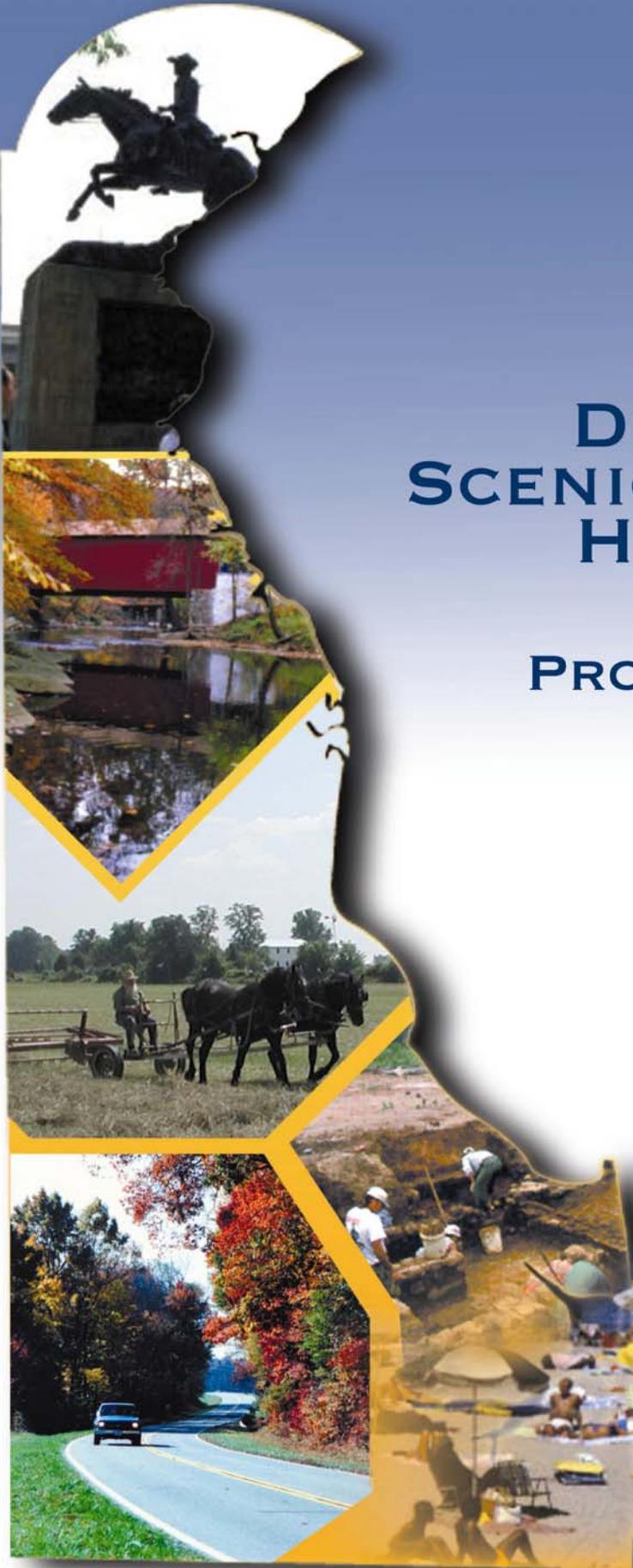


# DELAWARE SCENIC & HISTORIC HIGHWAYS

## PROGRAM GUIDE

NOVEMBER 10, 2001



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## Introduction

Delaware is rich in scenic, historic and cultural resources. The first state to ratify the U.S. Constitution, Delaware's landscapes and communities tell stories from battles between warring colonial powers, to the rise of a mercantile economy among the mills of the Brandywine River, to the continuing importance of agriculture to the state, to the evolution of American recreational pastimes along the state's beckoning beaches.

These diverse resources and their stories are accessible to travelers and residents along road corridors that deserve special consideration of their unique features and special role in the highway system. To recognize Delaware's special road corridors, the General Assembly in 2000 created a Scenic and Historic Highway Program (17 Del.C. c. 1 §101).

This program guide provides an understanding of the vision for Delaware's Scenic and Historic Highway Program, and an overview of the designation process, including how you can nominate a roadway. It also provides information on identifying intrinsic qualities (scenic, historic, natural, cultural, recreational, and archeological), preparing corridor plans and seeking sources of support in implementing these plans.

A route may be nominated for Scenic & Historic Highway designation if it has one of the following intrinsic qualities:

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

### **What is a Scenic and Historic Highway?**

A Scenic and Historic Highway is a transportation route which is adjacent to or travels through an area that has particular intrinsic scenic, historic, natural, cultural, recreational or archeological qualities. It is a road corridor that offers an alternative travel route to our major highways, while telling a story about Delaware's heritage, recreational activities or beauty. It is a route that is managed in order to protect its special intrinsic qualities and to encourage appreciation and/or development of tourism and recreational resources. Scenic and Historic Highways can also be called "scenic byways."

### **Why would you want to seek this designation for a roadway?**

Scenic and Historic Highway designation provides official recognition of the special nature of a roadway corridor. This designation will heighten awareness and recognition of the community seeking the designation and help to boost community pride.

Additional community benefits may include:

- Increased business, tax revenue, and jobs from tourist dollars.
- Federal and state funding for planning and implementing a corridor plan.
- Protection for a resource that may become threatened.
- Improved maintenance for your road.
- Access to resources and expert assistance in managing the corridor.
- Identification on state highway maps, leading to more tourism opportunities for the area.
- Assistance from state offices of economic development and tourism.

### **Relationship to personal property rights**

When a roadway is designated as a Delaware Scenic and Historic Highway, a Corridor Plan must be developed, which includes a process for involving property owners in a collaborative discussion of future plans for the highway corridor. The preparation of the Corridor Plan provides a means to consider the interests of all affected parties. Designating a roadway corridor as Scenic and Historic does not mean property owners will be told what to do with their property.

### **Program governance**

Delaware's Scenic and Historic Highways Program is a collaborative effort of Delaware's citizens, local, state and federal government. During the 2000 legislative session, the General Assembly passed Senate Bill 320 authorizing the Delaware Department of Transportation (DeIDOT) to develop the Delaware Scenic and Historic Highways Program. Senate Bill 320 required that the program be developed under the guidance of the State Scenic and Historic Highways Advisory Board and it required that the Board be comprised of a wide range of interests. Members of the Board include representatives of county government, other state agencies, the outdoor advertising industry, the real estate industry and various environmental and historic preservation advocacy groups.

The State Scenic and Historic Highways Advisory Board assists and recommends in the designation, development, operation, management and promotion of scenic and historic highways. The program is managed by DeIDOT. The Secretary of Transportation designates Delaware Scenic and Historic Highways based upon criteria outlined in this program guide and

upon the recommendations of the State Scenic and Historic Highways Advisory Board.

DelDOT is responsible for an annual evaluation of the Scenic and Historic Highways Program that identifies changes needed to keep the Program current with the state of the practice. The annual evaluation also tracks the progress of sponsors of designated Scenic and Historic Highways in implementing corridor plans to support, preserve and manage the special qualities of their corridor. DelDOT provides an annual report to the Governor and General Assembly on the overall status of the Program and the individual highways designated under it.

### **National Scenic Byways Program**

Delaware's Scenic and Historic Highways Program has been spurred by the creation and policies of the National Scenic Byways Program, first established in 1991 by the federal Intermodal Surface Transportation Efficiency Act (ISTEA). This program, managed by the U.S. Department of Transportation in partnership with state departments of transportation or other responsible state agencies, designates National Scenic Byways and All-American Roads based on their scenic, historic, recreational, cultural, natural and/or archeological intrinsic qualities.

Through 2000, 66 National Scenic Byways and 15 All-American Roads have been designated. Federal funds may be available to assist sponsors of state scenic byways. These funds may be used to prepare corridor management plans, to seek National Scenic Byway designation, or for other purposes including executing interpretive plans, preparing marketing materials, or addressing safety improvements needed due to scenic byway designation.

### **Program vision, goals and objectives**

Looking into the future, the State Scenic and Historic Highways Advisory Board discussed their vision for the Program, its accomplishments and contributions to the citizens of Delaware. They outlined the Vision, Goals and Objectives for the program as follows:

The Delaware State Scenic and Historic Highways Program showcases the natural beauty and unique features of the state and fosters the preservation of natural, cultural and historic resources, while benefiting economic development through tourism and recreational opportunities.

Sites and features of the State Scenic and Historic Highways are apparent to all who travel Delaware roads, and the Program enjoys broad public participation and support.

## Vision

The Delaware State Scenic and Historic Highways Program showcases the natural beauty and unique features of the state and fosters the preservation of natural, cultural and historic resources, while benefiting economic development through tourism and recreational opportunities.

Sites and features of the State Scenic and Historic Highways are apparent to all who travel Delaware roads, and the Program enjoys broad public participation and support.

### Goal 1

#### **Evaluate and Designate State Scenic and Historic Highways.**

- Determine the responsibilities of sponsors seeking to designate a corridor under the State Scenic and Historic Highways Program.
- Determine the responsibilities of the State Department of Transportation in administering the State Scenic and Historic Highways Program.
- Determine the responsibilities of the Scenic and Historic Highways Advisory Board in administering the State Scenic and Historic Highways Program.
- Define the opportunities, benefits, and impacts of designation under the State Scenic and Historic Highways Program.
- Assure compliance with FHWA requirements regarding outdoor advertising control.
- Ensure that all scenic and historic highway designations are continuous.
- Evaluate opportunities for multi-state scenic byway development.

### Goal 2

#### **Protect and/or enhance State Scenic and Historic Highways and their resources through a coordinated management program while ensuring the safe operation of these routes.**

- Coordinate with other related federal, state, local and private sector programs and planning processes.
- Determine the responsibility of local government in the management of designated State Scenic and Historic Highways.
- Assist State Scenic and Historic Highway sponsors in locating and applying for federal, state and private funding available to support such highways.
- Ensure adherence to Federal Scenic Byways Program requirements to afford the best opportunity for federal funding and designation where desired.
- Protect the historic and scenic character of the highway while addressing the need for safe and efficient traffic flow.
- Promote the use of Context Sensitive Design criteria and traffic calming measures.
- Encourage multi-modal systems wherever feasible - auto, transit, pedestrian, and bicycle.
- Address the needs of commerce in corridor management plans.

- Support full range of public and private landscape conservation and historic preservation programs to afford resource protection to the intrinsic qualities of designated scenic highways.
- Advocate for legislation to enhance funding opportunities for the intrinsic resources of designated scenic highways.

### **Goal 3**

#### **Benefit economic development through tourism and promote byway related educational and recreational opportunities.**

- Promote tourism opportunities associated with State Scenic and Historic Highways.
- Develop marketing programs to highlight State Scenic and Historic Highways.
- Improve access to areas utilized for the purposes of recreation where appropriate while protecting the intrinsic qualities of the designated scenic highway and the recreation area.
- Develop a unique identity for the State Scenic and Historic Highways Program.
- Develop a creative range of interpretive materials on the State Scenic and Historic Highways Program and the corridors designated within it such as maps, brochures, a website, and wayside exhibits, among other ideas.
- Coordinate with the Delaware Historic Markers Program and other educational programs with related purposes to the Scenic and Historic Highways Program.

### **Goal 4**

#### **Monitor and evaluate the implementation of the State Scenic and Historic Highways Program to ensure it continues to meet the needs of the State and its citizens.**

Develop an annual evaluation program that will:

- a) identify changes needed to keep the Program current with the state of the practice;
- b) track the progress of individual corridor management plans as well as conformance with the provisions of the Program; and
- c) provide an annual report to the Governor and General Assembly on the overall status of the Program and the individual highways designated under it.

# **Chapter 1**

## **Overview of Designation Process**

### **Step 1 – Nomination Application**

The successful completion, review and evaluation of a Step 1 – Nomination Application results in the designation of a road by Delaware's Secretary of Transportation as a State Scenic and Historic Highway. The application can be submitted by anyone interested in seeking designation for a route as a Delaware Scenic and Historic Highway. The review process for the nomination focuses on an evaluation of the identified intrinsic qualities of the highway and on the input from a public involvement process carried out as part of preparing the Nomination Application.

#### **Impact of state designation as a Scenic and Historic Highway**

Two principal impacts result from the designation of a route as a Delaware Scenic and Historic Highway. First, the sponsor for the route is eligible to apply through DeIDOT to the Federal Highway Administration for grant funds to assist with the completion of a Corridor Plan for the Scenic and Historic Highway and/or may use the state designation status to assist in seeking funding from other sources to assist with the Corridor Plan.

Second, the designation affects permits for new off site/off premises signs (outdoor advertising signs that are placed on one property, but advertise goods or services available on another property) on any roads controlled by the Highway Beautification Act of 1965. New off premise outdoor advertising signs are not permitted along state Scenic and Historic Highways. This rule does not affect existing outdoor advertising signs.

### **Step 2 – Corridor Plan Application**

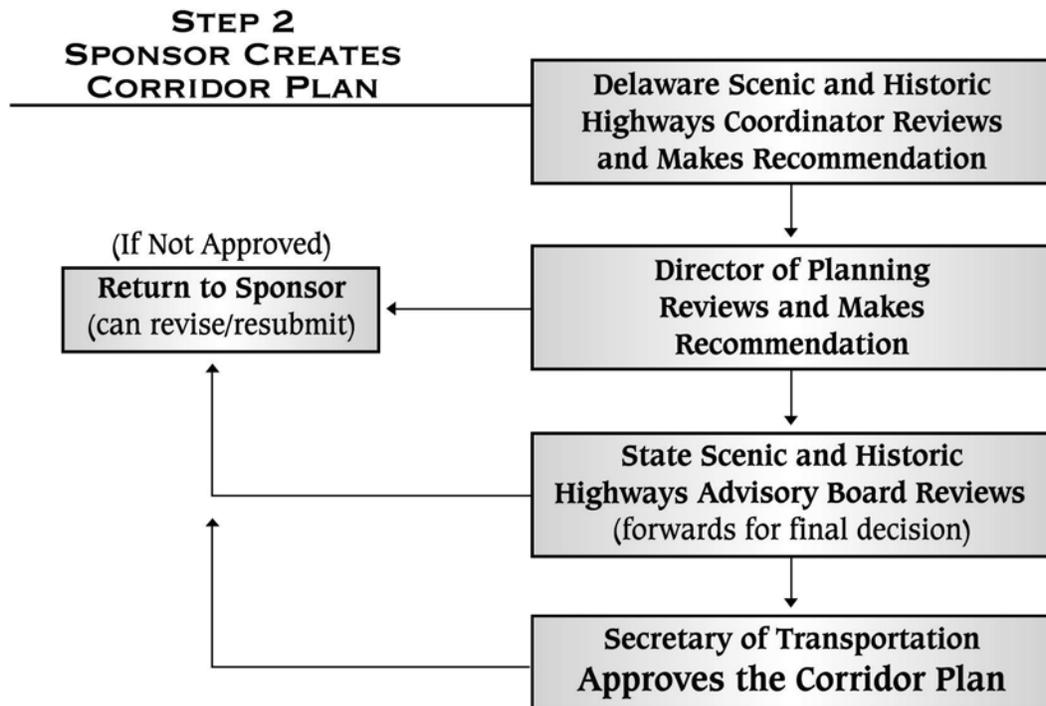
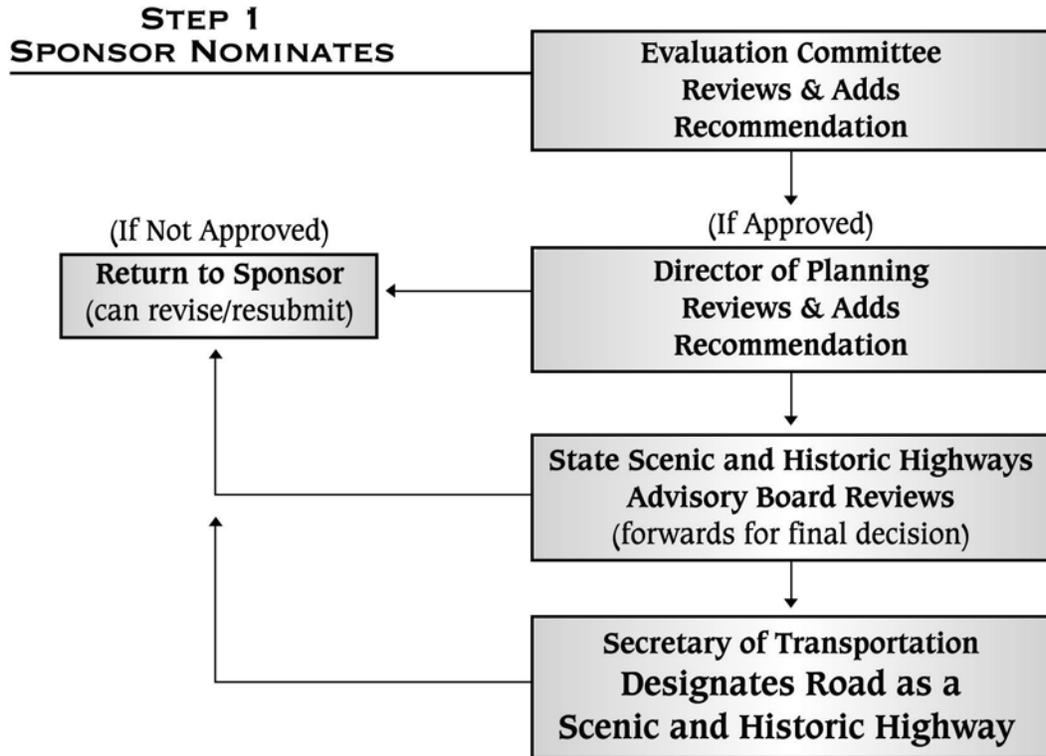
The successful completion, review and evaluation of a Step 2 – Corridor Plan Application results in approval of the Corridor Plan by Delaware's Secretary of Transportation, and then signing (with specially designed signs) of the Delaware Scenic and Historic Highway, identifying it on state maps and promoting it through the Delaware Tourism Office.

A Corridor Plan is a written document in which the highway sponsor describes the goals, strategies, and responsibilities for conserving and enhancing a scenic and historic highway's most valuable qualities. It is developed collaboratively with all those who have an interest in the future of the area included in the Scenic and Historic Highway corridor. It includes both a long-term Vision for what the Scenic and Historic Highway may become over time and also a short-term Action Plan that covers the initial two years of implementation of the Corridor Plan.

#### **Impact of approval of the Corridor Plan for a Delaware Scenic and Historic Highway**

The impact of approval of the Corridor Plan for a Delaware Scenic and Historic Highway is stated above. DeIDOT will provide signs for the route to indicate its designated status and will identify the route on state maps. The Delaware Tourism Office will promote the Scenic and Historic Highway in accord with the promotion and marketing plans included in the Corridor Plan.

# SCENIC AND HISTORIC HIGHWAYS DESIGNATION PROCESS



## **Chapter 2**

### **Step 1 – Nomination Application**

#### **Who can nominate a route to become a Delaware Scenic and Historic Highway?**

Any interested party can nominate a route, including individuals; local governments; counties; tourism departments; historical societies; non-profit organizations; state and federal agencies; or a Corridor Advocacy Group formed of citizens, groups or local governments. The party nominating a route is called the sponsor.

#### **What information is required for the nomination?**

DeIDOT has prepared a nomination form to guide the sponsor in preparing the Step 1 – Nomination Application. The sponsor needs to provide the following information about the proposed Scenic and Historic Highway:

- A physical description of the route,
- Representative photographs,
- A map indicating the boundaries of the route that locates the intrinsic qualities along the corridor, and indicates land uses in the corridor,
- An intrinsic quality resource inventory,
- A written statement that summarizes and evaluates the significance of the primary intrinsic quality for which the highway merits designation and that also describes the significance of any secondary intrinsic qualities present along the route.
- A written description of what a traveler will see when traversing the corridor.
- A description of public involvement conducted to date and the comments and input that have resulted from this process.

#### **Who reviews the nomination and what is the review process?**

DeIDOT's Scenic and Historic Highways Coordinator reviews the nomination application with representatives from the State Historic Preservation Office, Department of Natural Resources and Environmental Control, Delaware Tourism Office, and Department of Agriculture. This Evaluation Committee jointly makes a recommendation to DeIDOT's Director of Planning. If the Evaluation Committee's recommendation is that the Nomination is not complete or should not be approved, DeIDOT's Director of Planning will return the nomination application to the sponsor with a letter that specifies reasons for the disapproval and includes recommendations for how the application could be resubmitted, if appropriate.

If the Evaluation Committee's joint recommendation to the Director of Planning is favorable, the Director of Planning reviews the application and submits it with the Evaluation Committee's recommendation and with his or her recommendation to the State Scenic and Historic Highways Advisory Board for review. If the Advisory Board recommends approval, the application is submitted to the Secretary of Transportation for review and a final decision.

#### **What is the timeline for review of Step 1 – Nomination Applications?**

There will be ongoing reviews of Step 1 – Nomination Applications by the Evaluation Committee and by the Advisory Board. As a guideline, DeIDOT will issue a response to the applicant within 120 days from the time that a complete Step 1 – Nomination Application is received.

### **Who designates a roadway as a Delaware Scenic and Historic Highway?**

Designation is made by Delaware's Secretary of Transportation based on submission of the Step 1 – Nomination Application, joint review by the Evaluation Committee of state agency representatives, review by DeIDOT's Director of Planning and then review and recommendation for approval by the State Scenic and Historic Highways Advisory Board.

### **What is the effect of designation as a Delaware Scenic and Historic Highway?**

As stated in the preceding section, two principal impacts result from the designation of a route as a Delaware Scenic and Historic Highway. First, the sponsor for the route is eligible to apply through the Delaware Department of Transportation to the Federal Highway Administration for grant funds to assist with the completion of a Corridor Plan for the Scenic and Historic Highway and/or may use the state designation status to assist in seeking funding from other sources to assist with the Corridor Plan.

Secondly, the designation affects permits for new outdoor advertising signs that are placed on one property but advertise goods or services available on another property. Such new off site/off premise outdoor advertising signs are not permitted along state Scenic and Historic Highways. This rule does not affect existing outdoor advertising.

Other benefits of designation as a Delaware Scenic and Historic Highway follow once the Corridor Plan that is described in the next chapter is approved.

### **What are the Designation criteria for the Step 1 – Nomination Application?**

The primary criteria include consideration of the quality of the road's intrinsic scenic, historic, natural, cultural, recreational or archeological resources. The Sponsor should identify and provide documentation of the primary intrinsic quality for which they think the road merits designation as a Delaware Scenic and Historic Highway. The application should include a statement of significance for these resources to justify why the route merits designation.

While the route can qualify as a Delaware Scenic and Historic Highway based on the significance of just one intrinsic quality, applicants should also describe any secondary intrinsic qualities present along the route and provide a statement describing the significance of the resources.

Additional criteria include:

- A requirement that the route proposed for designation must be continuous in order to encourage management of the entire route to protect its special intrinsic qualities and to support the best possible visitor experience along the route.
- Information to demonstrate a high level of public involvement and public support.
- The route must be a public route that safely accommodates two-wheel drive motor vehicles.

### **Information about intrinsic qualities: definitions**

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

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. Historic features must possess integrity of location, design, setting, material, workmanship, feeling, and association.

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

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

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 including, but not limited to, rafting, boating, fishing and hiking. Driving the road itself may qualify as a pleasurable recreational experience. The recreational activities may be seasonal, but the quality and importance of the recreational activities as seasonal operations must be well recognized.

Archeological Quality involves those characteristics of the scenic and historic highway corridor that provide physical evidence of historic or prehistoric human life or activity that is visible and capable of being inventoried and interpreted. The corridor's archeological interest, as identified through ruins, artifacts, structural remains, and other physical evidence, has scientific significance that educates the viewer and stirs an appreciation for the past.

### **How to inventory and evaluate your corridor's intrinsic qualities**

In 1999, the Federal Highway Administration (FHWA) published a booklet titled, "Byway Beginnings: Understanding, Inventorying, and Evaluating a Byway's Intrinsic Qualities." This publication is available on request from the National Scenic Byways Clearinghouse by calling 1-800-4byways and selecting extension #2. This publication provides information about inventorying and evaluating byways' intrinsic qualities. Although the booklet was prepared to assist byway sponsors seeking National Scenic Byway designation, nearly all of the information presented is applicable to sponsors seeking Delaware Scenic and Historic Highway designation.

One important difference between the FHWA publication's guidance and the criteria for Delaware's Scenic and Historic Highway designation should be noted. In discussing "Evaluating the Byway's Significance," on page 55 of the publication, the text references a need to demonstrate "regional" significance, defined as exhibiting at least one intrinsic quality that is representative of a geographic area encompassing two or more states. Delaware's designation criteria do not require that the intrinsic quality be found to have regional significance. Demonstrating significance in a statewide context is sufficient.

DelDOT's Scenic and Historic Highways Coordinator is available to attend meetings and provide

phone consultation to prospective Scenic and Historic Highway sponsors regarding the guidance provided in the FHWA publication and the evaluation of intrinsic qualities for purposes of designation as a Delaware Scenic and Historic Highway.

## State Scenic and Historic Highways Program Nomination Application Procedures

The nomination application for designation under the State Scenic and Historic Highways Program requires that the roadway sponsor address the nomination criteria, which are outlined below and explained in greater detail in the Program Guide. The criteria should be addressed in the order that they appear below. Seven copies of the nomination application should be submitted directly to the Department. Electronic submissions are strongly encouraged in addition to the required hard copies.

**Sponsor Contact(s) Information:** Sponsor Name, Organization, Address, Phone, Fax & E-mail.

**Route Description:** Please describe the physical layout of the route as accurately as possible. Include beginning and end points, overall length, and configuration (typical section). Include a map (see below).

**Intrinsic Quality Resource Inventory:** Please list the specific features that fall under the six intrinsic qualities of the program that can be found in the corridor and their locations.

**Primary Intrinsic Quality Description:** Please describe, summarize and evaluate the significance of the primary intrinsic quality for which the highway merits designation, and the significance of any secondary intrinsic qualities present along the route.

**Experience of the Corridor:** Please describe what a traveler would see while traversing the corridor. Please include a photo-log of representative photographs from the corridor.

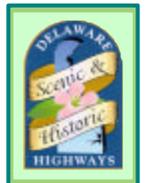
**Public Involvement and Support:** Please describe, and/or attach documentation of public involvement conducted to date and the comments and input that have resulted from this process.

**Appendix 1: Map.** Include a map that indicates the boundaries, and specifically locates the intrinsic qualities and land uses in the corridor/area.

**Appendix 2: Photolog.** Include photos that represent the experience and intrinsic qualities that might be encountered during a journey along the proposed corridor.

Nomination applications and any questions should be submitted to:

Delaware Scenic and Historic Highways Coordinator  
Delaware Department of Transportation  
Statewide and Regional Planning  
800 Bay Road  
Dover, DE 19903  
Phone: (302) 760-2128  
Fax: (302) 739-2251



## **Chapter 3**

### **Step 2 – Corridor Plan**

#### **What is a Corridor Plan?**

A Corridor Plan is a written document in which the Scenic and Historic Highway sponsor lays out the vision, goals and responsibilities for conserving and enhancing the corridor's most valuable qualities and describes how this will benefit economic development through tourism and recreational opportunities. The Corridor Plan presents a strategy for balancing concern for the intrinsic resources with the visitor's opportunity to experience the Scenic and Historic Highway. It explains how the participants are involved in and responsible for implementing the Plan.

#### **Where does a Corridor Plan fit into the designation process?**

A Corridor Plan is required as part of the 2nd Step of the designation process, following the formal designation of a highway as a Delaware Scenic and Historic Highway. The designation as a Scenic and Historic Highway qualifies sponsors for these highways to apply for matching federal National Scenic Byway grant funds to assist in completion of a Corridor Plan. This designation also results in applying to qualifying roads the federal requirement not to allow new outdoor advertising signs to be erected on these roads.

Once a Corridor Plan for the Scenic and Historic Highway has been approved, signs will be placed along the route identifying it as a Delaware Scenic and Historic Highway. It will also be identified on state maps and promoted through the Delaware Tourism Office.

#### **Who is responsible for preparing the Corridor Plan?**

The sponsor of the Step 1 – Nomination Application is responsible for preparing the Corridor Plan or for contracting with a consultant to do this. It is the sponsor's responsibility to raise any funds needed to complete the Plan. As stated above, sponsors are eligible to apply for matching federal National Scenic Byway funds for this purpose. Information about these grants is available on the National Scenic Byway Program website, [www.byways.org](http://www.byways.org). Further information on sources of assistance is provided in Chapter 6 of this guide.

#### **What information must be included in a Corridor Plan?**

- Vision and Goals Statement with objectives and strategies for achieving the goals.
- Documentation of public involvement efforts to illustrate the support the corridor designation has received from the public.
- Stewardship of intrinsic qualities through resource preservation; through enhancing existing development and accommodating new development in a complementary manner.
- Tourism Development, including an explanation of the tourism potential of the corridor and a description of how the visitor's experience will be maximized and enhanced.
- Marketing and Promotion, including a signage plan supportive of the visitor experience.
- Resources Interpretation, including recommended locations for distributing information.
- Support and Implementation, including relationship to local government comprehensive plans.

- Funding Plan for implementing the Corridor Plan.
- Transportation and Safety, including consideration of appropriate design guidelines for Context Sensitive Design in the corridor, accommodating commercial traffic, accommodating multi-modal uses of the corridor to the extent feasible, and complying with outdoor advertising controls.
- Short-term Action Plan for implementation.

An appendix should include the following information from the Step 1 – Nomination Application:

- A physical description of the route.
- Representative photographs.
- A map indicating the boundaries of the route, that locates the intrinsic qualities along the corridor and indicates land uses in the corridor.
- An intrinsic quality resource inventory.
- A written statement that summarizes and evaluates the significance of the primary intrinsic quality for which the highway merits designation and that also describes the significance of any secondary intrinsic qualities present along the route.
- A written description of what a traveler will see when traversing the corridor.
- A description of public involvement conducted to date and the comments and input that have resulted from this process.

#### **Who reviews the Corridor Plan and what is the review process?**

The DeIDOT Scenic and Historic Highways Coordinator reviews the Step 2 – Corridor Plan Application and makes a recommendation to DeIDOT's Director of Planning. DeIDOT's Director of Planning submits the Corridor Plan Application to the State Scenic and Historic Highways Advisory Board for review along with his/her recommendation and comments. If the Board recommends approval, the application is submitted to the DeIDOT Secretary of Transportation for review and a final decision.

#### **What are the timelines for reviewing Step – 2 Corridor Plan Applications?**

There will be ongoing reviews of Step 2 – Corridor Plan Applications by the Scenic and Historic Highways Coordinator and by the Advisory Board. Generally DeIDOT will respond to the applicant within 90 days from the time that a complete Step 2 – Corridor Plan Application is received.

#### **What is the impact of approval of a Corridor Plan?**

If the Corridor Plan is approved, DeIDOT will provide signs for the route to indicate its designated status and will identify the route on state maps. Delaware's Office of Tourism will promote the Delaware Scenic and Historic Highway in accord with the promotion and marketing plans included in the Corridor Plan.

#### **Information about elements that must be included in a Corridor Plan**

The major elements that must be included in a Corridor Plan for a Delaware Scenic and Historic Highway are summarized in this section. Guidance on how to develop information on these elements can be found in the Federal Highway Administration's (FHWA) booklet titled, "Community Guide to Planning and Managing a Scenic Byway." As with the publication, "Byway

Beginnings," referenced in Chapter 3, this publication is available from the National Scenic Byways Clearinghouse by calling 1-800-4byways and selecting #2. Although the booklet was prepared to assist byway sponsors seeking National Scenic Byway designation, the information presented will be of great help to sponsors seeking to develop corridor plans for Delaware Scenic and Historic Highways.

**• Vision and Goals Statement with objectives and strategies for achieving the goals**

A Vision is a mental image of the condition of the Scenic and Historic Highway corridor and the accomplishments of the Sponsor group in the future (say 20 years from now). It is a corridor-wide expression of how the corridor will be viewed in the future. The Goals Statement elaborates on the Vision by identifying the broad goals that will implement the Corridor Plan. These will likely be oriented towards areas of 1) Resource protection, maintenance and enhancement; 2) Community support and participation; 3) Education and interpretation; 4) Economic development through tourism; and 5) Transportation and safety. An objective is an end that one strives to obtain, or an aim. A strategy is a plan or action to achieve an objective based on skillful understanding of how best to achieve that objective.

**• Documentation of Public Involvement efforts to illustrate the support the corridor designation has received from the public**

Every opportunity must be taken to generate regional support and commitment to the scenic and historic highway designation and to the development and eventual implementation of the Corridor Plan. A Scenic and Historic Highway's success can be assured only if local residents, business owners and public officials understand and support the designation and have a sense of participation and ownership of the Vision and Goals outlined in the Corridor Plan. Therefore, development of a Corridor Plan includes a concerted effort to actively engage the public throughout the process. This can be done by creating a broad-based steering committee to oversee the development of the Corridor Plan; conducting informative public meetings; involving citizens in small working group sessions to develop elements of the plan based upon their interests and expertise; keeping people informed of the Corridor Plan effort through newspaper articles; and many other techniques tailored to the needs of the specific community or communities.

The Corridor Plan should briefly document public involvement efforts during preparation of the Plan and outline a plan to assure on-going public involvement in the implementation of corridor management objectives.

**• Stewardship of intrinsic qualities through resource preservation; through enhancing existing development and accommodating new development in a complementary manner**

The stewardship plan should address the strategies, tools and techniques that will be employed to manage, protect and enhance resources that distinguish the route. Specific strategies will vary widely across the state depending on local conditions, population, economic conditions, political climate and the intensity or severity of threats to the resources. Some examples of potential strategies include conservation easements, education programs and historic district designations. Identify the standards and management techniques which will be applied to the significant resources.

The Corridor Plan should describe how existing and new development might be enhanced while managing the corridor's significant resources. For example, are there any major intrusions on

the enjoyment or character of the roadway? If so, describe what could be done to improve these conditions.

Strategies in individual Corridor Plans might recommend design review and such land management techniques as zoning, easements, and economic incentives.

The corridor should be maintained with particularly high standards, not only for travelers' safety and comfort, but also for preserving the highest levels of visual integrity and attractiveness. It may be adequate simply to continue existing regulations and policies or economic incentives, or new policies, programs or regulations may be needed. To determine the appropriate strategies, communities are encouraged to work with local, county and regional planning agencies. College or university landscape architecture, planning and tourism programs may also provide assistance.

**• Tourism Development, including an explanation of the tourism potential of the corridor and a description of how the visitor's experience will be maximized and enhanced**

Sponsors must provide a basic explanation of the tourism potential for the Scenic and Historic Highway. You should summarize how and to what degree the designation and promotion of the corridor will improve the local economy and indicate whether the area is already serving tourists or if tourism will be a new industry.

Identify visitor accommodations (e.g. gas, food, lodging, restrooms, emergency services, ATMs, phones, parking, etc.) that are available along the corridor. Assess whether the existing supply is adequate to meet the demand to be generated by the Scenic and Historic Highway. In other words, what other services might be helpful to maximize the amount of time a visitor spends along the corridor?

Describe how the visitor's experience will be maximized and enhanced. Explain how intrusions on that experience will be minimized through making improvements to enhance that experience.

**• Marketing and Promotion, including a signage plan supportive of the visitor experience**

Sponsors must outline the objectives for marketing or promotion of the Scenic and Historic Highway. These goals will vary depending on the comments received during the public involvement process. Such goals may focus on doing a better job of educating residents about the heritage of the area, or may focus on increasing tourism to the area, or include some other objectives. New opportunities for a community may result from the increased exposure a Scenic and Historic Highway receives. This exposure can be gained in a number of ways, such as by distribution of maps and trip planning brochures or developing pre-planned itineraries for bus tour companies, installation of Scenic and Historic Highway signage or targeted advertising campaigns.

The Corridor Plan must include a signage plan covering signs in the right-of-way as well as the corridor as a whole, that demonstrates how public and private interests can work together with a coordinated strategy to make the number and placement of signs more supportive of the visitor experience. Local government officials should play an important role in developing this strategy.

**• Resources Interpretation, including recommended locations for distributing information**

You need to provide a description of how you plan to interpret the significant resources of the Scenic and Historic Highway. Briefly describe the stories illustrated by resources of the Scenic and Historic Highway that will serve as a basis for interpretation. You should include recommended locations for the placement of visitor centers, interpretive markers, interpretive brochure distribution points and other planned interpretive opportunities.

**• Support and Implementation, including relationship to local government comprehensive plans**

The continuation of the Scenic and Historic Highway over time will need a capable management entity (or sponsor group) responsible for day-to-day coordination and advocacy of the highway. The Plan should describe the management entity for the Scenic and Historic Highway, identify the principal partners (e.g., highway departments, tourism agencies, chambers of commerce, county government, citizens groups, etc.), and include a list of their specific, individual responsibilities. The Plan should include a letter of intent (i.e., commitment) from strategic partners of support for the Scenic and Historic Highway's designation and their participation in the Plan's implementation.

Obtain a letter of intent or resolution of support by local governments (from the chief elected official or body) with jurisdiction along the roadway that indicates support for the designation and intent to incorporate the following items in local land use plans: a map that shows the Scenic and Historic Highway corridor, the corridor vision statement and the goals, objectives and strategies related to the specific local government.

List all organizations with responsibility for the implementation of the Plan and identify what those responsibilities are. Explain how the implementation will be monitored to verify that those responsibilities are being met and modified, as needed, to incorporate new participation.

**• Funding Plan for implementing the Corridor Plan**

Develop and include a budget that estimates the costs for implementation of the Plan over a five to ten year period. Address the availability of financial resources needed to upgrade, protect, develop, promote and/or otherwise enhance the corridor and implement the Corridor Plan to make the Scenic and Historic Highway and its corridor available for its intended uses. Indicate funding currently in hand and funds that have been requested, and the sources for these funds. For funding that is presently not available, indicate how you plan to locate funding sources.

**• Transportation and Safety, including consideration of appropriate design guidelines for Context Sensitive Design in the corridor, accommodating commercial traffic, accommodating multi-modal uses of the corridor to the extent feasible, and complying with outdoor advertising controls.**

The Corridor Plan should identify the potential safety, operational and maintenance impacts of the designation based on available information, their causes, and actions possible to address them. The initial step towards accomplishing this is to contact the agency responsible for maintenance of the highway. This agency can share available information and provide expertise to identify any correctable faults in highway design, maintenance, or operation.

In addition, this agency can describe the types of transportation projects that will likely arise within the corridor over a ten to fifteen year period. The Plan should identify these expected project types and make broad recommendations for general solutions applying the principles of

Context Sensitive Design. This discussion should include an evaluation of how any proposed changes may affect the intrinsic qualities of the corridor.

The Plan should include a narrative describing strategies to accommodate commercial traffic while maintaining a safe and efficient level of highway service and ensuring the safety of sightseers in smaller vehicles, as well as bicyclists, joggers and pedestrians.

The Plan should address accommodating multi-modal uses of the corridor to the extent feasible. The corridor may be served by rail service, car ferries, airports, buses, or bicycles. It may be helpful to contact local or regional transportation planning agencies to help assess the role of all transportation facilities and services for visitor access and use of the Scenic and Historic Highway. Describe in the Corridor Plan any recommendations for improvements and changes to these services and facilities as they relate to visitor access and use of the highway.

The Corridor Plan should describe existing local, state and federal laws regarding the control of outdoor advertising and should demonstrate compliance with these laws.

**• Short-Term Action Plan for implementation**

The Corridor Plan should include a short-term action plan covering the first two years of implementation of the Plan. The action plan outlines the sequence of actions that the Sponsor will perform or oversee in an effort to meet the goals, objectives and strategies and, ultimately, achieve the Corridor Vision. The Plan should provide specific milestones month-by-month for implementation actions stating who is responsible for each. The action plan should include a schedule and performance measures for the continuing review of how well implementation responsibilities are being met.

## **Chapter 4**

### **Implementation of Corridor Plans**

#### **Is there a periodic review of the routes that have been designated?**

The Scenic and Historic Highway Sponsor is required to monitor implementation of the Corridor Plan annually, including the protection of intrinsic qualities, by providing a written status report to DeIDOT's Scenic and Historic Highways Coordinator. This report should describe progress made in implementing the plan, funds secured, accomplishments achieved, and modifications made to the Corridor Plan based on evolving circumstances.

Additionally, DeIDOT's staff will conduct inspections annually to ensure the stability of intrinsic qualities and the character of the corridor for which it merited designation and to assess progress made in implementing the Corridor Plan. DeIDOT staff will prepare a written report to document their findings and send this to the Corridor Sponsor and other responsible agencies. DeIDOT staff will encourage corrective actions if necessary. DeIDOT will also submit these reports to the Scenic and Historic Highways Advisory Board.

## **Chapter 5**

### **De-designation of Scenic and Historic Highways**

#### **Is there a de-designation process?**

A Delaware Scenic and Historic Highway may be de-designated for two reasons: first, if the corridor is designated, but a Corridor Plan is not completed in a timely manner; and second, if the corridor loses the qualities for which it was designated.

Once a Scenic and Historic Highway has been designated by the Secretary of Transportation, the sponsor group has five years from the date of designation to complete an approved Corridor Plan for the Scenic and Historic Highway. If a Plan is not completed and approved by this date, the Scenic and Historic Highway will be automatically de-designated as a State Scenic and Historic Highway.

The second condition that might result in de-designation is related to DeIDOT's annual inspection of Scenic and Historic Highways. When DeIDOT's Scenic and Historic Highways Coordinator conducts an inspection and he or she identifies such a substantial change in the quality, level, or integrity of intrinsic qualities that it appears that the corridor no longer meets the criteria for designation, the de-designation process may be initiated. This process may only begin, however, after DeIDOT has indicated its concerns to the Sponsor in written form including, if possible, a plan for remedial action to restore the qualities for which the roadway was designated, allowing a one-year period for showing progress. DeIDOT can allow more time to accomplish remedial action if necessary. If, however, no remedial action plan is agreed upon, DeIDOT will proceed with de-designation.

The de-designation process will follow generally the same process as the Corridor Plan review process. DeIDOT's Scenic and Historic Highways Coordinator will prepare information documenting how the corridor no longer meets the criteria for designation. This information will be reviewed by DeIDOT's Director of Planning and submitted with his or her recommendation to the State Scenic and Historic Highways Advisory Board for their recommendation. The Advisory Board's recommendation will be submitted to the Secretary of Transportation for a decision on de-designation.

In addition to DeIDOT's ability to initiate a de-designation inquiry, any interested party, including individuals, local governments, counties, tourism departments, historical societies, non-profit organizations and state and federal agencies, may request in writing that DeIDOT initiate this process. This request should include documentation of the reason why the requestor believes the roadway no longer meets the criteria for designation of Scenic and Historic Highways.

Whether DeIDOT initiates an inquiry into de-designation or a member of the public requests this inquiry, public notice will be provided.

## **Chapter 6**

### **Sources of Information to Assist Scenic & Historic Highway Sponsors**

#### **General information**

Information to assist Scenic and Historic Highway sponsors will come from a multitude of sources. With DelDOT as the sponsor agency for the program, a Sponsor should start by contacting the DelDOT Scenic and Historic Highways Coordinator to receive all available program information. DelDOT staff will provide phone consultation to prospective Scenic and Historic Highway sponsors and assist with public involvement to the extent resources are available. If funding can be secured, DelDOT will provide training in public involvement and other skills needed to develop Corridor Plans.

Many other agencies and organizations will be able to assist Sponsors as well. Foremost among these is the Federal Highway Administration (FHWA) through its publications referenced in Chapters 2 and 3, "Byway Beginnings: Understanding, Inventorying, and Evaluating a Byway's Intrinsic Qualities" and "Community Guide to Planning & Managing a Scenic Byway" and through its website at [www.byways.org](http://www.byways.org). The publications are available by calling FHWA's Scenic Byways Clearinghouse at 1-800-4byways and choosing extension #2. Other publications available include a map of National Scenic Byways and All American Roads.

Using the same 1-800-4byways phone number and choosing extension #5, a caller reaches the America's Byways Resource Center, a source of information for developing statewide scenic byways programs, and for byway sponsors seeking National Scenic Byway designation. Staff at the center are assigned to specific states, so ask for the staff person assigned to Delaware. The website includes a wealth of information for byway sponsors with the opportunity to "Ask an Expert" questions and links to many state scenic byway sites.

A list of the member organizations of Delaware's Scenic and Historic Highways Advisory Board is listed in the appendix. These groups have helped to shape the program and many have expertise that will be valuable in developing the Step 1 – Nomination Application and Step 2 – Corridor Plan Application. The FHWA publications mentioned above cite the types of information likely available in state level organizations for resource identification, resource protection and interpretive strategies, etc. Delaware's Office of Tourism staff will be able to inform Scenic and Historic Highway sponsors of current marketing efforts and evolving themes for future marketing that sponsors may want to use as a basis for interpretive efforts.

To help with your nomination and Corridor Plan efforts, the FHWA suggests that you consider recruiting community leaders who have experience in planning and organizing projects. Their expertise in grant writing, political maneuvering, project management, conflict resolution and other related skills may prove extremely useful.

Local, state, and federal government staff can be a considerable help, particularly those who work in the fields of transportation planning, resource conservation, economic development and tourism. Also colleges and state universities are likely to have individuals who can assist the Sponsor group in technical expertise (from departments of landscape architecture, architecture, planning, historic preservation, geography, history, natural resources, recreation planning, and government, for example).

You may also want to contact state and regional chapters of professional organizations, including the American Planning Association, and the American Society of Landscape

Architects, and environmental and preservation organizations like Scenic America, the Nature Conservancy, Trust for Public Land, the National Trust for Historic Preservation and Preservation Delaware.

Remember to involve business leaders in your efforts. These leaders may have limited time to spare, but if you use their time well, their ideas may be critical to the success of the overall scenic byway effort.

### **Funding**

The passionate efforts of committed volunteers along with time devoted by state and local agency staff, will go a long way toward assembling the critical mass of effort needed to prepare a Step 1 – Nomination Application and Step 2 – Corridor Plan. However, some level of funding will likely be needed to complete these efforts. Creative partnering is a good first step toward securing needed resources, both expertise and financial. Many suggestions are made in the previous section of this chapter. While some of your partners may be familiar with funding sources from government programs, others may know foundation sources interested in collaborative and positive outcomes likely from a scenic byway planning and implementation process. Still others, particularly business leaders, may know of corporate sources willing to sponsor your effort.

Once a route has received state Scenic and Historic Highway designation as a result of approval of the Step 1 – Nomination Application, it is eligible for federal funding for corridor planning from the FHWA. Federal grants are available on a competitive basis with applications due generally about June 1 of each year. DelDOT's Scenic and Historic Highways Coordinator will have complete information available on this funding. The [byways.org](http://byways.org) website includes a list of activities eligible for funds, listings of grants awarded in past years, and an application for future grant awards. There is a matching requirement of 20% for the federal funds awarded.

### **Cooperative efforts with neighboring states**

The nearby states of Maryland and New Jersey have particularly active scenic byways programs and are interested in byway proposals that might cross state lines. For example, the Underground Railroad, an important theme in Delaware's history, is also being interpreted as part of Maryland's Chesapeake Country Byway. You may wish to contact the state scenic byways coordinators for these states to discuss possible partnership opportunities. DelDOT's Scenic and Historic Highways Coordinator can provide you with contact information.

## **Appendix: Contact Information**

### **State Scenic and Historic Highways Coordinator**

Delaware Department of Transportation  
Division of Planning  
P.O. Box 778  
Dover, DE 19903  
Phone (302) 760-2121  
Fax (302) 739-2251

### **Delaware Scenic and Historic Highways Advisory Board**

Council on Transportation  
Delaware Association of Realtors  
Delaware Bicycle Council  
Delaware Contractor's Association  
Delaware Department of Agriculture  
Delaware Department of Natural Resources & Environmental Control  
Delaware Economic Development Office  
Delaware Federation of Woman's Clubs  
Delaware Grange  
Delaware Greenways  
Delaware Heritage Commission  
Delaware League of Local Governments  
Delaware Nature Society  
Delaware Outdoor Advertising  
Delaware State Chamber of Commerce  
Delaware State Historic Preservation Office  
Delaware State Tourism Office  
Dover/Kent Metropolitan Planning Organization  
Federal Highway Administration -- Delaware Division  
Friends of Bombay Hook  
Kent County Department of Planning  
Nature Conservancy  
New Castle County Planning  
Preservation Delaware, Inc.  
Sierra Club  
State Representative Deborah Hudson

State Representative Shirley Price  
State Representative Donna Stone  
Sussex County Council  
US Senator Joe Biden  
Wilmington Area Planning Council (WILMAPCO)  
Various Citizen Representatives

### **Neighboring Scenic Byways Programs**

#### **Maryland Scenic Byways Coordinator**

Office of Environmental Design  
State Highway Administration  
707 North Calvert Street  
Baltimore, MD 21202  
Phone (410) 545-8637  
byways@sha.state.md.us

#### **NJ Scenic Byways Coordinator**

Landscape and Urban Design  
New Jersey Department of Transportation  
PO Box 600  
1035 Parkway Avenue  
Trenton, NJ 08625  
Phone (609) 530-5673

### **National Resources**

#### **America's Byways Resource Center**

Arrowhead Regional Development Commission  
227 West First Street, Suite 610  
Duluth, MN 55802  
Phone (800) 4BYWAYS, Ext. 5  
www.byways.org