



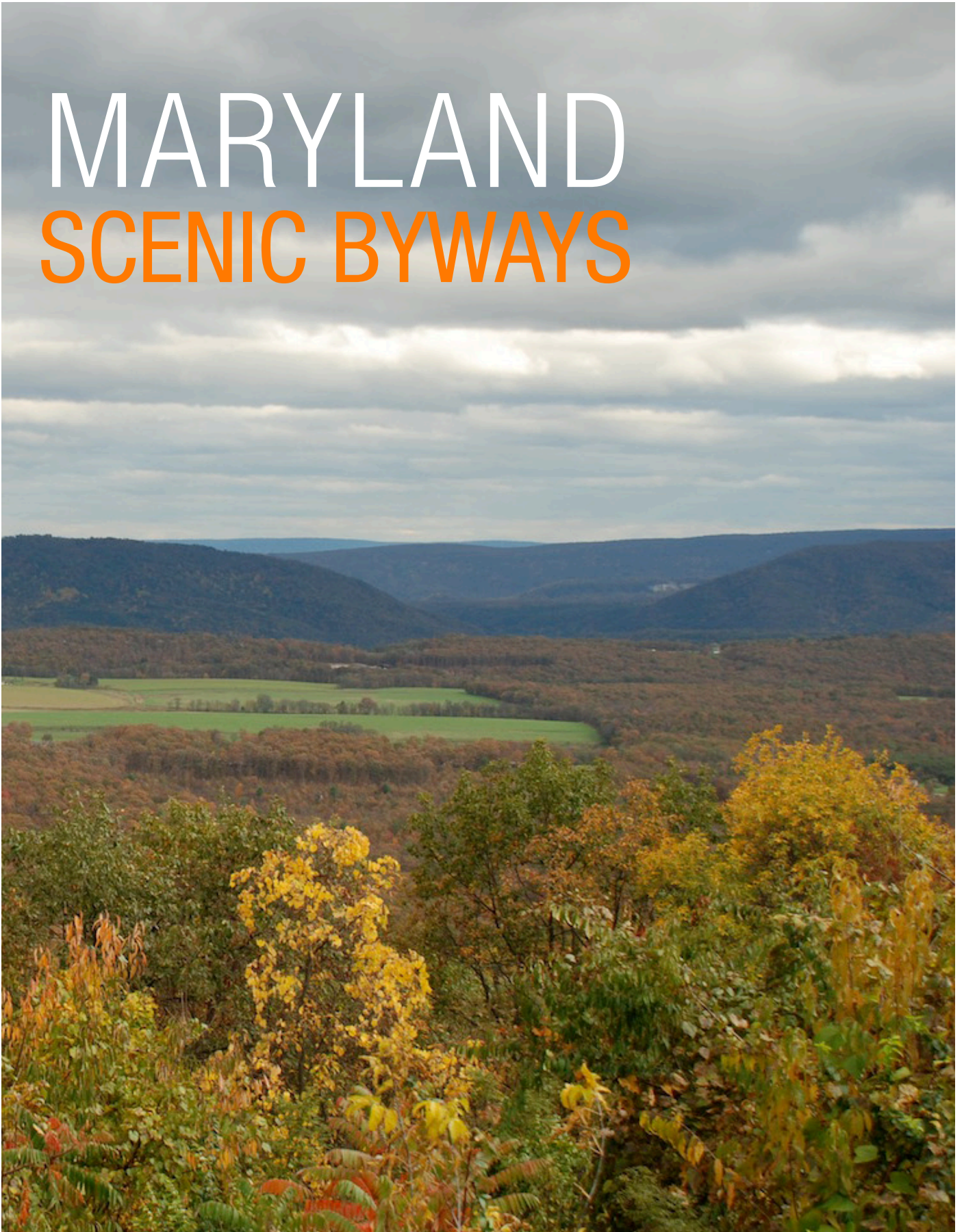
# MARYLAND SCENIC BYWAYS

MOVING FORWARD TOWARD SUSTAINABILITY





# MARYLAND SCENIC BYWAYS







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## Maryland Scenic Byways Program Advisory Committee

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# MARYLAND'S SCENIC BYWAYS PROGRAM



Mount Calvert along the Star-Spangled Banner National Historic Trail

## TODAY AND YESTERDAY

Maryland's scenic byways program has evolved over the last twenty-four years since the first scenic routes map was published by the State Highway Administration (SHA) in 1988. These scenic and historic roadways have become so much more than just a line on a map—they provide experiences. Maryland's Scenic Byways program helps communities along these routes enhance their quality of life and pride in their communities. The program adds significantly to the visitor experience by identifying and promoting, as well as encouraging responsible management and preservation of the State's most scenic, cultural and historic roads along with their surrounding resources.

Over the past twenty-four years, the SHA's Scenic Byways Program has worked collaboratively with its sister agencies and programs—the Maryland Heritage Areas Program (MHAP), the National Park Service (NPS), the Office of Tourism Development (OTD), the Department of Planning (DOP), the Department of Natural Resources (DNR), and Maryland Main Street Program (MMSP)—along with support from the Federal Highway Administration's National Scenic Byway Program to establish and develop the program into a system of byways that are linked together to create distinctive travel destinations throughout the state.

Today the program is moving forward to determine how best to sustain the qualities that make these routes worthy of the state or national designation —by all modes of travel. Today's byways provide an opportunity for communities to attract visitors and educate their citizens by showcasing their history and culture. Today's byways help to preserve a community's natural and cultural resources and provide opportunities for economic development based on that history or culture by offering opportunities for people to stay and linger and learn about our history and culture.



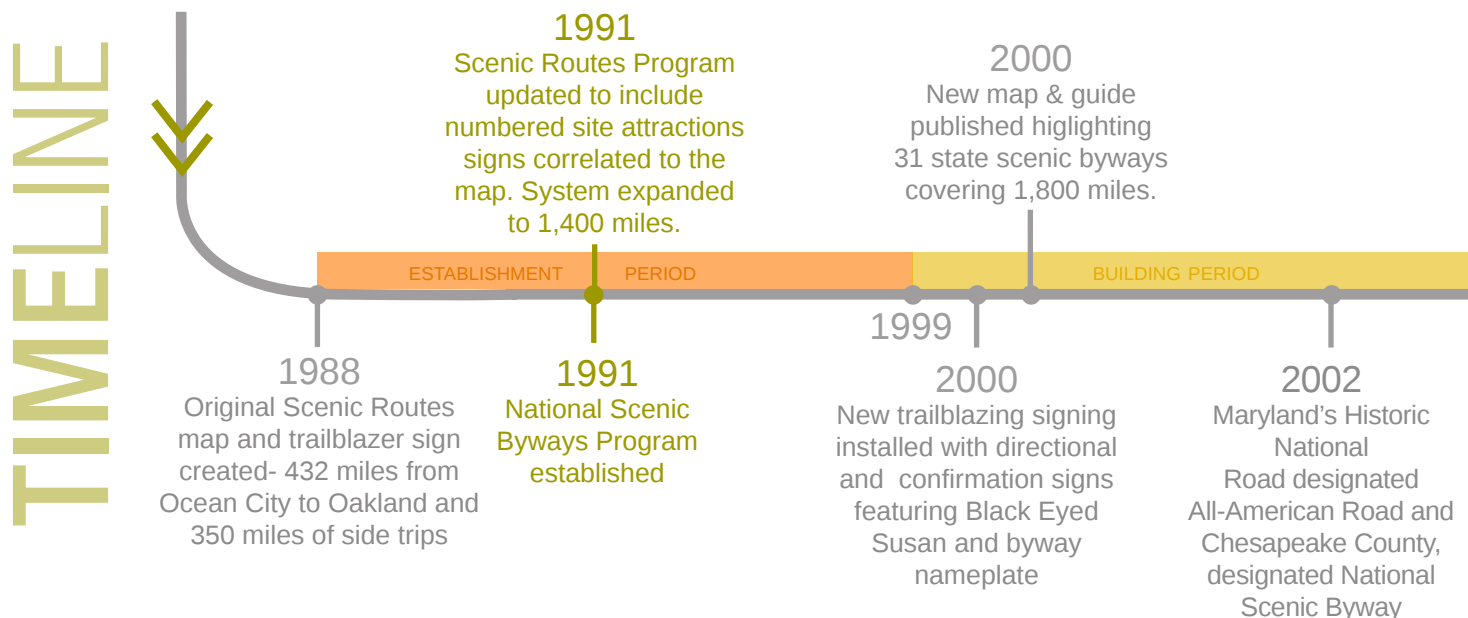
Historic Saint Mary's City along the Religious Freedom Byway in Southern Maryland



# SELECTED ACCOMPLISHMENTS

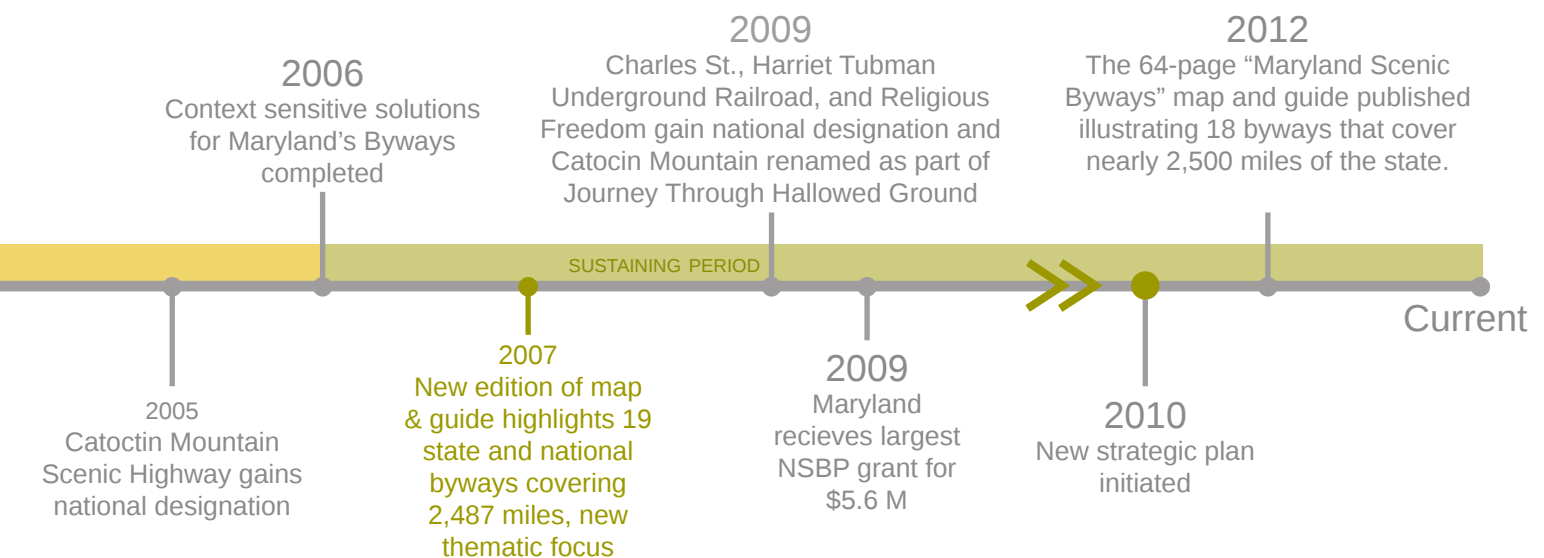
Over the past twenty four years, the Maryland Scenic Byways Program has:

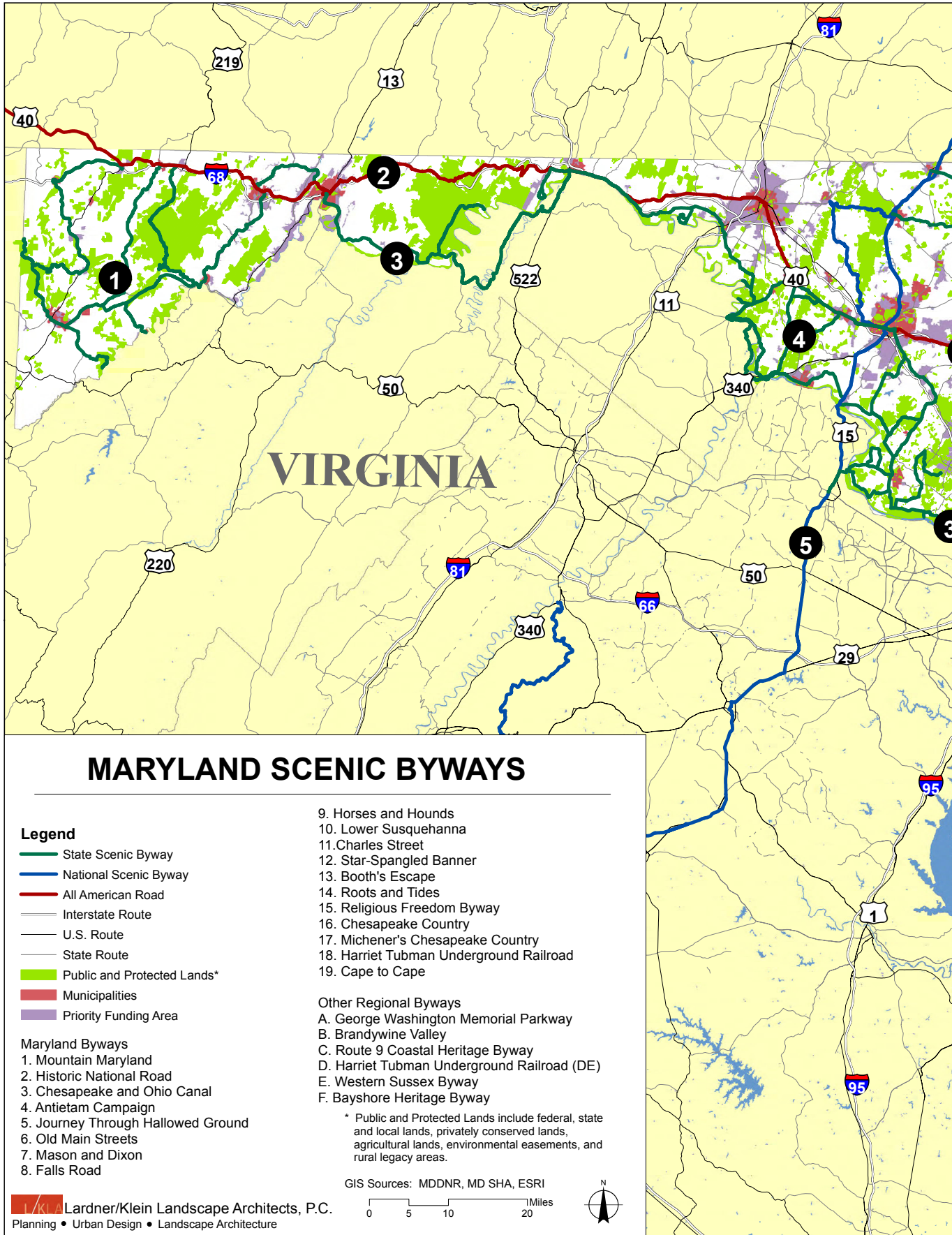
- Established a system of 18 scenic byways encompassing 2,221 miles of beautiful roads offering a taste of Maryland's scenic beauty, history and culture
- Increased awareness and established the national significance of six routes through the Federal Highway Administration's National Scenic Byway Program
- Secured over \$17.2 million in direct funding and at least \$3.4 million more in matching and leveraged funds and services to implement priority projects aimed at protecting, promoting and enhancing projects along the state's system of scenic byways
- Secured over six million in funding to directly support the protection, enhancement and promotion of the Star-Spangled Banner, Harriet Tubman Underground Railroad, Journey Through Hallowed Ground and C & O Canal Byways that are the backbones of three major commemorations occurring from 2011-2015
- Developed (or is in the process of developing) locally initiated management plans to help protect, promote and enhance 13 of the State's 18 scenic byways
- Partnered with the OTD to produce and distribute hundreds of thousands of copies of byway maps and guides, supported by advertising campaigns, welcome center exhibits and international marketing to help spread the word about Maryland as a travel destination



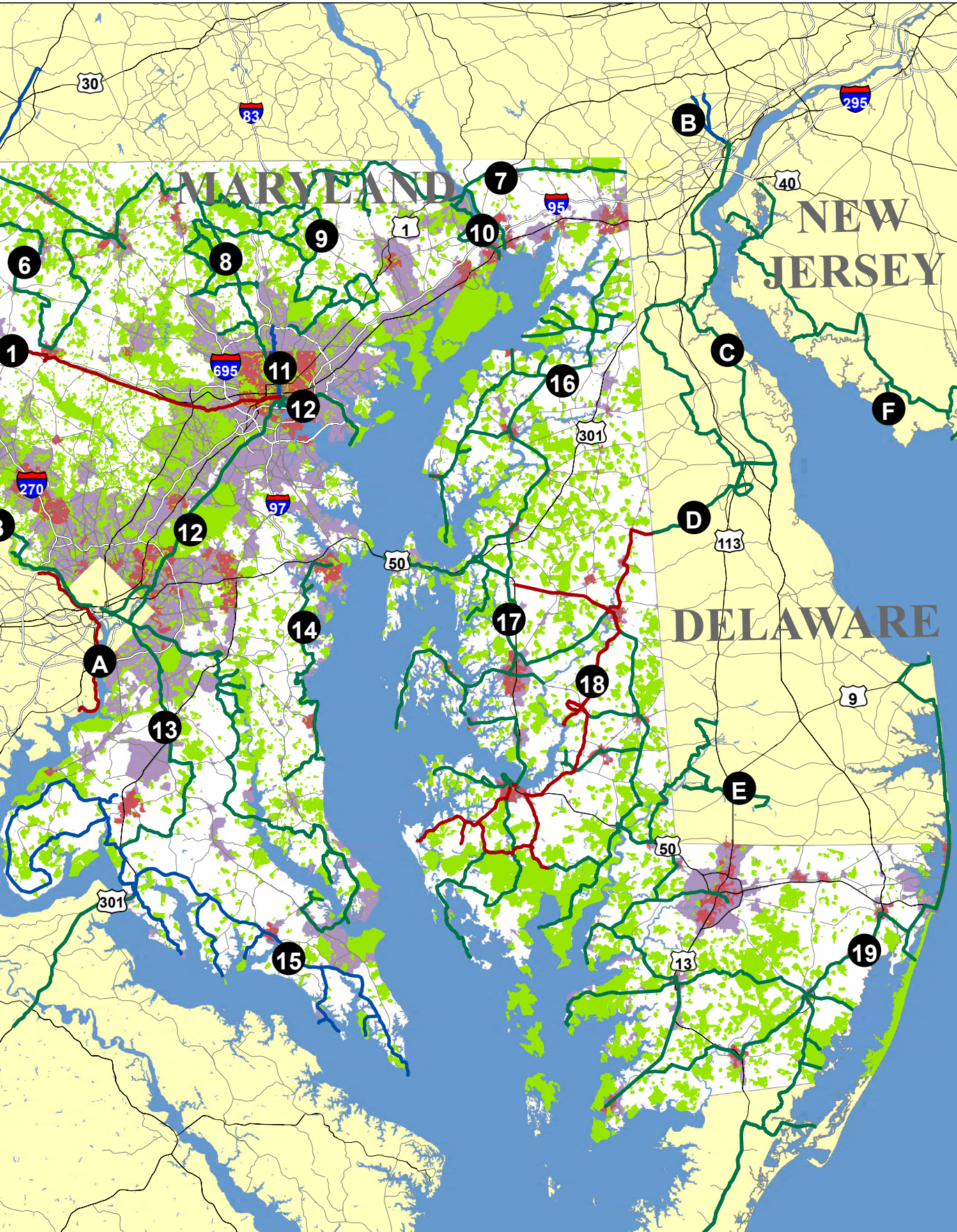


- Adopted guidelines to help SHA project staff and other stakeholders understand the special qualities of a byway and make project and operational decisions that will reinforce and enhance these qualities—a project that was recognized by American Association of State Highway and Transportation Officials (AASHTO) along with the Federal Highway Administration (FHWA)—in 2007 for national recognition
- Installed outdoor interpretive exhibits along Maryland's Historic National Road, Chesapeake Country and in 2012 along the Harriet Tubman and Star-Spangled Banner Byways to help tell some of the stories associated with these travel routes in a coordinated way
- Coordinated with Maryland Department of Natural Resources (DNR), Maryland Environmental Trust and other statewide and regional conservation and preservation organizations to conserve or preserve important landscapes and sites along Maryland's scenic byways
- Supported market research by the OTD to gain a keener understanding of the public's perception of scenic byways and heritage areas, and to guide future investments in scenic byway programs and projects
- Began upgrades to the State and National Scenic byway wayfinding signing to meet current Manual of Uniform Traffic Control Devices (MUTCD) standards. Funding includes support for web based navigational interpretive media to complement the upgraded sign system.











## MARYLAND'S SCENIC BYWAYS PROGRAM: **STRENGTHS & CHALLENGES**

Maryland's scenic byways program has evolved over the last twenty-four years since the first scenic routes map was published by the State Highway Administration in 1988. However, these scenic and historic routes are a lot more than just lines on a map—they are routes that link communities. Maryland's Scenic Byway program helps the communities along these routes to enhance the quality of life and pride in their communities, as well as the visitor, appeal by identifying and promoting and encouraging the responsible management and preservation of the state's most scenic, cultural and historic roads and surrounding resources.

Maryland's State Highway Administration and its strategic partners have worked collaboratively to establish and develop the program into a system of byways that are linked together to create distinctive travel destinations throughout the state. In 1991, three years after Maryland's Scenic Byway Program was launched, a National Scenic Byway Program was established under Title 23, Section 162 of the United States Code as part of the Intermodal Surface Transportation Efficiency Act (ISTEA) of 1991. It was reauthorized and expanded significantly in 1998 under Transportation Equity Act for the 21st Century (TEA-21) and again under the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU) in 2005.

The sponsoring organizations for Maryland's Scenic Byways have benefitted from this program bringing in more than seventeen million dollars in grant funds to develop corridor management plans and interpretive




Downtown Cambridge is a focal point for two scenic byways—Harriet Tubman Underground Railroad and Chesapeake Country



Blackistone Light House along the Religious Freedom Byway





plans; install interpretive waysides; develop new visitor centers and other types of byway facilities; develop marketing materials and promotions for scenic byways; conserve and/or preserve significant landscapes and historic sites; and develop guidelines to help maintain the character defining features of the byways.

On July 6, 2012, President Obama signed “Moving Ahead for Progress in the 21st Century” (MAP-21), the bill that reauthorizes federal transportation programs through the end of fiscal year 2014 (27 months total). The act did not allocate any direct funds for the National Scenic Byway Program grants for the next 27 months. However, it also did not contain language that repealed Title 23, Section 162 of the United States Code, the legislation that authorizes the National Scenic Byway Program.

## **Why a Strategic Plan**

The set of goals and strategies that follow provide the needed organizational framework to sustain the Maryland Scenic Byways Program for the next 27 months under MAP-21 and beyond, or until such time as a new model is developed for the National Scenic Byway Program. Although federal funding has been a tremendous resource for the program, other sources of funding need to be found to make the program more sustainable over time. The following strategies and actions are designed to help meet the overall goal of sustaining Maryland’s Scenic Byways Program for the Map-21 era and beyond. Implementing the strategies will continue efforts to enhance access to Maryland’s rich natural and cultural resources and heritage.

In 2010, the Maryland State Highway Administration initiated a strategic planning process to accomplish the following objectives:

- Assessment of the progress made in accomplishing the Maryland Scenic Byways Program’s mission and goals
- Analysis of the strengths and challenges
- Quantify the value of the program to date
- Identification of strategies that will permit the Maryland Scenic Byways Program to advance its tourism and preservation agenda
- Development of the Maryland Scenic Byways Program performance measures
- Updated Maryland Scenic Byways Program documents
- New executive summary report and presentation

## **Current Mission and Goals of the Maryland Scenic Byways Program**

The Maryland Scenic Byways Program is administered through the SHA’s Office of Environmental Design, Landscape Architecture Division.

### **The mission of the State Highway Administration is**

To efficiently provide mobility for our customers through a safe, well-maintained and attractive highway system, that enhances Maryland’s communities, economy and environment.

### **The mission of the Maryland Scenic Byways Program is**

To enhance the quality of life and pride in local communities and visitor appeal by identifying and promoting, as well as encouraging the responsible management and preservation of the state’s most scenic, cultural and historic roads and surrounding resources.

### **The program has established the following overall goals:**

- Administer FHWA grants for scenic byway planning, interpretation, promotion, enhancements and preservation
- Identify, maintain and promote a statewide collection of scenic byways
- Focus preservation/enhancement efforts along scenic byways in order to sustain and enhance scenic byway intrinsic qualities and investments as well as the surrounding landscape in order to provide a unique experience for heritage travel

## **Strengths of the Maryland Scenic Byways Program**

The key strengths of the Maryland Scenic Byways Program are its relationships with its sister agencies including: Maryland Department of Business and Economic Development, especially the Maryland Office of Tourism Development; Maryland Department of Planning and Maryland Heritage Areas Authority; and the Maryland Department of Natural Resources.

### **Relationships with Maryland Office of Tourism Development**

One strength of the program is its relationship with Maryland's Department of Business and Economic Development, Office of Tourism Development (OTD). For the past 10 years OTD and the State Highway Administration's (SHA) Maryland Byways Program have marketed the entire collection of Maryland Byways to domestic and international, individual and group travelers. Results have included the distribution of one million maps and 150,000 guidebooks. With one fourth of the nation's population within a six-hour drive of the state, Maryland's scenic byways have been and continue to be popular and economical ways to explore the state's rich historical, cultural and recreational assets and to enjoy its scenic and natural beauty.


Maryland Office of Tourism Development—with support from the State Highway Administration (SHA) and funded in part through the National Scenic Byways Program—undertook a market research study for Maryland's scenic byways that is intended to guide future development and marketing of the Maryland Scenic Byways Program. Phase I and II of this project included market studies to identify a scenic byways user's profile and expectations of the scenic byways experience in Maryland and focus groups that took place in targeted feeder markets to identify consumer preferences and decision-making patterns during the scenic byway trip planning process.

Maryland Office of Tourism Development is currently advancing the program through the following efforts:

1. Re-design collateral products into an integrated system that ties together on-line and printed information.
  - guidebook with statewide map and scenic byway narratives
  - other driving tours and an attributes/experiences grid
  - a two- to four-page spread on the heritage areas
  - web-based information on the interactive heritage map
  - scenic byway portal to information available from the interactive heritage map and [www.visitmaryland.org](http://www.visitmaryland.org).
2. Promote scenic byway travel with a multi-faceted marketing approach that includes advertising, public relations, social media, social networking and special promotions.
3. Measure product and marketing performance.

Maryland's tourism web site (<http://visitmaryland.org/map/Pages/Maryland.aspx>) prominently features scenic byways and a map with both scenic byways and heritage areas, as well as drop-down menus for the following topics:





Heritage Areas and Historic Places; Scenic Byways and Driving Tours; Arts, Culture and Entertainment; Parks, Waterways and Trails; Farm Fun and Locally Grown; and Information Centers.

Maryland Office of Tourism Development has also assisted with scenic byway corridor management plans, providing support for matching funds, participating in the core management committees, and supporting scenic byways in seeking national designation. MOTD has provided vital technical assistance to byway communities as they develop visitor experiences and engage the private sector.

### **Relationships with Maryland Heritage Areas Program**

A second strength of the program is its relationship to Maryland's state and nationally designated heritage areas, the locations of which are illustrated on page 4. Every one of these heritage areas has scenic byways in them, and in many cases the scenic byways are further identified as one of the primary touring routes within the Heritage Area. Maryland's Heritage Areas Authority has recently completed a similar strategic planning process and has identified a need to reach out to partner organizations, such as the Maryland Scenic Byways Program. MHAA's grant program provides additional points in the evaluation process towards applications that benefit Maryland's scenic byways.

### **Relationship with Maryland Department of Planning**

A third strength of the program stems from both current and past interest by the DOP in land preservation along scenic byways. As a means to permanently protect vital scenic, historic, agricultural and natural lands along the five scenic byways that are the focus of the 2009 strategic investments grant, DOP (in collaboration with DNR) will complete an inventory mapping project to identify protected, as well as vulnerable and threatened properties along the scenic byways. The result will be a prioritized list, based on degree of threat, for conservation action that may be used to direct local, state, and federal conservation funds in a targeted and strategic manner. This effort will provide the basis for establishing conservation priorities that can compete at state and federal levels for scarce funds and will serve as a model for others.

### **Relationships with Maryland DNR**

A fourth strength of the program is the strong correlation between Maryland's scenic byways and lands protected as open space or public land (see page 4), especially through programs administered by DNR. Although DNR lacks significant financial resources, they have helped byways by participating in corridor planning efforts, identifying opportunities for nature-based tourism associated with DNR lands along scenic byways and in some cases, partnering with the scenic byways for the construction of scenic byway related facilities (although in a more limited way). There are strong opportunities for linking Maryland's system of trails (both land and water trails) with Maryland's system of scenic byways to expand nature-based tourism opportunities. Scenic byways can also help piece together some of the missing links in Maryland's trails system. (See <http://www.mdot.maryland.gov/Planning/Trails/Index.html>.)

### **Supporting Programs Within SHA**

In addition to SHA's primary role in establishing, growing, and sustaining the Maryland Scenic Byways Program, the Maryland Scenic Byways Program's own support within SHA should be considered a strength. Under Charles Adams' direction (1988-2008) followed by the current Director, Sonal Sanghavi, the Office of Environmental Design (OED) has provided support to the byway program through matching funds and policy initiatives such as "Thinking Beyond the Pavement" and the "Neighborhood Conservation Program." OED has also supported "Context Sensitive Solutions for Maryland's Scenic Byways and the Historic National Road," which won a national award from AASHTO and FHWA—Scenic Byway Awards: Sharing Success and Honoring Excellence—in 2007. The CSS for

Scenic Byways document provides a strong framework for incorporating flexibility into the decision-making process for transportation work on scenic byways.

## Model Partnerships With Local Government for Project Implementation

The model partnerships that have evolved for some of the major projects undertaken along scenic byways are worth noting and building upon. In addition to the agency roles noted above, strong relationships have developed with local governments (offices of tourism, offices of planning) and non-governmental organizations to implement corridor management plans. One particularly strong example is the Frederick Visitor Center, which is nearing completion and involved a wide range of funding sources and strong leadership from the Frederick County Office of Tourism (see page 11).

In addition, Maryland Scenic Byways Program staff in the Landscape Architecture Division, part of SHA's Office of



St. Mary's College is working with Maryland SHA, and Historic St. Mary's City to slow traffic & increase pedestrian safety along the Religious Freedom Byway in a context sensitive manner.

Environmental Design (OED), have been working with local governments through the review of their comprehensive plans providing comments that emphasize the need for the plans to: (1) acknowledge the importance of the Maryland Scenic Byways Program because of its efforts to enhance economic development strategies and promote the conservation and preservation of cultural and natural resources; and, (2) to recommend that the local jurisdiction develop and adopt ordinance, regulations, and design guidelines that protect the cultural and natural resources along scenic byways. This effort by the Maryland Scenic Byways Program is coordinated through the Maryland State Clearinghouse for Intergovernmental Assistance, commonly referred to

as Clearinghouse. This is a vital function of Scenic Byway Program staff, ensuring that the public's investment in the scenic byways program through the multi-agency coordination noted above is appropriately protected. Without such a voice, the byways' qualities and including their role in economic development, would be compromised.

Also, the Maryland Scenic Byways Program staff review requests for property access from state roads that are designated scenic byways. These requests are coordinated through SHA's Access Permits division and generally provide an opportunity for review comments in response that address maintaining a scenic byway's visual character within the SHA Right-of-way; and when appropriate, comments addressed to the local jurisdiction concerning the appearance and aesthetics of the development. This effort acts to further protect the multi-agency and local government's investments in scenic byways.



# Challenges Facing Maryland's Scenic Byways Program

While Maryland's Scenic Byways Program has a strong foundation from which to build, it also faces significant challenges that are similar to those facing scenic byway programs in other Eastern states with similar historic, environmental, and land use contexts. The challenges are organized into four categories: Finances, Corridor Management, Visitor Experience, and Byway Organization.

## Finances

### Reliance on Scenic Byways Program Funding

Many scenic byways have depended upon National Scenic Byway Program funding to both generate interest in the program and to sustain themselves. Loss of funding that could be used directly for byway management (before the full elimination of dedicated federal funding for scenic byways in 2013) was detrimental to byway management organizations. While Maryland has benefited tremendously from these funds, the Maryland Scenic Byways Program needs to go beyond this source of funding to survive. The Maryland Scenic Byways Program needs to demonstrate the economic benefits that accrue to well-managed byways and use that demonstration as springboard toward more regional and collaborative project implementation efforts from a wide range of sources. Issues such as sea-level rise, Chesapeake Bay water quality, opportunities for heritage and nature-based economic development, and the role that byways can play increasing economic activity are all important ways to attract funding and support.

### Matching Funds for Scenic Byway Implementation Projects

Gaining matching funds is yet another significant challenge. More often than not, local governments are unable to find cash matches or even allocate staff time as part of the 20% matching funds for scenic byway grants. (See capacity issue noted below.)

### Capacity of Local Government and Agency Planning Offices to Address Scenic Byway Issues

A related challenge has to do with the human resource capacity of most of the local and state government offices to address scenic byway planning issues. Some of the scenic byways without corridor management plans have not pursued them because local government planning staff have been cut back and do not have the authority to pursue new planning efforts such as seeking funding for or participating in a corridor management planning effort. In addition, grant writing capacity is limited, even if outside funding to planning staff resources could be added as a result of a byway related grant.

## BEST PRACTICES:

### Frederick County Visitor Center

Frederick County's Visitor Center was developed as an adaptive reuse of an abandoned canning warehouse that had been the Frederick Spoke Factory (circa 1899). Located along East Street extension/I-70, the location is the new gateway to the City of Frederick. Its critical location and its original history as a spoke factory helped organize the interpretive exhibits illustrating the role that Frederick plays as a major transportation hub in the region.



The 3.2 million dollar project was financed through the County's bonding authority using funds generated from the County's share of hotel tax fund to pay down the bonds. Additional grant funding secured from state, federal and non-profit organizations. Matching funds were generated by leveraging one source of funding with another, where allowed (e.g. state funding sources as a match for federal funding, etc). The major sources of grant funding included:

\$100,000	FHWA	Exhibits & orientation film
\$130,000	MHAA	Exhibit design and fabrication, orientation film
\$139,000	NPS-CBGN	Exhibit design and fabrication, orientation film
\$130,000	Preserve America	Exhibits

## BEST PRACTICES: MARYLAND CONSERVATION TOOLS

Maryland's DNR, MDA, and DOP offer a suite of conservation tools to help preserve the intrinsic qualities of Maryland's system of scenic byways.

- Program Open Space - DNR provides funds for acquisition of parklands, forests, wildlife habitat, natural, scenic and cultural resources for public use emphasizing "Targeted Ecological Areas."
- Maryland Agricultural Land Preservation Foundation (MALPF) - administered by the MDA. County-based programs identify priority preservation areas (PPA) as part of the program.
- Maryland Environmental Trust - accepts donations of conservation easements for "the preservation of certain open space, including farmland or forestland, for the scenic enjoyment of the general public."
- Rural Legacy - protects large, contiguous tracts of significant cultural and natural resource lands through Program Open Space.

The Maryland DOP has developed a conservation tool that can be applied to scenic byway corridors for assessing the stability of rural resource lands and their susceptibility to land use change that combines three initial analysis steps:

- Status - or fragmentation, is a calculation of the number of residential parcels in a 100-acre grid.
- Vulnerability - an analysis of the number of potential new residential lots per 900-acre neighborhood.
- Development Threat - an estimate of the demand for new residential lots per 900-acre neighborhood in the most recent 10-year period.

## Corridor Management

### State Agency Coordination to Protect Resources

While the Maryland Scenic Byways Program is recognized as an asset to the state's economic development strategies and an asset to the state's conservation and preservation efforts to protect cultural and natural resources, scenic byways are not generally recognized among the statewide policies and priorities. The current effort by DOP to incorporate byways into the statewide conservation and preservation priorities (as funded by the 2009 Strategic Priorities grant funding from the National Scenic Byway Program) will help to address this challenge, as will Maryland Environmental Trust's efforts to incorporate byway viewsheds into their conservation priorities. Maryland's growth management strategies offer the full range of tools to help scenic byways address growth issues, but local governments must utilize those tools.

### Local Government Coordination to Protect Resources

Similarly, local governments recognize Maryland's Scenic Byways as an economic asset and as a tool to help conserve natural resources and preserve historic sites. Yet local governments have been reluctant to enact policies to support their investments in scenic byways. Communities with scenic byways need to recognize them in their comprehensive plans, and in areas where there is more pressure for growth and development, they should consider adopting specific policies such as corridor or gateway overlay zoning or transfer of development rights and other local government tools to better protect these important economic, natural and cultural resources.

### Coordination Within SHA

While SHA has established an exemplary scenic byways program that is consistent with and assists SHA in achieving its mission, there still remain some internal and external coordination efforts that are needed to protect SHA's investments in its scenic byways program. Of particular importance is the need to integrate Chesapeake Bay Total Maximum Daily Load (TMDL) standards into all SHA engineering work for scenic byways and all other roadways. Reduction in pavement, use of infiltration to treat roadway runoff, and other measures to reduce the quantity of and improve the quality of stormwater runoff is a natural fit with the Maryland Scenic Byways Program's goal of a high quality visitor experience. It is also a good educational tool, as these measures can be interpreted to the many visitors traveling along scenic byways, many of whom are heading to enjoy the waters of the Chesapeake Bay. Additional coordination is also needed to advance the "Context Sensitive Solutions for Maryland's Scenic Byways" guidelines toward a

common set of design treatments that can be directly utilized by district engineering staff in the field when doing work along byways. Coordination between and among offices with responsibilities for work along byways continues to be a constant challenge due to the constantly changing workforce composition and the lack of a consistent way to identify byways as part of early planning and design work.

### High Pedestrian and Bicycle Usage with Limited Facilities

Another significant challenge facing Maryland's scenic byways is also an opportunity: accommodating the increased interest in pedestrian and bicycle facilities. For scenic byways to work as an economic development tool, sponsors need to find a way to encourage visitors to stay longer—to get out of the car and linger a while. Much of the bicycle use in Maryland is on-road with user groups looking for attractive places to tour. Scenic byways are natural destinations for this use. However, this puts more pressure on the scenic byway to widen shoulders that can have an adverse affect on the characteristics that attract bicyclists. The opportunity exists to increase coordination between Maryland's Scenic Byways Program and MDOT's Bikeways Program. There is a need for context sensitive guidelines for better bicycling on Maryland's Scenic Byways. As SHA implements its Complete Streets Policy, innovative solutions should be sought to balance the needs of all user groups.

Promoting bicycle tourism coupled with context sensitive approaches to increasing bicycle safety is one such strategy that may lend itself to scenic byways. Many studies of the economic benefits of bicycle tourism have found that bicycle tourists on average spend more money per day than non-bicycle tourists.

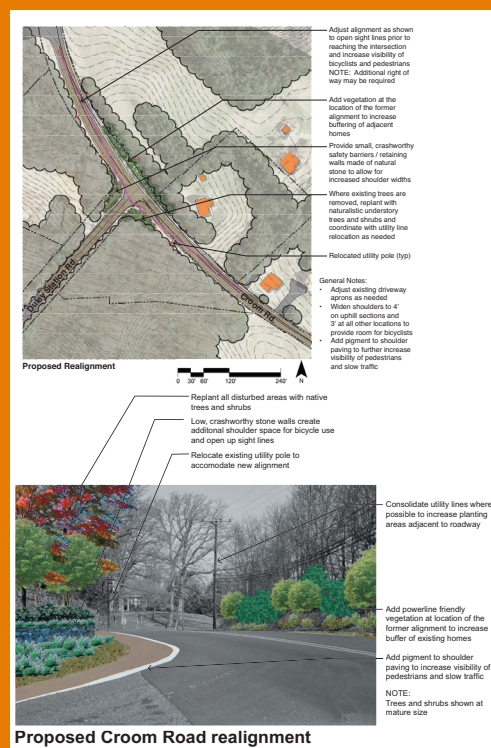
### High Vehicle Operating Speeds Through Historic Towns

At the same time, local cities and towns would like scenic byway visitors to stop, eat a meal or stay overnight. Encouraging walkable communities is an important aspect of attracting heritage-based tourism—especially since heritage travelers are often averse to chain hotels along a commercial highway. The challenge is finding ways to encourage walkability in towns where the main street is also a high-speed commuter route. As observed in the field as part of corridor management plans for every byway in Maryland that has conducted a plan, even in those cases where a bypass has been built, travelers still enter towns at high rates of speed.

## BEST PRACTICES: BICYCLE SAFETY ON CROOM ROAD

Maryland-National Capital Park and Planning Commission initiated a corridor management planning effort for Croom Road as part of the Lower Patuxent Scenic Byway in 2005 with an inventory of intrinsic qualities. In 2009, the State of Maryland with their partners at the NPS received funding for the development of a corridor management plan and related management efforts for the Star-Spangled Banner Byway, incorporating the Lower Patuxent Scenic Byway into the larger Star-Spangled Banner planning effort.

With funding still remaining in the original grant, Prince George's County completed more detailed corridor planning efforts to address some critical highway safety related issues along Croom Road. The resulting recommendations identified several approaches for increasing pedestrian and bicycle safety along Croom Road.



Context sensitive approach for increasing safety for bicycles and turning vehicles on Croom Road, Prince George's County



## Appropriateness of Using Modern Roundabouts and Traffic Calming on Historic Roads and Communities

There is an ongoing set of issues related to the appropriateness of innovative traffic calming and intersection design tools (most notably roundabouts, bumpouts and splitter islands or chicanes) for historic roads, in communities that have narrow tree lined roads or on narrow city or village streets (for example, New Market along the Historic National Road). The challenge lies in finding ways to solve the pedestrian safety, traffic calming or intersection design issue while still preserving and maintaining the character defining features of the route.

## Visitor Experience

### Connections and Linkages with Other Touring and Trail Programs

Another challenge facing the Maryland Scenic Byways Program is the need for better coordination among related and similar touring programs with similar goals as a means of enhancing visitor experience. Specific challenges include coordination with Maryland DNR on the implementation of their strategic plan for trails and coordination with the National Park Service in relation to the Chesapeake Bay Gateways Network and the National Trails System.

Maryland Department of Transportation (MDOT) recently led a comprehensive interagency planning effort to develop a long-term strategic plan to guide implementation of a seamless trail network throughout the State. Scenic byways are not mentioned in the plan at all. However, one of the goals is to “expand partnerships and coordination to support trails.” This is where a partnership with the Maryland Scenic Byways Program should be added to the plan. Most scenic byway corridor management plans acknowledge connections to other touring routes and trails. In addition, corridor management plans address various modes of transportation. The Maryland Scenic Byways Program, along with its scenic byway organizations, should be encouraged to make those connections in their plans and in this strategic plan. Scenic byways should be emphasized as opportunities for trailheads where they intersect with off-road trails to improve recreational access. Likewise, the state trails program should reach out to the Maryland Scenic Byways Program as a means of increasing the visibility of the trails system to visitors and enhancing economic and educational opportunities by utilizing the trails as a means of getting people out of their cars and staying longer in a particular place—increasing the likelihood that they will stay overnight, eat in restaurants, purchase supplies, etc.



A variety of existing and potential touring routes and associated signing can be confusing to visitors that may be traveling for different purposes.

The National Park Service is the lead agency for the six nationally designated trails that cross through the state and cross or parallel its scenic byway system:

- Star-Spangled Banner National Historic Trail
- Appalachian National Scenic Trail (crosses Historic National Road)
- Potomac Heritage National Scenic Trail (follows Religious Freedom Byway and a portion of Maryland Historic National Road, C&O Canal Byway, etc.)
- Captain John Smith Chesapeake National Historic Trail (connects with various routes on the Eastern and Western Shores of the Chesapeake Bay)

- Washington-Rochambeau Revolutionary Route (follows generally the old post road (Route 1)—National Historic Trail
- Beach to Bay Indian Trail, National Recreational Trail on the Lower Eastern Shore (Blue Crab)

The challenge facing the Maryland Scenic Byways Program is to address the values associated with national trail designation (The arrowhead is a de facto “brand” that is highly sought after in nature- and heritage-based tourism), while at the same time finding a way for the significant overlaps that occur to be more strongly coordinated. The Star-Spangled Banner National Historic Trail can serve as the model for the type of coordination that would serve both Maryland’s and Federal interests.

The Chesapeake Bay Gateways Network has driving tours, some with signing that overlaps with some of the scenic byways on the Eastern and Western Shore of the Chesapeake Bay. In the past, the cooperation and participation of the National Park Service in corridor planning has been negligible, despite efforts to encourage participation. The current joint planning effort for the Star-Spangled Banner National Historic Trail could serve as a model for other scenic byways in both planning and management.

Byways and heritage areas have pursued funding for Chesapeake Bay Gateways Network projects. A challenge of the Maryland Scenic Byways Program is to work cooperatively with the National Park Service to coordinate activities, especially signing and marketing in such a way that reinforces the goals of each of the programs.

### **Scenic Byways Program Signing System and Tourism Area Corridor Signing System Needs to be Coordinated**

SHA has received a grant to coordinate and organize the state system of signing for scenic byways. While SHA’s Office of Traffic and Safety (OOTs) has developed a sign plan concept for integrating byways into the Tourism Area Corridor (TAC) signing program, some additional challenges remain in determining how to best coordinate the TAC signing program and the scenic byway signing program.

### **Scenic Byway Branches Need a Destination**

As part of the overall scenic byways signing update effort, SHA’s Scenic Byways Program—working with scenic byway sponsors—has identified the primary spine of the scenic byway from which all route marking and wayfinding signing will emanate. Many scenic byways, especially on the Eastern Shore, extend branches to reach out to attractions, small communities and points of interest. One significant challenge that remains is to make sure that every scenic byway branch has a destination. By coordinating the marketing and manage-

## **BEST PRACTICES: TRAIL TOWNS PROGRAM®**

The Trail Town Program®, according to its web site <http://www.trailtowns.org>, is “an economic development and community revitalization initiative working in “Trail Towns” along the Great Allegheny Passage. The program’s purpose is to ensure that trail communities and businesses maximize the economic potential of the trail.”



Western Maryland Railroad Station

The program is one of the most successful models for integrating a rail trail with heritage tourism. The program encourages towns to capture the economic development potential of the Great Allegheny Passage.

For the Historic National Road, which parallels the Great Allegheny Passage, great opportunities exist to link the byway with the trail town to establish a truly multi-modal travel experience for a wide range of interests whether it be recreation and nature-based or historical and culturally based. Marketing the complete package of a regionally-scaled recreational trail, an “All-American Road” C&O Canal and Canal Place is a model for regional-based heritage tourism.

There is strong interest in establishing a similar type of program for the Historic National Road that helps communities to capture economic value through coordinated marketing, business development, interpretation, and financing of enhancement activities and programs.

## BEST PRACTICES: STAR-SPANGLED EXPERIENCE

In June 2012, the National Park Service, in coordination with OTD and SHA, completed a management plan for the Star Spangled Banner National Historic Trail and the companion scenic byway in Maryland. The CMP addresses trail planning, development and management for the next 20 years, including proposed short term (bicentennial period) and long-term actions (beyond the bicentennial) for resource identification and protection, interpretation and education, visitor experience, tourism and marketing, and trail coordination and management.



Water trail along the Patuxent River

Of particular value as a best practice is how the three agencies along with many local and regional partners worked together to develop

- Connections between land and water trails associated with the War of 1812 and Star-Spangled Banner themes including many options for boating, bicycling, and hiking, as well as travel by automobile and bus
- Concurrent planning between the National Historic Trail and Byway (coordination of resource protection, interpretation, signing programs, etc.) to develop a cohesive and seamless visitor experience along a single route
- Development of a grant program to fund measures identified in the plans through the sale of a commemorative coin (Maryland War of 1812 Bicentennial Commission)
- Production of a high quality illustrated history and companion travel guide called “In Full Glory Reflected” that explains the War of 1812 and guides visitors to places where that history is still visible and compelling
- Extensive programming related to bicentennial activities including living history, conferences, and lectures
- 25 orientation kiosks and 77 waysides funded with FHWA Scenic Byways funding, following on the Civil War Trails model, to provide orientation and self-guided interpretation.

ment of the destinations at the ends of branches with designated Heritage Areas or Sustainable Communities, where applicable, a stronger destination can be created. Once coordinated and established, that destination can then be coordinated with the Tourism Area and Corridor signing program.

### Mismatch Between Marketing and Facilities

While Maryland has had success in gaining funds for marketing its scenic byways, a challenge remains to ensure that the scenic byway marketing does not falsely set high expectations. While each of the scenic byways has ample points of interest, many of the sites along the byways are not visitor ready, are only open for limited hours, or do not have exhibits and interpretation that is up to date, informative and fun. The major challenge facing Maryland's scenic byways is to find ways to train front-line hospitality staff so that they can serve as ambassadors and to help the many small museums along the scenic byways to update their exhibits and tie into the scenic byway's interpretive framework that it is part of.



## Byway Organization And Sustainability

### Grant Requirements Mismatched with Scope

One of the more significant challenges facing the byway sponsor is the need to better understand the requirements of federally funded programs such as the new Transportation Alternatives Program and Federal Recreational Trails Program. Administrative costs for complying with the requirements need to be included in the grant application including administrative costs for the sponsor, as well as SHA, who must process through all of the reporting requirements, reimbursement requests and other coordination issues. This is particularly problematic for smaller grants where administrative costs such as project startup take a significantly larger share, proportionally, of a smaller grant (although new language in MAP-21 relieves some of the burdens for environmental documentation).

### Funding and Management Capacity

The scenic byway sponsor is often limited by the size of the match that they can achieve—thus the preponderance of smaller grants. Use of donated labor has a limit as well, as most local governments do not have staff time available to serve as the match. The challenge of increasing the size of the grant is also related to the ability of a local government to find staff to administer the grant. One workaround to this challenge is for one local government to take the lead. However, there is a natural limit in the size of the grant and the number of jurisdictions participating. Kent County and Talbot County, for example are taking the lead on grants with two other counties as partners, but both would be hard pressed to expand beyond that given current capacity. With FHWA's emphasis on larger grants involving the greatest strategic benefit, finding the right administrative partner and coming up with the matching funds as cash has become more of a significant challenge.

### Need More and Better Regional and Multi-state Cooperation

The sudden and severe reductions or elimination of federal funding for programs that have been utilized by scenic byways, makes it even more critical to garner regional cooperation to help plan for and implement scenic byway programs. Heritage areas and regional planning organizations represent significant opportunities for overcoming this challenge. Can multiple scenic byways, for example, share one byway manager? Can scenic byways and trails be managed together on a regional basis? Can scenic byways cooperate rather than compete on a regional basis. Multi-state cooperation will also be an important and upcoming challenge facing the Harriet Tubman Underground Railroad Byway, the Star Spangled Banner Byway, and a proposed Delmarva Coastal Heritage Byway (Cape to Cape). Multi-state coordination is an ongoing challenge for the Historic National Road.

## BEST PRACTICES: REGIONAL AND MULTI-STATE

Journey Through Hallowed Ground (JTHG) Partnership is a non-profit, four-state partnership dedicated to raising awareness of the unparalleled American heritage in the region running from Gettysburg, PA., through Maryland and Harpers Ferry, W.VA., to Thomas Jefferson's Monticello in Charlottesville, VA. The Journey Through Hallowed Ground was recognized by Congress as a National Heritage Area in 2008 and by the Secretary of the U.S. Department of Transportation as a National Scenic Byway in 2009. These two designations



Catocin Mountain Orchard, Photo by Kenneth Garrett.  
Copyright Journey Through Hallowed Ground Partnership

were the culmination of grassroots efforts and over 60 community meetings in 20 months where every local jurisdiction passed a resolution of support to create master planning documents to guide the region. The importance of both designations is vital to the success of the JTHG Partnership for many reasons. One is the federal designations tie together the National Scenic Byway with the National Heritage Area communities surrounding it to allow for sustainable planning, heritage tourism, and strong marketing. The two designations also recognize that visitors do not necessarily stop at state lines. Travelers are often searching for an experience that is tied together through common themes. The JTHG Partnership provides visitors with three such themes to explore, including Land of Leadership, Land of Beauty, and Land of Conflict and Reunification. Marketing the National Scenic Byway in conjunction with a larger National Heritage Area brands a region to become an internationally recognized destination.

# BENEFITS OF THE BYWAYS

A well-managed byway—one with a responsible organization serving as a management entity and following the recommendations of a publicly developed and approved corridor management plan—accrues a range of benefits for the individuals, communities and regions that participate. Actively managed byways:



Historic National Road

## Facilitate The Development Of Community And Regional Partnerships.

The corridor management planning process brings all byway stakeholders—whether they are conservation organizations, private citizens, utility companies, community leaders or MDOT representatives—together to the same table. Coordination and cooperation in this manner often yields the most cost effective approaches to land use, economic development and conservation activities.

## Identify Ways to Protect and Preserve Intrinsic Qualities.

There is a high degree of overlap between a community's natural and cultural resources and its scenic values. Corridor management plans help to identify a range of options for conserving and preserving these resources.

## Initiate an Open Dialog with the Maryland State Highway Administration.

This is particularly critical as state resources are increasingly scarce. State employees have little time to give scenic roads the extra attention they need. Corridor management planning sheds light on how a road is maintained and managed over time.



Lower Susquehanna

## Increase Competitive Edge for New Funding Sources.

Designation as National Scenic Byway (or other form of state or national recognition) coupled with a completed and publicly endorsed corridor management plan provides grant sponsors with the evidence they need that the requested funds will have strong public support and will be part of a larger collaborative effort.



## Increase Recognition.

Byway designation is recognition that the byway and its associated communities have regional or nationally significant intrinsic qualities. This recognition facilitates opportunities for both public and private land conservation and preservation projects by recognizing the intrinsic qualities as having public values for tax benefits purposes.

## Increase Property Values.

Land values are enhanced for both individual property owners and the communities associated with the byway. For individual property owners, this may include

- attractiveness of a property for resale
- positive impact on sale price due to quality of life issues that led to the byway's designation in the first place
- long-term value sustained by the overall management of the byway

## Enhance Property Values and Positive Fiscal Impact.

Positive fiscal impacts are accrued for both individual property owners and the communities associated with the byway. For individual property owners, this may include

- attractiveness of a property for resale
- positive impact on sale price due to quality of life issues that led to the byway's designation in the first place
- long-term value sustained by the overall management of the byway

For the community this may include

- a net positive fiscal impact associated with the economics of land conservation (the value of conserved lands exceeds the net value of developed lands once the cost of providing services such as schools, police/fire, extending utilities, and expanding road capacity is deducted)



Journey Through Hallowed Ground



Harriet Tubman



Michener's Chesapeake





Religious Freedom



Star-Spangled Banner

- a well-managed conservation program can sustain itself over time by providing significant enough and positive fiscal benefits through property tax revenues to finance additional conservation measures (or other related management programs) should a community wish to use the funds for that purpose.

A well-managed byway—one that actively markets the byway, advocates on its behalf, pursues funding from a range of sources to implement projects, and keeps its constituents actively involved—also has the potential of a positive fiscal impact resulting from

- Increased economic activity and value. For small businesses, this may include
  - Increased traffic, publicity and market potential for tourism-oriented businesses such as the hospitality and other service-based industries and enterprises
  - Increased economic activity based on the potential for increased traffic
- Opportunities for bringing in more federal and private foundation dollars for enhancing the communities that are part of the byway effort
- Better opportunities for coordination and leveraging of other grant programs and initiatives such as those offered through the MHAP and Sustainable Communities programs
- Designation represents an opportunity to enhance overall quality of life through investments in heritage- and nature-based tourism related infrastructure, and enhancement related projects and programs

# MOVING FORWARD TOWARD SUSTAINABILITY

Moving forward, the Maryland Scenic Byways Program, along with its six agency partners and eleven byway sponsoring organizations, seek to work together towards achieving a sustainable system of scenic byways that contribute towards the state's goals for preserving our natural and cultural heritage, enhancing economic opportunities related to that heritage, and providing the means to experience that heritage in a safe and enjoyable manner. To accomplish this overall vision, the Scenic Byways Program along with its agency partners and supporting organizations will work together to accomplish the following goals:

## Statewide System

Identify, maintain and promote a statewide collection of scenic byways as an integral component of Maryland's transportation system

## Corridor Management

Assist byway organizations in their efforts to fund and finance the needed conservation, preservation, interpretation, enhancement, and marketing activities to sustain the system of byways over time

## Visitor Experience

Facilitate the enhancement efforts needed to improve the understanding and enjoyment of the intrinsic qualities associated with Maryland's Scenic Byways

## Economic Benefit

Collaborate with local, state and federal agencies with an interest in promoting Maryland's system of scenic byways as a means of increasing economic activity associated with heritage or nature-based tourism

## Livability

Utilize byway planning and development as a means to advance community based goals for livability and sustainable economic development



Chesapeake Country, Public domain. Photo by S. Clyde



Planners from Maryland-National Capital Park and Planning Commission in Prince George's County seek public input on how to preserve the character of rural villages along the Star-Spangled Banner Trail.



## TESTIMONY

Hannah Byron,

Assistant Secretary for the Department of Business and Economic Development's Division of Tourism, Film and the Arts on HB 109—Transportation—Outdoor Signs Along Federal-Aid Primary Highways—Scenic Byways House Environmental Committee; February 8, 2011

"Scenic byways, as a brand and product offering, are tourism assets to Maryland, according to consumer market research conducted by Longwoods International. From a branding perspective, byway trips and the assets found along them align with positive elements that tourism consumers identify with the State of Maryland, as a whole—including the State's unique food and culinary culture, beaches and waterfront opportunities, and educational, family-oriented trips.

From an economic impact perspective, consumers who seek out byway-type travel, classified as touring travelers, spend more per trip than the average Maryland overnight trip. When they travel, touring travelers spend 59 percent more than per trip than average overnight travelers (\$858 versus \$541), according to Longwoods International. In line with this, touring travelers stay in paid accommodations at a much higher rate than the general overnight traveler, increasing the tax base when they travel to Maryland. Eighty-nine percent of tourism travelers stay in a hotel, motel, or resort hotel during their overnight trip, compared to 51 percent of all overnight travelers. From a strategic economic development perspective, it would behoove us to ensure that this product remains attractive to these consumers."

## Goal 1: Statewide System:

Identify, maintain and promote a statewide collection of scenic byways as an integral component of Maryland's transportation system and Heritage Area Program

### Strategy 1.1

Continue maintaining and enhancing the 24 years of investments in the scenic byway program by working to broaden the responsibilities for managing the program through partnerships with sister agencies and regional collaboration among byway sponsoring organizations who are already performing these responsibilities on a statewide basis, including:

- SHA (Central & District Offices and County Transportation Departments): transportation planning, route marking, wayfinding, multi-modal use of byway corridor, highway safety, context sensitive solutions, roadway enhancements, etc.
- MHT, MHAA and State Heritage Areas: coordinating heritage tourism investment efforts, interpretation, cultural and arts programming and preservation planning
- OTD: producing and publishing statewide scenic byway map and guide; promoting byways on the state tourism website; working with DMOs to utilize byways as part of annual promotional campaigns and ongoing commemorative campaigns (War of 1812, Harriet Tubman and Civil War); promotion of arts and culture throughout the state involving attractions along byways; international marketing of byways through Capital Region USA; providing technical assistance for byway planning and implementation efforts
- DOP: incorporating byway planning and conservation needs into statewide AgPrint, and GrowthPrint models and share Geographic Information System (GIS) data with byway sponsors and local governments
- DNR: coordinating byway efforts with the statewide trail, land conservation, recreation planning and green infrastructure planning
- NPS: coordinating management of National Historic Trails, Chesapeake Bay Gateways and Watertrails Network, National Register of Historic Places, etc.
- Maryland DHCD: related programs in heritage tourism and economic development including the Maryland Main Street, Community Legacy and Sustainable Communities programs, among others.
- National Heritage Areas Program: link byways to existing National Heritage Areas and seek additional designations



## Funding Approach

Currently, the Maryland Scenic Byways Program partner agencies and sponsoring organizations contribute time and effort to the management of the program as part of a statewide advisory committee. Participation is generally reciprocal to other statewide advisory committees involving the Maryland Heritage Areas Authority, DNR trails and planning activities, etc. The Maryland Scenic Byways Program is dependent upon the continued involvement of these partner agencies. Table 1 indicates existing programs throughout the state that are utilized to manage scenic byways and maintain the statewide system of byways.

## Implementation Steps

1. Confirm through an MOU among the various partner agencies, the various roles and relationships necessary to continue the Maryland Scenic Byways Program as a multi-agency program housed within the Maryland State Highway Administration (see example of MOU from Virginia, Appendix 1)
2. Seek out additional non-governmental and regional government partners for regional collaboration of byways (regional land trusts, RPO's and MPO's) to help coordinate
3. Seek out federal agency partners associated with the management of major natural areas (USFWS) and national historic trails (NPS) along byways
4. Work with agency partner funding activities (Transportation Alternatives, Recreational Trails, local assistance programs, etc.) to develop priorities for projects that demonstrate strong regional collaboration and partnerships

**Table 1 Existing Maryland Scenic Byways Management Partnerships**

Key Elements of Maryland's Scenic Byways Program	Agency ('P' = primary role and 'S' = supporting role)							
	SHA	MOTD	DOP	MHAA	DNR	DHCD/ Main Street	Byway Sponsor	Regional Organizations
State Designation	P	S	S	S	S		S	
Corridor Management Planning	S	S	S	S	S	S	P	S
Finding and Following the Travel Route	P	S		S			S	
Finding Related Sites and Attractions	P	S		S			S	
Travel Safety	P							
Conservation and Preservation of Quality			P	S	S		S	S
Enhancement of Roadway Character	S			S		S	P	S
Enhancing Visitor Experience	S	S	S	S		S	P	S
Interpretive Programming		S		S	S	S	P	S
Marketing and Promotion		P		S		S	P	S
Heritage Tourism / Economic Devt.		S	S	S	S	S	S	P
Financing Byway Programs/Projects	S	S	S	S	S	S	P	S

## BEST PRACTICES: CAPITAL REGION (CRUSA)

CRUSA the international marketing partnership between MOTD, the Virginia Tourism Corporation, Destination DC and the Metropolitan Washington Airports Authority, implemented a multi-year initiative to promote fly-drive vacation opportunities to targeted European markets. CRUSA placed advertising, created a supplement to its international travel planner, conducted public relations and Web site marketing, worked with German and UK-based tour operators, promoted the byways at selected travel-trade shows and conducted research to evaluate the program's effectiveness.

The work was funded in part with a National Scenic Byway Program grant awarded to increase the awareness of scenic byways as a travel option throughout the capital region.

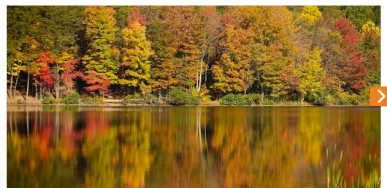
The Capital Region marketed as a “fly/drive” destination for European visitors flying into the region, renting a car and then touring at their own pace. The scenic byways provide a natural draw because they provide access to local history and give visitors a more authentic experience.

### Scenic Byway Videos



### Historische Nationalstraße

Folgen Sie dieser Straße voller Geschichte und genießen Sie die bezaubernde Naturschönheit von Marylands Historic National Road.



Rocky Gap State Park's beautiful autumn foliage

Die Historische National Road war das erste Straßenprojekt, das federal finanziert worden ist und diente für die ersten Siedler als „Tor zum Westen“.

Tag 1: Historische Brücken, Kulturparks und Spaß im Freien

Casselman River Bridge State Park

## Strategy 1.2

As an initial step towards greater regional collaboration, establish regional working groups of byway leaders, state and federal agency partners, related heritage area directors, DMO's, County/Regional planners, and non-governmental organizations (regional land trusts and other regional partnerships) for each of three regions (an Eastern Shore region, a combined Capital/Central/Southern region, and a Western Maryland region) for the purpose of coordinating marketing, promotion, interpretation, and financing the development of byway related facilities.

### Potential Partners

The following agencies and organizations should be involved in the regional working groups (see Appendix 2 for breakdown of byways and heritage areas by region):

- Byway sponsoring organizations
- Maryland Scenic Byways Program representative
- Maryland Heritage Areas Authority Heritage Area Directors within each region
- NPS representatives with park units or offices within the region (e.g. Chesapeake Bay Office, Potomac Heritage National Scenic Trail, C&O Canal NHP, Catocin Mountain Park, etc.)
- MOTD representative and Destination Marketing Organizations for each region
- Civil War Trails program representative (or OTD)
- DNR (land conservation and trail programs)
- Maryland Main Street Program
- RPO's and MPO's within each region
- Regional land trusts
- Regional business partnerships
- Tourism industry and business representatives (lodging, food and beverage, service, chambers of commerce, etc.)

CRUSA web site hosts videos as part of the “fly-drive” marketing program (<http://www.capitalregionusa.org/Trip-Ideas/Scenic-Drives>)

## Funding Approach

Coordination activities to be accomplished as part of the ongoing work effort by byway sponsors, SHA scenic byway program staff, heritage area directors, MHAA staff, DNR land conservation programs, OTD staff and DMO staff, Main Street managers and staff. Priority for funding and agency support should be provided for projects that leverage specific and identified regional priorities (as well as outside funding sources).

## Implementation Steps

1. ANNUAL MEETING – plan for and develop cooperative marketing and product development for the following year (continue to bring best practice examples as part of annual byway managers and strategic partner meetings)
2. REGIONAL MEETINGS – implement actions from the statewide annual meetings on a regional basis (3 regions noted above and on Appendix 2)
3. E-NEWSLETTER – communicate on a regular basis with byway sponsors and strategic partners through an e-newsletter (see “Strategy 1.6” on page 30)



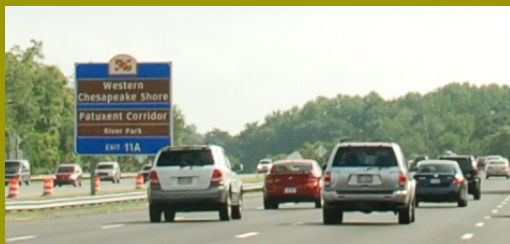
The geographic area identifiers on the Maryland Tourism Area and Corridor signing program (e.g. 'Scenic Peninsula') should be more directly related to the scenic byway that it is associated with (e.g. 'Chesapeake Country') as discussed in Strategy 1.2, page 27.



## COORDINATING THE TAC SIGNING PROGRAM WITH SCENIC BYWAYS AND HERITAGE AREAS

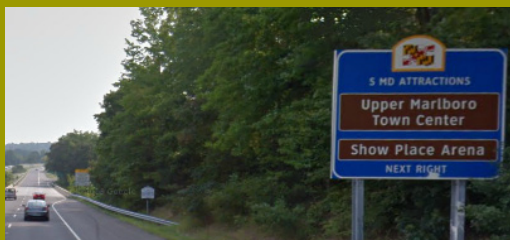
There are two important areas where the TAC signing program and signing programs for scenic byways and heritage areas need to be coordinated:

1. Make a more concerted effort to coordinate the names assigned to Tourism Areas and Corridors with scenic byways (or find a way to incorporate scenic byways into this primary level of the TAC signing program)



Above, the TAC sign on the Outer Loop of the Washington Beltway approaching Maryland Route 4 references the “Western Chesapeake Shore” and the “Patuxent Corridor” place names that are unrelated to the Southern Maryland Heritage Areas or to major corridor destination groupings associated with the Star-Spangled Banner National Historic Trail

2. A scenic byway whose goal is to enhance heritage tourism should be managed as an “attraction” and be incorporated in the same way that other destinations are signed.



“Upper Marlboro” and “Show Place Arena” are identified as “Southern Maryland” attractions. This is the first point at which “Southern Maryland” is identified as a geographic area.

### Strategy 1.3.

Coordinate with Maryland Tourism Area and Corridor (TAC) signing program to integrate the naming of corridors in the TAC program to be consistent with the names of scenic byway corridors (e.g. work with the TAC program to convert the use of generic terms such as “Wildlife Corridors” and “Historic Towns”) to specific byway or heritage area geographic terms “Chesapeake Country Scenic Byway.”

#### Potential Partners

The coordination of new TAC signs along byways (yet to be installed) should be accomplished by asking that SHA's Office of Traffic and Safety (the TAC Program is managed by SHA's OOTS) and OTD work in partnership with the Maryland Scenic Byway Coordinator, MHAA staff, byway sponsors, heritage area managers, and County offices of tourism to better integrate scenic byways and heritage areas in the geographic naming process. For signs that are already installed, adjustments can be made as signs are updated.

#### Funding Approach

The installation of TAC signs is funded by the OOTS and implemented as a joint effort of OOTS, MOTD, county DMOs and the tourism industry. Coordination activities can be accomplished as part of the ongoing work effort by byway sponsors, SHA scenic byway program staff, heritage area directors, MHAA staff, MOTD staff and DMO staff as part of the regional meetings.

#### Implementation Steps

1. As part of ongoing TAC implementation plans, establish names for regional corridors that work for both the TAC program and for scenic byways and heritage areas
2. County DMO staff typically are the primary reviewing organization for the proposed signs as part of a working group through OOTS and MOTD. Byway sponsors should request changes to signs already installed through the DMO offices at the next update point in the TAC schedule.



Journey Through Hallowed Ground (above) and Charles Street (below) are two Maryland and National Scenic Byways that are primary touring routes through National Heritage Areas



## Strategy 1.4

Continue to pursue National Scenic Byway designations through FHWA by ongoing communication regarding the desire for such designations and coordinating with other states to demonstrate the need for another round of designations by FHWA.

- Star-Spangled Banner Trail (NPS, CMP complete)
- Chesapeake Country from Centreville to Crisfield (CMP complete)
- Lower Susquehanna (plan in progress) (LSHG)
- C&O Canal (CMP funding required) (C&O Canal Trust)
- Mountain Maryland (CMP funding required) (MMGW HA)
- Cape to Cape (CMP funding required LESHG and neighboring states)

## Potential Partners

The byway sponsoring organizations will work with the scenic byway coordinator, supporting agencies (DOP, DNR, MOTD, MHT/MHAA, DHCD/Main Street Program) and local governments to obtain letters of support and resolutions as needed to gain the recognition.

## Funding Approach

Work activities needed to gain recognition for byways should become part of the byway sponsoring organizations short term plan. For FHWA recognition, those byways without corridor management plans will need to complete the fourteen requirements of a corridor management plans for consideration if nominations are requested in the future. Recommendations about how to complete the requirements of a corridor management plan with limited funding sources is found on “Strategy 2.1” on page 31.

## Implementation Steps

1. Maryland Scenic Byway Program to update FHWA on status of potential nominations on a regular basis and demonstrate need for new designation round
2. Actively support the protection of the “Americas Byways” brand for the next three to five years including through the reauthorization of MAP-21
3. Byway sponsors to consider and actively pursue other types of designations (AAA, Rand McNally, National Geographic, etc.) to hedge against potential loss of brand identity due to lack of federal support



# GAINING RECOGNITION FOR YOUR BYWAY

Beyond designating a scenic byway as a National Scenic Byway or All-American Road there are several other forms of recognition that should be pursued to increase visitor confidence—that they are traveling to a special place—and resident confidence—that they are fortunate enough to live where they do.

**National Register of Historic Places** is the nation's official list of buildings, districts, structures, sites and objects that have architectural, historical or archeological significance on the local, state or national level. Nominating eligible properties to the National Register is an honorary recognition that qualifies certain properties for various preservation programs at the federal and state level. (See <http://mht.maryland.gov/preserveMaryland.html>)

**Cultural Landscapes** are defined as “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.” In some cases these historic and cultural landscapes could be considered for recognition as a Rural Historic Landscape on the National Register of Historic Places. (See <http://www.nps.gov/tps/how-to-preserve/cultural-landscapes.htm>)



Ellicott City, an unincorporated historic community on the National Road in Howard County was designated by DHCD as a “sustainable community” under the state’s Sustainable Communities Act of 2010 increasing eligibility for DHCD programs

**Maryland State Heritage Areas** - Extending or adjusting the boundaries of Maryland’s Heritage Areas to incorporate scenic byways as one of the primary touring routes is another way to increase awareness of a scenic or historic road and to increase eligibility for funding programs. (See [http://mht.maryland.gov/heritageareas\\_program.html](http://mht.maryland.gov/heritageareas_program.html))

**National Heritage Areas (NHA)** are designated by Congress and typically follow a two-step process: completion of a feasibility study and passage of authorizing legislation. According to the National Park Service (NPS) a feasibility study assesses “whether (1) the landscape has an assemblage of natural, cultural, historic and scenic resources that, when linked together, tell a nationally important story; (2) an organization exists that has the financial and organizational capacity to coordinate heritage area activities; and (3) support for NHA designation exists within the region.” (See <http://www.nps.gov/history/heritageareas/FAQ/>)

**Maryland Sustainable Communities Act** - A Sustainable Community Area is initially identified by a municipality or County that has a specific local area in need of revitalization and has created a comprehensive strategy to encourage and guide local investment in accordance with the principles of sustainability. The comprehensive Sustainable Community strategy aims to increase economic, transportation and housing choices, as well as the quality of the local environment. (See <http://www.mdhousing.org/Website/Neighborhood/Default.aspx>)



The Horses and Hounds Scenic Byway traverses the Green Spring and Worthington Valleys northwest of Baltimore. There is strong local interest in preservation, but not heritage tourism. Maryland Scenic Byway designation can and should play a more prominent role in the region's preservation efforts.

## Strategy 1.5

For state designated byway routes that do not have an active group working to manage the byway for heritage tourism (e.g. no corridor management plan in place or one being pursued, no web page, no ongoing marketing program, etc.)

- retain designation as state designated scenic byways
- sign with confirmation signs only
- continue to search for potential groups to actively manage the byway, but otherwise give a lower priority to implementation efforts

## Potential Partners

Statewide Scenic Byways Advisory Committee should take the lead on changing the overall policy to de-emphasize state designated byways with little or no activity. Local, state, and federal agencies and non-profit organizations with potential interest in each byway should be contacted prior to de-emphasizing the state designated byway

## Funding Approach

By de-emphasizing non-active state designated scenic byways, more time and resources can be spent on those byways with active management.

## Implementation Steps

1. Distribute strategic plan to County level tourism (DMO), regional land trust organizations, heritage areas and planning agencies with state designated byways without an active group to ascertain interest in linking these byways with nearby routes (and request a direct response to maintain designation with a deadline).
2. If a response is not received within the given timeframe, then formally "de-emphasize" the state-designated scenic byway.

## RECOMMENDED POLICY

**Byways without active management groups: de-emphasize or de-designate?**

In addition to byways that have lost their intrinsic qualities, de-designation should be considered for those byways that lack adequate local interest in managing the route to maintain those intrinsic qualities and/or manage the route for heritage or nature-based tourism. The following policy is recommended.

### De-designation

As part of each update of the Maryland Scenic Byways "Map and Guide" an evaluation will be made by the Scenic Byway Program Coordinator to identify routes or portions of routes that no longer retain their character defining features. A recommendation will be made to the Statewide Scenic Byways Advisory Committee and acted upon prior to the publishing of the next map and guide. Byways that are de-designated will be removed from the map and route marking signs taken down.

### De-emphasis

For those routes that are not being actively managed as scenic byways (e.g. no corridor management plan in place or being pursued, no web page, no ongoing marketing program, etc.) but still retain their character defining features, then those byways will continue to be designated. However, no priority will be given for future funding programs coordinated among agencies (e.g. for other state agency funding programs such as Transportation Alternatives, Recreational Trails, Heritage Area grants, etc.) If an active group is established, and demonstrate active management of the route prior to the subsequent publishing of the map and guide, then the byway will be reactivated. However, if active management is not established prior to the subsequent publishing of the Map and Guide and the route no longer retains its character defining features, then the route will be de-designated as per the above policy.



## Examples of Agency Sponsored Communications



Maryland DNR provides monthly email newsletters with connections to Facebook & Twitter. The newsletter covers items of general interest across the agency. (<http://archive.constantcontact.com/fs134/1101971779396/archive/1112332405101.html>)



Insights is a twice-monthly newsletter full of information for the cultural & tourism community. There is also a monthly version. (<http://visitmaryland.org/Pages/Newsletter.aspx>)



Delivers an email newsletter three times a week with more active postings on facebook. A blog is maintained with less active items.

**National Park Service  
Chesapeake Bay**



The National Park Service Chesapeake Bay Office's mission is to help "connect people to the natural and cultural heritage of the Chesapeake region" through its network of sites and trails. The monthly newsletter provides information about programs, grant opportunities, links to recent studies and reports of interest to its partners and stakeholders. The mailing list and newsletter is managed by "Constant Contact" an e-mail marketing business.

### Strategy 1.6

Communicate on a regular basis (monthly) with byway users, byway stakeholders and agency partners through the development of an updated web page, e-newsletter, annual statewide meetings and quarterly regional meetings to provide a voice for the byway community in Maryland and beyond.

### Potential Partners

The DOP, OTD and DNR have e-mail based newsletters and companion facebook pages. However, MDOT and SHA do not. Given the lack of an existing department or lower level e-mail newsletter to partner with, and the uniqueness of the program itself, it appears that a separate newsletter and/or facebook page is warranted. One potential model to consider is the "Cycle Maryland" web page (linked from MDOT's home page).

Once the newsletter is established then cross links should be developed with the other state agency partners and their communication tools and resources to expand the reach.

### Funding Approach

Work with SHA's Office of Customer Relations and Information as part of communicating SHA's mission and programs. Since other MDOT administrations do not appear to have email newsletters, and they may have a similar need for one, it may be possible to coordinate content using a subscriber service such as Constant Contact or similar.

### Implementation Steps

1. Update the SHA scenic byway web page to include the content of the newsletter (see step 4 below)
2. If help is unavailable at the Departmental level, consider using a free email marketing software such as Mail Chimp for up to 2000 subscribers (<http://mailchimp.com/features/>).
3. Develop and update a mailing list by collecting lists from existing byway sponsoring organizations.
4. Develop content in the following ways:
  - News from the coordinator (emphasize current projects and programs)
  - Grant and funding opportunities calendar
  - Best practices (monthly)
  - News from other byways (plans, installations, etc.)
  - Related stories and links to other agencies
5. Expand content to facebook page when updates come on a weekly basis or greater.

## Goal 2: Corridor Management

Assist byway organizations in their efforts to fund and finance the needed conservation, preservation, interpretation, enhancement, and marketing activities to sustain the byway over time.

### Strategy 2.1

Support the funding and development of corridor plans for the three remaining Maryland-designated scenic byways with strong interest in heritage tourism:

- Mountain Maryland
- C&O Canal
- Cape to Cape

FHWA's 1995 published guidance for scenic byway corridor plans required fourteen elements in order to be nominated as a scenic byway. Without a dedicated source of potential funding from the FHWA, these plans will need to be streamlined and focus more directly on visitor experience planning and management.

At the same time, since it is unknown whether or not another round of National Scenic Byway nominations will be accepted by FHWA, the corridor planning efforts undertaken for these byways should strive to meet the fourteen requirements guidance for corridor management plans. Table 2 on page 33 compares FHWA's required components with the recommended corridor management approach described above and potential partners that can help to develop the plan. In summary:

1. Establishing the byway's identity and significance - SHA has already mapped the route and provided a description of the corridor in its 2012 map and guide. All that is needed is a concise statement of significance that explains why someone would want to visit this corridor, why it warrants special attention for preservation and enhancement and some sense of what the overall goals are for the byway over time (Green coded elements from Table 2 on page 33).
2. Preservation and conservation of the byway - DOP has a number of excellent land conservation tools (GreenPRINT and AgPRINT) that demonstrate the state level conservation priorities. In addition, MERLIN, an online mapping tool available on the Maryland DNR web set can provide simple maps showing the locations of key resources including such critical byway planning tools as identifying protected lands, historic properties and more (Grey coded elements from Table 2 on page 33).
3. Visitor Experience - should be the focus of the majority of the level of effort for a streamlined version of a corridor plan to address how the visitor experience will be managed and enhanced over time (Yellow coded elements from Table 2 on page 33). The visitor experience elements include helping visitors to find and safely follow the route (route marking, wayfinding, the safety and quality of the travel experience); to plan their trip (web-based and mobile technology, coordination with visitor centers); and, how to tell the byway story (identification of sites and stories and the framework for interpretation).

### RATIONALE

- Byways must be actively managed to achieve the economic benefits associated with heritage and nature-based tourism.
- The intrinsic qualities of a byway (its historic, cultural, archeological, natural, recreational and scenic values) must be maintained over time in order to attract visitors and retain the character defining features that attract those visitors initially.
- The quality and safety of the travel experience must be maintained over time so that getting from point A to point B is just as exciting and interesting as being at the destination.
- The stories associated with the byway and its qualities must be coordinated and told in such a way as to draw visitors from place to place—leading to a memorable and enjoyable experience with return trips to follow.



**Table 2: FHWA's Fourteen Requirements for Corridor Management Plans in Relation to Maryland Byway Planning and Management Needs**

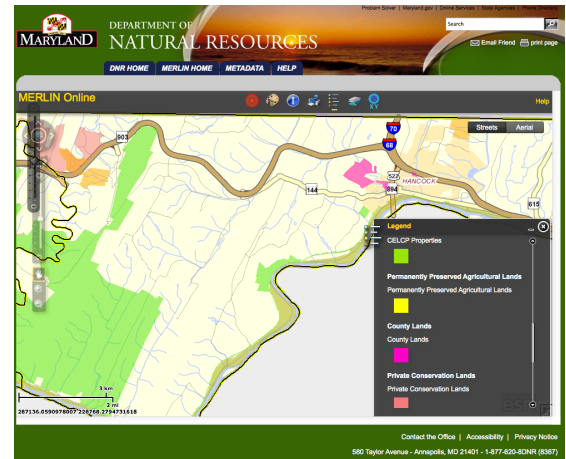
Federal Requirement	"Streamlined" CMP Deliverable	Partner Involvement
(1) A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.	<b>A Byway Map</b> - identify the route and the places that make it worth visiting	Byway Sponsor and Byway Coordinator
(2) An assessment of such intrinsic qualities and of their context.	<b>Determine the primary quality and its regional or national significance</b> - a concise (2-4 page) statement about why someone would want to visit the byway region and how they are thematically linked	Byway Sponsor and Byway Coordinator
(3) A strategy for maintaining and enhancing those intrinsic qualities. The level of protection for different parts of a National Scenic Byway or All-American Road can vary, with the highest level of protection afforded those parts which most reflect their intrinsic values. All nationally recognized scenic byways should, however, 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.	<b>Existing preservation and conservation tools?</b> - Public land and easements, private conservation and preservation measures, local, state and federal recognition programs/incentives, etc. <b>Additional preservation and conservation tools for consideration</b> - Watershed and water quality planning, agricultural land preservation, forest land stewardship programs, etc., preservation planning	MDP(GreenPRINT, AgPRINT, MHT programs); DNR (MET, MERLIN <a href="http://www.mdmerlin.net">http://www.mdmerlin.net</a> )
(4) A schedule and a listing of all agency, group, and individual responsibilities in the implementation of the corridor management plan, and a description of enforcement and review mechanisms, including a schedule for the continuing review of how well those responsibilities are being met.	<b>Implementation Table:</b> - Who, what, when, and how much? - An identification of the byway organization	Byway sponsor
(5) A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives.	<b>Locally driven - ranging from regulatory to voluntary, incentive-based</b> - Reference byway in local government Comprehensive Plan - Identify byway as part of state and local conservation priorities - Development guidelines	Local government comprehensive plans
(6) A plan to assure on-going public participation in the implementation of corridor management objectives.	<b>Need to identify "who" will implement the plan</b> and then establish a structure for implementing projects that includes continuing and ongoing involvement. Options we want to talk about include: - Federal (NPS) - State (MD) - County or Regional Governmental Organization - Non-governmental Organization (existing or new)	Byway sponsor and partners
(7) A general review of the road's or highway's safety and accident record to identify any correctable faults in highway design, maintenance, or operation.	<b>Work with SHA (State and District Offices) and OOTS</b> to collect information about road configuration, travel statistics, accident history, any planned and programmed projects scheduled for the route.	SHA
(8) A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.	<b>Context Sensitive Solutions (SHA has CSS for Byways as guidance)</b> offers opportunities to demonstrate how to do this while maintaining the character defining features of the Byway.	SHA
(9) A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to <u>enhance that experience</u> .	<b>Context Sensitive Solutions and Transportation Enhancement Program</b> - along with related efforts identified in CMP Requirement #5.	reference byway in local comp. plans
(10) A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.	<b>SHA is responsible for monitoring</b> - through the permit review process.	SHA
(11) A signage plan that demonstrates how the State will insure and make the number and placement of signs more supportive of the visitor experience.	<b>Route Marking and Wayfinding</b> - SHA is responsible for marking the route, SHA (OOTS) and MOTD/ CVB partners utilize TAC signing program to identify major features and attractions. MOTD has a state database of attractions for web-based and mobile applications.	SHA
(12) A narrative describing how the National Scenic Byway will be positioned for marketing.	<b>Match Byway Story with Marketing</b> - Work with local/regional tourism promotion office and State Tourism Office to determine how to appropriately manage tourism (heritage and eco-tourism).	MOTD and local CVB and heritage area partners
(13) A discussion of design standards relating to any proposed modification of the roadway. This discussion should include an evaluation of how the proposed changes may affect on the intrinsic qualities of the byway corridor.	<b>Context Sensitive Design Guidelines</b> - Determine planned and programmed projects along with the types of routine safety and capacity improvements, and work with SHA to adopt those guidelines and practices (many of which they already do).	SHA
(14) A description of plans to interpret the significant resources of the scenic byway.	<b>How do you tell the byway story</b> - what is the story - what resources do you have available to tell the story - who is the audience - what techniques can be utilized to tell the story using the available resources to the intended audience	Byway sponsor

4. Implementation Tools - identify how the byway will be managed over time, how the identified projects and programs will be implemented; how they will be phased over time; and potential funding sources (Blue coded elements from Table 2 on page 33).

### Potential Partners

In addition to the agency partners that can provide some tools for the byway to use in creating a management plan (Column 3, from Table 2 on page 33), there are a number of potential partners that would benefit from the development of corridor management plans for these touring routes:

- The potential exists to work with Potomac Heritage National Scenic Trail (for C&O and Mountain Maryland), as well as incorporating the scenic byway into the next General Management Plan for the C&O Canal (last plan was prepared in 1976, and the last resource management plan in 1996)—an updated GMP is needed
- Coordination with Virginia, Delaware and New Jersey for Cape to Cape has been initiated through the efforts of the Lower Eastern Shore Heritage Council and coordinating with the Virginia Tourism Council, the Accomack-Northampton Planning District Commission, representatives of the Western Sussex Scenic Byway, DelDOT, WILMAPCO, Delaware Greenways, and South Jersey Bayshore Coalition, among others.



Online resource mapping from DNR showing protected lands near Hancock along the Maryland Historic National Road

### Implementation Approach

Funding for the development of a coordinated visitor experience oriented plan should be pursued from:

- Redistribution of outstanding scenic program funds without active allocations (requires approval from FHWA)
- Visitor experience planning components could be funded through rural economic development programs and heritage tourism activities (see Appendix 3, Funding Opportunities)
- Mountain Maryland may be eligible for ARC funding

### Implementation Steps

1. For Mountain Maryland and C&O Canal, link byway planning to aspects of the C&O Canal NHP and Great Allegheny Passage and their trail and canal town programs and state programs such as Heritage Areas, Main Streets and Community Development. A previously unfunded grant application should be updated and shopped with Appalachian Regional Commission to determine eligibility. Matching funds can be pursued through participation with Mountain Maryland, Canal Place Heritage Area and Heart of the Civil War Heritage Area.
2. For Cape to Cape, link byway planning to multi-state effort, emphasizing interpretive planning and coordination and common wayfinding from Cape Charles, VA to Cape May, NJ. A grant proposal should be developed emphasizing issues such as coastal zone management (enabling partners to manage such things as the impacts of increasing intensity of storm surges due to climate change) on tourism development and the safety of the visitor base in these ocean front communities. Linkages with the Cape May (NJ)-Lewes (DE) Ferry have already been initiated through the Bayshore Heritage Byway in southern New Jersey and the Lewes Scenic Byway in Delaware.



## Strategy 2.2

Gain adoption (by reference to CMP) of all corridor management plans as part of each local jurisdiction's (county and city) comprehensive plan and each Maryland and National Heritage Area comprehensive management plans.

Referencing a byway's corridor management plan in the local Comprehensive Plan enables byway sponsors to indicate local support to both governmental and non-governmental funding sources. In addition, referencing the plan provides some institutional stability to the corridor management effort so that the byway is not forgotten when future changes in land use planning are considered.

Table 3 indicates the status reference of CMPs for each byway. A check mark (√) indicates that the CMP is specifically referenced in the local comprehensive plan. A dash (-) indicates that a minor reference, such as to the role the route played in the history of the area or a reference is made to scenic byways in general. "In progress" indicates that at least a request has been made or under consideration.

### Potential Partners

SHA reviews comprehensive plans as part of the Clearinghouse review process. This is the best time to provide input and to request that a scenic byway's Corridor Management Plan is referenced in the local comprehensive plan. Byway CMP's are developed with full public involvement and this point should be communicated to the planning directors when requesting that the plan be referenced in the CMP. [Note: Status of current plans can be found at <http://www.mdp.state.md.us/OurWork/CompPlans/ViewPlans.shtml>]

### Funding Approach

Implementation of this strategy needs to be considered a regular part of the scenic byway coordinator's job description. As CMPs are updated, budget should be included for referencing the plan update.

### Implementation Steps

Referencing the plan is best accomplished by identifying specific county policies for historic preservation, land conservation, community facilities, transportation, and economic development (heritage tourism). A reference to the byway's corridor management plan should be included in those sections.

**Table 3: Status of CMP Reference**

Byway and Jurisdiction	Status	Date
<b>Historic National Road (2001)</b>		
Allegany County	(-) history	2002
City of Frostburg	√	2011
City of Cumberland	√	2011
Baltimore City	√	2009®
Baltimore County	(-) map	2010
Frederick County	√	2010
City of Frederick	√	2010
Town of Middletown	(-) history	2010
New Market	(-) history	2005
Garrett County	(-) history	2008
Town of Grantsville	√	2005
Howard County	no reference	2012
Washington County	(-) dated	2002
Town of Clear Spring	(-) history	1994
City of Hagerstown	(-) history	2008
Town of Hancock	(-) history	2010
<b>Journey Through Hallowed Ground (2009)</b>		
Frederick County	√	2010
City of Frederick	√	2010
<b>Charles Street (2005)</b>		
Baltimore City	√	2009®
Baltimore County	(-) map	2010
<b>Star-Spangled Banner (2012)</b>		
Calvert County	not referenced	2010
Charles County	not referenced	2012(draft)
Prince George's County	not referenced	2002
Anne Arundel County	not referenced	2009
Baltimore County	not referenced	2010
City of Baltimore	not referenced	2009
<b>Religious Freedom( 2008)</b>		
Charles County	√	2012(draft)
St. Mary's County	√	
<b>Chesapeake Country NSB (2002)</b>		
Queen Anne's County	√	2010
Kent County	√	2006
Cecil County	(-) designation	2010
<b>Michener's Chesapeake (2012)</b>		
Queen Anne's County	in progress	2010
Talbot County	in progress	2005
Caroline County	in progress	2010
Dorchester County	in progress	1996
<b>Chesapeake Country-Blue Crab (2004)</b>		
Somerset County	not referenced	1996
Wicomico County	not referenced	1998
<b>Cape to Cape Byway-BlueCrab (2004)</b>		
Worcester County	(-) designation	2006
<b>Harriett Tubman Byway (2008)</b>		
Caroline County	(-) genral	2010
Dorchester County	not referenced	1996
<b>Lower Susquehanna (2013 Draft)</b>		
Cecil County	(-) designation	2010
Harford County	√	2012
<b>C&amp;O Canal (funding sought)</b>		
<b>Mountain Maryland (funding sought)</b>		

## Strategy 2.3

Communicate roadway related scenic byway management objectives to SHA and RPO/MPO, county/city transportation and public works departments utilizing context sensitive solutions and approaches for any work that is performed along a designated scenic byway.

### Potential Partners

The SHA, working with an advisory committee that included representatives from the various departments within SHA, developed “Context Sensitive Solutions for Maryland’s Scenic Byways (2006).” A companion document, “Context Sensitive Solutions for Maryland’s Historic National Road,” was developed at the same time to provide additional guidance for doing roadway related work along this six-state All-American Road. Each of the corridor management plans developed since 2006 have included chapters on applying the CSS principles to roadway related work.

One particular issue, providing access to a state highway that is also a designated scenic byway, requires coordination between local and state government. SHA’s scenic byway coordinator now routinely reviews plans for access permit request along a designated scenic byway, and this practice should continue.

### Funding Approach

Implementation of this strategy needs to be considered as a regular part of the scenic byway coordinator’s job description. As CMPs are updated, planned and programmed projects should be identified to assist the scenic byway coordinator’s review of the plans to provide some advance warning.

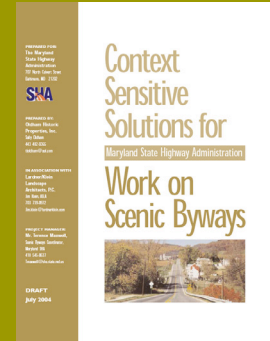


Work on the Little Meadows Bridge along the Historic National Road

### Implementation Steps

OED and District Engineering staff needs to be briefed on an annual basis about the activities of each scenic byway in their District. A contact person at the District level should be identified and assigned a specific element within his or her job description to coordinate District-level 3R projects undertaken along a scenic byway.

## Incorporating Scenic Byway Considerations into Project Design and 3R Work



Major projects often involve SHA Office of Environmental Design in the design process at the earliest stages of project development, and generally

reflect scenic byway context issues, typically including:

- Changes to highway alignment to lengthen sight lines (the distance a driver can see) or address high accident areas;
- Changes to intersections to lengthen sight lines and accommodate turning movements (especially for new subdivisions)
- Changes to roadway widths to accommodate volume;
- Streetscape or pedestrian safety related projects
- Bridge reconstruction (widening, redecking, etc.)
- Addition of bicycle lanes or paths

Projects that typically are initiated as part of land development activity require coordination with local government through access permits, including

- Addition of acceleration and deceleration lanes
- Addition of left turn lanes

Projects (often referred to as 3R work) initiated at the district level require more coordination with the SHA Office of Environmental Design when taking place on a scenic byway. These activities include

- Changes to roadside drainage
- Shoulder stabilization
- Guardrails
- Resurfacing (“mill and fill”)
- Utilities, signs, etc.





## Strategy 2.4

Reestablish connections with related agencies and programs through the corridor management update process by requiring that plans be updated every ten years and that two-year work plans be prepared and updated annually.

### Potential Partners

Local, state, federal agencies, and non-profit organizations with an interest in each byway should be reassembled into a corridor management committee for each byway as part of the update process. This may be a good time to reacquaint past partners whose personnel may have changed, or to include additional stakeholders that may not have been involved in the original plan but have a strong interest now. Examples might include newly established Main Street organizations, county tourism office personnel, related federal agencies such as NPS and USFWS with an interest in nature-based or heritage tourism.

### Funding Approach

Funding for planning updates can best be achieved as part of related activities such as seeking money to develop preservation or interpretive plans, as part of regionally scaled heritage tourism strategies, or relating the byway planning effort to state and federal agency planning activities such as plan updates for a heritage area that may want to incorporate the byway more directly into their heritage area management activities.

### Implementation Steps

1. Review the initial corridor management plan to evaluate whether or not specific actions and recommendations have been implemented. For those that have not, determine whether they should be included in future management activities for the byway or dropped.
2. Update priorities for conservation, preservation, enhancement, heritage tourism programming and marketing.
3. Develop two-year action plans that include a “to-do” list for each of the top priorities identified (including funding sources and deadlines for application).

# CHANGES TO THE MARYLAND HISTORIC NATIONAL ROAD'S PLANNING AND TOURISM CONTEXT

The 2001 Corridor Partnership Plan efforts resulted in designation as an All-American Road, the establishment of the Maryland National Road Alliance, the installation of fifty-nine interpretive panels and new exhibits at museums and visitor centers. More recently, MNRA has updated their web page, begun the process of rebuilding their board and reconnected with some of the original partners. There are a number of new initiatives that have the potential to help tell this many layered story of the “road that built this nation” and to preserve and conserve its significant resources. The plan update process will help the MNRA take better advantage of these programs, as well as be supportive of other partner missions.

- The Sustainable Communities Act of 2010, stipulated that location within a designated Sustainable Community is a threshold requirement for the Community Legacy and Neighborhood BusinessWorks programs. Frostburg, Cumberland, Hagerstown, and Ellicott City have received the designation.
- MHAP's Strategic Plan was completed and provides more opportunities for coordination between byways and heritage areas.
- Baltimore National Heritage Area, designated in 2009, is developing a CMP.
- Patapsco River Heritage Greenway is renewing efforts for MHAA certification.
- Heart of the Civil War Heritage Area is coordinating with MNRA to develop interpretive materials related to the National Road's role in the Civil War as part as part of commemorative planning activities.
- Canal Place Heritage Area is updating its management plan and is considering expanding the boundaries to incorporate the Historic National Road.
- Mountain Maryland Heritage Area was certified in the Fall of 2011 and has initiated an interpretive plan in 2013.
- Great Allegheny Passage Trail Towns Program is a model for integrating a rail trail with heritage tourism, and there is strong interest in establishing a similar program for the Historic National Road.
- Golden Mile Small Area Plan, Frederick, Maryland will shape future development along the Historic National Road, a key recommendation of the 2001 CPP.



The changing fortunes of the Six Mile House—1976 (top), 2001 (center) and 2011 (bottom) is an example of the benefits of renewed attention to the Historic National Road



## Strategy 2.5

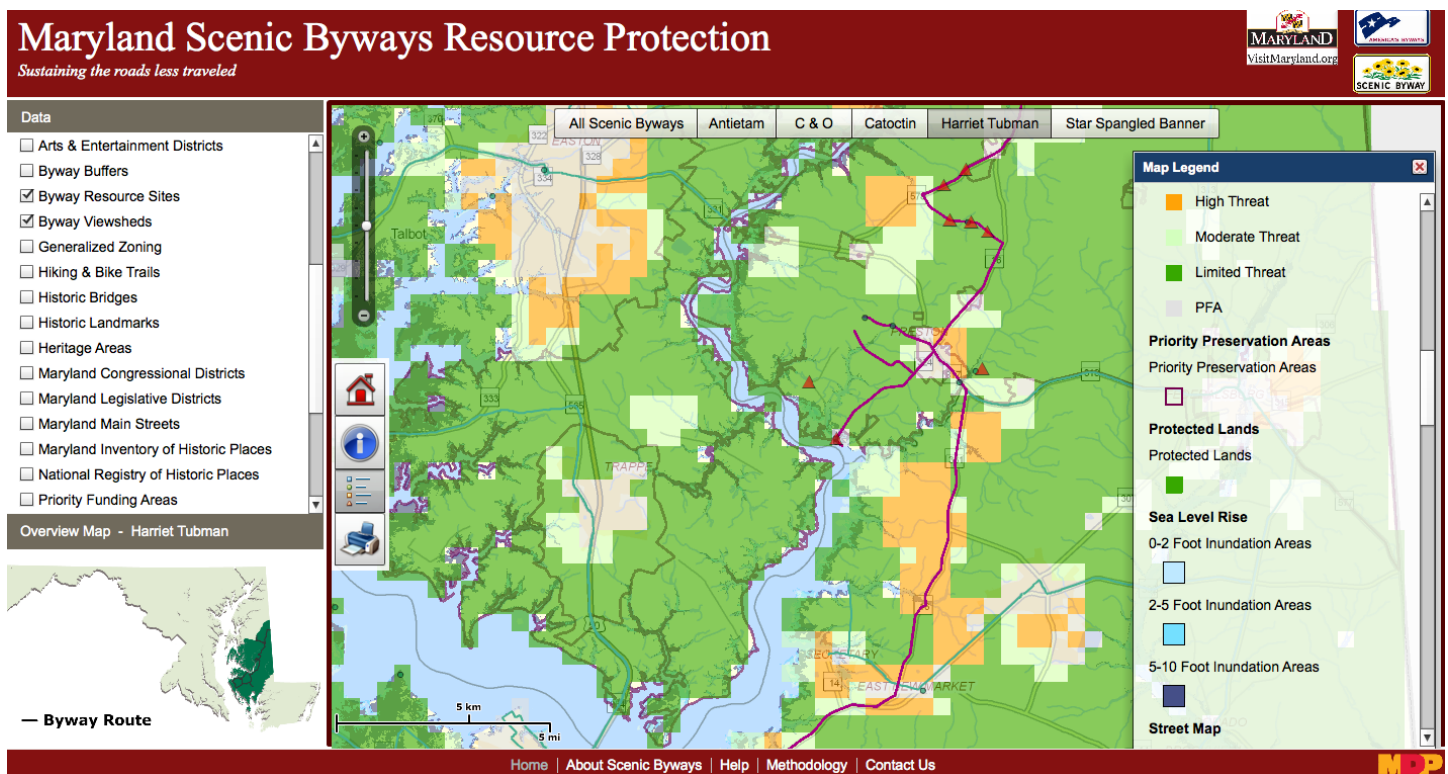
Link preservation and conservation priorities for byways with those of other statewide and regional organizations.

### Potential Partners

Maryland scenic byway sponsoring organizations will continue to partner with existing preservation and conservation organization and with agencies (such as MET) that already have the organizational structure and experience to purchase or broker conservation or preservation easement agreements with willing landowners.

### Funding Approach

Maryland byways will continue to seek funds from ongoing state, federal, and non-governmental organizations that are continuing to fund land conservation and historic preservation actions (see sidebar and Appendix 3 for possible sources).



Example of Conservation Tool's application to Harriet Tubman Underground Railroad

### Implementation Steps

1. Include byways as part of statewide conservation and preservation priorities identified in the update for the Statewide Land Preservation and Recreation Plan (2013).
2. Byways and DOP should track the percent of each corridor that has been permanently conserved using scenic byways conservation tool (part of corridor plan update process). Byways and MHT should track the number of historic structures preserved.
3. Work pro-actively with DNR, MDA, and DOP to ensure that conservation priorities associated with Maryland's scenic byways are included as part of that agency's statewide priorities.

## Goal 3: Visitor Experience:

Facilitate the enhancement efforts needed to improve the understanding and enjoyment of the intrinsic qualities associated with Maryland's Scenic Byways.

### Strategy 3.1

Coordinate, install, and adjust all the necessary signing that helps byway visitors to find and follow the byways within the system. This will be accomplished by organizing each byway as a primary spine, with branches and sidetracks that lead to specific destinations signed as part of the Tourism Area and Corridor Signing Program.

### Potential Partners

The SHA Office of Traffic and Safety (OOTS) working with the Maryland Scenic Byways Program coordinator and District Engineering Staff is responsible for installing and maintaining route marking signs. Staff from OOTS works with the Maryland Office of Tourism Development and County Destination Marketing Organizations (DMOs) to develop each county's system and to periodically update the Tourism Area and Corridor Signing program.

### Funding Approach

Funding is in place to upgrade of State and National Scenic byway wayfinding signing to meet current Maryland Manual of Uniform Traffic Control Device (MUTCD) standards. Modifications to the TAC Program signing is accomplished through OOTS (SHA) on a periodic basis as scheduled by OOTS. For future route change modifications, if requested by a byway sponsor, the sponsoring organizations should be responsible for finding funding for that change.

### Implementation Steps

1. Byway directional signing to be updated to reflect the route changes in the 2012 Byway Guide and OOTS policy. Priority for implementation should be given to those byways that are actively managed for heritage or nature-based tourism.
2. The need for modifications to TAC signs, if related to a byway, should be included in each byways' annual work program and coordinated with the County Destination Marketing Organization.

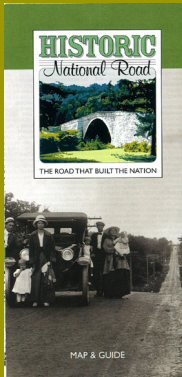
## RATIONALE

- The traveling and visiting public, the users of Maryland's Scenic Byways, must be able to plan their travel experience, find and follow the travel route, find sites and attractions that are part of that experience, and most of all, experience and learn about sites and attractions in a safe and enjoyable manner as part of an overall travel experience.
- Byways are planned and organized to facilitate the heritage travel experience through the use of coordinated wayfinding, interpretation, marketing and enhancement actions.
- Byways are organized typically at the grass-roots level and often on a volunteer basis. SHA, as the lead agency sponsoring the program - and the agency that is directly responsible for the safety and quality of the travel experience, also provides leadership, coordination and monitoring for certain funding sources as the conduit for federal grants.



Star-Spangled Banner route signing uses the National Trails System identity to leverage the route's designation as a national historic trail

## BEST PRACTICES: I-70 VISITOR CENTER & THE HISTORIC NATIONAL ROAD MAP AND GUIDE

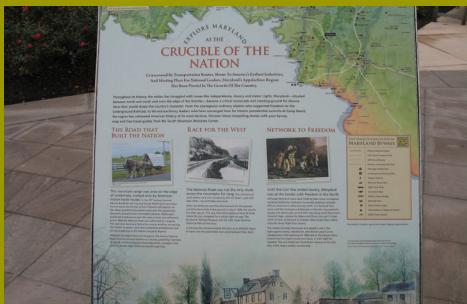


Exhibits at the I-70 Visitor Center (below, top and middle) introduce the themes of Maryland's Historic National Road where visitors can pick up a map and guide (right). Fifty-nine coordinated wayside exhibits

tell the story of Maryland's Historic National Road (bottom).



Visitor Center on I-70 (westbound) describes nearby byways and trails



Close-up of the "Crucible of the Nation" exhibit and three interrelated themes



Fifty-nine exhibits along the Historic National Road are linked together by the route's profile, a common element on every panel

## Strategy 3.2

Coordinate signing, wayfinding and interpretation with other organization's programs so that all signing associated with a Maryland Scenic Byway presents a coherent and identifiable image, including signing along or visible from the byway associated with Chesapeake Bay Gateways Network sites, the routes or sites associated with National Historic Trails, the system of Civil War Trails markers and local wayfinding programs.

### Potential Partners

Potential partners involved with interpretation and education through heritage, agricultural and nature-based tourism would benefit from coordination of wayfinding and interpretive signing programs. These include county DMOs, the NPS (Captain John Smith, Star-Spangled Banner, C&O Canal, Chesapeake Bay Gateways and Watertrails Network), Maryland and National Heritage Areas, regional multi-use trails, Civil War marker program, wine trails, and farm-to-table marketing programs.

### Funding Approach

Managing a visitor-oriented travel experience to enhance heritage and nature-based tourism requires that signing and other visitor information be coordinated to avoid visitor confusion and to maintain the value of the byway's brand. The TAC program, and updates to each byway's corridor management plan represents the best opportunities to achieve this level of coordination. Outside funding from the National Endowment for the Humanities and non-governmental organizations such as the National Trust for Historic Preservation should also be considered.

### Implementation Steps

1. As part of each byway's CMP update, emphasis should be placed on developing a visitor experience plan to identify thematically related sites along the byway.
2. Sites that are part of the thematically related experience should incorporate site marker signs that provide a visual and graphic identity that associates the site with the interpreted travel experience.
3. Where multiple organizations are cross-marketing a site, then smaller versions of the byway's graphic identity and the other organization's identity should be jointly incorporated into the site marker.
4. Where local wayfinding programs are under consideration or have been installed, the byway wayfinding or site marking system should identify a method to "hand-off" the wayfinding system to the local system, retaining some kind of graphic logo or identity as part of that local sign system.



### Strategy 3.3

Coordinate, monitor and update inventories of byway related visitor assets to keep visitor information (paper, web-based and mobile) about byway related features and visitor readiness accurate and coordinated among various partner programs (e.g. future state trails mobile applications by DNR or NPS Chesapeake Bay Office)

#### Potential Partners

Byway sponsoring organizations should work with participating heritage areas, regional trail organizations, and main street programs that are involved with managing visitor sites, providing access to, and marketing tourism assets (SHA, DNR, MHAA, MHT, MOTD, DHCD, NPS). The OTD maintains the “Visit Maryland” database of tourism assets for the OTD web site. Governor’s Division of Information and Technology (DOIT) could also be an important partner in keeping technology up to date and finding avenues for coordination among disparate agency programs.

#### Funding Approach

Managing a common data base of visitor sites and attractions should be considered as part of a statewide economic development strategy and therefore eligible for federal and state programs in economic development (heritage tourism). Public/private cooperative efforts to develop a visitor services directory that utilizes the common data base could also be funded through advertising.

#### Implementation Steps

1. Byway sponsoring organizations need to establish a rigorous program for quality control and monitoring regarding visitor information to all media and platforms.
2. Monitored data should be coordinated with the OTD “custom database of tourism assets” and the new “call center/ fulfillment customer management system.”
3. For all new byway (or multiple byway) specific web sites and mobile applications, ensure that data sets are consistent with the OTD data sets.

## BEST PRACTICES: CHESAPEAKE EXPLORER

The NPS produced the Chesapeake Bay Explorer which according to NPS “is a FREE app that helps you find and get to these places where you can experience the region’s beauty, history, heritage and relaxation firsthand. Find places nearby by activity, trail name, or type of site. Take a suggested tour, build your own tour, tag favorites, share photos of your visit or save places for visiting later.” The Star-Spangled Banner National Historic Trail (a Maryland Scenic Byway) is prominently featured. (See Chesapeake Explorer at <http://chesapeakeexplore-rapp.com>)

There are several mobile applications in the planning stages to be released in 2013. The **Maryland National Road Association** will debut a new free app that will allow you to “experience the Maryland National Road in a whole new way. Your journey will be guided via GPS coordinates giving you access to historical facts and figures and a variety of experiences that appeal to all ages and interests along the scenic byway.”

The Journey Through Hallowed Ground is planning a mobile application as part of their overall wayfinding and signing program. A new mobile application, Harriet Tubman Underground Railroad Byway Audio Tour: Finding A Way to Freedom, was recently released.



find and get to these places where you can experience the region’s beauty, history, heritage and relaxation firsthand. Find places nearby by activity, trail name, or type of site. Take a

suggested tour, build your own tour, tag favorites, share photos of your visit or save places for visiting later.” The Star-Spangled Banner National Historic Trail (a Maryland Scenic Byway) is prominently featured. (See Chesapeake Explorer at <http://chesapeakeexplore-rapp.com>)



## BEST PRACTICES: HISTORIC NATIONAL ROAD

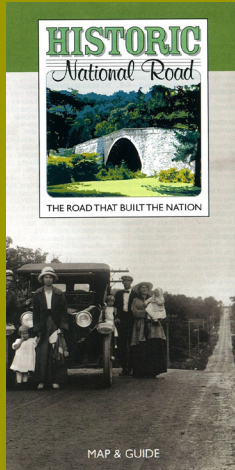
The Maryland Historic National Road Association (MNRA) developed and installed a series of wayside exhibits along the entire length of Maryland's portion of the Historic National Road Scenic Byway. The design, fabrication and installation of wayside exhibits, in a variety of forms (kiosks, trailheads and trail markers, overlooks, low or high profile panels), successfully raised an awareness of the National Road's story and helped to create a visual identity for the byway.

The MNRA is now, nearly a decade later, replacing the graphics on the panels with new panels to refresh the quality, add "QR Codes" that link to MNRA's new website, and make a few corrections in the panels.



Maryland Historic National Road Interpretive Panel at Town Hill Overlook

As part of the next generation of panels, MNRA is working with the "hosts" of the sign panels to establish a maintenance fund that will help keep the signs and the settings they are placed in attractive and welcoming.



### Strategy 3.4

Develop a coordinated interpretive framework for Maryland's scenic byways on a regional basis.

#### Potential Partners

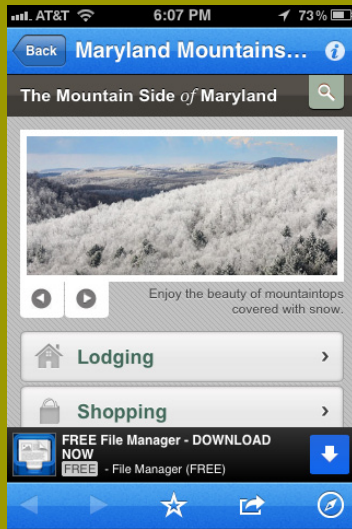
Heritage Areas should take the lead to coordinate between byways and heritage areas (support from MHT, SHA, OTD) as interpretive plans are created or updated. Civil War Trails, NPS Chesapeake Bay Program and National Historic Trails should participate and coordinate.

#### Funding Approach

Use interpretive plans under development (and funded) for Cape to Cape and Michener's Chesapeake Country as a model for how to establish a regional interpretive framework. For interpretation at sites and byways located within Maryland Heritage Areas, the MHAP is the best opportunity for coordination. For all byways, funding for interpretive programming should be sought from National Endowment for the Humanities programs, non-governmental organizations and private sponsors.

#### Implementation Steps

1. As part of each byway's CMP update, if not already included in the original corridor management plan, emphasis should be placed on developing interpretive and visitor experience plans to identify thematically related sites along the byway and their interpretive needs.
2. As part of the regional coordination among byways, interpretive and visitor experience frameworks should be shared and coordinated to prevent duplication of stories and to help build upon related themes as a means of cross-marketing sites of related interest within the region.
3. Funding for individual sites covered by the interpretive and visitor experience plans can then be pursued in a coordinated fashion by using the thematic framework to identify how each site fits in with that framework and its interpretive role in communicating the byway's or region's story.



## BEST PRACTICES: THE MOUNTAIN SIDE OF MARYLAND

MDMountainside.com has developed an integrated marketing message that incorporates a web site, visitor information kiosks at five locations, a mobile web site, a Facebook page and QR codes that link back to mobile web site if picked up by a mobile phone.

More than just providing a wide range of portals into their marketing system, MDmountainside.com uses its byways, heritage areas, main streets, and national parks to draw in a wide range of interests.

The cross marketing of byways, regional trails, main streets and heritage areas, through the trip itinerary planning, enables visitors to either structure their own itinerary or pick up one of the pre-set versions directly from the trip planning software.

### Strategy 3.5

Incorporate the byway travel experience in appropriate marketing mediums and messages.

### Potential Partners

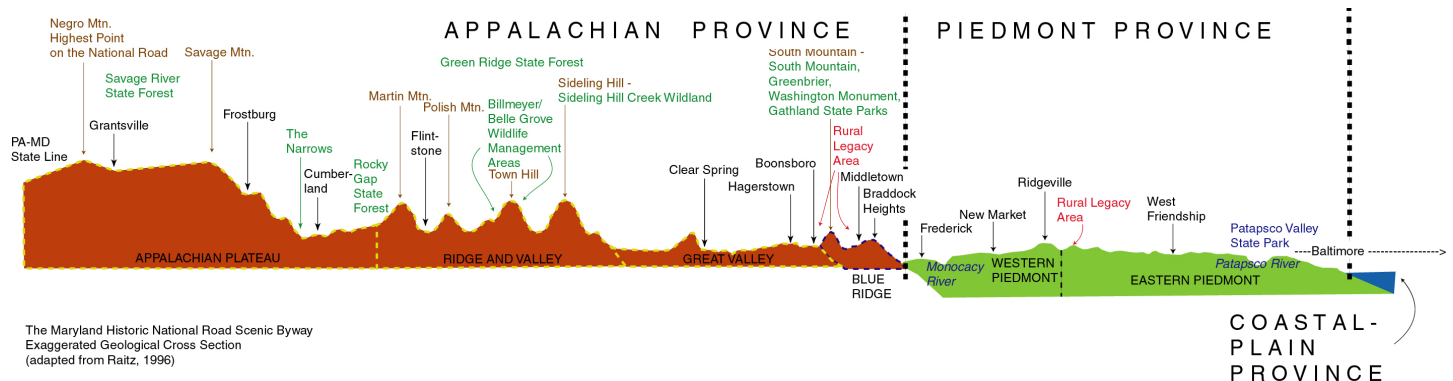
Marketing for most of Maryland's Scenic Byways should continue to be accomplished through OTD, coupled with a coordinated effort among the DMOs and Byway Sponsors.

### Funding Approach

Marketing can be accomplished by Including the content in printed and online visitor guides and media releases.

### Implementation Steps

1. Byways sponsors (including heritage areas, if applicable) and County DMO's, working together on a regional basis, determine the content of targeted marketing efforts (refer back to CMP for guidance) on an annual basis for the upcoming year.
2. Using the annual regional meetings, as facilitated by the Scenic Byway Coordinator, identify any opportunities for regional cooperation and savings that might be achieved.
3. OTD, SHA, DMOs and Byway sponsors continue to coordinate on an regular basis to implement annual marketing plans.



Mountain Side of Maryland web page with trip planner featuring scenic byways (Historic National Road) and the C&O Canal, along with heritage areas, main streets and regional trails.



## BEST PRACTICES: HARRIET TUBMAN CENTENNIAL



### Finding a Way to Freedom

Harriet Tubman and the Underground Railroad



Harriet Tubman was one of the most famous Underground Railroad agents in our nation's history. Born into slavery in Dorchester County, Araminta Ross took the name Harriet after her marriage to free man John Tubman. She successfully escaped to Philadelphia in 1849. Then she boldly returned 13 times to rescue family and friends and guide them safely to freedom along the Underground Railroad.

The Underground Railroad was a secret network of people, places, and routes, which provided shelter and assistance to escaping slaves. It was symbolically named after the new steam railroads, using terms such as "passengers," "depots," and "conductors." The Underground Railroad operated in opposition to United States laws, and participants, both black and white, faced harsh criminal penalties if caught.

The escapes of enslaved African Americans intensified on the Eastern Shore in the decades leading up to the Civil War. Escape meant leaving loved ones, enduring a dangerous journey, and facing probable capture and punishment. The promise of freedom inspired some to take the risks and run. Some of these stories survive, and this byway takes you through the landscapes where they took place. You will realize how daring and determined self-liberators like Harriet Tubman were. For more information, visit: [www.tourtobaltimore.org](http://www.tourtobaltimore.org), [www.tourtocaroline.com](http://www.tourtocaroline.com), and [www.harriet-tubman.org](http://www.harriet-tubman.org).



HEART OF CHESAPEAKE  
COUNTRY HERITAGE AREA  
2 Rose Hill Place, Cambridge, MD 21613  
410.228.1000



Thirty sites with twenty-one unique, interpretive markers along the Harriet Tubman Underground Railroad help to share the remarkable stories of freedom seekers who risked their lives to escape slavery in the 1800s. The self-guided driving tour highlights the places where Tubman grew up, worshiped, labored, and led others to freedom.

March 10, 2013 marked the 100th anniversary of Harriet Tubman's death—a date that takes on more significance to Tubman's admirers in that scholars have

not been able to definitively establish her birth. Throughout the year, Tubman's life and legacy was celebrated with a series of regional events including lectures, conferences, concerts, and festivals built around Harriet Tubman Underground Railroad—an All-American Road designated by the Federal Highway Administration.



The Harriet Tubman Underground Railroad anchors a full schedule of commemorative events



## Strategy 3.6

Collaborate among regional partners and heritage tourism related businesses to establish new byway facilities and programs including gaining support for enhancements to existing small museums along byways, and programming coordinated events such as a concert series, living history, or traveling art exhibits similar to those of the trail towns program for Great Allegheny Passage (<http://www.atatrail.org/pv/trailtowns.cfm>).



State and local groups commemorate Harriet Tubman's life

### Potential Partners

Potential partners include byway sponsors, SHA, DOP/MHT, MHAA (and state and national heritage areas), DHCD (Main Street organizations), non-profit organizations, local business associations and site sponsors.

### Funding Approach

State, Federal, and Non-governmental organizations that fund enhancement projects, museum development, programming etc., will continue to be the source for financing new projects and programs associated with Maryland's Scenic Byways. Past reliance on the National Scenic Byway Program will require byway sponsoring organizations to seek a broader range of funding sources. MHAP grants will continue to play a role in providing matching funds for larger enhancement grants.

### Implementation Steps

1. Pursue grant applications on an annual basis, and coordinate at the annual meeting for the following year.
2. The SHA Scenic Byways Program coordinator should communicate grant opportunities through a periodic e-newsletter (see Strategy 2.5).
3. Dollars invested in facilities along each byway from outside sources should be tracked annually by byway sponsors.

## Goal 4: Manage Byways For Economic Benefit

Collaborate with local, state and federal agencies with an interest in promoting Maryland's system of scenic byways as a means of increasing economic activity associated with heritage, agricultural, and nature-based tourism.

### Rationale

Managing scenic byways in Maryland is much like a three legged stool—each leg needs to be the same length in order for the stool to stand up properly. The three legs include:

- 1) Managing for economic benefit using heritage tourism
- 2) Managing to preserve and/or maintain the quality of the roadside character and landscape associated with the travel route
- 3) Managing to preserve and/or maintain the road itself and for the safety of all the various types of travelers using that route

The byway sponsoring organizations rarely have the ability to do all three types of

management. There is a very strong interest among byway sponsors and partners to manage for the economic benefits of heritage tourism, while partnering with local government and state agencies to help maintain the quality and safety of the travel experience.



Byway committee for Michener's Chesapeake Country

The relationship that byways have with heritage areas in the state and the strong interest in using byways to enhance economic activity while bringing more awareness to heritage preservation, suggests that the program needs to focus on managing byways for heritage tourism and to demonstrate the economic benefits of byways.

The economic benefit of the byway program can be enhanced in the following ways:

- Reduce administrative costs
- Streamline efforts to construct new byway facilities (visitor centers, coordinated wayside and small museum exhibits)
- Develop mobile applications
- Enhance the roadway itself, especially at the gateways to communities.

The Maryland byway region—defined as the geographic area around which a travel experience can be developed that includes an overnight stay—should be the basic organizing element for managing byway related heritage tourism.





The Religious Freedom Byway parallels the Potomac River and provides many compatible activities such as bird watching along the Potomac and Patuxent Rivers in southern Maryland

## Strategy 4.1

### **Financing Byway Management Activities**

As a long-term goal, consolidate byway organization and management plan implementation efforts into three regions (Eastern Shore, Capital/Central/Southern Maryland, Western Maryland) as a means of streamlining administrative costs.

### **Potential Partners**

Potential partners include byway sponsors, Heritage Areas, SHA DOP, MHT, MHAA, and DNR.

### **Funding Approach**

Efficiently apply available staff time to byway related efforts.

### **Implementation Steps**

1. Consolidation of byway implementation efforts should start with an assessment of what can be shared among byways to be discussed at the next byway annual meeting and should continue (on an annual basis at a regional level) once a greater understanding of what can be shared has been agreed upon (e.g. marketing, interpretation, mobile applications, financial, etc.).
2. The management of Chesapeake Country as a single byway with three regions will serve as a prototype for others to consider (including the potential of expanding to include Harriet Tubman and Cape to Cape).
3. Star Spangled Banner NHT is already functioning as a regional byway through its management by the NPS's Chesapeake Bay office. Interest in expanding the byway portion of the NHT could be (or already is) considered for Charles Street, Lower Susquehanna, and Roots and Tides by reaching out to the byway sponsors or jurisdictions to determine their interest in collaborating and/or consolidating.
4. Collaboration among byways along the Potomac River could be considered, including the Religious Freedom Byway and the C&O Canal with the Potomac Heritage National Scenic Trail.



## Strategy 4.2

Establish additional incentives to coordinate investments among related state and federal programs.

### Potential Partners

Potential partners include SHA, DOP, MHT, DHCD, MHAA, and DNR.

### Funding Approach

Give priority for funding projects that demonstrate regional coordination.



Sailabration drew 1.5 million people to the Inner Harbor of Baltimore to kick off the bicentennial of the War of 1812 and the Star-Spangled Banner. The land route associated with the Star-Spangled Banner National Historic Trail is designated as a Maryland Scenic Byway.

### Implementation Steps

1. Grant program funding availability and selection criteria should be coordinated among partner agencies so that additional points are awarded for coordination between byways, heritage areas, trail sponsors and participating sites/attractions along the byway.
2. Coordinate grant applications among regional partners to use currently funded projects or programs as a source of matching funds for grant projects (e.g. a brochure printed by a DMO can be the match for a coordinated mobile application).

## BEST PRACTICES: STAR-SPANGLED 200 GRANT PROGRAM

The Star-Spangled 200 (SS200) Grant Program is designed to stimulate investment in the commemoration of the bicentennial of the Star-Spangled Banner and the War of 1812 for maximum benefit to Marylanders.

The Maryland War of 1812 Bicentennial Commission (Commission) and its non-profit partner Star-Spangled 200, Inc. will assist others in resource stewardship, education and tourism and economic development projects which collectively result in ensuring all Marylanders have the opportunity to participate and benefit from bicentennial activities.



Funding for the grant program will be provided through surcharges from the U.S. Mint's sale of Star-Spangled Banner Commemorative Coins on behalf of the Commission, as well as private contributions made to Star-Spangled 200, Inc. The coin sales generated funding to support about five million dollars in small grants to organizations.



The American Visionary Art Museum in Baltimore received funding to install a 520 foot long sidewalk art exhibition visually interpreting the words of the national anthem on Key Highway.

## BEST PRACTICES: MAIN STREET MIDDLETOWN



Street signs, the  
Historic National Road

Nowhere is there a more direct relationship between a Maryland Main Street and a Maryland Scenic Byway than Middletown, located on Maryland's Historic National Road. Middletown embodies the character defining

features of the Historic National Road, and Main Street Middletown has been working hard to both promote and enhance Main Street as a destination.

The mission of Main Street Middletown is "to enhance the sense of place, quality of life, and economic vitality of the Middletown community and to revitalize, preserve, promote and support the historic downtown area."

Main Street Middletown has been actively promoting local businesses and improving the appearance of Middletown's Business District. Main Street Middletown is working towards enhancing the curb appeal of the city's business district through facade improvements, pedestrian right of way improvements, and the implementation of streetscape elements into facades and sidewalks.



The character of Middletown's Main Street exemplifies the character of the "pike towns" along the Historic National Road

### Strategy 4.3

Collaborate with Maryland's Main Street, Community Legacy and Sustainable Communities Programs to explore alternative community-development finance programs.

#### Potential Partners

Nearly all of Maryland's 26 designated Main Street communities are on byways, and both would benefit from a more collaborative relationship when pursuing funding.

#### Funding Approach

Identify opportunities for community-based enhancement projects within Main Street communities by bringing in business partners and other sponsors for visitor information kiosks, mobile applications, etc.

#### Implementation Steps

1. Consider "Main Street" management approach as a tool for byway sponsors to utilize in linking preservation with economic development and design.
2. Add participation of Main Street board members on Scenic Byway Advisory Committees and vice versa.
3. Identify common project interests (such as museum and visitor center projects) and pursue funding.

### Strategy 4.4

Examine alternative opportunities for financing land and historic site preservation.

#### Potential Partners

Potential partners include DOP, MHT, DNR, local governments, regional and local land trust organizations.

#### Funding Approach

Self-financed purchase and resale programs should be examined (e.g. conservation buyer programs, syndicating preservation tax credits etc.). See Chapter 4, Implementation for more information.

#### Implementation Steps

1. Byways, DOP and Maryland Agricultural Land Preservation Foundation (MALPF) should track the percent of viewshed that has been permanently conserved (part of corridor plan update process).
2. MHT, local governments and each Byway should track the number of historic preservation easements recorded, local historic districts established, and National Register and Maryland Inventory listings approved.



## Strategy 4.5

Document community and economic benefits of scenic byway designation and management by utilizing a system-wide tool to help byways keep track of those benefits over time [using the Economic Impact Toll for National Scenic Byways and All-American Roads available at the following link: <http://www.nado.org/byways/>].

Also see heritage area economic impact tool (under development to be released in 2013), and where appropriate, collaborate with heritage areas to broaden range of investments that are measured in the economic impact tool.



Economic impact of small museums such as the Civil War Medicine Museum can be amplified when packaged with Byway related itineraries

### Potential Partners

Potential partners include the collaborative efforts of byway organizations and heritage areas.

### Funding Approach

Incorporate record keeping as part of existing tourism or economic development agencies that are already tracking this data (see Rural Economic Development Program for potential funding sources).

### Implementation Steps

1. Economic impact should be measured on a recurring basis by byway organizations using the America's Byways Resource Center (ABRC) economic impact tool. The first step is to establish a baseline for future measurements of the economic impact of investments in byways and heritage areas on a five-year recurring basis.
2. Impact should be measured at the regional level by aggregating data for each of the three regions and then tracking future byway investments associated with marketing and enhancement, as well as land conservation and preservation. Combining byway, DMO, and regional trail, and heritage area investments in heritage and nature-based tourism projects and programs would be the best way to tailor the model to the heritage tourism traveler (one that may be sampling all of these related experiences).
3. Where a Maryland Heritage Area is already tracking economic benefits of the entire heritage area, it is feasible to combine efforts or use the MHAA tracking requirement to achieve the same goal.

## BEST PRACTICES

The Journey Through Hallowed Ground National Scenic Byway serves as a best practice through its promotion of heritage tourism and emphasis of positive economic development impacts of scenic byways. Asset-based economic development takes into account the existing features communities offer and what makes them unique in order to sustain and enhance their economic development. The JTHG National Scenic Byway accomplishes this by partnering with destination marketing organizations to distribute information; promoting the region through print and electronic marketing and media buys; cultivating relationships with travel writers around the world; as well as hosting events at local businesses like lectures and book signings. The economic impact of the traveler is:

- Domestic and international traveler expenditures in the U.S. = \$739.4 billion in 2007.
- For the JTHG Partnership, this translates into more than \$3 billion in revenue every year.
- Resulting in 54,364 jobs in the 15 counties/4 states that comprise the JTHG National Heritage Area.

The U.S. Department of Commerce finds that 33 international visitors equals 1 newly created job in the service industry. Which is why JTHG is partnering with groups like the Capital Region USA as they effectively market Washington, DC and the collection of federally designated byways in Maryland and Virginia to the UK & Germany. International marketing of the JTHG National Scenic Byway includes:

- Scottish TV travelogue reaching 1.2 million viewers
- Six CRUSA e-newsletters distributed to 37,000 overseas subscribers
- Travel article in the London Telegraph
- Voice of America segment aired in Africa



## RATIONALE

Three federal agencies came together to create the Partnership for Sustainable Communities (<http://www.sustainablecommunities.gov>) to help places around the country develop in more environmentally and economically sustainable ways. To guide its work, the Partnership developed six livability principles

- Provide more transportation choices.
- Promote equitable, affordable housing.
- Enhance economic competitiveness.
- Support existing communities.
- Coordinate and leverage federal policies and investment.
- Value communities and neighborhoods

The State of Maryland has long been a leader in the sustainable communities movement having first enacted smart growth legislation in the 1990s. DOP identifies four straightforward goals:

- Support existing communities by targeting resources to support development in areas where infrastructure exists;
- Save our most valuable natural resources before they are forever lost;
- Save taxpayers from the high cost of building infrastructure to serve development that has spread far from our traditional population centers; and
- Provide Marylanders with a high quality of life, whether they choose to live in a rural community, suburb, small town, or city.

Byways and heritage areas seeking economic benefit from heritage and nature-based tourism encourage visitors to use existing communities as the home base for visitor information, services and hospitality—in the places where this infrastructure exists, or where new investments are needed to support existing services.

## Goal 5: Sustainable Communities

Utilize byway planning and development as a means to advance community-based goals for livability & sustainable economic development

### Strategy 5.1

Increase the awareness of local government and stakeholders in the role that active byway management can play to enhance the overall livability of their community (creating more business opportunities and developing more things to see and do in a community as part of the byway planning effort).



2001 view of LaVale along Maryland's Historic National Road



2011 view of LaVale along Maryland's Historic National Road showing SHA roadway related improvements and other positive incremental changes along the byway corridor

## Potential Partners

Potential partners include byway sponsors, (with heritage areas, Main Street managers and regional trails organizations), State Byway Advisory Committee, SHA, DOP, MHT, DNR, OTD, and DCHD.

## Funding Approach

Incorporate awareness campaign into day to day activities.

## Implementation Steps

1. Track opportunities for and provide input to ongoing and related projects and programs happening along a byway.
2. Communicate opportunities for outside funding through the monthly e-newsletter (see “Strategy 1.6” on page 30) and coordinate with the Maryland Governor’s Grants office (<http://grants.maryland.gov/Pages/grantshome.aspx>).

## Strategy 5.2

Develop collaborative enhancement projects that link together the management needs of the byway with the needs of each byway community including recreational access, multi-modal transportation opportunities, pedestrian and bicycle safety, environmental quality and economic revitalization.

## Potential Partners

Potential partners include byway sponsors, State Byway Advisory Committee, SHA, DOP, MHT, DNR, OTD, and DCHD.

## Funding Approach

Maryland agencies that provide grants to byways and heritage areas should consider giving bonus points for applications that demonstrate collaboration among related programs.

## Implementation Steps

1. Assist local governments to use the byway designation and the management plan as a tool to leverage their own communities’ enhancement activities.
2. Develop a calendar of funding opportunities with upcoming deadlines, and make it readily available to byway communities including a wide range of funding sources (see National Trust for Historic Preservation “Show Me the Money” blog at <http://nthpgrants.blogspot.com/>).

## Moving Ahead for Progress in the 21st Century (MAP-21)

Excerpt from legislation describing eligible funding categories (FY 2013)

“(29) Transportation Alternatives—

The term ‘transportation alternatives’ means any of the following activities when carried out as part of any program or project authorized or funded under this title, or as an independent program or project related to surface transportation:

(A) Construction, planning and design of on-road and off-road trail facilities for pedestrians, bicyclists and other nonmotorized forms of transportation, including sidewalks, bicycle infrastructure, pedestrian and bicycle signals, traffic calming techniques, lighting and other safety-related infrastructure and transportation projects to achieve compliance with the Americans with Disabilities Act of 1990 (42 U.S.C. 12101 et seq.).

(B) Construction, planning and design of infrastructure-related projects and systems that will provide safe routes for non-drivers, including children, older adults and individuals with disabilities to access daily needs.

(C) Conversion and use of abandoned railroad corridors for trails for pedestrians, bicyclists, or other nonmotorized transportation users.

(D) Construction of turnouts, overlooks and viewing areas.

(E) Community improvement activities, including—

(i) inventory, control, or removal of outdoor advertising;

(ii) historic preservation and rehabilitation of historic transportation facilities;

(iii) vegetation management practices in transportation rights-of-way to improve roadway safety, prevent against invasive species and provide erosion control; and

(iv) archaeological activities relating to impacts from implementation of a transportation project eligible under this title.

(F) Any environmental mitigation activity, including pollution prevention and pollution abatement activities and mitigation...”





Enhancing the Golden Mile along the Maryland Historic National Road in Frederick County is addressed as part of the Corridor Management Plan Update.



The Harriet Tubman Underground Railroad includes partnerships with the Maryland Department of Natural Resources (state park breaks ground at right) and the National Park Service (President Obama dedicated a national monument on March 11, 2013 (photos courtesy of Maryland DNR).

### Strategy 5.3

Update corridor management plans and enhancement priorities to more closely link community-based enhancement projects with the byway's management and development.

#### Potential Partners

Potential partners include local, state, and federal agencies and non-profit organizations with an interest in each byway.

#### Funding Approach

Potential funding includes FHWA Transportation Alternatives, Recreational Trails, EPA Smart Growth Program, and Design Arts Program.

#### Implementation Steps

1. Byway sponsors should develop two-year action plans that highlight grant applications and coordinate with heritage areas within their region.
2. Existing CMP's should be fully updated every ten years.



## IMPLEMENTING THE PLAN

How will the state and its agency and community-based partners meet the goals of this Plan? In order to implement Maryland Scenic Byways Program's Strategic Plan, the SHA and its agency and community-based partners will need to coordinate their actions among related state programs, local and regional planning actions, and through the coordinated efforts of each byway sponsoring organization.



Proposed pull-off location on DNR managed land near Exeter, Chesapeake Country

The plan recommends that a regional approach be taken to the management of byways as a means of ensuring greater coordination among related programs and as a means of increasing leverage for outside funding. The following section discusses some specific objectives and performance measures to help move toward the goals of this Plan.

### Roles and Responsibilities


Ultimately, it is the byway sponsoring organization that is responsible for managing a scenic byway through the implementation of its corridor management plan. However, the byway sponsors have plenty of help that is available through existing and available programs that can make their job easier and can lead towards greater sustainability of their byway and achievement of its goals.

#### Maryland State Highway Administration

SHA is committed to continuing its stewardship role of the Maryland Scenic Byways Program as a means of implementing statewide transportation goals and providing safe and attractive access to Maryland's scenic, natural, historic, cultural, recreational, and archeological resources. SHA will continue to provide assistance to sponsoring organizations and interested citizens that provide the grassroots structure to the scenic byway program and look for opportunities to link them with other resources.



Exeter was recently acquired by a non-profit organization in the process of preserving the building and finding ways to increase visitor access (now by appointment only)



SHA will continue to support the development of corridor management plans for the remaining state-designated scenic byways without such plans and assist in the needed ten-year updates of existing corridor management plans. SHA's staff will continue to work with local governments to reinforce the connection between corridor management planning and other planning processes and will continue to review changes to the road and right-of-way to ensure that such changes are sensitive to the scenic and historic context through which each byway passes, while providing the highest levels of safety and efficiency.

Finally, SHA will continue in its roles to conduct and facilitate statewide and regional meetings of byway sponsoring organizations, their agency and heritage area, main street and trail partners as a means of achieving the regional coordination goals of the strategic plan and more specifically to facilitate the applications for gaining increased leverage for outside funding of byway related projects and programs.

### **Maryland Office of Tourism Development**

OTD will continue to provide assistance to byway organizations in their efforts to promote existing and develop new visitor sites and attractions. OTD's statewide data base and calendar provide opportunities for byway sponsors to get the word out to a regional and national audience through the statewide promotional activities of OTD. In addition, OTD's five welcome centers provide opportunities to capture new visitors as they service over 300,000 travelers annually. Finally, OTD will continue to work with the various Destination Marketing Organizations (DMOs) to coordinate their marketing efforts on both a statewide and regional basis – especially as the program seeks to leverage market resources to better capture the regional markets most interested in scenic byways and related heritage areas, main streets, and regional trails.

### **Maryland Historical Trust and Maryland Heritage Areas Authority**

The MHT is a state agency dedicated to preserving and interpreting the legacy of Maryland's past. Through research, conservation and education, the MHT assists the people of Maryland in understanding their historical and cultural heritage. The MHT is an agency of the DOP and serves as Maryland's State Historic Preservation Office (SHPO) pursuant to the National Historic Preservation Act of 1966.

MHT serves as the conduit for federal funds related to historic preservation for certified local governments, and for technical assistance to those communities that are seeking certification. This is an important tool for preservation of historic resources along scenic byways.

MHT and MHAA serve as the lead organization for managing the state's system of heritage areas, many of which include scenic byways and use them as their primary touring routes. MHAA provides a number of grant opportunities for byway sponsoring organizations that are part of a Maryland-designated heritage area. Maryland's heritage areas also serve to assist individual sites and attractions in their efforts to attract more visitors, enhance facilities, and coordinate interpretation through the heritage areas management plan.

### **Maryland Department of Planning**

In addition to serving as the lead agency for MHT and DOP, and working collaboratively with SHA and its byway sponsoring organizations, MDP will continue to support its GIS-based inventory mapping tool to assist with analyzing protected as well as vulnerable and threatened resources along Maryland's Scenic Byways. The tool can be utilized to provide planners, byway managers and natural resource managers with a tool to understand the stability of and risks associated with land use change along scenic byways as described on page 38.



DOP also manages the Clearinghouse Review Process which provides “one stop” help to applicants for federal and/or State financial or nonfinancial assistance. It is the single point of contact (SPOC) for development projects in Maryland. It provides a forum for citizens to become informed and to comment on projects. This is the logical place for byway sponsoring organizations to seek better integration of their corridor management plan with other planning processes and to coordinate efforts for outside financial assistance when implementing projects.

### **Maryland Department of Natural Resources**

DNR was a key partner in the development of MDOT’s statewide trails plan and works collaboratively with SHA on the implementation of the SHA’s recreational trails program. This Comprehensive Plan for recreation and the conservation of DNR lands is intended to improve management effectiveness in the various activities associated with the role of land steward, and fulfill the requirements of both Program Open Space and the Land and Water Conservation Fund—both important programs for the conservation and enhancement of scenic byways.

DNR is also the lead agency for implementing the statewide trails plan and works collaboratively with SHA on the implementation of the SHA’s recreational trails program—programs that help increase access to the state’s natural resources and recreational opportunities, many of which are located along scenic byways.

### **Department of Housing and Community Development/Maryland Main Street Program**

More than two thirds of Maryland’s state designated Main Streets are on scenic byways and they serve as an important focus for visitor services and attractions (see page 48). Maryland’s program helps its designated Main Street’s through technical assistance, training, and other services.



Fort McHenry along the Star Spangled Banner National Historic Trail, photograph courtesy of National Park Service





Journey Through Hallowed Ground National Scenic Byway ribbon cutting at Catocin Mountain Orchard, MD.

## Measuring Progress and Benefits

Maryland's scenic byways are a valuable asset to the state in their continuing efforts to attract more visitors and increase economic activity related to heritage and nature-based tourism. The organizations that sponsor and promote scenic byways, through the development of a corridor management plan, help to preserve and enhance those resources in a manner that increases the quality of life for those communities that actively participate in the byway management effort. Maryland's state agencies support those efforts through the programs noted above.

Measuring progress towards achieving the goals of the strategic plan is a challenge given the largely volunteer nature of the byway sponsoring organizations and their partners. However, there are a number of elements that can be measured to better communicate the benefits that accrue to the communities and the State along a well-managed byway.

Economic benefits can be measured through the economic impact tool described on page 49. The plan recommends that a baseline be established from which future investments in byway and related heritage area management can be demonstrated. The logical geographic unit of measurement is the byway region. Therefore some coordination at a state level is needed to establish the means for demonstrating economic benefits. The Journey Through Hallowed Ground Scenic Byway and National Heritage Area has already established a baseline for measuring future investments and can serve as a model for other regional byways (Star-Spangled Banner NHT, Chesapeake Country/HTUGRR/Cape to Cape byways, and Maryland's Historic National Road) to follow in establishing methods for demonstrating economic benefits.

Use and interest in Maryland's scenic byways can be measured by tracking the number of requests for information (web-based, call-center, and welcome centers) and by tracking Website hits from byway sponsors kiosks, mobile applications, and QR codes as they are developed.

Stewardship goals can be measured by tracking the land use change over time within the byway corridor. Maryland's Historic National Road, through its update to the Corridor Partnership Plan, demonstrated the degree to which the corridor's land use has changed over time. This tracking process can be implemented on other byways through the corridor plan update process with the assistance of MDP's GIS-based planning tools. MDP's GIS-based planning tools identify areas vulnerable to future change leading towards the establishment of priorities for conservation and renewed efforts to guide land use in these highly vulnerable areas (see page 38).

## Next Steps

The top priorities for implementing the strategic plan include:

- Establishing ad hoc regional working groups to coordinate marketing, interpretation, management and financing of byway programs and projects and identify potential areas of collaboration among byways, heritage areas, regional trails, and main streets.
- Facilitate and coordinate the search for outside funding sources on a regional basis to increase the leverage of locally-identified enhancement projects along scenic byways. This should be accomplished by preparing two-year coordinated regional action plans for scenic byways that are coordinated, where applicable with heritage area five-year action plans.
- Establishing and increasing awareness of the role of scenic byways in providing safe and attractive access to Maryland's scenic, natural, recreational, historic, cultural and archeological resources—especially among on the ground SHA District Engineering offices that are responsible for the day to day management of the routes themselves and among local government planning and zoning offices that work with SHA to coordinate the review of development projects and updating of comprehensive plans.
- Establishing and increasing awareness of Maryland's scenic byways by the state's front line hospitality industry—especially in the identification of sites and attractions, touring itineraries, events and programming along scenic byways. This could be accomplished through the development of regional web-based and mobile applications that are coordinated with OTD's state tourism data base and other agencies' mobile applications such as NPS's Chesapeake Explorer.



Journey Through Hallowed Ground Partner Chris Haugh from Frederick County's Office of Tourism at Catocin Mountain as part of a coordination tour.







