



# Flaming Gorge-Uintas National Scenic Byway Corridor Management Plan Update

**Corridor Management Plan Update  
for the  
Flaming Gorge – Uintas National Scenic Byway  
Utah**

**Prepared for:  
Flaming Gorge Scenic Byways Coordinating Committee**

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Routes of the  
Flaming Gorge-Uintas National Scenic Byway  
and  
Flaming Gorge-Green River Scenic Byway



# FEDERAL REQUIREMENTS

As a cross-reference, the table below identifies the fourteen requirements of the corridor management plan and the corresponding pages that address those requirements.

1. A map identifying the corridor boundaries and the location of intrinsic qualities and different land uses within the corridor.	p.1, Ch. 2
2. An assessment of such intrinsic qualities and of their context.	Chapter 2
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.	Chapter 2
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.	Chapter 5
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.	Chapter 2
6. A plan to assure on-going public participation in the implementation of corridor management objectives.	Chapter 5
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.	Chapter 4
8. A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.	Chapter 4
9. A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience	Chapter 2
10. A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.	Chapter 4
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.	Chapter 3
12. A narrative describing how the National Scenic Byway will be positioned for marketing	Chapter 3
13. 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.	Chapter 2 Chapter 4
14. A description of plans to interpret the significant resources of the scenic byway.	Chapter 3



In addition to the information identified in Paragraph 9a, corridor management plans for All-American Roads must include:

1. A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.	Chapter 3
2. A plan to encourage the accommodation of increased tourism, if this is projected. Some demonstration that the roadway, lodging and dining facilities, roadside rest areas, and other tourist necessities will be adequate for the number of visitors induced by the byway's designation as an All-American Road.	To be developed
3. A plan for addressing multi-lingual information needs.	To be developed
4. Further, there must be a demonstration of the extent to which enforcement mechanisms are being implemented in accordance with the corridor management plan.	Chapter 2 Chapter 4 Chapter 5



# Chapter 1 - Introduction

This corridor management plan (CMP) update for the Flaming Gorge – Uintas National Scenic Byway is intended to facilitate the designation of the two-state Flaming Gorge All-American Road loop between Utah and Wyoming, with the centerpiece and anchor experience being the Flaming Gorge National Recreation Area. The All-American Road will consist of two existing designated byways: the Flaming Gorge – Uintas National Scenic Byway in northeast Utah, and the Flaming Gorge – Green River Basin Scenic Byway in southwest Wyoming. A CMP update is being simultaneously developed for the Wyoming section of the byway.

The corridor's diversity of wildlife ranging from the fossilized remains of prehistoric animals to today's herds of antelope and wild horses is reflected in the byway's theme of "Wildlife Through the Ages." The corridor offers outstanding nature-based recreational resources, showcases spectacular geology and presents the traveler with incredible vistas of the Flaming Gorge, High Desert, and Uinta Mountains.

The corridor is located on a popular north-south tourism route between Grand Canyon and Yellowstone National Parks. It is hoped that in the future a more expansive system of scenic byways can be developed by partnering with the nearby Dinosaur Diamond National Scenic Byway in Utah and Colorado.

The lion's share of the corridor consists of federally managed lands, and major stakeholders include the Ashley National Forest and the Bureau of Land Management. Local communities with interests in the corridor are the cities of Vernal, UT, Green River and Rock Springs, WY, the Town of Manila, UT, and the unincorporated community of Dutch John, UT.

Segments of the Flaming Gorge-Uintas National Scenic Byway were first designated as the Ashley National Forest Scenic Byway in 1988. In 1990 the current route was designated as a Utah State Scenic Byway by the governor of Utah, and the byway achieved National Scenic Byway designation in 1998.

## Project Considerations and Key Findings

Byway leaders in Utah and Wyoming communicated clear expectations that the updated corridor management plans would provide the information needed to seek a future two-state All-American Road (AAR) nomination from the Federal Highway Administration (FHWA). Byway leaders had been advised that their best hope of achieving this type of designation was if Utah and Wyoming applied together, based on the assumption that the best arguments for national significance would occur when resources in both states were included. Leaders in both states began working in cooperation in 2009, and in May 2010, a strategic planning workshop was conducted for byway leaders by the America's Byways Resource Center. A joint request for proposals was subsequently developed for the update of the 1997 Utah CMP, and 2005 Wyoming CMP.

The design and production of this plan was guided by the goal of obtaining All-American Road designation, and utilizes the consultants' extensive understanding of the FHWA Interim Policy for the National Scenic Byways Program published in the Federal Register in May of 1995. This policy provides all program guidance, definitions and requirements concerning designation of National Scenic Byways and All-American Roads.

This Corridor Management Plan and its Wyoming counterpart address roads associated with the resources of the Green River, Flaming Gorge Reservoir and the Uinta Mountains. The Interim Policy, however, requires that the "road or highway" itself possess the attributes required in the policy, as opposed to the broader corridor, which for this byway would include the Green River, the Flaming Gorge National Recreation Area, and US Forest Service lands adjacent to the road. All-American Road criteria requires that the road be a "destination unto itself" - the reason someone chooses to visit the byway.



The focus of this corridor management plan is to describe and document the resources and facilities that make the Flaming Gorge Scenic Byway a destination unto itself, in addition to capturing some of the current planning goals of byway leaders in Utah and Wyoming. The Action Plan in Chapter 6 is a compilation of actions recommended throughout the document. These recommendations were informed by previous accomplishments of byway leaders, as well as research and data collected by the consultant team. The project also yielded the following important findings:

- A potential visitor examining an atlas or regional map looking for possible destinations will most likely be drawn to the Green River, the Flaming Gorge National Recreation Area or Dinosaur Diamond National Park as opposed to the roads designated as the scenic byway.
- The Natural Intrinsic Quality is very well supported along the majority of roads that comprise the byway (especially in Utah), and is evident throughout the region as interpreted at existing and proposed museums.
- In Utah, there are several important and nationally significant natural resources that are in the broad byway corridor, but not, however, along a portion of the designated byway.
- Based on the experience and judgment of the consultant team, the Recreation Intrinsic Quality is evident along the roads that comprise the byway in the form of the “Driving the road itself ...a pleasurable recreational experience” as defined in the policy. There are other important recreational activities available in the byway corridor, but not directly on the road. There are challenges to connecting the primary byway roadway with the most prominent resource, the reservoir, while applying the policy.
- Potential travelers who know very little about the specific resources of the area are likely to start their online travel research by searching for “byway” websites. Developing a single online identity is critical to building the presence of the byway as a travel destination.
- The only practical way to think about this two-state byway is as a single route with a single name, logo, website, and marketing materials. Currently, there is an uneven distribution of traveler materials and facilities between the three main legs of the joint byway

As previously stated, this CMP update is intended to facilitate the designation of the two-state Flaming Gorge All-American Road between Wyoming and Utah. The following points describe ways in which this plan was designed to respond:

- Because All-American Road designation for the combined roads is desired, the Interim Policy is paramount to the development of the coordinated CMPs.
- The plan is based on the definition from the policy which states that a CMP is “a written document that specifies the actions, procedures, controls, operational practices, and administrative strategies to maintain the scenic, historic, recreational, cultural, archeological and natural qualities of the scenic byway.”
- The plan is designed to respond to the policy definitions and especially to recognize that the road is designated, not the corridor beyond the road. The reservoir, river, and important archeological sites are only significant when they are directly on the byway.
- Regardless of personal beliefs, the definitions provided in the policy are what matters and the plan reflects this policy orientation by recognizing that the most significant recreational resource that is 1) nationally significant, 2) directly related to the road, and 3) can be argued is one of a kind compared to other AARs (especially in the west), is the driving for pleasure experience of the road. The variable landscape is highlighted throughout, as is the experience of the full field view from the distant water to the sky and clouds.



Development of the plan also revealed the following challenges to byway leadership:

- Developing a single byway story across the two states with the disparity in facilities that exists to support the byway traveler, and with limited opportunities to fund improvements.
- Having a byway-specific website available in the spring of 2012 when it has been announced that FHWA support for the [www.byways.org](http://www.byways.org) website ends. Currently, this is the only website with Flaming Gorge byway-specific information.
- The current Memorandum of Understanding (MOU) for the Utah Partnership, and the draft MOU for the Joint Committee provide no funding mechanisms for CMP implementation other than partner organizations, and the Joint Committee has already expressed concern that the current economic climate is impacting their ability to maintain existing facilities.

The majority of the new material found in this update is focused on addressing the criteria for All-American Road designation. Material from the 1997 CMP is also included if unchanged or important for reference purposes. All sections from the original CMP are noted. To assist byway leaders and stakeholders in identifying, prioritizing, and understanding the relationships between critical needs, each chapter is structured as follows:

- List of requirements addressed from FHWA's Interim Policy related to the All-American Road criteria
- Important Considerations – the most critical findings and needs identified for each topic area
- Narrative
- Recommendations which are based on:
  - Client goals
  - Consultant knowledge of the Flaming Gorge Scenic Byway
  - Consultant experience and knowledge of methods and strategies successful for other byways
  - The current and anticipated capacity of the joint byway organization (Joint Committee)

The plan also contains a Stewardship chapter that focuses on building a strong, sustainable joint byway organization that is positioned well to compete in this new era for byways. The overall consultant goal has been to produce a document that not only meets FHWA standards and requirements, but also serves as a practical guide to accomplishing the goals of the Flaming Gorge Scenic Byway.

In an effort to avoid confusion, the consultant has also adopted the following naming conventions throughout both corridor management plan updates:

Flaming Gorge-Uintas National Scenic Byway	Utah byway
Flaming Gorge-Green River Basin Scenic Byway	Wyoming byway
Flaming Gorge Scenic Byway	Combined corridor
Flaming Gorge-Uintas Scenic Byway Partnership (Partnership)	Utah byway organization
Flaming Gorge-Green River Basin Scenic Byway Steering Committee (Steering Committee)	Wyoming byway organization
Flaming Gorge Scenic Byway Joint Committee (Joint Committee)	Combined byway organization

## Chapter 2 - Intrinsic Qualities

### Flaming Gorge Scenic Byway Route Description

The Utah byway route begins in Vernal at the intersection of US 40 or Main Street (Dinosaur Diamond National Scenic Byway) and Highway 191, and extends north approximately 38.5 miles to the intersection of US 191 and Highway 44 at Greendale Junction. From the southern terminus in Vernal, a spur route extends the byway east on US 40 or East Main Street approximately .4 miles to the Utah Field House of Natural History State Park Museum, a designated visitor center and official byway stop.

At Greendale Junction, the byway route splits. Highway 191 extends north approximately 17 miles through the community of Dutch John, and then along the east side of the Green River and Flaming Gorge Reservoir to the Utah/Wyoming border and beyond to Rock Springs, Wyoming.

The westerly leg of the byway route at Greendale Junction follows Highway 44 approximately 29 miles to Manila, Utah. At a point about 9 miles from Greendale Junction, a spur route follows a forest highway north about 3 miles to the Red Canyon Visitors Center. In Manila at the intersection of Utah SR 43/44 the byway route extends approximately 2.6 miles north to the Utah/Wyoming border and beyond to Green River, Wyoming.

Within the broader byway corridor, there are several other roads that support the Flaming Gorge Scenic Byway's recreation and natural intrinsic qualities. But these roads are not officially included in the designated byway. These routes include roads off Highway 44 to Dowd Mountain overlook and the Sheep Creek Geologic Loop. Also included is Forest Highway 75 off Highway 191 approximately 8 miles south of Dutch John which leads to the Little Hole Recreation Area on the Green River.



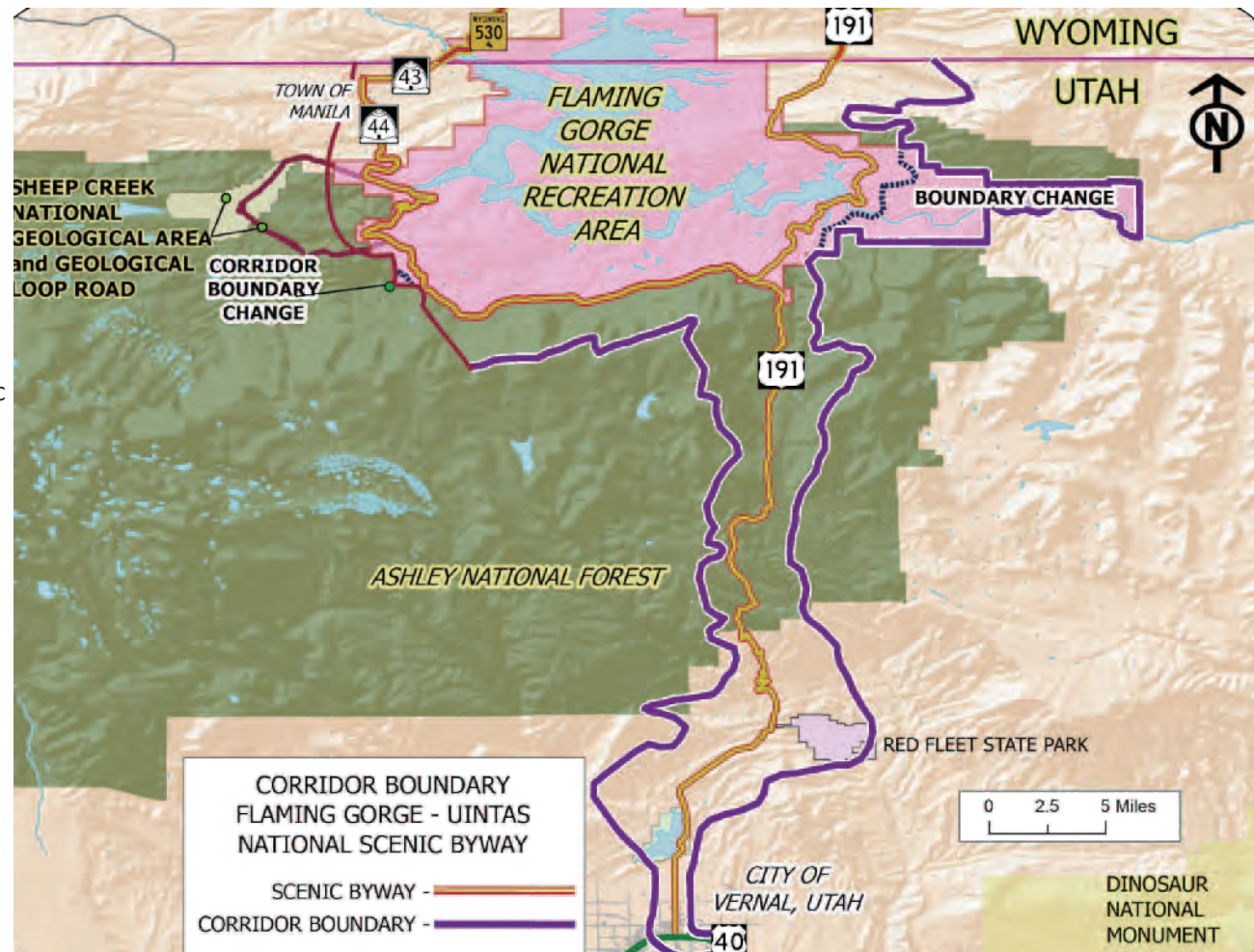
## Corridor Boundary

Several changes to the original corridor boundary are proposed. By far the largest change is including the interior of the loop formed by the byway and the Utah and Wyoming state line. This brings the National Recreation Area into the corridor. Small parts of the Recreation Area left out of the original corridor are included as well. The Recreation Area changes consist of the National Recreation Area north of the Green River and east of the dam. The other addition is a small corner of the Recreation Area between Moose Pond and the Dowd Mountain Overlook.

The proposed corridor boundary of the Flaming Gorge – Uintas National Scenic Byway is defined as the viewshed of the roadways making up the byway, the interior of the loop formed by the byway and the Utah and Wyoming state line, the extent of the Flaming Gorge National Recreation Area, and US 40 approximately .4 miles from US 191 to the Utah Field House of Natural History State Park Museum.

The original corridor boundary map contained in the Flaming Gorge – Uintas Scenic Byway corridor management plan was used to create a new map with the proposed additions.

A very large majority of the lands within the corridor consist of the Ashley National Forest, the Flaming Gorge National Recreation Area and areas managed by the U.S. Bureau of Land Management.



## Natural Intrinsic Quality

### FHWA Interim Policy addressed:

In order to be designated as an All-American Road, the road or highway must meet the criteria for at least two of the intrinsic qualities. The road or highway must also be considered a destination unto itself. To be recognized as such, it must provide an exceptional traveling experience that is so recognized by travelers that they would make a drive along the highway a primary reason for their trip. The characteristics associated with the intrinsic qualities are those which best represent the nation and which may contain one-of-a-kind features that do not exist elsewhere. The significance of the features contributing to the distinctive characteristics of the corridor's intrinsic quality are recognized nationally.

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

### Context of Natural Resources and the Flaming Gorge Scenic Byway Corridor

The Flaming Gorge – Uintas National Scenic Byway was designated a National Scenic Byway by the U.S. Secretary of Transportation in 1998. The byway was designated because of its natural intrinsic qualities. The route is marketed as one of America's Byways® with the following description:

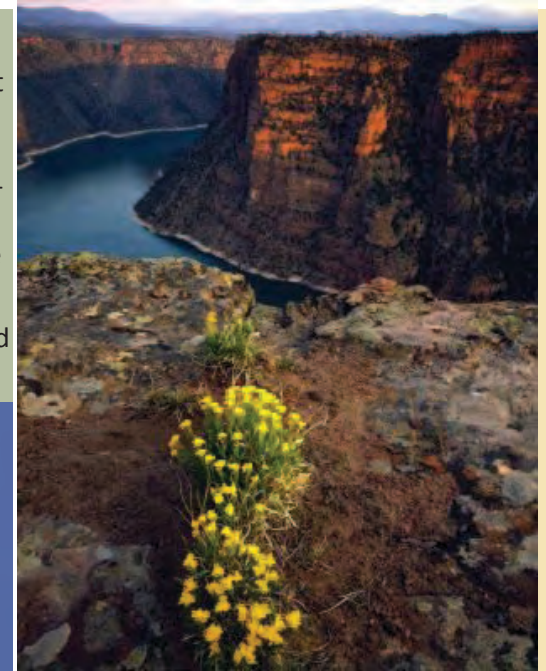
*The byway meanders over the eastern flank of the Uinta Mountains and through the Ashley National Forest and Flaming Gorge National Recreation Area. View wildlife in their native habitats and experience the "real West" as passed down through western folklore of early explorers, homesteaders, mountainmen, outlaws and cowboys.*

### Natural Quality Summary

The theme developed from the vision for the Flaming Gorge-Uintas Scenic Byway is "Wildlife Through the Ages." Travelers on the Byway learn about and view wildlife, past and present, through geologic time. Indeed, prior to national designation, this drive was known as "The Drive Through the Ages" because it winds through dramatic geological formations. These formations date back one billion years and hold fascinating evidence of ancient animal life.



The Flaming Gorge – Uintas National Scenic Byway Field Guide advises visitors to "Grab the Binoculars." The byway is home to hundreds of species of birds, mammals, reptiles, amphibians and fish.



John Wesley Powell named "Flaming Gorge" on his historic expedition of the Green and Colorado Rivers in 1869.



As the byway traveler winds up and over the eastern Uinta Mountains, almost one billion years of Earth's history is exposed.



The byway area is famous for its abundance and variety of wildlife. Roughly 390 species of birds, mammals, reptiles, amphibians and fish can be found in Uintah Basin and surrounding mountains. Diverse and healthy wildlife habitats make this one of the richest wildlife areas in the western United States.

## Wildlife

Guided by the vision behind the theme of “Wildlife Through the Ages,” the interpretive plan and resource management plan are designed to provide for the education of travelers along the byway without harming the resources. The Flaming Gorge Scenic Byway is the only byway in existence with a theme based on wildlife interpretation.

Information available at byway orientation centers and interpretive sites provides insight into habitats and seasons for wildlife watching, viewing ethics, and tips. This information can increase the chances for that close-up view of the traveler’s favorite species or for the unexpected sighting. As with any outdoor wildlife adventure, visitors will “earn the right” to view animals in their natural habitat. Elements such as time of day, weather, seasons, and human intrusion can all impact animal behavior throughout the year.

Targeted viewing areas have been identified and developed along the byway. Byway travelers can encounter large herds of elk, mule deer and pronghorn antelope grazing within sight of the highway. Golden eagles, ospreys (summer), bald eagles (winter), red-tailed hawks, yellow-bellied marmots, golden mantled ground squirrels, ravens, black billed magpies, and mountain blue birds are common and frequently seen from the roadway. Big Horn Sheep and Kokanee Salmon can also be viewed from the byway, and travelers who venture beyond the main arterial of the byway along the designated scenic backways may have chance encounters with black bear, beaver, moose, and river otters.

Flaming Gorge Reservoir, the Green River, Red Fleet Reservoir and Steinaker Reservoir make up the largest areas of water along the byway. These water bodies, streams and creeks attract and sustain hundreds of species of wildlife. The Utah State Division of Wildlife Resources manages a fishery below the Flaming Gorge Dam and the Bureau of Reclamation has modified water releases to improve habitat for native and endangered species.



Rocky Mountain Bighorn Sheep are often spotted from the byway. Bighorns escape their predators by climbing steep, rocky cliffs.



The Utah Field House of Natural History State Park Museum preserves local geological, paleontological, and archaeological resources, and is an information center and southern portal of the Flaming Gorge Scenic Byway.

## Vegetation

From desert to above timberline, the Flaming Gorge-Uintas Scenic Byway provides the visitor with a multitude of distinctive vegetative communities that make this area tremendously attractive and great habitat for a multitude of wildlife. Beginning in the Uinta Basin, the byway traveler passes through a landscape dotted with sagebrush, greasewood, rabbit brush, grasses and flowering cactus. Interpretive facilities at Steinaker Reservoir further explain the relationships of the high cold desert and wildlife along the byway.

As the visitor climbs in elevation, there are distinct changes in the vegetative patterns. A dwarf forest of pinyon and juniper trees is encountered which transitions into a zone of brush and browse near the crest of the mountain. At higher elevations along the byway, plant communities include mixtures of aspen, lodge pole pine, ponderosa pine, spruce, and subalpine fir, interspersed with large open meadows and sagebrush flats.

Interpretive displays at key sites along the byway educate the traveling public on the importance of these plant communities as wildlife habitat. The interpretation addresses the care and management of the vegetative resources and their relations to fire, insects and disease. At select locations, careful harvesting of forest products and appropriate livestock grazing are practiced as part of an overall multiple-use management system. Biological assessments were conducted for 20 interpretive sites originally planned for development to avoid impacting any threatened, endangered, or sensitive plant or animal species.

## Geology

The Uinta Mountains, which are part of the Rocky Mountains, are one of the few east-west ranges in the western hemisphere. Geological formations making up the Uinta range are composed of rock and soil deposited by ancient rivers, glaciers, seas or wind storms.

The Uintas were formed 70 million years ago by a massive geological upheaval that faulted and “bent” the overlying rock layers from a horizontal position into an elongated dome shape. Since then, the top of the mountains have been removed by erosion, exposing the edges of the folded layers. This geological history depicted in so short a distance provides a unique geological exposure along a major highway unequaled anywhere else in the United States. Roadside signs identify the rock formations along the byway.



Both prehistoric and historic fossil remains in these formations provide a striking complement to abundant contemporary wildlife—thus the theme of “Wildlife Through the Ages.”

The 3,600 acre Sheep Creek National Geological Area displays millions of years of the Earth’s history. Ancient formations overlain by layers of younger rock were flexed upward with the rise of the Uinta Mountains.



The Flaming Gorge-Uintas Scenic Byway takes you through a panorama of geologic history. As you proceed north from Vernal toward the Flaming Gorge National Recreation Area, you will drive 30 miles across edges of exposed rock layers that are progressively older. The “core” of the Uinta Mountains, exposed near Flaming Gorge, is a billion years old. Evidence of advancing and retreating seas, swamps, barren deserts, dry uplands, wandering streams, lakes and rising mountains can be seen today in the layers of limestone, sandstone, mud stone and shale along the highway. Each formation represents an extinct ecosystem of rock, plants, and animals, and contains their fossil remains. Both prehistoric and historic fossil remains in these formations provide a striking complement to abundant contemporary wildlife—thus the theme of Wildlife Through the Ages.

Designated by the U.S. Forest Service in 1962, the 3,600 acre Sheep Creek National Geological Area displays millions of years of the Earth’s history. Ancient formations overlain by layers of younger rock were flexed upward with the rise of the Uinta Mountains. Sheep Creek is named after the Rocky Mountain Big Horn Sheep found in the area.

## Paleontology

Early 1920s excavations in the Uinta Basin made this site one of the world’s greatest sources of information about ancient life. Along with the nearby Dinosaur Diamond National Scenic Byway, the corridor is rich with world-class fossil bones and quarry exhibits, including the 1990 discovery of a new meat-eating dinosaur fossil and the 2002 discovery of a sauropod trackway with extremely rare skin impressions.

Located near the scenic byway, the Dinosaur National Monument and Quarry has yielded a greater variety of species and a larger number of individual animal fossils (including complete skulls) than any other dinosaur site in the world. Over 350 tons and 11 species of dinosaurs quarried here occupy museums around the world.



Sometimes called, “rock chucks,” marmots use six different whistle sounds for everything from warnings to locating their young.



Targeted viewing areas have been identified and developed along the byway. Byway travelers can encounter large herds of elk, mule deer and prong-horn antelope grazing within sight of the highway.

## RECREATION

### FHWA Interim Policy addressed:

In order to be designated as an All-American Road, the road or highway must meet the criteria for at least two of the intrinsic qualities. The road or highway must also be considered a destination unto itself. To be recognized as such, it must provide an exceptional traveling experience that is so recognized by travelers that they would make a drive along the highway a primary reason for their trip. The characteristics associated with the intrinsic qualities are those which best represent the nation and which may contain one-of-a-kind features that do not exist elsewhere. The significance of the features contributing to the distinctive characteristics of the corridor's intrinsic quality are recognized nationally.

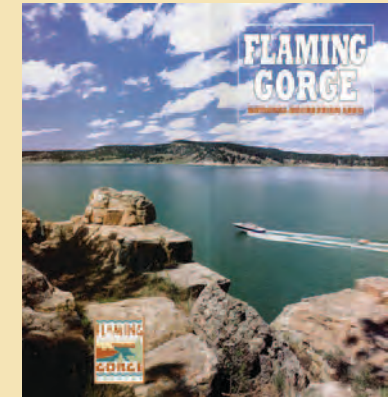
7.f) Recreational Quality involves outdoor recreational activities directly association with and dependent upon the natural and cultural elements of the corridor's landscape. The recreational activities provide opportunities for active and passive recreational experiences. They include, but are not limited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

## Recreation Qualities

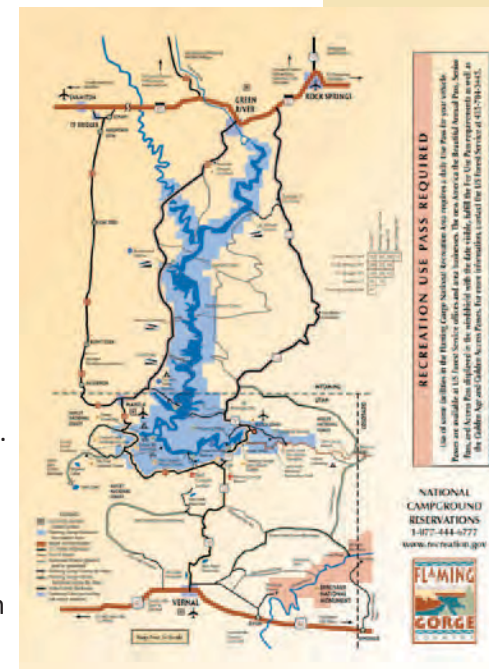
### Context of Recreation and the Flaming Gorge – Uintas National Scenic Byway corridor

The definition of the Recreation Intrinsic Quality from the Interim Policy states “Driving the road itself may qualify as a pleasurable recreational experience.” The following section supports the position that “driving for pleasure” is the byway’s primary recreation quality. The descriptions in this plan can be used to make the argument that the Flaming Gorge Scenic Byway possesses nationally significant recreation attributes directly associated with the byway road including a driving for pleasure experience that is one of a kind.

The driving experience, built on the diverse landscape features, natural qualities, roadway alignment and the corresponding views offered, as well as the access to features found at roadside sites are nationally significant when the Utah and Wyoming routes are combined. Other important recreation resources exist in the byway corridor, but their connection to the designated byway is indirect. Driving for pleasure allows the visitor to experience a unique combination of natural and recreational qualities distributed along roads that pass from high desert through sculpted rock formations possessing world-class paleontology sites, near water-based recreation and hiking, and that culminate in the pass over the High Uintas Mountains - one of few east-west aligned mountain ranges in the United States. No other byway provides travelers the opportunity to view these attributes.



For byway travelers seeking information about byway recreation sites, the Flaming Gorge Country brochure is available at all visitor centers.



This tear-off map is distributed to travelers at local hotels.



The design of the Flaming Gorge Scenic Byway Corridor Management Plans in Utah and Wyoming uses photos to illustrate the text descriptions of the driving experience. The goal is to evoke an emotional response that reflects the experience of driving. The descriptions move sequentially from the community hubs, with the Greendale Junction portal site in Utah as the central common point. The driving for pleasure experience only works as an attribute for All-American Road (AAR) designation if the byway is viewed as a single experience that is jurisdictionally blind with a seamless set of descriptive materials.

The Driving Experience summaries in Chapter 3 capture the driving impressions of new travelers. They provide a layperson's impression of this unique combination of road characteristics, landscapes, and views. The descriptions can be used to support a future AAR nomination where the applicant must prove the claims of national significance and that the road is a "destination unto itself."

Within the descriptions of recreation in this chapter, there is an attempt to include landscape features named on existing maps, at interpretive sites, or in the Field Guide. As an example, "Hole In the Wall Canyon" is the physical feature adjacent to the phosphate mine that highway 191 follows as it emerges into the forested meadow area just below the Red Cloud Road intersection. These types of descriptive terms are used in the narrative to reflect the emotional response of travelers as they experience the diverse and well-distributed resources along the road as opposed to scientifically accurate statements of fact.

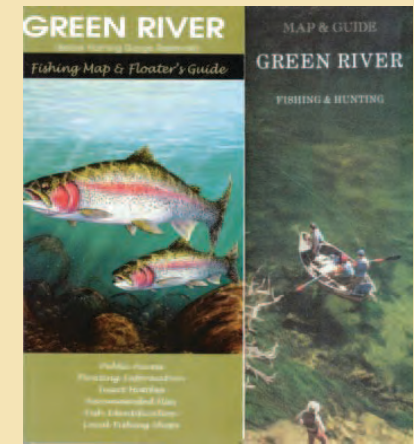
## Terms Used in the Descriptions

Terms used to describe or define the types of traveler sites along the byway Flaming Gorge – Uintas Scenic Byway include: overlooks, geology signs, nature trails, interpretive sites, portal, and visitor centers. However, from a traveler's perspective, simpler is better. The following descriptions of the byway's Recreational Intrinsic Quality reflect the thinking on Effective Wayshowing for Byways as discussed in Chapter 3, and incorporate the following terms for the sake of consistency to describe sites in Utah as well as what is planned for Wyoming.

**Gateway** – Typically a set of interpretive sign structures at a site that is generally located at a critical decision point for travelers. These sites include a "you are here" orientation byway map, interpretive signs, possibly a rest room and parking for different types of vehicles and in some cases a staffed information counter. Ideally a Gateway is located at the entrance to a byway.



This family is enjoying fishing at Moose Ponds near the Red Canyon Visitor Center. This site was recognized with a 2011 Scenic Byway Award.



These two commercially available fishing maps point travelers to the abundant and high quality fishing resources – well maybe some of the best fishing sites are kept secret!



Visitors to the Red Canyon Visitor Center are sometimes treated to more than information and views inside the building. Wildlife sightings are frequent all around the byway.

**Pullout** – Any site that provides off-road parking and information or services a traveler needs to learn the byway story or orient themselves to byway sites or features on their route of travel. In addition to parking, a pullout could have interpretive signs, views across the landscape, nature trails, picnic facilities, water, restrooms, or specialized facilities such as boat launches or fishing docks or observation decks.

**Roadside Geology Signs** – These are large scale signs installed along the roadway at specific locations associated with geologic layers or data about a rock formation. These signs are often supported with additional information available in maps or the Field Guide.

**Visitor Center**- A site that includes parking, often with a staffed information counter and displays about the region or resources along the road. A Visitor Center can also include more extensive trails that might more fully introduce a traveler to high-value resources or views.

## Recreation Opportunity Summary

One measure of the significance of the recreational resources on the Flaming Gorge Scenic Byway is that the network of sites and types of recreation opportunities available are diverse and available along the entire byway corridor, often in conjunction with pullouts. Travelers can recreate on reservoirs near Vernal in the transitional zone before reaching the edge of the Diamond Mountain Plateau. There are opportunities for off-road recreational drives that lead to hunting and camping sites.



This day hiker has walked the rim trail at the Red Canyon Visitors Center.



These hikers are near the Dowd Mountain Overlook and have a different view of the canyon and reservoir.



These fishermen are floating the Green River downriver from the Flaming Gorge Dam. Soon they will arrive in the Little Hole area.



Approaching the Summit and on to the north, the mix of recreational opportunities changes. Water-based recreation occurs either at boat launches accessing the Flaming Gorge Reservoir or on rivers below the Flaming Gorge Dam. Hiking, hunting, fishing, wildlife viewing and driving for pleasure occur throughout the corridor. The land along Utah highway 44 between Greendale Junction and Sheep Creek Canyon National Geological Area is characterized by relatively flat lands covered with open ponderosa pine forests. The Green River Valley in this area is a deep and narrow canyon with multi-hued rock walls. One imagines all the fossils and remnants of ancient animals imbedded in rock impossible to reach.

The area below the Flaming Gorge Dam contains a concentration of different recreational activities. Within a few miles of the river leaving the dam, world-class fishing occurs in conjunction with hiking a National Recreation Trail and whitewater rafting, all in a setting virtually identical to the landscape found by the John Wesley Powell expedition in 1869. All these features are directly connected to the byway roadway either just below the dam or via the Little Hole access road from Dutch John.

The Flaming Gorge Scenic Byway provides the traveler access to a myriad of recreational opportunities during all seasons. The number and variety of wildlife for viewing and photography as well as hunting are widely acknowledged as outstanding. Flaming Gorge Reservoir is nationally known for its fishing and nearby Green River is a premier blue-ribbon trout fishery.

The centerpiece of the byway is the Flaming Gorge National Recreation Area. The Recreation Area was established by Congress in 1968 and is managed by the U. S. Forest Service. The Recreation Area encompasses 207,363 acres with roughly half in Utah and half in Wyoming. At full elevation the Flaming Gorge Reservoir has a surface area of 42,020 acres and 360 miles of shoreline. Access to the reservoir is provided by several full service marinas and boat launches. The fishery is one of the most productive in the nation and has produced some of the largest record catches for Kokanee salmon, Brown trout, and Lake Trout in the U.S.

Camping and picnicking, hiking, boating and sailing, water skiing, rafting, canoeing, mountain biking and rock hounding are activities for visitors to enjoy during the spring, summer and fall seasons. Cross-country skiing, snowmobiling, and snowshoeing have increased in popularity and are drawing more visitors to the byway each winter. A yurt system of simple shelters, similar to a hut system, has been developed for winter recreational users. There are developed trail heads for hiking, dispersed camping, cross-country skiing, snowmobiling, horse riding and mountain biking.

The bicycle continues to grow in popularity as a mode of transportation that blends physical activity and visual enjoyment. Bicycle touring on and along the Flaming Gorge-Uintas Scenic Byway offers many opportunities to explore the outstanding wildlife, scenic and geological resources of the area. Although much of the area lends itself to mountain biking, road touring opportunities are available along the byway; and several area businesses provide services, rentals and products for the cyclist. Many stretches of the byway require cautious travel since highway shoulders, visibility, and road conditions vary considerably and grades are steep. Ultimately, the safety of bicycling depends on the conscientious efforts of bicyclists and motorists to obey traffic laws and share the roadway with mutual consideration.



This view of the Little Hole National Recreation Trail is within the Green River gorge downstream from the dam.



A planning goal of byway leaders is development of a bike trail from Vernal to the area near Steinaker State Park. However, there are a number of physical constraints to making this trail a reality. There is also discussion of developing a nature center along the first few miles of the byway from Vernal.

The Green River from Flaming Gorge Dam in Utah to the Colorado State line is the most popular section of river for anglers. According to an article at [www.anglerguide.com](http://www.anglerguide.com), this 30-mile stretch sometimes sees 150,000+ anglers days per year and holds up remarkably well despite the number of fishermen. It is roughly divided into three sections. Section A (as it's referred to by the Forest Service) is from the dam to Little Hole, Section B is from Little Hole to Taylor's Flat Bridge (in the upper end of Brown's Park) and section C is from Taylor's Flat Bridge to the Colorado State line, near the bottom of Swallow Canyon. Each section has access points by road and each makes a nice day float. Eighty percent of the fishing pressure is located on Section A (the seven miles from the dam to Little Hole) because of better trout numbers and easy access. The canyon above Little Hole (formerly Little Brown's Hole) is known as Red Canyon and was named by Major John Wesley Powell's expedition in 1869. It is also the most scenic section of river.

The Green River currently is one of the best fisheries in the continent and is definitely a world-class fishery in every sense of the term. It has a fascinating angling history that aptly illustrates the value of special regulations and informed management.

### Selected Examples of Recreation Resources Related to the Scenic Byway

- The broad Diamond Mountain Plateau includes a landscape travelers might think of as a combination of high mountain meadows and forest with vegetated edges offering excellent wildlife viewing. The plateau extends along the byway for almost 20 miles from the point where the road exits Hole in the Wall Canyon adjacent to the phosphate mine to the Summit. This landscape represents a rich habitat for wildlife and birding and presents a plethora of views at many times of the day. The sagebrush, grasses and wooded fringes are excellent habitat for many kinds of animals. At a number of pulloff sites, travelers are encouraged to leave their vehicles and explore, especially at dawn and dusk.
- The drive from Windy Point through Hole in the Wall Canyon and across the plateau is marked by sweeping horizontal and vertical curves that provide constantly changing views, varied vegetation and various backdrops for views of the sky which are all particularly important elements in a pleasurable drive.
- Fishing on the Green River is widely recognized for its quality, whether in the reservoir or below the dam, especially at the Little Hole Recreation Area. The coherence and entwined relationship between the natural and recreational resources in this small area is amazing. Rafters come down the river among fly fisherman as hikers walk the national trail in the deep, steep walled canyon. All these experiences are easily accessed by vehicle via a paved road from the byway in Dutch John.



Many recreation sites like this one are a short walk from parking and have interpretive panels.

- The byway's natural and recreational features are clearly connected when travelers enter and drive the 12.5 mile Sheep Creek loop road with its unique geological features around every turn or under every overhanging tree. The concentration of rock faces in the canyon walls display millions of years of geologic history informing visitors about the birth of the continent. Travelers learn about this area from byway maps or brochures, the Field Guide or by stopping at the Sheep Creek Canyon pullout and interpretive site. This site interprets the canyon formation and provides information about the Kokanee salmon breeding activities that occur in the creek.



This view of the Sheep Creek canyon hides some of the dramatic rock faces and unique geological formations just up the canyon.



This view of the Cart Creek Bridge and the Flaming Gorge Reservoir shows both the dramatic landscape and recreation resources.



This view across the Red Fleet Reservoir in the State Park is of a rock formation with fossilized dinosaur prints.



## Protection Strategies

The Flaming Gorge-Uintas Scenic Byway corridor has many intrinsic qualities that support the area as a destination site worthy of careful management and protection. The combination of abundant wildlife, unlimited outdoor recreational opportunities, spectacular scenery and important cultural, archaeological and historic qualities make the byway a particularly special recreational and tourism destination.

The interpretation of the byway's primary theme of "Wildlife Through the Ages," makes the byway a truly unique, nationally significant, destination-oriented resource. Additionally, the substantial scenic and recreational context of the byway region—which includes the Flaming Gorge National Recreation Area, the surrounding Uinta Mountains and their world-class recreation opportunities—frames the byway as a nationally significant destination.

One of the overall corridor management plan goals is to "protect and maintain the byway resources for enjoyment of future generations." The resource management strategies in this chapter address implementation of that goal.

In general, the maintenance and enhancement of the scenic byway corridor will be accomplished through utilizing a variety of existing land-use, preservation, planning and design techniques to minimize the impacts on the intrinsic qualities of the byway. Historically, federal, state and local agencies have managed the scenic byway corridor according to their own guiding management documents.

The 1992 Memorandum of Agreement outlined a unified and coordinated development effort that remains in compliance with the various entities' management mandates. The majority of the byway is within the Ashley National Forest and Flaming Gorge National Recreation Area, which is managed by the US Forest Service. The Bureau of Land Management also has a large presence within the corridor. However, some segments of the byway are under private, county or state jurisdiction. A fully active mining operation exists within the viewshed of the byway and has demonstrated excellent strategies for reclamation that include visual and land form design. Careful management and distribution of permits for livestock grazing and firewood collection have placed high priority for the management of the byway's visual resources.

While a large majority of the corridor includes federal and state managed lands, there are four local governments with jurisdictions within the byway corridor:

- The City of Vernal
- The Town of Manila
- Daggett County
- Uintah County

While the community of Dutch John is unincorporated, it is located within the Dutch John Planning District established by Daggett County. The district has its own zoning regulations and land use plan.

Utah state statutes require the preparation and adoption by municipalities and counties of long-range General Plans. A General Plan is the long-range plan for the physical development of a city or county. The general plan defines the type of development that is considered desirable and appropriate for the local county or municipality. It also defines the future plans for the environment, transportation, economic development, community facilities, and housing. Daggett County adopted a General Plan Update and Regional Planning Guide in 2009 that can be found at <http://ut-daggettcountry2.civicplus.com/DocumentView.aspx?DID=1067>. The regional planning map from plan is available at <http://ut-daggettcountry2.civicplus.com/DocumentView.aspx?DID=1013>.

Regulatory protection strategies exist through local zoning regulations. These zoning regulations guide the development and expansion of land use within counties and local communities that border the byway. State preservation standards for cultural and historic sites and state wildlife management standards are available for identification and protection of critical sites and species. The Scenic Byway Partnership will refer to these policies, along with those of other land management agencies, when making decisions for further development along the byway.

## Ashley National Forest Management Plan

The Flaming Gorge National Recreation Area constitutes a large portion of the byway corridor. The Recreation Area is managed by the Ashley National Forest through the Forest's Management Plan, but was established under legislation separate from the Ashley National Forest. The National Recreation Area has the goals of providing for public outdoor recreation as well as conservation of scenic, scientific, historic, and other values contributing to public enjoyment, and the management and use of resources in such a manner to promote and be compatible with, and not significantly impair, the purpose for which the recreation area is established. These goals set this area apart from the surrounding forest lands in that the prime objective of these lands is the provision of recreation benefits rather than the more common primary purpose of managing natural resources.

The Supplemental Direction portion of the plan specifies that grazing, hunting, fishing, forestry, development of private facilities, use of rights-of-way, mining, and off-road vehicle travel may be allowed at some level. Again, this establishes the area as being one where a wide variety of recreation uses will be welcomed.

The management decisions laid out in this document are highly compatible with the byway. The various policy categories of climate, air, soils, vegetation, wildlife and fish, minerals, outdoor recreation, aesthetics, timber, forage, interpretation, land uses, mineral use, water use, and finally population and economy and public cooperation are all supportive of and complimentary to the establishment of the byway. Provisions within this section that deal with the management of timbering or development or mining can all work to the advantage of the byway if appropriate interpretation is provided.

Provisions regarding management of the aesthetics and scenic quality, as well as outdoor recreation management, are all critical to both maintaining the quality of the byway experience as well as providing good recreation support for visitors. Some of the directives are specifically in line with the recommendations of this report, for example, providing new scenic viewpoints along forest highways.

## NEPA Studies

The USDA-Forest Service, as lead agency, prepared a final Environmental Assessment (EA) for the proposed development of the Flaming Gorge-Uintas Scenic Byway, in compliance with the National Environmental Policy Act (NEPA). It conducted biological evaluations and assessments to analyze the potential for impacts from the proposed development on wildlife, soils and watershed, heritage resources, and sensitive species. The NEPA study included opportunities for public comment and participation.

A determination was reached declaring No Effect from the proposed development of interpretive sites along the byway, based on the information provided in the NEPA report. The Steering Committee will support the implementation of all NEPA standards and guidelines appropriate for byway development activities. New projects along the byway are examined by the governing agency of the project location with additional environmental analysis and review on a site-specific basis.



## Natural Qualities - Forest Management

Some ponderosa and lodge pole pine trees visible from the byway have been infested with pine bark beetles and are essentially dead. As in many areas in the west, this is primarily the result of the suppression of fires and other natural processes. Where access and hauling are feasible, logging and other resource activities are undertaken. This serves the multiple purposes of managing the timber resource, improving wildlife habitat, allowing natural succession to occur, reducing fire danger, and improving the scenic quality. The net result is a healthier and more attractive forest.

Through scenic byway interpretation, the visitor will understand the necessities of these actions and come away with a much broader sense of forest ecology, the reasons these conditions develop, and the actions that must then be taken. The visitor will better understand that forest management is a dynamic process and the visual character of forests are constantly changing.

## Natural Qualities - Wildlife Resources

The wildlife populations need to be managed to increase the likelihood of traveler encounters. With careful management, visitor impacts, if any, can be mitigated to reduce the pressure to wildlife and wildlife habitat. Potential impacts could include the overuse of a site, viewing during sensitive seasons, site development for viewing access, and animal harassment.

The Scenic Byway Partnership will work closely with the Utah Division of Wildlife Resources to assess the potential impacts of any future increase in tourism and wildlife viewing along the corridor. The Scenic Byway Partnership will also communicate with industry groups (outfitters, tour operators, wildlife photographers) to monitor current usage throughout the corridor.

Also of importance are the plant communities and plant species that make up the unique wildlife habitat of this corridor. Conservation strategies are employed by each of the land management offices to insure the maintenance and proliferation of these important natural resources along the byway. The Scenic Byway Partnership will work in partnership with each of these agencies to monitor and meet appropriate standards and guidelines.

## Recreational Qualities

The majority of recreational resources accessible directly from the byway fall within the boundaries of Ashley National Forest, Flaming Gorge National Recreation Area and Utah State Parks. Recreational opportunities include road and trails, water sports, picnicking, hunting, fishing, birding, photography and wildlife viewing.

These resources often include visitor amenities such as restrooms, water, camping sites, boat ramps, showers, and signage. As determined by their principal management plans these resources are managed and monitored for impact on a regular basis. The Scenic Byway Partnership will work closely with land management offices to monitor visitation numbers, impacts, and need for mitigation and/or future development of recreational resources available to the byway traveler.

The primary recreational quality of driving for pleasure is largely protected through land ownership by Federal agencies that are unlikely to permit visually intrusive land uses. The US Forest Service has a variety of professional staff who plan for and monitor the visual quality of forest activities such as logging which will protect the viewshed.

## Scenic Qualities

The byway has many views, vistas, and scenic overlooks, most of which are incorporated into the wildlife interpretation site improvements that have been made along the route. These sites provide the traveler with adequate exit and entrance onto the byway, parking, and a comprehensive program of interpretive and visitor services.

In many cases, these sites serve multiple functions in providing visitor amenities. Scenic overlooks are located in areas of the highest scenic quality, and visual management prescriptions reflect the need to retain or enhance the visual resources associated with the overlooks. Management prescriptions directly address issues involving visual resources, given the Forest Service's multiple resource mandates.

## Scenic Qualities - National Forest and Range Land Resources

The management of National Forest visual resources is directed by the Ashley National Forest Land and Resource Management Plan (LRMP) including Appendix A: Flaming Gorge National Recreation Area Supplemental Direction. The Ashley National Forest LRMP initially utilized the Forest Service's Visual Management System (USDA Agricultural handbook Number 462, 1974) in the preparation of visual quality objectives. These objectives were determined and mapped using the key aspects of the system, which included: landscape characteristics, distance zones, variety classes, and viewer sensitivity.

This system defines objectives as preservation, retention, partial retention, modification, and maximum modification. Preservation is the most restrictive; maximum modification is the least restrictive. For National Forest lands along the scenic byway, projects are managed for Retention of Landscape Character. The visual management system used by the Bureau of Land Management varies slightly, but is similar in content.

By virtue of its national designation, visual resource management within the Flaming Gorge National Recreation Area receives special consideration. A significant portion of the byway is within or borders the Flaming Gorge National Recreation Area (FGNRA). The conservation of scenic values for public enjoyment falls within the missions and management goals of the FGNRA. If conflicts in management direction arise within the Ashley National Forest and the FGNRA, management direction for the FGNRA takes precedence as defined in the Supplemental Direction for the Flaming Gorge found in Appendix A of the Ashley National Forest LRMP. In addressing possible management situations, a subsection of esthetics (Subsection II.B.2., LRMP Appendix A) provides 20 visual management objectives applicable to lands along the Byway within the FGNRA. These objectives are integrated with the total visual management direction of forest lands along the Byway.



## Cultural and Historic Qualities

The byway corridor and nearby region have many important cultural and historic resources, including world-renowned paleontological sites. These resources include the developed, underdeveloped, and undiscovered.

As development and improvements occur throughout the corridor, particularly on state and federal lands, potential cultural and historic sites and artifacts will be inventoried and assessed according to the standards established by the agency and consistent with the Advisory Council on Historic Preservation.

The Scenic Byway Partnership advocates for classification of sites or artifacts on state or national historic registers and, when appropriate, requests that they not be transferred, sold, demolished or altered. In consultation with the State Historical Preservation Office, evaluations are made of any archeological or historic sites or structures located by cultural resource inventories or discovery. Those sites will be considered for eligibility for the National Register of Historic Places.

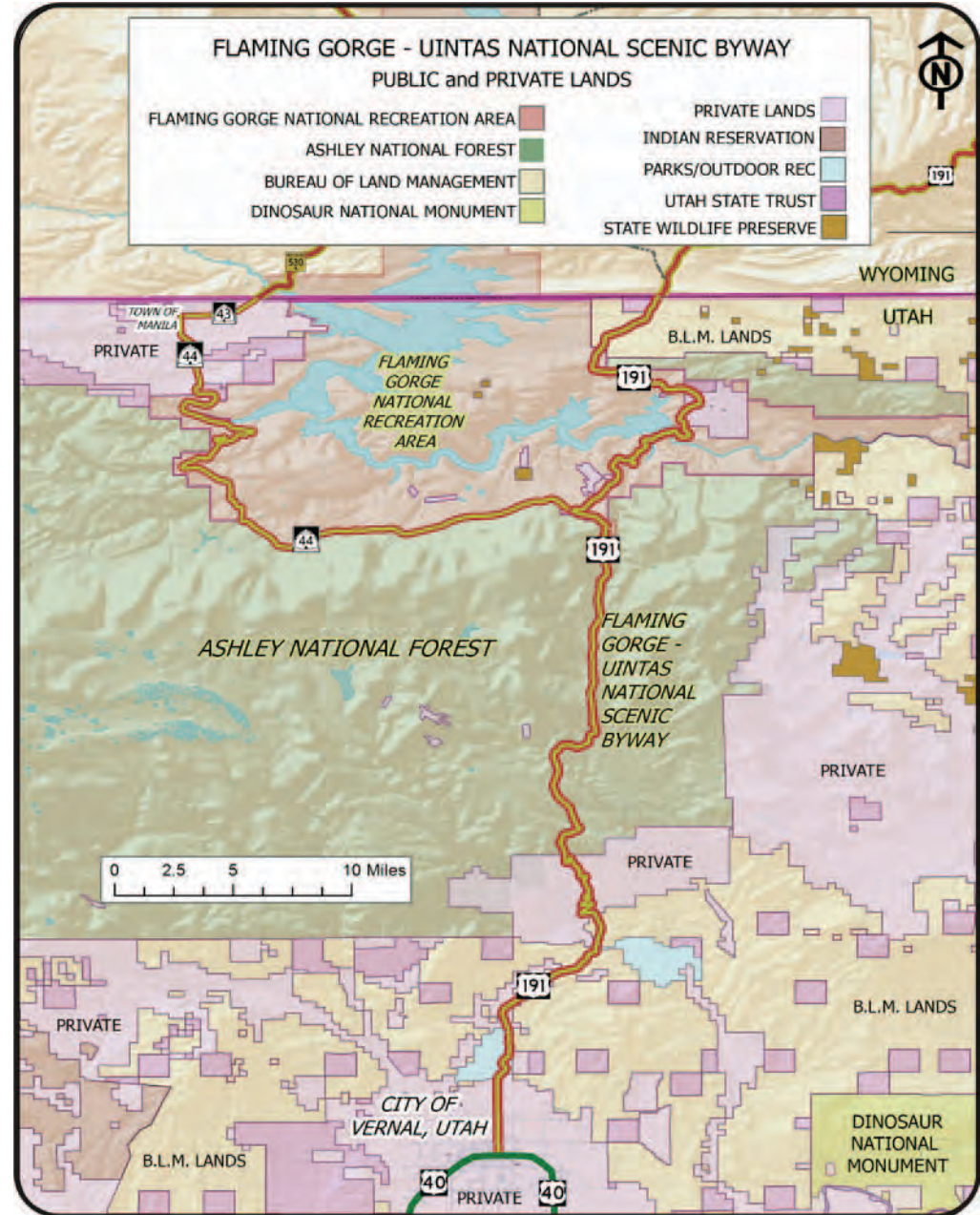
The Scenic Byway Partnership will also work closely with local preservation and special interest groups to collaborate on the sensitive identification, interpretation and development of these resources for the traveling public's viewing pleasure.

## Public and Private Lands

G.I.S. data obtained from the Utah GIS Portal was used to identify public and private lands within the Flaming Gorge – Uintas National Scenic Byway corridor. The data shows that the majority of the lands fronting the byway and within the corridor are publicly owned and managed.

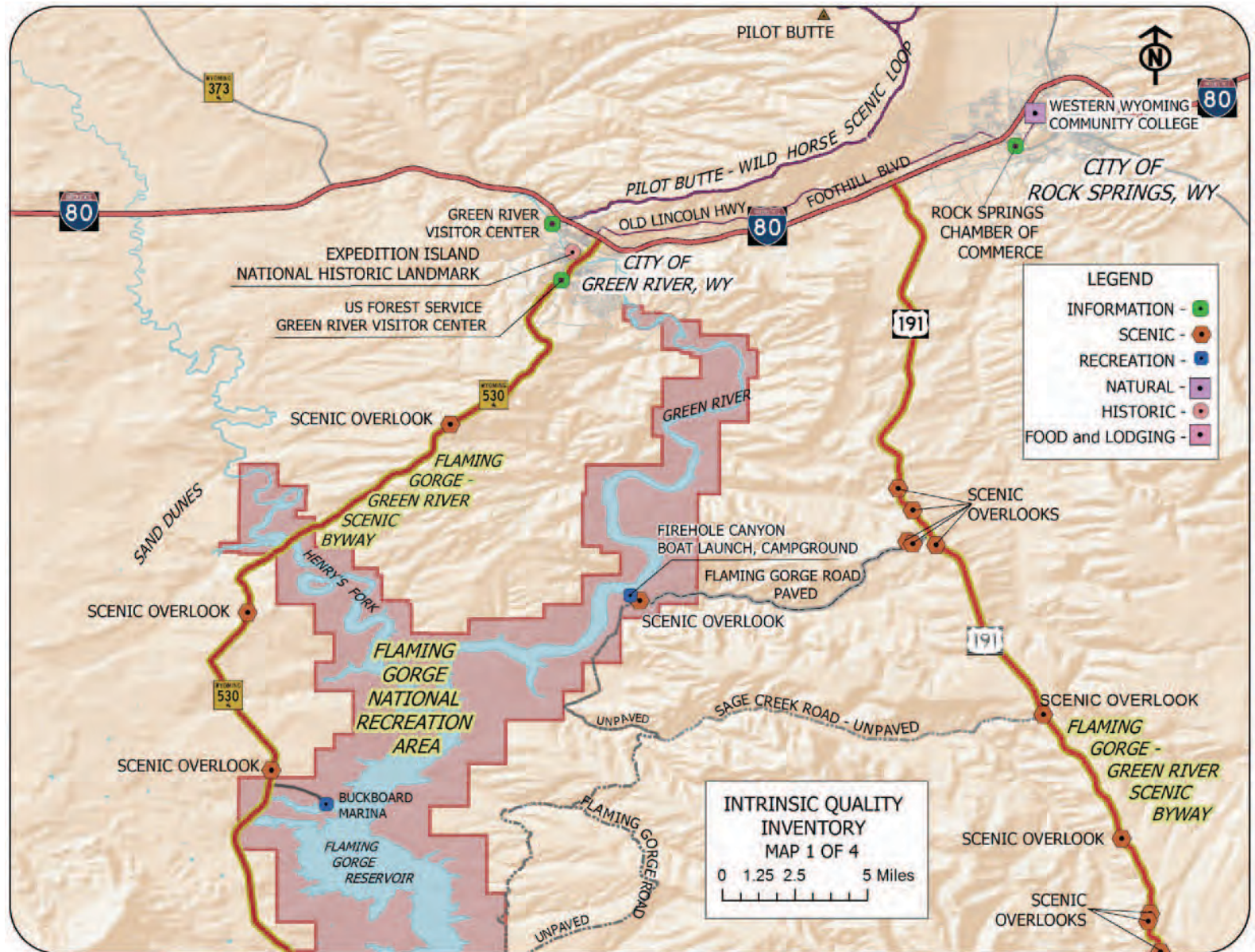
Most of the Byway fronts either Ashley National Forest or the Flaming Gorge National Recreation Area. A portion of the remaining publicly managed lands are managed by the Bureau of Land Management (BLM). More BLM lands are within the viewshed of the byway.

Private lands are found on SR 43 and SR 44 near and within the Town of Manila. Private lands can be found just south of the Ashley National Forest, as well as in and near the city of Vernal. The unincorporated community of Dutch John also contains a relatively small number of private lands that front the byway.

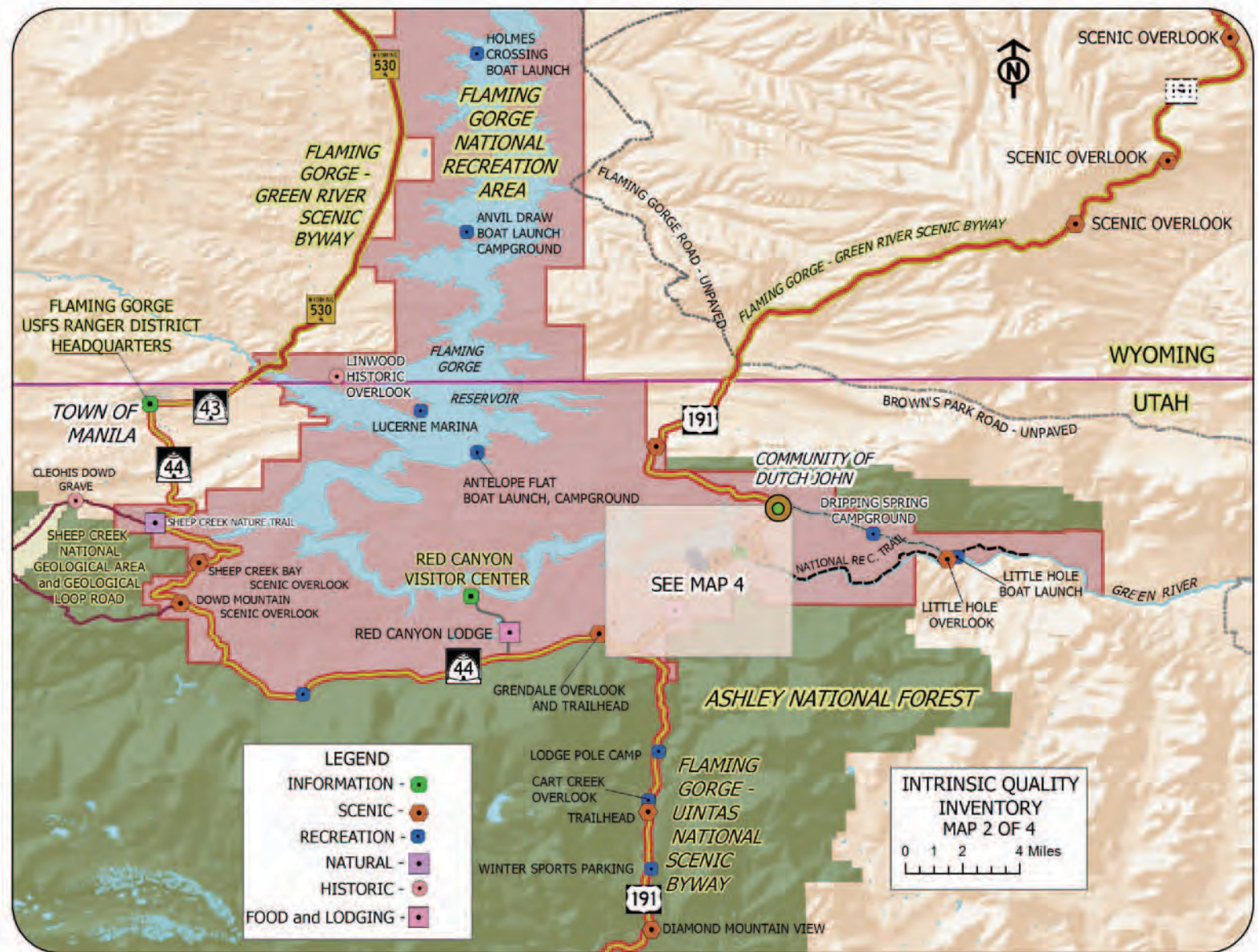




## Intrinsic Quality Maps

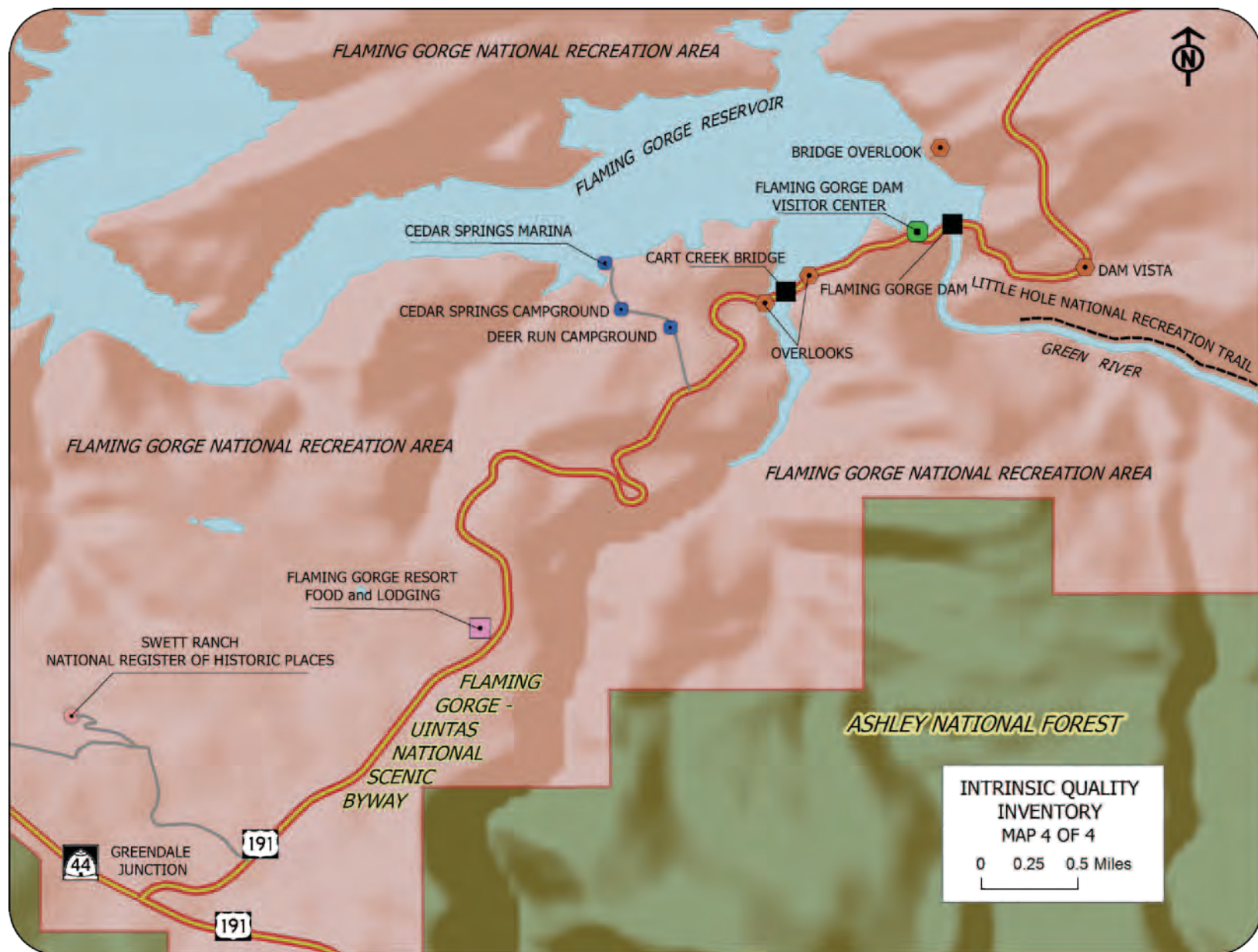














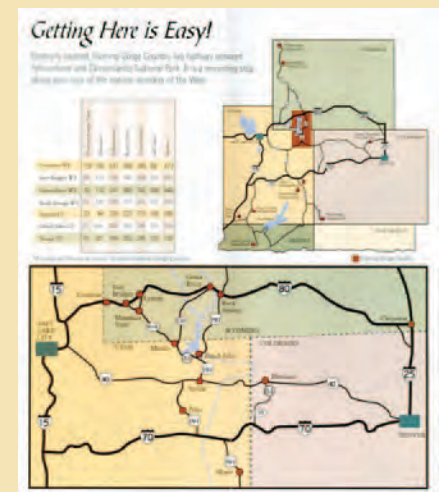
## Chapter 3 - Visitor Experience

### Important Visitor Experience Section Considerations

- The Joint Committee (UT & WY) has adopted “Flaming Gorge Scenic Byway” as the byway name for marketing and has also developed a logo. Organizations in both states will use this name and the new logo to create a uniform identity for potential travelers.
- In Utah, the name “Flaming Gorge Uintas National Scenic Byway” will continue to exist on a second logo, but in Wyoming the name associated with the logo will be the “Flaming Gorge Scenic Byway.” The naming differences are likely to be lost on travelers other than creating confusion.
- The Flaming Gorge-Uintas National Scenic Byway needs an online identity. Currently travelers find a muddled collection of web links that might or might not make sense depending on their geographic understanding of the region.
- To meet the All-American Road criteria that a road be a destination unto itself, the byway story must be carefully and completely integrated in both states whether in print or downloadable from a website.
- Currently, travelers find comprehensive printed Utah byway information. Travelers need downloadable trip planning byway materials for the Flaming Gorge Uintas National Scenic Byway to assure effective wayfinding.
- There is a disparity in byway specific traveler information between Utah and Wyoming. Utah has many pullouts and byway specific maps and books and Wyoming needs to develop a complementary set of materials that also respond to the byway website developed.
- Byway leaders should consider using the front line visitor center staff throughout the region for ideas and insights on traveler interests and the effective vocabulary used to describe the byway experience to first-time visitors. While conducting field work for this plan, the consultants encountered a particularly high quality of customer service using a vocabulary that inspired travelers to visit the area.
- While a logo has been developed for marketing the byway in both states, transportation agencies in both Wyoming and Utah have determined that logo signs will not be permitted on the road. Without this important element of effective wayshowing (as promoted by the America’s Byways Resource Center) byway leaders will need to focus on providing effective wayshowing with downloadable travel maps that will provide directions to planned stops and complement existing and new orientation stops and gateway facilities.

#### FHWA Interim Policy addressed:

- 9.) A demonstration that intrusions on the visitor experience have been minimized to the extent feasible, and a plan for making improvements to enhance that experience.
- 14.) A description of plans to interpret the significant resources of the scenic byway.
  - b1) A narrative on how the All-American Road would be promoted, interpreted, and marketed in order to attract travelers, especially those from other countries. The agencies responsible for these activities should be identified.



This regional map from the Flaming Gorge Country brochure shows the regional market area stretching from Yellowstone to the Grand Canyon and includes the the road network travelers can take to avoid the I-15 corridor.

## Understanding a Visitor Experience

### Consultant Approach to Planning and Document Preparation

When the consultant team began research for this plan, a decision was made to approach the initial field visit as a traveler would in planning a first-time trip to the region. The purpose was to follow the process of discovery potential travelers to the Flaming Gorge Scenic Byway would take. The team ignored information on existing resources and instead sent away for printed information or used online searches to learn what features, attractions and resources were available in the Flaming Gorge region. What was discovered was not particularly compelling. It appeared that a traveler unfamiliar with the region's geography would not get a clear impression of the byway as a travel destination. Most search terms yielded information about the Flaming Gorge National Recreation Area. If someone happens to find the website operated by the Intermountain Natural History Association at <http://www.inhawe.com/index.html>, they receive access to the byway materials, especially the Field Guide and the 42-page Flaming Gorge glossy guide.

If the term "byway" was used in a search, the National Scenic Byways program traveler website operated by the Federal Highway Administration appeared high in the results. Our online search directed our trip planning to [www.byways.org](http://www.byways.org) where we found general information and a map. While the Flaming Gorge Uintas NSB benefits from this website now, it has been reported that the Federal Highway Administration's support for the contract that maintains this website will end in the spring of 2012.

The official byway link on the byways.org traveler website is for a statewide Utah site at [www.utah.com/byways/flaming\\_gorge.htm](http://www.utah.com/byways/flaming_gorge.htm). Another link for <http://www.dinoland.com/> brought travel planning to the region. Neither website had compelling information a traveler needs to make travel plans. To be effective in capturing travelers for the byway, there needs to be a single inclusive website that produces high response rates with different search terms.

In order for visitors to have a positive byway experience, byway leaders must strive to create effective wayshowing along the Flaming Gorge Scenic Byway. The planning principles included in the Effective Wayshowing for Byway Travelers concepts advanced by the America's Byways Resource Center include these four main premises:

1. Effective wayshowing must provide a reliable and consistent guidance system on the road
2. Effective wayshowing must respond to the unique characteristics of each byway
3. Effective wayshowing must be integrated with pre-visit, visit, and post-visit stages of the byway travel experience
4. Effective wayshowing must contribute to a safe roadway and travel environment

A successful byway visit includes both tangible and intangible attributes that leave a traveler feeling they learned byway stories in a unique and compelling way.

Travelers have many choices about where to travel. Typically they look for experiences or resource sites that interest them and advance research is done online. A complete visitor experience is achieved when a traveler can make advance plans that inform what and where they want to travel before they reach the Flaming Gorge region. Once a traveler arrives, they look for tools such as maps, guidebooks and signs that help them find their way to sites and experiences they selected before they started the trip. The expectation for a good visitor experience is that travelers return and/or tell others about their experience.

In June of 2008, this traveler drove the byway and had such an exceptional experience that they took time to record their impressions on [www.byways.org](http://www.byways.org) for all to see. Note the traveler did not distinguish what jurisdiction they were in, only that the experience was positive.



## Flaming Gorge-Uintas National Scenic Byway - Traveler Experiences

### Traveler Experiences



It had been quite a while since I'd visited the Flaming Gorge. The last time I was there I was a spry and cocky teenager determined to show the rest of my family why I considered myself the "Supreme Freshwater Fisherman of the Northern Hemisphere". I recall limiting out on monster trout, even if my little brother had caught two that were bigger than my biggest.

This time, my trip was simply to re-explore a road a road and country that I remembered was spectacular. Happily, I found, my memory was still quite intact. This Byway is fantastic.

Starting in Green River, Wyoming and proceeding south on WYO 530 takes a traveller through the high mesa and bluff country of SW Wyoming that parallels the Green River. The views of the Uintah Mountains to the south are incredible. The rocks are red and this is short grass country, but there's plenty of wildlife AND wild horses to be seen along this route.

Taking a left (turning east) in Manila, Utah sends you into some of the more spectacular portions of the Byway. Red rock mountains and cliffs, streams in canyons, all surrounded by pine forests – this is so worth the detour off of I-80. Flaming Gorge Dam is dramatic in its own right.

But the part of the Byway I didn't remember so well was how utterly outstanding the views are on the east side of the gorge along US 191 heading north out of Dutch John, Utah to Rock Springs, Wyoming. I mean, the vistas are so huge you think your lungs are going to bust trying to take it all in. There simply isn't anything like that stretch of road anywhere else in the nation, let alone the Hemisphere I ruled at fishing.

Taking the Flaming Gorge Scenic Byway was a trip I'm happy I took again. In fact, I was so impressed this time, that I'm coming back again when I can and bringing my family. The recreational opportunities and all of natural beauty just to be out in is well worth the trip.

*Posted by Pitchfork1 on November 5, 2008 (traveled on June 5, 2008)*



The Flaming Gorge-Uintas National Scenic Byway has a rich collection of published materials that travelers can obtain once they arrive at one of the visitor centers along the route. There are a number of interpretive pullouts along the road. The following summary includes the byway materials found while the consultant team traveled the byway. Some of these materials were also available at Wyoming visitor centers.

- The brochure with a yellow cover is a great lure piece to excite travelers about this location for their trip.
- The blue brochure is on larger paper stock and it includes discussion of fossils and rock formations found along the road as well as supplementing the Roadside Geology Signs.
- A children's byway guidebook is available.
- The Field Guide to the Flaming Gorge Uintas NSB provides a wealth of valuable information about geology, paleontology, history and wildlife as well as a specific mile marker orientation for all the byway sites described in the Utah portion of the route. Utah byway leaders are justifiably proud of the quality and completeness of this guide.

The Field Guide to the Flaming Gorge-Uintas NSB thoroughly covers Utah interpretive sites and includes a mile-by-mile road log of the Utah byway route.



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- A series of Day Trip brochures produced by Dinosaurland Travel Board include several byway sites in Utah.
- The Ashley National Forest produces a Visitor Guide that includes the byway and several backways as well as listings of recreational sites of interest to byway travelers.
- The Bureau of Reclamation Flaming Gorge Dam and Reservoir brochure includes a map covering much of the byway in Wyoming and Utah including a notation with yellow dots to show the byway in Utah. It also has recreation site information. This map includes a rendering technique that effectively captures the drama of the landscape.
- Sweetwater County Wyoming produces the High Desert Survival Guide in print, downloadable and interactive online formats. This 50+ page guide describes the Pilot Butte Wild Horses loop in a two-page spread and includes Flaming Gorge – Green River Basin Scenic Byway within the two-page description for Flaming Gorge Country and Lake Flaming Gorge. The Wyoming state travel map shows the byway as part of the state byway collection.

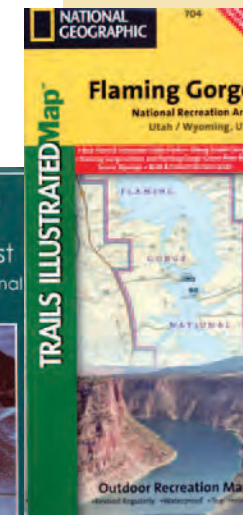
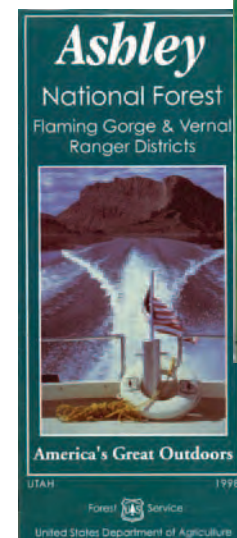


Special interest route guides associated with the byway area that provide added value for travelers so long as the information



Commercially available maps are also available to areas that include the byway although a traveler might not be able to cross reference information from a byway map to this one.

Website page view for the Utah Field House of Natural History State Park Museum

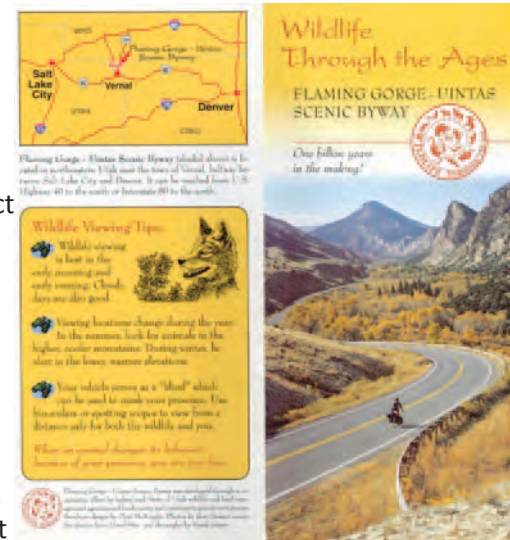


Additional map and travel resources that cover the entire region are included in both of these maps.

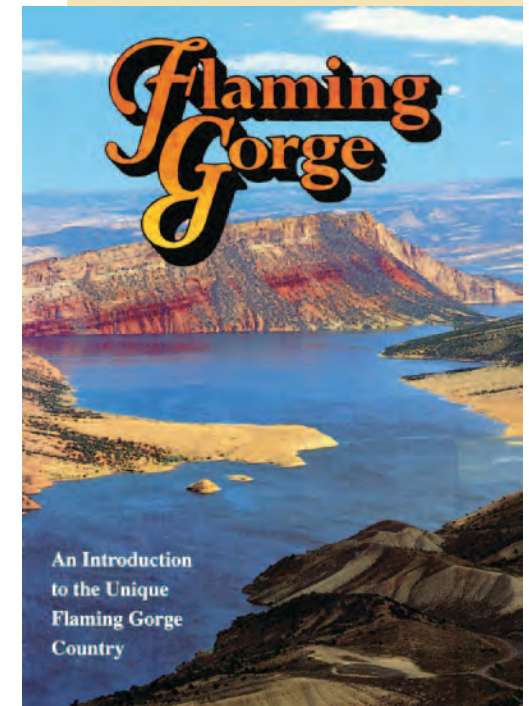


- The Flaming Gorge Country brochure with map is perhaps the most complete representation of the byway and region. All byway segments are included with color coding as well as a summary of recreation sites. This is the most commonly used tool the visitor center staff uses to explain the byway traveler experience to visitors.
- The 1998 version of the Ashley NF Flaming Gorge and Vernal Ranger District Office map shows the byway and loop routes with a colored line and there is an index of recreation sites within the mapped area and what facilities exist at each forest service site.
- The most comprehensive guide for the entire byway region was initially published in 1981 and revised in 2002. The 42-page “Flaming Gorge” booklet tells the story of the region in three sections (The Desert, The Mountains and The River). It includes a fold-out map, scenic and detailed pictures, line drawings and text including the history of the area. This book is published by the Intermountain Natural History Association and is sold at various outlets throughout the region and online.
- National Geographic’s Map #704, Flaming Gorge National Recreation Area Utah/Wyoming, covers the entire area of the byway from about five miles north of Vernal to just south of Rock Springs WY. This map at a scale of 1 inch to 1.2 miles, identifies the byway in Utah using the America’s Byways logo and the Utah State Byway logo. This map with contour lines and rendered topography is perhaps the most complete travel resource in terms of landscape details and facilities.

The collection of printed materials summarized above and available to byway travelers when they reach Vernal, Rock Springs or Green River help someone plan their trip along the byway. The driving experience descriptions that follow were informed by



Flaming Gorge Uintas National Scenic Byway lure brochure covering the Utah portion of byway



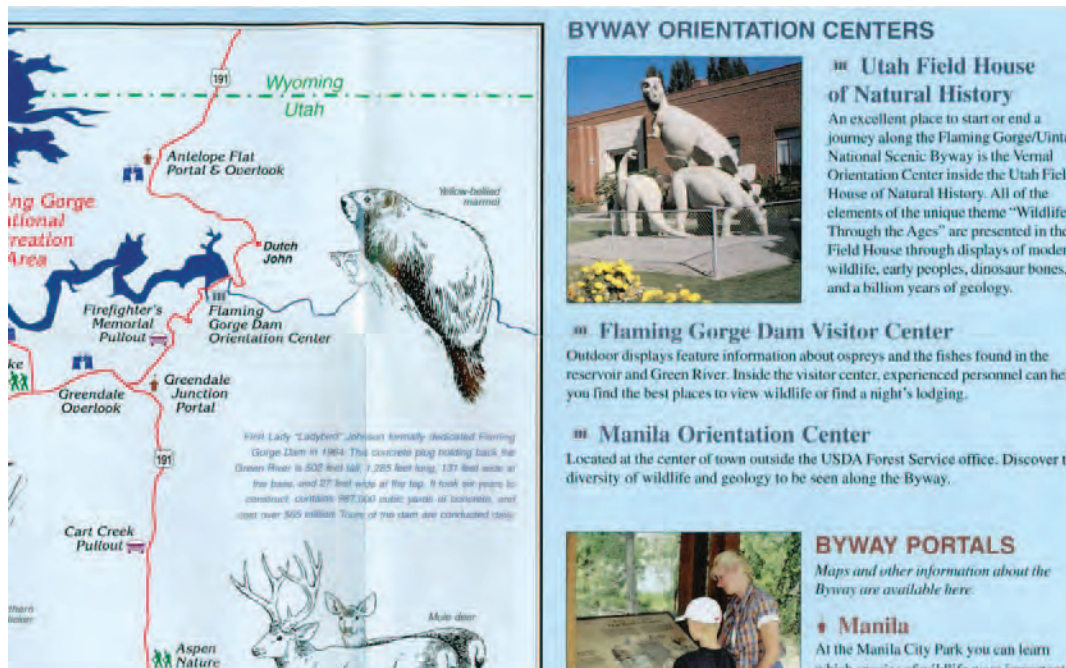
The cover of the 42-page Flaming Gorge booklet sold at outlets throughout the region and covering the entire region.



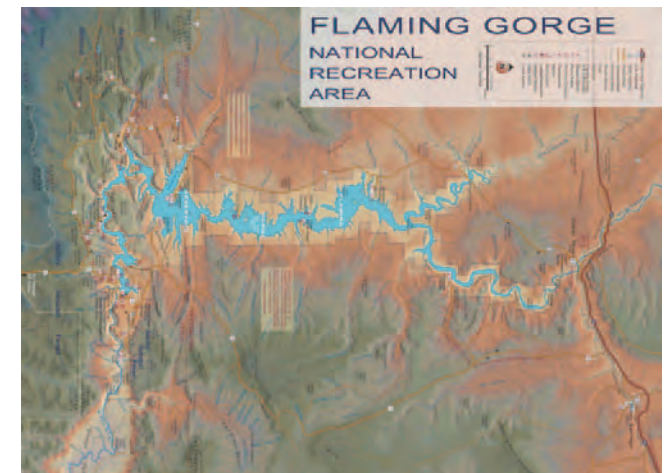
reading and understanding the material collected in advance of the drive but will every byway traveler discover these materials? Byway leaders must address the disparity of available byway information, printed and along the roadside, between Utah and Wyoming. A single identity for this road is required to accomplish the goal of designation as an All-American Road.



More detailed Flaming Gorge Route Guide covering the Utah portion of byway



Example of currently available printed materials that tell people about visitor sites and some of the stops on the map at left



Rendered topo map design from the Bureau of Reclamation.

## Driving Experience

### Summary of Byway Driving Experience:

The roads included in the Flaming Gorge Scenic Byway provide travelers with a variety of landscape experiences. In Utah and Wyoming, the ends of the byway are marked by dry, open landscapes. In Utah, the roadway climbs from Vernal to the summit past a plethora of geologic sites and strata as well as recreational sites and a working and well managed open pit mine. In Wyoming, travelers cross the high desert with views of water and broad vistas as the road climbs to high country. For travelers starting at either end, the reward is reaching a high mountain plateau marked by mixed pine species and with many broad vistas of water-filled canyons as well as a world-class fishing and boating destination.

A statement in The Smithsonian Guide to Natural America summarizes the feeling of driving along the Wyoming byway roadways this way “.... these roads are nothing short of splendid. No one who drives either road (especially Route 191 on the east side) on a calm July evening should ever again think that dry, empty spaces must be bleak.”

### Overview of Driving Experience: Vernal to Greendale Junction

- Having reached Vernal by traveling a portion of the Dinosaur Diamond National Scenic Byway which follows US 40 east and west of town, travelers are encouraged to initially educate themselves about the unique geology and paleontology of this region by visiting the Utah Field House of Natural History State Park Museum in Vernal. The website for this facility, <http://stateparks.utah.gov/parks/field-house> says “Within an 80-mile radius of Vernal, evidence of the entire Earth’s history is visible. At its center is the Utah Field House of Natural History State Park Museum. The new museum is located two blocks east of the old Field House, a 22,000-square foot structure to preserve and reveal the wealth of prehistory found within the Uinta Basin.”
- Visitors who stop at one of several visitor centers in Vernal can pick up several different byway brochures. The Field Guide to the Flaming Gorge-Uintas National Scenic Byway book is available for purchase at local sites in Vernal and at several other visitor centers along the byway.



Vernal to Greendale Junction

- Visitors preparing for their visit from elsewhere can consult [www.inhaweb.com/gorge.html](http://www.inhaweb.com/gorge.html) , a website for the Intermountain Natural History Association, which provides information and interpretive staff for some of the Federal Land Agency sites around the reservoir. The organization sells a variety of materials regarding recreational resources within the byway region.
- Travelers leaving Vernal on highway 191 encounter at least eight specific byway pullouts where some part of the byway “Wildlife Through the Ages” story is told via multiple interpretive panels at each site. The landscape is one of scoured and multi-colored rock formations. The 26-mile drive, which climbs from 5,322 feet to the summit at 8,428 feet, provides views of different rock layers exposed by erosion as drivers climb around curves and up steep grades. Drivers will see a series of geologic roadside marker signs labeling the different exposed rock layers.
- During one 5 to 6-mile stretch, drivers encounter 10 well-marked switch backs which in part occur in the active phosphate mining area that is interpreted at two pullouts.
- Once the road exits Hole in the Wall Canyon, travelers emerge into the broad landscape of the Diamond Mountain Plateau where vistas are more distant and the focus is on possible wildlife sightings, especially on the vegetative edges where grassland blends into aspen stands. To the west, travelers see the high peaks of the Uintas Mountain range, fringed with snow during many months of the year.
- Several pullout sites describe the relationship between wildlife and vegetation and remind travelers to look for the plentiful game, especially at dawn and dusk.
- At one site at the junction of Red Cloud Road and the byway, travelers also get information about the sites and activities available on the Red Cloud Road backway, a popular local travel destination.
- From the summit which occurs at the Uintah – Daggett County Line, travelers alternately climb and descend through valleys and meadows over the broad shoulder of the mountains with evergreen and deciduous trees alternating according to exposure to sun, wind and water.
- Wildlife sightings are frequent along this stretch of road.
- Greendale Junction provides a byway Gateway at the key byway intersection as well as restrooms, picnicking and a scenic overlook.





Within a few miles of Vernal, travelers encounter these large rock outcrops which are identified with roadside signs for labeling the major layers.



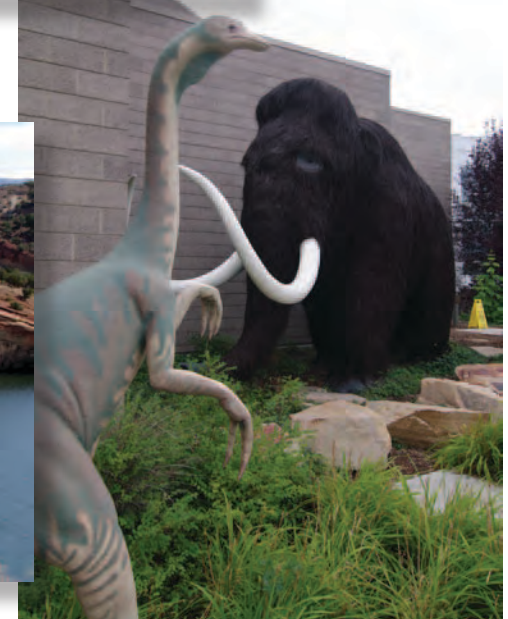
The main lobby of the Utah Field House Museum of Natural History State Park features a collection of pre-historic skeletons set on a tile mosaic floor representing a regional map showing features to a distance of 80 miles around the museum.



As the road climbs in elevation, the landscape and vegetation change and the aspens give way to evergreens.



At Red Fleet State Park just east of the by-way, visitors can compare their hand prints to the fossilized footprints of prehistoric animals.



A walk outside the Field House Museum provides full size examples of the animals that once inhabited this region.





Nearing the summit, the vegetation becomes denser.



This photo shows the typical byway interpretive sign placement. This panel describes the geologic story of mountain building.



Broad meadows appear after the climb out of Hole in the Wall Canyon.



This panel cluster reflects the standard byway design for the main interpretive sign panel treatment at byway pullouts. At the Steinaker site, the entrance to the board walk is on the right.



A byway Gateway pullout at Steinaker State Park includes a restroom, gateway interpretive panel, elevated boardwalk and additional interpretive panels describing why the landscape is subject to occasional flooding.





This late afternoon view of the area at the summit shows that large meadows with vegetative fringes exist all along the byway and it is these areas where wildlife are found, especially at dawn and dusk.



Following mining operations, the landscape is restored to an undulating grass land. Restoration includes removal of invasive cedar trees.



European tourist stopping at the Windy Point Overlook pullout to view the mining operation behind them as well as the broad view south toward Vernal.



Typical location sign design at Gateway sites along the Flaming Gorge-Uintas National Scenic Byway.



## Beginning in Rock Springs Wyoming, the travelers experience includes:

- To the north of Interstate 80 as you drive between Rock Springs and Green River; travelers see massive White Mountain, a prominent landform that creates a physical landscape feature anchoring the northern edge of the byway corridor. Driving north on highway 191 or 530, White Mountain is visible for quite a distance as travelers approach Green River or Rock Springs.
- This massive edge of White Mountain is the dominant view from the site of the High Desert Interpretive Center proposed for a site high above Rock Springs and near Exit 103 on I-80. This site, when opened, will serve as an important introduction to the byway region and provide travelers with the same high level of geological and geographic knowledge of the Flaming Gorge Country currently available in Vernal at the Field House. A major feature of the center will be several large illustrated cross sections along the Green River that will trace the geologic history of this region. A distinctive part of the Wyoming story will be the history of mammals which is best told in the Green River Basin of Wyoming.
- The current designated byway entrance is currently several miles outside the developed area of Rock Springs. It is accessible either by I-80 or Foothill Boulevard, a remnant of the Lincoln Highway. This connection must be better described so that an investment of scenic byway related funds is justified for construction of a visitor center.
- The byway designation described in this plan begins at the High Desert Interpretive Center and follows Gateway Boulevard to Dewar Drive. At this point, byway travelers would turn right on Dewar Drive passing under I-80 and taking a left onto Foothill Blvd. The byway follows Foothill Blvd to the intersection with Wyoming 191 adjacent to Exit 99 on I-80.
- To appreciate the area landscape, travelers should be encouraged to travel Pilot Butte Wild Horse Scenic Loop Tour because it provides a good introduction to the vastness of the high desert landscape as it winds along the very edge of White Mountain. Travelers can begin their travel on this road in either Green River or north of Rock Springs and more information is available at [www.blm.gov/wy/st/en/field\\_offices/Rock\\_Springs/wild-horses/tour.html](http://www.blm.gov/wy/st/en/field_offices/Rock_Springs/wild-horses/tour.html). Travelers are also likely to encounter wild horses here, a special Natural feature of the Flaming Gorge Scenic Byway and area.

## Rock Springs to Greendale Junction



- As travelers begin their drive south on 191 from Rock Springs, they encounter broad landscape features as the road rises and rolls over the undulating landscape. Watch for several pullouts providing opportunities to stop and look west across the wide Green River valley. Art Gallery of Time and Little Fire Hole are two such pullouts. Take County Road 33 west and descend to the collection of recreational facilities at Firehole Canyon on the Green River. This road descends at least a thousand feet from 191 and it provides an intimate chance to be among the multicolored peaks and valleys formed by erosion in the Green River valley.
- Continuing south, the road offers spectacular views both west toward the river and east to the many buttes and erosion-formed valleys.
- About midway from Rock Springs to Dutch John, Utah, the road crests a broad ridge which immediately provides views east to the Clay Basin with its multihued landforms and features. Read the 2008 posting of an unsolicited traveler's experience. The writer was so impressed with this area that he contributed his impressions of the drive and views to the national byway program travelers website at [www.byways.org](http://www.byways.org).
- The drive continues south, generally dropping toward the elevation of the Flaming Gorge Reservoir which is occasionally visible to the west. A prominent landscape feature, Minnies Gap, is an indication you are reaching the state line with Utah. Just before the road passes through the gap, County Road 70, a gravel road heads east to the historic Browns Park region in Utah and Colorado.
- Between the state line and Dutch John, Utah, travelers will see evidence of forest fires which are slowly disappearing as new vegetation covers the landscape. Near the road west to Antelope Flats, there is a gateway pullout site that introduces travelers to the Utah portion of the byway.
- Just as you reach the small community of Dutch John, watch for a road east that will be signed for access to the Little Hole recreational site on the Green River below the Flaming Gorge Dam. The drive to this site is marked by more areas slowly recovering from forest fires. Stop at the overlook site high above the Green River before dropping down to a fully developed recreational site on the river. This is a site where rafting trips begin or end, where hikers can access the Little Hole National Recreational Trail or simply to fish the Green River.
- Returning to Dutch John and south along highway 191, byway travelers have several pullout sites to choose from. Stopping on the west side of the road offers views of the reservoir. Turning left down a steep road brings travelers to a rafting put in point below the dam.
- At the dam, there is an information center with interpretive displays describing construction of the dam and providing information about water resource management. The visitor center includes a large relief model that provides visitors with a three dimensional understanding of the Flaming Gorge region landscape. Tours of the dam are also available here. The US Forest Service will develop an additional interpretive area adjacent to the dam parking lot that will provide travelers with direct access to the water just beyond the edge of the dam marker buoys.
- Leaving the dam on 191, travelers climb the side of the Green River valley and have multiple opportunities to stop at designated pullouts to view the Cart Creek Bridge, a graceful arch suspension bridge over a bay. At the Cedar Springs marina, there is an interpretive panel telling the story of the world record Brown trout caught in the reservoir.
- One pullout site interprets the death of firefighters during a forest fire in 1977.
- Just before reaching the junction of highway 191 and Utah 44 at Greendale Junction, visitors can take a road to the right that leads to the Swett Ranch National Historic Site. During the summer season, costumed interpreters tell the story of life in this region when the ranch was first settled in 1909.
- Greendale Junction provides a byway Gateway at the key byway intersection as well as restrooms, picnicking and a scenic overlook.





Visitors to the Pilot Butte Wild Horse Scenic Loop Tour will find wild horses grazing along the road.



Dinosaur display at the Western Wyoming Community College, site of the proposed High Desert Interpretative Center.



This view from the High Desert Interpretive Center site includes the massive White Mountain which forms a northern landmass anchoring the byway corridor.



The view west from highway 191 into the Green River valley includes the spur road winding through the rugged landscape as it drops over 1,000 feet to a series of recreation sites on the river at the very north end of the Flaming Gorge Reservoir.



These travelers walk out on a long promontory to see the deep blue or green waters of the reservoir depending on the lighting.





When travelers turn off the byway to the spur road, County 75, they encounter this overlook and parking lot directly above the Little Hole recreation area which features excellent fishing, access for river rafting and to the Little Hole National Recreational Trail, not to mention being treated to a spectacular view.



These young byway travelers see all 502 feet of the Flaming Gorge Dam which was dedicated on August 17, 1964.



The byway hugs the undulating landscape as you continue driving south on Highway 191 from Rock Springs.



Continuing from Dutch John, travelers have several pullouts to choose from and each offers wonderful views of the reservoir, the upper side of the Flaming Gorge Dam, Cart Creek Bridge and the high Uintas Mountains in the background.



Highway 191, the byway, hugs the rock cliffs as it approaches the top of the dam.



A steep public access road descends the canyon wall to reach the free flowing Green River as it flows out of the dam.





Within the dam visitor center, travelers see displays on the construction of the dam, the geology and hydrology of the Green River area as well as byway information. This relief model shows the entire landscape surrounding the Flaming Gorge Reservoir. The dam is at the lower right of the picture.



At the Cedar Springs Marina, this display describes the world record Brown Trout caught in the reservoir. This is one feature that makes the river a world class fishery.

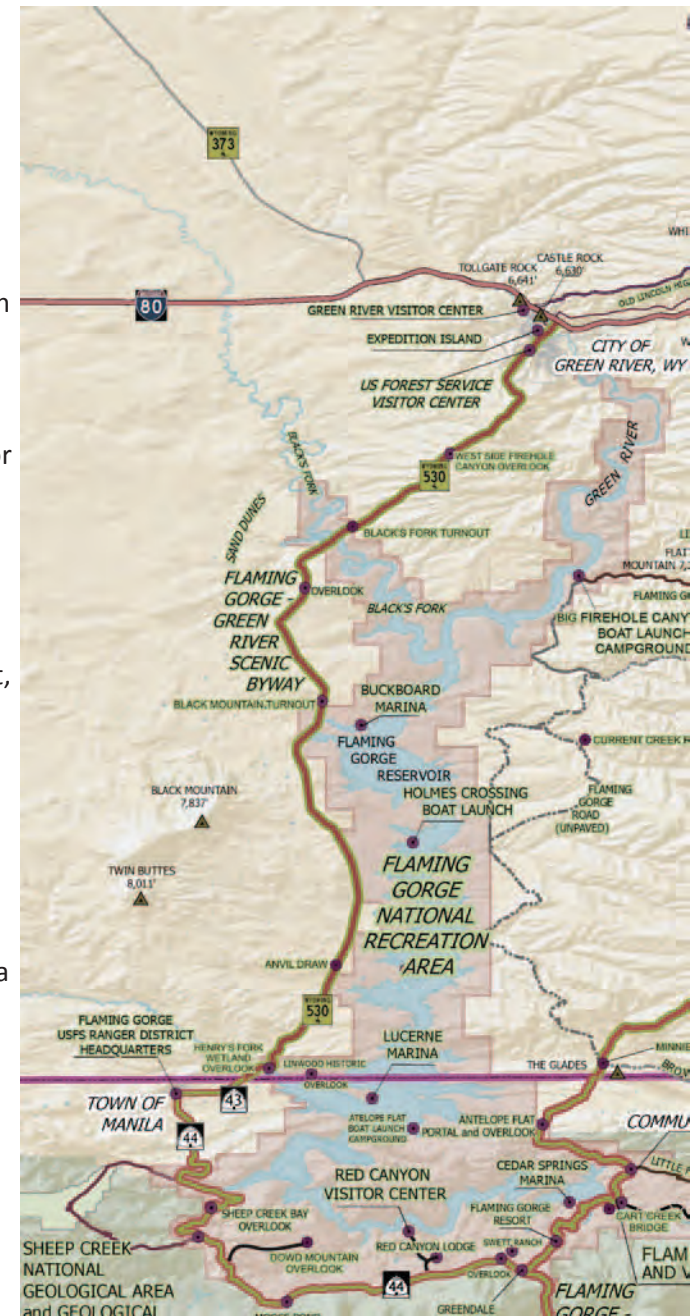


Rafters use the public access below the dam to launch their trips down the Green River – how far will they float?

## Beginning in Green River, Wyoming, sites include:

- The Green River Chamber of Commerce operates a visitor center just off exit 89 on Interstate 80. A newly expanded site provides full service visitor information and regional tourism attraction displays. From this site, visitors can also see Castle Rock, an important landmark originally described during construction of the Transcontinental Railroad.
- The byway passes through the historic downtown community on the original Lincoln Highway.
- A spur route to Expedition Island on the Green River is found by turning west on East 4th Street South. This island is the location where John Wesley Powell and his group began their expedition on May 24, 1869. They needed to take supplies for a three-month trip down the Green River and on down the Colorado River and into the Grand Canyon. This event is captured in a U-Haul company history campaign.
- Just south of Green River the Flaming Gorge National Recreation Area operates a seasonal visitor center. This center provides visitor information, has displays and sells traveler resources. This and several other visitor centers are staffed by the Intermountain Natural History Association and/or US Forest Service volunteers.
- Driving south on WY 530, travelers will find wide shoulders ideal for bike travel and several paved pullout areas allowing visitors to see distant vistas to the High Uinta Mountains which become more pronounced against the sky as travelers drive south from Green River. To the west, travelers will see several mountain ranges beyond broad rolling vistas. To your left or east, the Flaming Gorge Reservoir becomes more evident, its water taking on many colors depending on the light. One site identified as Big Firehole pullout, provides views across the reservoir and of the landscape around the Firehole Canyon area.
- About 15 miles south of Green River as travelers cross the Black's Fork Bridge, visitors looking to west to the edge of the river canyon will see an emerging sand dune complex.
- Once across the Black Fork valley, southbound travelers should look east for a series of roads leading to water based recreation areas. These access sites including Buckboard Crossing Marina and campground, Holmes Crossing boat launch, Anvil Draw boat launch and Lucerne Valley campground and marina. Each recreation site provides visitors with access to the reservoir and its world-class fishery.

## Green River to Greendale Junction





- Continuing south and just before the state border travelers will find the Henry's Fork interpretive pullout at the intersection of highway 530 and 146. This is a recently developed site with a trail, constructed wetlands, ponds, picnic tables and interpretation of plants, waterfowl and wildlife in the wet areas of Henry's Fork.
- Continuing east on highway 146 leads to the Lucerne Valley recreation complex which offers many traveler and fishing services. In addition, there are several pullout sites that interpret the area before the dam was filled and that provide views southwest to the broad Lucerne Valley where Manila, Utah, the county seat of Daggett County is located. The green irrigated hay fields of Manila contrast with the dry landscape of the high desert.
- As a south bound traveler leaves Manila on Utah highway 44, the landscape quickly becomes more rugged. As the road climbs and curves, different rock colors and landforms surround you. Driving around one last sweeping curve, your view explodes with the magnificent colors of the Sheep Creek Valley. Here a traveler will find one of just a few National Geological Areas in the country. For travelers who do advance research, a good resource is a road guide available at [www.utahgeology.org/road\\_logs/uga-29\\_first\\_edition/OP\\_guide/sheepcrk.pdf](http://www.utahgeology.org/road_logs/uga-29_first_edition/OP_guide/sheepcrk.pdf) published by the Utah Geological Society in 2000. The document describes the canyon this way.  
 "The U.S. Forest Service designated nearly 3,600 acres of land as the Sheep Creek Canyon Geological Area on May 13, 1962, to preserve the spectacular geology of the canyon for future generations. This remarkable area is located along part of the Sheep Creek drainage west of Flaming Gorge National Recreation Area (figure 1). Sheep Creek Canyon is an excellent place to learn about the Earth's geologic history."
- At the mouth of the canyon, travelers will want to stop at the Sheep Creek Canyon Nature Trail pullout. In addition to restrooms, there are several interpretive signs here covering the canyon, the spawning cycle of Kokanee salmon and other features found on a short walk downstream among the trees growing on the valley floor.
- The drive into the canyon is on a gravel road passable in good weather by passenger vehicles. This is a steep canyon and each turn of the head provides another spectacular view of twisted multi-colored rock formations that soar above the canyon floor. The loop road returns to Utah 44 near the Dowd Mountain pullout. The road guide includes eight stops with views up or across the valley. Midway along the Sheep Creek Canyon drive, travelers can take a side road to Spirit Lake Scenic Backway further up into the mountains.
- When travelers leave the Sheep Creek Canyon Nature Trail pullout and return to the byway, the road begins a sharp climb up the canyon wall. After a series of switchbacks, travelers sweep around a curve at the end of a long outcrop and find another pullout. This stop competes with the classic view of Sheep Creek arm of the reservoir which includes a steep multi-hued cliff dropping into the water. At the Sheep Creek Overlook pullout, travelers learn about the geology of the area and enjoy views in many directions.
- Continuing south and east, the road rises and falls as canyons and creeks are crossed and the road climbs to the Uinta Mountains plateau. At the Moose Ponds pullout on the south side of the highway travelers will find a handicap accessible trail with fishing and interpretation.
- Driving further east, travelers will see a ponderosa pine forest with grass and small shrubs under the tree canopy. This is a perfect place to see wildlife.
- The Red Canyon Visitor Center is a must-see stop along the byway. It offers a staffed information counter with sales of merchandise travelers want to collect. The center also includes information displays on a variety of subjects as well as a life-size model dressed in period clothing and examples of bear and other local wildlife. However, the biggest treat is walking up to the glass wall and looking down into the Flaming Gorge in all of its colorful glory.
- From the Red Canyon Visitor Center, it is just a short drive to Greendale Junction which provides a byway Gateway at the key byway intersection as well as restrooms, picnicking and a scenic overlook.



This is a pedestrian bridge over the Green River that connects visitors to a community trail system in addition to giving access for photos like the one below. Note Castle Rock in the distance.



Looking south on the Green River and for John Wesley Powell's party, the start of a great 3 month adventure into the unknown in 1869.



An example of a visual attribute of this high desert landscape.



Boat-docking facilities at Buckboard Crossing Marina.





This photo shows the U-Haul Company truck decal tied to educational campaign the company developed to highlight historic events in states.



This photo is an example of the variations in water color due to varied lighting in this view looking east from WY 530 north of Buckboard Crossing Marina.



This interpretive panel cluster at Buckboard Crossing Marina closely matches the Flaming Gorge-Uintas NSB typical design in Utah and each panel provides recreation and safety information.



Example of the vast landscape along WY 530 with a faint outline of the High Uintas on the horizon, beckoning the traveler to imagine what experience lurks in the clouds.





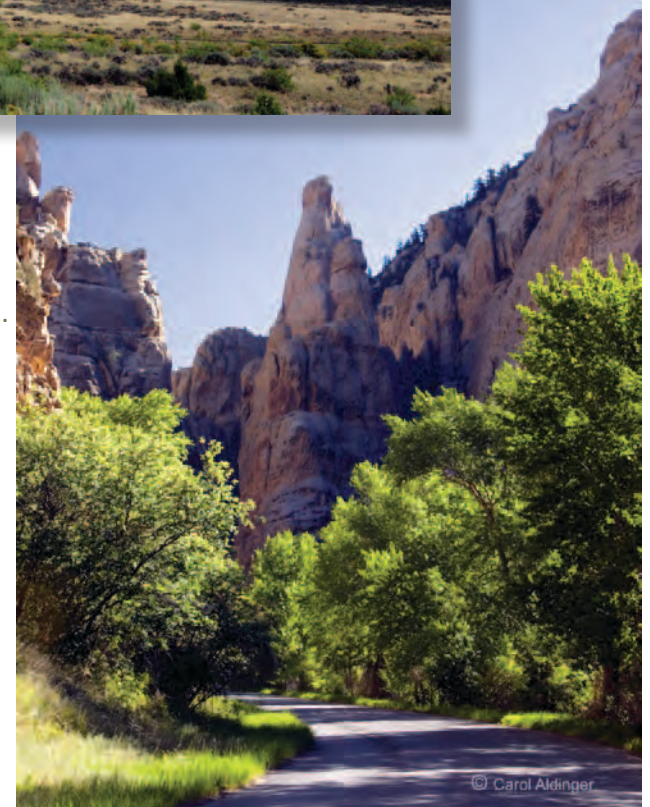
This small interpretive panel at the Linwood pullout tells the story of the town of Linwood which was consumed by the waters of the reservoir when the dam was built.



Looking east from the Linwood overlook toward the narrow canyon defined by Boars Tusk, a landform at the point where the reservoir enters a narrow canyon. safety information.



View southwest from Linwood pullout looking up the Lucerne Valley with Manila and the green irrigated hay fields that surround the town. The Henry's Fork interpretive site is in the foreground.



This photo by Carol Aldinger provides a hint of what travelers will see ahead.





Panoramic view of part of Sheep Creek Canyon Geological Area from STOP 1. The south-west branch of the Uinta fault zone (white dashed line with barbs on up thrown side) placed deep red rocks of the Uinta Mountain Group (Yu) up next to the gray rocks of the Mississippian Madison Limestone (Mm) during the Laramide orogeny about 70 to 40 million years ago. The Pennsylvanian Round Valley Formation (IPrv), Pennsylvanian Morgan Formation (IPm), and Pennsylvanian-Permian Weber Sandstone (PIPw) form the ridge on the right side of the photograph. The Madison Limestone cliff is locally called The Palisades. View is to the north.



This index map shows the wealth of stops along the loop road.



Travelers preparing to take their best trip photo at this special site off the edge of the highway. This view is especially breathtaking for travelers driving north toward Manila as it abruptly comes into view.





Travelers stopping at the Sheep Creek Canyon Nature Trail pullout can cross the creek on this bridge or, if the Kokanee are swimming upstream to spawn, you'll stand on the bridge to watch the red fish swim upstream.



This sign tells travelers about the Sheep Creek Canyon loop drive as well as describing the nature walk under the trees in the valley bottom.



Traveler reading a sign panel with the Sheep Creek Canyon just beyond in the distance.



Looking north from one stop, travelers see this massive mountain.





Interpretive panels along the edge of Moose Pond offer information and drawings that add value to the pleasant setting of this high mountain lake.



Mule deer find food in a clearing among the pines near the Red Canyon Visitor Center.



This display at the Red Canyon Visitor Center describes the recreational opportunities available within the entire Flaming Gorge National Recreation Area which includes the byway.

This interpretive sign panel, using the standard byway post support system, adds information about the geology you see before you. A difficult choice. Do you read or just look?



This view is from one of the fishing pads for wheel-chairs with the other pad visible across the lake.



This model of a mountain man on an expedition tells the story of a hard life for the people who first came to this region from the east.



One of the most dramatic features of the Red Canyon Visitor Center is the steep walled canyon with multiple colors and infinite variety of weather.



Note the tentative lean forward by these visitors who perhaps aren't so sure the fence will hold them because it's a long way down to the water.



## Interpretation

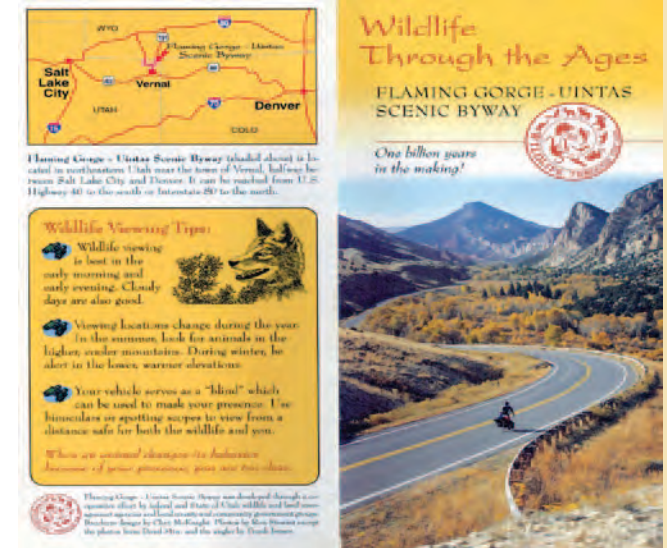
This section summarizes the interpretive accomplishments of the Flaming Gorge – Uintas National Scenic Byway to date, and identifies critical needs for the proposed All-American Road.

### Important Interpretation Considerations

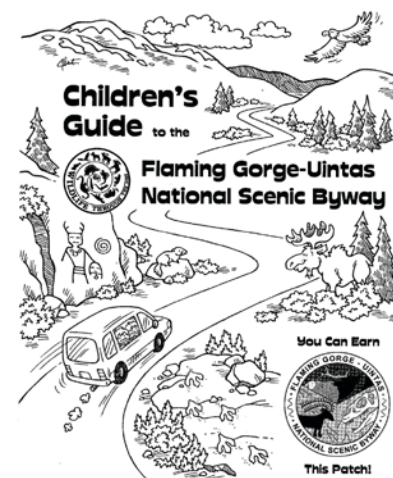
- The Flaming Gorge Scenic Byway is a mature route with well-developed facilities. Many years of active interpretive planning and implementation have resulted in a high-quality byway story. The byway requires very little additional physical development.
- Byway leaders in Wyoming have chosen to adopt Utah's "Wildlife Through the Ages" theme for the Wyoming portion of the byway, as well as incorporate the tag line into the new Flaming Gorge Uintas National Scenic Byway and Flaming Gorge Scenic Byway logos.
- In Utah, the planning and implementation of interpretive elements has occurred with the active involvement of many agencies and individuals under the leadership of Utah Department of Wildlife Resources staff.
- Rapidly changing technology suggests that development of fixed roadside pull-off sites like those in Utah will be less important as a method of telling the byway story to travelers. This decision might also be directly related to limited byway funding and lack of agency staff in Wyoming to accomplish what the USFS has in Utah.

### Interpretation – Organizing and Telling the Byway Story

The interpretive planning and implementation accomplishments to date vary significantly between the Utah and Wyoming portions of the Flaming Gorge Scenic Byway. In Utah, the byway is currently fully interpreted with the majority of interpretive goals met. In recent years, Utah and Wyoming byway leaders have agreed that the "Wildlife Through the Ages" interpretive theme will apply to remaining interpretation in Utah as well as all future interpretive planning in Wyoming.



This rack guide is produced in large quantities for mass distribution at visitor centers in Utah and Wyoming and serves as a lure piece that entices travelers to consider a visit.



The Flaming Gorge – Uintas National Scenic Byway is one of just a few routes that has addressed the needs of family travelers with small children by providing a special story-telling tool for kids.

To date, Utah interpretive planning and implementation has resulted in the following collection of sites and facilities (the main difference between an Overlook and an Interpretive Site is the view):

### Nature Trails:

1. Steiner
2. Aspen
3. Moose Ponds
4. West Greens Lake
5. Sheep Creek
6. Flaming Gorge Dam Point

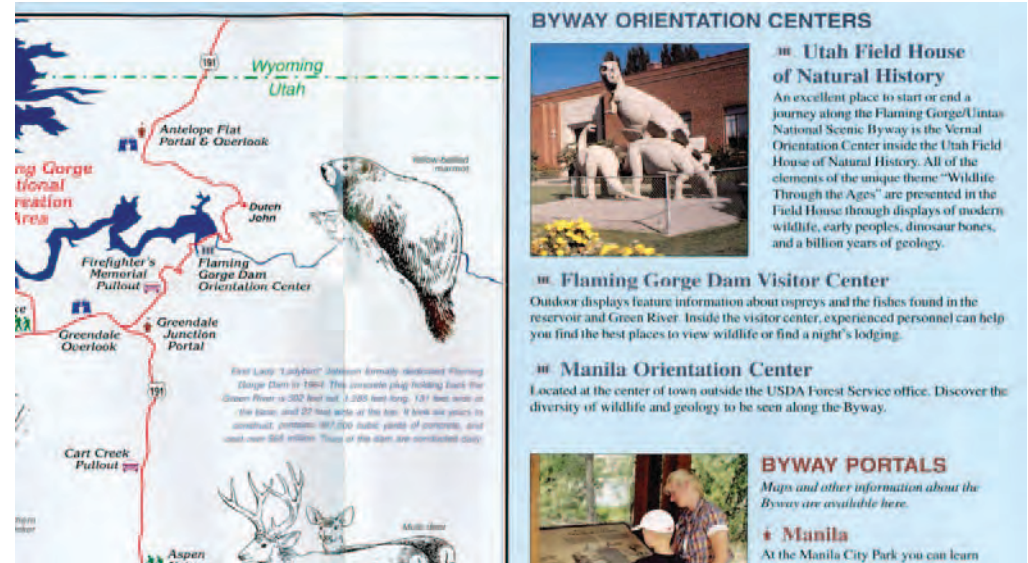
Overlooks:

1. Windy Point
2. Green Dale
3. Dowds Hole
4. Sheep Creek
5. Antelope Flat
6. Cedar Springs

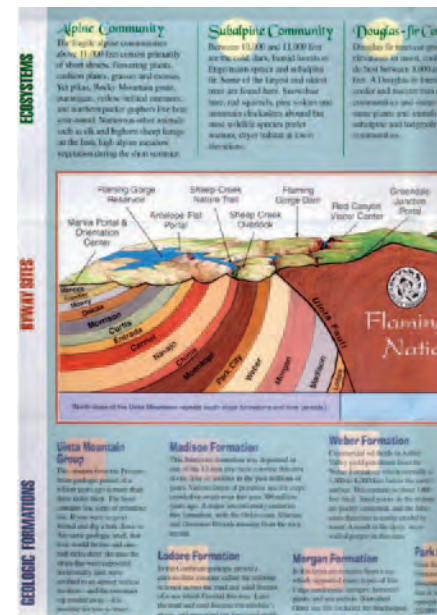
Interpretive Sites (pullouts):

1. Cart Creek Meadow
2. Greendale Junction
3. Red Cloud Loop
4. Firefighters Memorial
5. Manila Park

There are three additional sites (a visitor's center, a museum and a remote office) with Byway developed information which may include signs, displays, brochures, booklets, etc.



As demonstrated here, the route map uses symbols, drawing and text to give travelers more information about the Antelope Flats Gateway area. The brochure reinforces the “Wildlife Through the Ages” theme.



In this view of a detail within the route map, the graphic conveys the relationship between geology, time, ecosystems and wildlife. It provides a sophisticated level of information and educates the byway travelers wanting more of the story.



Byway orientation-information signing, which includes a set of three interpretive signs (a map, geologic information and wildlife information) can be found at the following sites:

1. Steinaker Nature Trail
2. Greendale Junction Interpretive Site
3. Antelope Flat Overlook
4. Flaming Gorge Dam Visitor Center
5. Manila Park Interpretive Site

The Byway also has signs interpreting 43 geological features for a total of 86 signs (both directions). Total signing on the Byway is 85 interpretive signs of which 67 are original and 86 geological feature signs.

This extensive collection of interpretive materials occurred because byway leaders employed sound interpretive planning principles and coordinated the development of materials among different agencies. In 1996, an Interpretive Site Plan was created to guide the design, fabrication and installation of extensive signing using a 1994 National Scenic Byways grant from the Federal Highway Administration. Portions of the Interpretive Site Plan are included here to show the planning process. Interpretation was also part of the Corridor Management Plan dated October 1997. The interpretive chapter from that document is included later in this section.

The following two grants were instrumental in development of the interpretive materials enjoyed today.

#### **Flaming Gorge/High Uintas SB: Tourist Information (SB-1994-UT-01) for \$35,200**

Grant Abstract: Develop and produce interpretive materials including a brochure with map and photos; video for orientation and local visitor centers, local businesses, hotels and TV stations; film leader of natural and recreational opportunities along byway provided to local movie theaters and TV stations; self-guided audio tour tape; restaurant placemats with byway map and highlighting interpretive sites and wildlife viewing opportunities; children's guide to the byway; and promotional exhibit for use at state and county fairs, trade shows and conferences.

#### **Flaming Gorge High Uintas SB Manila Orientation Center (SB-1999-UT-01) for \$93,724**

Grant Abstract: The Manila Orientation Center serves as the focal point of the Flaming Gorge-Uintas Scenic Byway for travelers from Wyoming and points beyond. Adequate parking facilities will permit full and safe use of this site. Travelers will be oriented to the Byway route and interpretive sites through the use of a large scale route map, photographs, and text. This site will highlight the significance of the route as a National Scenic Byway, emphasizing the uniqueness of the Byway's Theme, "Wildlife Through the Ages."



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Finally, the Field Guide provides a deep level of information as well as a detailed road travel explanation.

## **Early Planning Documents**

### **1997 Flaming Gorge-Uintas National Scenic Byway Corridor**

#### **Management Plan Includes This Description for Interpretation**

##### **Introduction**

This interpretive and orientation plan presents the themes and broad goals and objectives for interpretation of the Flaming Gorge-Uintas Scenic Byway and orientation of its visitors. This plan addresses interpretive and informational needs of the targeted audiences or markets, identifies important management goals and lists the natural, historic and cultural resource interpretive and/or orientation sites.

##### **Project Origins and Planning**

Representatives of several state and federal land management agencies and local government groups participated in the initial development of the Flaming Gorge-Uintas Scenic Byway Design/Interpretive Plan (PLAN) as early as June of 1991. A draft Interpretive Services Direction was created, distributed, evaluated, and revised through a series of community meetings. Many individuals and agencies gave their time and expertise to gather resource data, produce inventories, and create interpretive story ideas for the Byway. A Memorandum of Understanding ensured broad-based support and participation in the creation of the Flaming Gorge-Uintas Scenic Byway Interpretive Sites and Materials Master Plan. Based upon this plan, an application for ISTEA funding from the Federal Highways Administration was approved to develop new and expanded interpretive sites along the length of the Byway.

##### **Interpretive Themes**

At planning meetings and participative workshops hosted by the Flaming Gorge-Uintas Scenic Byway Partnership, community members reviewed and revised the draft interpretive plan. Interpretive story inventories were developed and refined on the subjects of: geology and paleontology; history; fish and wildlife; scenery and photography; facilities and services; recreational opportunities; environmental ethics; agency roles; management use of commodity resources; and health and safety. one interpretive theme emerged as the centerpiece, Wildlife Through the Ages, and the critical advantage of the Byways' interpretive resource shaped the vision adopted for the Byway (Chapter 2).

##### **Audience Profile**

Much of the Byway's visitation involves travel by automobile, van or recreational vehicle. Through located in a rather isolated area of northeastern Utah, the region has a quality highway system that is easily accessed from two major metropolitan markets, Salt Lake City and Denver, by three interstates (I-15, I-70, I-80).

Visitors to the Flaming Gorge-Uintas Scenic Byway corridor include travelers from Utah and nearby western states as well as from other nations. Utah (particularly the Wasatch Front), Colorado, California, Texas, Arizona, Wyoming and Washington are states of origin of many Byway visitors, often repeat customers. While many come for the scenic and recreational resources, some also come specifically because of the Dinosaur National Monument and Quarry, Flaming Gorge National Recreation Area, and the Utah Field House of Natural History. There is a growing number of visitors who come to hunt and fish, boat on the Flaming Gorge Reservoir and the Green River, view wildlife, experience fall colors, travel back roads by four-wheel drive vehicles in summer or by snowmobile or skis in winter. Special themes such as geology, the outlaw trail, historic and archeological sites and early explorers and settlers also draw visitors this region.



“Baby boomers” (married couples with school-age children), “empty nesters” (couples with grown children), and single parents make up the majority of visitors. Sixty percent of area visitors are adults and forty percent are children, largely from urban areas. Many are coming to the area for educational and recreational experiences.

Emerging audiences or markets seeing this region as a travel destination include recreational vehicle (RV) groups and outdoor adventure groups. The RV groups are comprised of generally older adults and retirees. The outdoor adventure groups usually involve younger people often seeking wilderness experiences, including outdoor schools (National Outdoor Leadership School, Outward Bound), mountain bikers, and para-sailers and hang gliders.

## Goals

The Flaming Gorge-Uintas Scenic Byway has developed a set of broad, primary management goals for implementing the interpretive/orientation plan, which include:

### Interpretive Management Goals

1. Interpret the natural, wildlife historic and cultural resources of the Flaming Gorge-Uintas Scenic Byway Corridor, to foster a greater understanding, and personal stewardship toward the corridor’s unique resources
2. Interpret the theme, Wildlife Through the Ages, utilizing the abundant examples of wildlife, both past and present, found within the scenic Byway region
3. Using a variety of media and interpretive mechanisms, provide visitors with information on what they can see, learn and so along the Byway in order to stimulate further investigations and new interests;
4. Utilize interpretive planning to locate, inventory, and protect resources that have educational, cultural, historical, or interpretive potential—until such time as they can be developed and managed within programs designed to diversify and strengthen the northeastern Utah economies
5. Develop new interpretive sites and appropriate orientation as a strategy to manage the number of visitors along the Byway and the resulting economic, environmental and cultural impacts on resources and surrounding communities

### Orientational Management Goals

1. Provide visitors a comprehensive orientation program including information on regional commercial services which make travel easy and meaningful—thus enhancing the quality of their experience while providing economic impact for local businesses
2. Meet the special physical, educational and safety needs of visitors of all ages and ability levels, including non-English speaking visitors
3. Provide appropriate information to achieve behavioral objectives regarding public-safety, anti-littering, anti-vandalism, and resource protection goals;
4. Educate the visitor on the area’s unique multiple-use management strategy and its success in maintain the quality of the scenic, natural, and historic resources found along the Byway
5. Stimulate greater involvement and cooperation among public and private sectors in ways that enhance appreciation of northeastern Utah’s unique resources, increase community pride and improve the quality of life for local residents

## Existing and Planned Interpretive Sites

Various types of information for travelers will be available in numerous locations (over 35 sites planned or constructed) along the Byway and adjoin loop routes. Using federal ISTE funds, nineteen of these sites will be designed specifically for wildlife interpretation, combined with visitor centers in a few cases (MAP F, TABLE 9). Free-standing interpretive signs, kiosks and nature trails will provide the traveler with interpretive information supporting the theme Wildlife Through the Ages. Improvements in parking, rest rooms, barrier-free access, and safety pullouts are also in progress.

Eight sites provide cultural and historical interpretation. Other information offices administered by the USFS or other agencies offer a combination of orientational and interpretive information (MAP F, TABLE 10).

## Interpretive Materials

Many brochures, publications, and other materials containing interpretive information are available as a resource for those interested in interpretation of the Byway features (TABLE 11).

## Interpretive Strategies

The Scenic Byway Interpretive Sites and Materials Master Plan addresses interpretive strategies in depth. As outlined in that plan, interpretive materials to be developed include:

- Scenic byway brochure
- Scenic byway video
- Promotional film leader
- Self-guided auto tour tape
- Restaurant placemats
- Children's guide

## Interpretive Site Plan Document

In 1996, a group of byway leaders and technical specialist assembled an interpretive site plan that laid out a total grouping of interpretive signs at 18 sites along the Flaming Gorge – Uintas National Scenic Byway.

The contributors were:

- Ron Stewart, Utah Division of Wildlife Resources
- Alden Hamblin, Utah Parks & Recreation Division
- Eric Finkelstein, United States Forest Service
- David Whitman, National Park Service

This example shows the interpretive planning process used to incorporate the "Wildlife Through the Ages" theme and to create a comprehensive and well organized presentation to travelers. It is for the Antelope Flat Gateway site just north of Dutch John on 191.



## **Site 18 - Antelope Flat Portal**

Theme: Wildlife through the ages

Objectives: After reading signs traveler will be able to:

- Describe the scenic byway route.
- Describe what they can see and learn about along the byway.
- Describe ethical ways to view wildlife and protect natural features.
- Describe the geologic situation prior to uplift (formations were flat layers, each layer represents an extinct ecosystem).
- Recognize evidence of anticline on far side of lake and can describe how flat layers were warped into an anticline.
- Describe best time of day and best seasons to see wildlife (pronghorn history & life history).

Panel - 76 (D)

Panel - 77 (D)

Panel - 78 (D)

Panel - 79 (A) - geology of the flat

This sequence of signs from the most recent project in Utah provides a good example to follow.



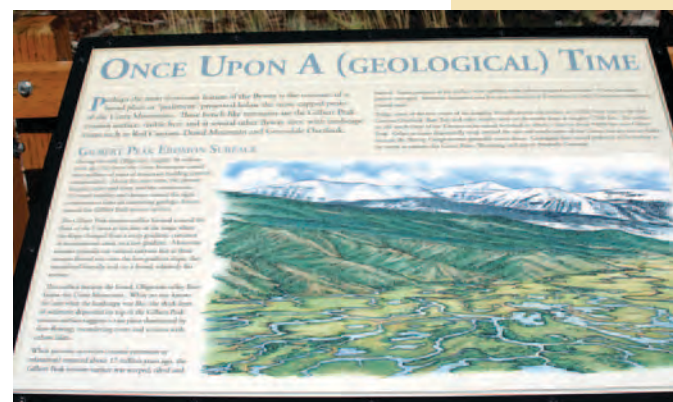
Sign placed adjacent to a walking path and overlooking an important site feature.



Panel design includes a thought-provoking label, minimal text and engaging graphics.



The panel design and message directly relate to some feature visible near the sign.



A sign can also address a larger issue related to the “Wildlife Through the Ages” theme such as this sign addressing geological time.





Existing Gateway Sign Cluster at Antelope Flats on Highway 191 just north of Dutch John. This is the panel cluster outlined in the 1996 site plan.

Flaming Gorge Design Template for Gateway Portal sites which should be maintained throughout the entire byway.



A typical Gateway sign cluster located at Greendale Junction on Highway 191 at Highway 44.



The message on this sign strives to connect the viewer to the environment in the adjacent forest and how birds locate their food sources in nature, again fitting the theme.



This sign is set just off the walking path to allow a visitor room to read the sign while others walk by on the path.



Byway Orientation Panel with "you are here" symbol as used at Greendale Junction.

## Interpretive Signs Designs

As the photos on these pages show, there are two principal types of sign panels installed along the Utah portion of the Flaming Gorge Scenic Byway. They have two different functions.

Where a traveler is being oriented to the byway or to major decision points like road junctions, a kiosk structure with three sections and a single roof system is installed. In this cluster, the central panel is a “you are here byway map” panel and the adjacent panels are angled low signs.

In most other pullouts, a set of low panel signs are installed as pictured.



Typical flat panel sign placement with graphics and localized message as used at Greendale Junction.



Another view of the Gateway Portal sign cluster set on the edge of the parking lot at Greendale Junction.



Low Sign Panel with interpretive panel installed.



Typical Low Panel Sign framework before sign panels installed.



## Current Projects

### Wayshowing and Sign Enhancement Project

Unfortunately, many byway facilities are underutilized as travelers are not recognizing the sites and the opportunities they provide. To address this issue, the current wayshowing project has five components:

#### 1. Site Identification Signs

The new site signs, visible from the highway or soon after turnout, will help identify the sites by name and give a common appearance or “brand” to the sites. This brand will also link the developed sites to the geological signing to help visitors see the entire, much broader picture.

#### 2. Byway Facility Amenity Signs

Currently, byway facilities have a generic “Byway Turnout” sign located on the approach to sites. This does not provide the visitor with sufficient understanding of what the site is or what features are available. This project component will add small, international symbols for amenities such as restrooms to the signs.

#### 3. Byway Entrance and America’s Byways Logo Signs

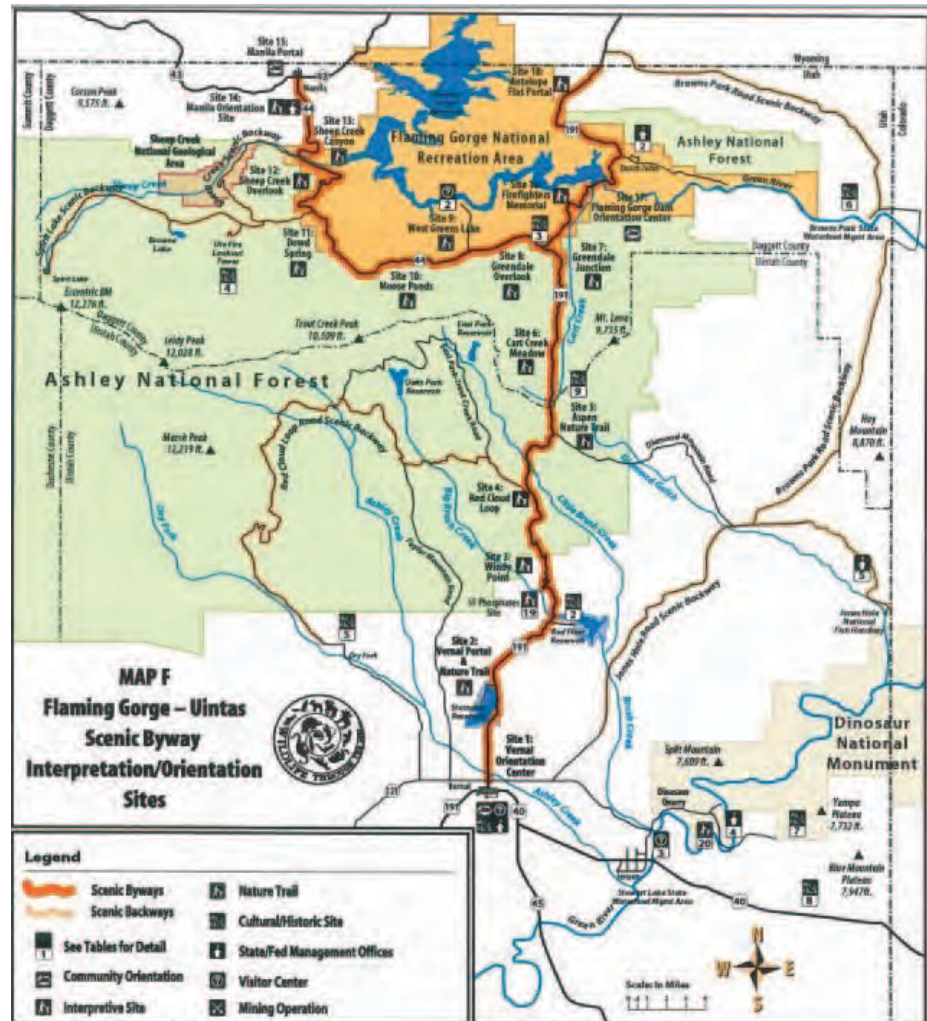
This component includes implementation of byway entrance signs at each of the four entrances. These will be similar in nature to other byway signs to provide branding and byway association. It also includes the incorporation of 10 America’s Byways logo signs on state route markers at strategic locations.

#### 4. Geologic Interpretive Signs

Geological signs will be placed at 37 sites where a geological feature or formation is exposed and visible to travelers. The 37 signs include a mix of new and replacement signs. Some existing signs are in need of repair or replacement, while others need to be updated for accuracy.

#### 5. Acknowledgment of Byway Contributors

A sign will be incorporated at each of the three byway portal kiosks to acknowledge and recognize the Scenic Byway Program and the donors who have provided substantial contributions to the development of the Flaming Gorge – Uintas National Scenic Byway.



## Flaming Gorge Dam Point Trail Project

The Flaming Gorge Dam Point Trail is located on a small peninsula that protrudes north into the reservoir and is adjacent to the Flaming Gorge Dam and Visitor Center. The project will include asphalt paving of the existing nature trail, adding picnic tables and shade structures, and providing access to the reservoir from the byway. These improvements fit well with the byway theme of “Wildlife Through the Ages,” as these improvements will enhance access and opportunities to view present-day wildlife and interpret their relationship to the reservoir and natural landscape.

## Suggested Interpretive Sites improvements in Utah

The following actions should be considered in order to improve existing interpretive facilities:

1. Replace existing “you are here” map panels with maps that cover the entire Flaming Gorge Scenic Byway if the goal is to market and orient travelers seamlessly in both states. Use whichever new byway logo is intended for traveler wayfinding.
2. As sign panels are replaced, incorporate the new logo to be used for traveler wayfinding into the panels.

## New Technologies for Byway Interpretation

Byway practitioners are entering a new era that can affect the decisions about how to deliver stories to travelers. The technology associated with smart phones, downloadable narrated programs, and GPS enabled devices to provide directions or to deliver content directly at a predetermined location are all available (and not all require cell phone signals). At the same time, the resources to plan for and fund such technologies are less available than in the past.

Byway leaders in Utah and Wyoming in particular need to examine the capacity that now exists to deliver comprehensive interpretive messages, and establish a practical framework for the design and location of interpretive pullouts and gateways in Wyoming and make corresponding changes to the gateways currently in Utah pullouts.



## Marketing

### Important Marketing Considerations

- An important marketing goal for the Flaming Gorge and Uintas Mountain region is to promote the byway as the ideal connection between Yellowstone National Park and its surrounding area in the north, and the Grand Canyon National Park in the south as well as the many internationally significant natural resources in southern Utah.
- The byway travel experience is closely aligned with the visitors experience on the Flaming Gorge Reservoir, especially the water-based recreation available, the camping and alternative recreation available along the shoreline, and for the views of the water and multi-colored landscape visible from the road.
- Marketing for the byway should focus on ways to tap east-west travelers on US 40 and especially on Interstate 80 to provide alternative routes and loop travel experiences from the Salt Lake City and Denver markets.
- National marketing of byways in the America's Byways collection diminished in 2008 and new maps for the expanded collection of roads have not been produced since 2006. FHWA did introduce an updated downloadable map of all byways in the collection and has recently made a folded map available on [www.byways.org](http://www.byways.org) . It has been announced that the contract to manage the byway traveler website [www.byways.org](http://www.byways.org) will end in the spring of 2012.
- FHWA's last marketing plan was completed in 2005 in conjunction with that year's designation of America's Byways®.
- The online visibility of the Flaming Gorge Scenic Byway is entirely dictated by the success travelers have in searching for information using key words. When developing a byway web presence, byway leaders need to intentionally enhance the website's ability to be recognized in searches.
- Marketing should help residents in the region appreciate the significance of their resources and the value of experiencing the drive to the reservoir as an important tourism activity requiring investment in visitor facilities and staff. The combination of water recreation and touring and wildlife viewing provide a unique travel experience that has the potential to stimulate economic development.

Goals from 1998 Plan	Status
<b>An interpretive guide:</b> This guide will be a self-guided tour of the wildlife interpretive kiosks now under construction. This document will also provide information for the best time of day and season to observe wildlife along the route.	Completed with publication in 2008
<b>Scenic byway rack card:</b> The Existing Flaming Gorge promotional piece will be changed to a Flaming Gorge-Uintas Scenic Byway rack card. This will reduce the cost of this promotional piece while maintaining its effectiveness.	Completed and superseded by several route brochures
<b>Reprinting specialty brochures:</b> As existing brochures and promotional materials are depleted, new materials will be designed to reflect the themes and logos identified by the Byway committee. These improved designs will help enhance promotion of the area.	Several reprintings have occurred
<b>Internet:</b> Utah State University is implementing a national project to place all scenic byways on the Internet. The area will develop an Internet home page that can be used at the local, state, and national level. Through the “Smart Utah” program, all tourism-related Internet sites in northeastern Utah will be linked.	Did not develop an internet presence other than byways.org the byway traveler site from FHWA
<b>Audio tape tour:</b> An audio tape tour will be developed to provide interpretation of the byway	Not completed
<b>Children’s guide:</b> Families are a growing market nationally. A children’s guide will be developed to tell the story of the Byway.	Developed and distributed – see cover
<b>Exhibits:</b> Byway exhibits will be developed the new state welcome center and at the Utah Field House State Park. These sites are the entrances to the Byway.	Fully implemented a rich collection of byway pulloffs cross referenced with Interpretive Guide
<b>Placements:</b> An inexpensive placemat will be developed and distribute to all cafes and restaurants in the area.	Not completed
<b>Film leader:</b> A video tape segment will be produced for use at welcome centers and in promotions that use a video medium.	The Field House Museum in Vernal developed and uses a video to orient travelers to the area
<b>Byway brochure:</b> The existing Flaming Gorge Brochure will be updated to reflect new improvements and interpretive sites along the Byway.	Created several route brochures
<b>Low frequency radio:</b> Low frequency radio is a mechanism providing the traveler with up-to-date attraction and interpretation information while on the Byway.	



## Existing Marketing Resources

### Utah

- Flaming Gorge Country produces the main travel map used in the entire region and also has a supporting website [www.flaminggorgecountry.com/](http://www.flaminggorgecountry.com/).
- Dinosaurland Travel Board (a non-profit corporation) operates a visitor center on US 40 and the website [www.dinoland.com/](http://www.dinoland.com/) which will include a Flaming Gorge Scenic Byway web module at weblink [www.dinoland.com/Scenic-Drives](http://www.dinoland.com/Scenic-Drives). Funding has been reserved for creating the module – an interactive tour of the Flaming Gorge-Uintas National Scenic Byway. The module will exist on both [www.dinoland.com](http://www.dinoland.com) and [www.flaminggorgecountry.com](http://www.flaminggorgecountry.com). The url: [www.flaminggorgebyway.com](http://www.flaminggorgebyway.com) will also send visitors directly to this module. Another important element of the DTB marketing plan is \$30k for marketing the new Quarry Exhibit Hall and Visitor Center at Dinosaur National Monument when completed this fall.
- Uintah County Tourist Board will continue marketing Flaming Gorge Country.
- Daggett County is developing a new brand campaign “Flaming Gorge Country – The Adventure Next Door” which will be supported with the Flaming Gorge Country website as well as a Flaming Gorge magazine/brochure.
- Utah Tourism promotes the state’s many scenic byways at the website [www.utah.com/](http://www.utah.com/) which includes pages for each byway including Flaming Gorge-Uintas National Scenic Byway at [www.utah.com/byways/flaming\\_gorge.htm](http://www.utah.com/byways/flaming_gorge.htm). The state produces a statewide byway brochure and related traveler materials.
- Finally, the Flaming Gorge - Uintas National Scenic Byway is marketed directly at [www.byways.org/explore/byways/2008/](http://www.byways.org/explore/byways/2008/) as a result of the national designation of the road in 1998 by the US Secretary of Transportation. In the period from April 2010 to March 2011, there were 70,803 Flaming Gorge page views recorded with the high recorded in April 2010 with a 9,752 page views. It appears this number places the Flaming Gorge-Uintas National Scenic Byway in the low middle level of page views within the collection of byways included on [www.byways.org](http://www.byways.org).

### Wyoming

- Sweetwater County Wyoming includes a map key referencing “Flaming Gorge Scenic By-Ways” in the promotional materials they distribute via their web-site at [www.tourwyoming.com/](http://www.tourwyoming.com/) and they include an interactive county tourism guide called the High Desert Survival Guide as a printed booklet by mail, or at [www.tourwyoming.com/ebrochure/](http://www.tourwyoming.com/ebrochure/) where visitors can review the guide online or download it as a PDF file.
- The State of Wyoming includes byways on its official website and features screens for each route including maps and attraction information as well as photographs and articles.
- The state also produces a variety of byway brochures including one covering the entire collection of state byways.
- For travelers westbound on I-80 from Nebraska and the east, a rest area and visitor center has been built with a special focus on educating travelers about the state’s scenic byways. The site is midway between Cheyenne and Laramie and available to travelers in both directions.
- Sweetwater County intends to continue printing and distributing information in the Wyoming Visitor Guide Packages and in other traveler materials. They also will include information in a Yellowstone Journal Package in print and online as well as ads in publications.
- Wyoming stats – 2010 total visitation up by 9.6% and spending by 7%; average length of stay 2.6 days up from 2 in 2009
- 67% of visitors traveled over 250 miles to reach Wyoming
- 93% drove to Wyoming vs. 80% in 2009
- Average age 46; 94.5% have some college education; average annual income \$79,578
- Wyoming Travel & Tourism debuted RoadtripWyoming.com – more regional focus on driving trips
- International arrivals up by 6.7% in 2010 (UN World Tourism Association)

## Development of Flaming Gorge Scenic Byway Logo

Byway leaders have adopted two logos that correspond to the names in Utah and Wyoming. The design of the logo was driven by 4 goals:

1. Find a 'real' scene that travelers can identify with. The chosen scene is one of the most recognizable 'red cliffs' of Flaming Gorge. This scene is easily found by the byway traveler at the Antelopes Flat portal. It is the very cliff that early explorer John Wesley Powell marveled over in 1869 when he bestowed the name 'Flaming Gorge' upon the area.
2. Find a way to incorporate the interpretive theme of 'Wildlife through the Ages' into the graphic. Many meetings were held and logo drafts of different ways to convey the theme were developed. During this testing phase, if committee members did not understand the graphic message (a bighorn sheep horn, a dino footprint, etc) and connect that to the theme, then other versions were created. After some 36 versions, the committee members determined that the best way to convey the theme was to state it on the graphic.
3. Create as simple a logo as possible. The committee recognizes the picture image is complex art. When the names are added, Flaming Gorge – Uintas National Scenic Byway in Utah and Flaming Gorge Scenic Byway in Wyoming, there is a lot of information to deal with. Adding 'Wildlife Through the Ages' creates more information to assimilate.  
Therefore, the colors used in the logo are critical to its functionality. The logo is in color, so that the scene is what jumps out at you first. The name of the byway is meant to be a secondary impression. And the theme is muted so that it does not all register all at once. The committee recognizes that the muted theme statement would never register on a road sign if that were an option.
4. Maintain functionality. The graphic designer was rather insistent that one look would not serve every purpose. Therefore, both the Flaming Gorge Uintas NSB and Flaming Gorge SB logos were designed in 6 different variations to work in different situations. The variants are a color box, a grayscale box, a color centered (image/theme only with the byway name centered below it), a grayscale centered, a color right (byway name to the right of image/theme) and a grayscale right.

The logo with the combined byway name of "Flaming Gorge Scenic Byway" is intended to be used to jointly market the byway in Utah and Wyoming.





## National Marketing Trends For Byways

In 2007 Longwoods International was commissioned by the America's Byways Resource Center to research the travel patterns and interests of people who take trips by land vehicle – car, motorcycle, and RV. The research concluded that America's Byways are one of the nation's best-kept secrets, and that the economic value resulting from increased public awareness could be substantial.

The research focused on three trip types comprising America's Byways key target segments -Touring, Outdoor and Special Event trips. However, the data suggested that touring and special event trips were not mutually exclusive, and therefore the two important groups to focus on are Touring and Outdoors.

A Touring Trip is a trip through areas of scenic beauty, cultural or general interest. Although a visitor may have flown to a destination before beginning their trip, a touring trip is generally taken by land vehicle through the region.

An Outdoors Trip is a trip whose main purpose is to experience the natural environment where a visitor may engage in outdoor activities such as camping, hunting, fishing, hiking, rafting, viewing wildlife, or outdoor educational activities.

There are three important findings from this research that are relevant to marketing the Flaming Gorge Scenic Byway.

The first is related to the preferred experiences of people who travel by car, motorcycle, or RV – what they like to do. Shopping has traditionally been one of the top preferred activities when traveling.

The second relevant finding is that the most common sources of information used to plan touring and outdoor trips are the internet and personal experience.

The third significant finding from the Longwoods research is that people clearly indicate an interest in traveling byways, but have little knowledge of the America's Byways program.

As of December 2010, 31 percent of all mobile phone consumers in the United States owned smartphones, cell phones with app-based, web-enabled operating systems. But smartphone penetration is even higher among mobile users who are part of ethnic and racial minorities in the U.S. (Suzanne Cook, US Travel Association) U.S. Travel Association forecasts 1.8% growth in total 2011 domestic person trips and 3.7% growth in total 2011 international arrivals to the U.S.

## Potential Marketing Audiences

Potential travelers need more information about the Flaming Gorge Area. There are lots of ways to define the target markets for Flaming Gorge including:

- “The National Parks traveler” – both International and Domestic – primary focus is on visiting Parks such as Yellowstone, Grand Teton, Dinosaur, Arches, Grand Canyon, etc. They have enough time for a “grand tour” and as evidenced in Table XX, they are likely to choose to travel the more scenic routes between their primary destinations. Yellowstone NP had a record 3.6 million visitors in 2010; Arches NP 1.1 million; Zion NP 2.7 million (not a record); Grand Canyon 4.4 million (not a record); Dinosaur 197,812 (decline since 1993 500k record). Byway marketing experts reported that 56% of travelers in the Southwest are passing through Yellowstone.
- Regional recreationalists – active individuals and families who travel regionally for their chosen recreation – camping, biking, fishing, snowmobiling, skiing, etc. They take long weekends or drive long hours to reach prime recreation opportunities. This could also include more passive activities such as scenic drives, photography and bird watching.
- Destination visitors – these are special interest travelers – Flaming Gorge would attract those attracted to history, geology, and fishing – the Gorge’s most well-known intrinsic qualities. An article in an online publication called Angler Guide at [www.anglerguide.com/articles/305.html](http://www.anglerguide.com/articles/305.html) paints a picture of a high resource that could be a natural destination market closely aligned with Flaming Gorge Scenic Byway marketing.
- Most of the above markets use the internet for their travel planning, which makes the new website critical, as well as links from current partner sites.

## Discussion of Websites and Scenic Byways

Leaders of the Flaming Gorge Scenic Byway should develop a website that accomplishes these activities:

- Create a single regional identity tied directly to the Uintas Mountains, Green River and Flaming Gorge which can be accessed by driving the collection of byway roads.
- Provide information on the rich collection of recreation sites as well as reporting on the easy access to geological and paleontological resources from the byway.
- Provide downloadable travel tools like brochures, maps, site experience summaries and photos or other materials that travelers can use to visit sites.
- Take advantage of the high-quality visitor center front-line staff to develop the vocabulary of words and phrases they find useful when talking to visitors so that the website presents the unique quality found when driving and recreating in this area.
- Recognizing the limited funding available to implement conventional interpretive facilities, consider the potential for using several types of media and the website to distribute byway stories that convey the experiences found along the road.

Touring	Outdoors
Top Experiences	
Shopping	Camping
Landmark/Historic Site	Fishing
Fine Dining	Hiking/Backpacking
National/State Park	Beach/Waterfront
Museum	Swimming
Beach/Waterfront	National/State Park
Swimming	Boating/Sailing
Hiking/Backpacking	Shopping
Art Gallery	Landmark/Historic Site
Bar/Nightclub	Biking
Winery	
Average Age	
49	42
Education = College/Post Grad	
51%	54%
Information Source Used to Plan Trip	
1. Online/Internet	
2. Personal Experience	

This table lists in ranked order the top experiences of people who take trips by car, motorcycle or RV.



The following table offers a summary of several successful byway websites.

URL	Name	Information
<a href="http://www.gunflint-trail.com/the-gunflinttrail/a-scenic-byway/">http://www.gunflint-trail.com/the-gunflinttrail/a-scenic-byway/</a>	Gunflint Trail	Example of a byway with specialized podcasts that include narration and music.
<a href="http://www.deltabyways.com/">http://www.deltabyways.com/</a>	Arkansas Delta Byways - Great River Road - Crowley's Ridge Parkway	Example of a byway with a carefully integrated promotional and interpretive theme within the website which serves as a clearing house for an entire region of Arkansas. Note the sales opportunity for locally produced craft goods.
<a href="http://www.hallowedground.org/">http://www.hallowedground.org/</a>	Journey Through Hallowed Ground	The home page for the Journey Through Hallowed Ground is a point of connection for travelers and, equally important, a place for community support to be reflected in events or local sites. Note the use of videos.
<a href="http://www.hallowedground.org/Plan-Your-Journey/Maps">http://www.hallowedground.org/Plan-Your-Journey/Maps</a>	Journey Through Hallowed Ground	This link shows the information on downloadable GPS data to guide byway travelers.
<a href="http://www.lakestolocks.com/">http://www.lakestolocks.com/</a>	Lakes to Locks Passage	This is very progressive in how they add material to their website. They have community waypoints, provisions to collect traveler input, display professionally produced videos and in late August, they introduced a partnership with National Geographic. Travelers can nominate places to a map guide of the region.

## Chapter 4 - Existing Roadway Conditions

FHWA Interim Policy addressed in this section:

- (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.
- (8) A plan to accommodate commerce while maintaining a safe and efficient level of highway service, including convenient user facilities.
- (10) A demonstration of compliance with all existing local, State, and Federal laws on the control of outdoor advertising.
- (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.
- (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.





The Utah Department of Transportation (UDOT) uses a mile point linear location reference system on the three highways that make up the Flaming Gorge – Uintas National Scenic Byway, US 191, Utah State Road 44, and Utah State Road 43. The southern terminus of the byway is at the intersection of US 191 and US 40 in downtown Vernal, Utah. US 40 is designated as the Dinosaur Diamond National Scenic Byway. This intersection is at US 191 mile point 352.61. Mile points increase as the traveler heads north on US 191 to the Utah and Wyoming state line at mile point 404.17.

Mile point zero for the Utah State Road (SR) 44 segment of the byway is located at the intersection of US 191 and SR 44 at Greendale Junction. The SR 44 segment of the byway ends at mile point 28.00, which is at the intersection of SR 44 and SR 43 in the Town of Manila, and is also SR 43 mile point 7.93. The end mile point for SR 43 is 10.56 at the Utah and Wyoming state line, where Utah SR 43 transitions to Wyoming SR 530.

### Average Annual Daily Traffic Volumes (AADT)

ROUTE NAMES	BEGINNING ACCUM. MILEAGE	ENDING ACCUM. MILEAGE	LOCATION DESCRIPTION	2009 AADT	2008 AADT	2007 AADT
SR 43	7.932	8.471	SR 44 Main St Manila	1,165	2,185	2,264
SR 43	8.471	10.557	500 East Manila - WY State Line	800	1,360	1,407
SR 44	0	14.683	SR 191 Greendale Junction	810	800	827
SR 44	14.683	27.995	Road Left to Sheep Ck Canyon - SR 43 Manila	800	955	989
US 191	352.611	353.104	SR 40 Vernal	8,285	8,335	4,031
US 191	353.104	354.111	500 North Vernal	4,180	4,205	4,203
US 191	354.111	358.169	1500 North Vernal	1,875	1,885	1,883
US 191	358.169	362.731	SR 301 Road to Steinaker	1,690	1,705	1,701
US 191	362.731	376.691	Road to Red Fleet State Park	1,545	1,520	1,576
US 191	376.691	387.306	Road to Diamond Mountain	1,200	1,180	1,222
US 191	387.306	393.41	SR 44 Greendale Junction	1,480	1,455	1,508
US 191	393.41	395.764	Flaming Gorge Dam	1,395	1,375	1,423
US 191	395.764	400.684	Road to Dutch John	920	905	936
US 191	400.684	404.168	Road to Antelope Flats WY State Line	850	835	867

### Functional Classifications

All three highways making up the byway are two lane and asphalt paved. UDOT classifies US 191 within the Vernal Small Urban Area as a Minor Arterial. US 191 from the Vernal Small Urban Area boundary to the Utah and Wyoming state line is classified as Rural Minor Arterial. The northern limits of the Small Urban Area Boundary are at approximate Mile Point 353.97, or 1.36 miles north of the intersection of US 191 and US 40.

The entire length of SR 44 from Greendale Junction to Manila is classified as Rural Minor Arterial. The SR 43 segment of the byway from the intersection of SR 43 and SR 44 in Manila is classified as Rural Collector.

## Average Annual Daily Traffic Volumes (AADT)

Traffic counts for the years 2009, 2008 and 2007 were obtained from UDOT. The highest AADT for all three years were located at the intersection of US 191 and US 40 in Vernal. The 2009 AADT at this location was 8,285 vehicles. The lowest AADT recorded was on SR 44 at the intersection with US 191 at Greendale Junction, with a count of 810 vehicles in 2009, 800 vehicles in 2008, and 827 vehicles in 2007. The table below contains additional AADT data.

## Accidents – US 191

UDOT supplied crash data for the years 2006 through 2010. There were a total of 291 accidents recorded for the 51.5 mile segment of US 191 included in the Byway, an average of 58 accidents per year. Seventy six accidents, or 26% of the total, occurred within two miles of the intersection of US 191 and US 40 in Vernal.

Five accidents were fatal. Nine accidents resulted in an incapacitating injury, and 18 accidents resulting in non-incapacitating injuries were reported.

## Accidents – Utah State Road 44

A total of 54 accidents were recorded for the 28.00 mile segment of SR 44 between Greendale and Manila, an average of 10.8 accidents per year. There were no fatalities or incapacitating injuries recorded. Three non-incapacitating injuries were recorded.

## Accidents – Utah State Road 43

There is a 2.62 mile segment of SR 43 included within the route of the byway, which runs from the intersection with SR 44 to the Utah and Wyoming state line. There were four accidents recorded over the five year period, with no fatalities or serious injuries reported

## Highway Safety and Management

Traffic along highways 191 and 44 north of Vernal to the Wyoming border is very seasonal due to high use of water-based facilities during summer months. The highways serve a small year-round population. The existing highway capacity has proven adequate for traffic increases due to national scenic byway designation in 1998.

The byway Partnership has successfully implemented traffic management practices that reduce the impact of byway designation on highway safety. As part of the interpretive program, the Partnership has expanded visitor services and off-road parking through the development of numerous pullouts like Antelope Flats. In addition, byway sites like the Aspen Nature Trail encourage byway travelers to leave their cars to experience non-water resources. This will help direct visitors to lower-volume portions of the byway.



## Outdoor Advertising (from original CMP)

Outdoor billboard advertising is controlled along Highways 191 and 44 by the Utah Department of Transportation. Billboards are allowed within municipal boundaries consistent with community zoning ordinances. The Flaming Gorge area is very rural with low population densities. A vast portion of the Flaming Gorge-Uintas Scenic Byway crosses public lands with no billboards except for very limited commercial advertising in the few small communities along the route.

Outdoor advertising is not a problem along the Byway nor is it expected to be a major problem in the future. The only area vulnerable to future problematic outdoor advertising is a short, three-mile stretch of road north of the City of Vernal. Suburban development is already underway in this section which will eventually be incorporated into the city limits of Vernal.

The Flaming Gorge-Uintas Scenic Byway Steering Committee supports sign control management strategies that are non-regulatory for most of the Byway. The non-regulatory approach includes the following strategies:

- Committee member meetings with planning commissions to review existing sign regulations within and adjacent to Vernal and other municipalities. The Committee will ask the existing city and county land use regulatory organizations to monitor the use of commercial signing along the Byway route.
- The Byway Committee will request the Utah Department of Transportation to identify any non-compliance signs along the Byway route. Signs which are not in compliance will be re-moved.

## Byway Logo

Although the Partnership has adopted a new logo for the byway, the state transportation agency will not permit use of the logo as a road sign. The byway will continue to be signed with the Utah Scenic Byway logo.

## Chapter 5 - Stewardship

### **FHWA Interim Policy addressed in this section**

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.
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.
6. A plan to assure on-going public participation in the implementation of corridor management objectives.

### **Important Stewardship Considerations**

The Flaming Gorge Scenic Byway Joint Committee (UT & WY) should review the draft Memorandum of Understanding (MOU) and consider revisions that would 1) allow for greater stakeholder representation, 2) address both project management and organizational development (sustainability) goals.

The Joint Committee should consider revising the Unified Mission Statement so that it has more meaning and conveys what is special and/or unique about the byway's resources (versus simply listing). The Joint Committee should also try to incorporate how the organization will accomplish its work – stewardship, education, partnerships, etc.

The Joint Committee should develop a revenue strategy as part of a comprehensive fundraising plan. This process will provide an opportunity for the Joint Committee to address numerous issues related to sustainability including developing a budget, identifying potential sources of revenue, prioritizing goals, and developing organizational policies and procedures.



The key to the successful implementation of a corridor management plan is a strong, dynamic, and sustainable byway organization. Given the current state of the economy and changes to the National Scenic Byways grant program, the role of the byway organization has never been more critical or more difficult. Byway organizations must function effectively and efficiently, and be prepared to compete for funding – both public and private.

## History of the Flaming Gorge-Uintas Scenic Byway Partnership

The Flaming Gorge-Uintas Scenic Byway Partnership (Partnership) was formed in 1992 under a formal Memorandum of Agreement to coordinate the management and promotion of the byway. It currently operates under a 2007 Memorandum of Understanding approved by a number of regional partners for the purpose of implementing the Flaming Gorge-Uintas Scenic Byway Corridor Management Plan.

The following 14 agencies and organizations are partnered in the 2007 agreement:

- Ashley National Forest
- Uintah County
- Daggett County
- City of Vernal
- City of Manila
- Utah Department of Transportation – Region 3
- Utah Division of Parks and Recreation
- Utah Division of Wildlife Resources
- Dinosaurland Travel Board
- Intermountain Natural History Association
- Simplot Phosphates
- Bureau of Land Management – Vernal Field Office
- Bureau of Reclamation – Upper Colorado Region
- National Park Service

### *Original Mission Statement (from 1997 CMP)*

*This statement of vision, theme, mission and goals comprises the guiding purpose and overall strategy for the development, enhancement and maintenance of the Flaming Gorge-Uintas Scenic Byway resources. Enhancement and protection of the byway resources will mean that the communities of northeast Utah can create viable jobs and incomes while assuring these resources will be here for all to enjoy for generations to come. Extensive interpretation and protection strategies that are now being implemented will help educate citizens of the importance of these resources to their lives.*

### **Mission Statement**

*To create a unique byway experience centered on wildlife, combined with paleontology and scenery, bringing increased economic opportunities for the local communities while protecting the Flaming Gorge-Uintas Scenic Byway resources.*

## Current Vision and Theme

The Flaming Gorge – Uintas National Scenic Byway partnership holds a vision that this Byway and the surrounding region have a concentration of unique and distinctive qualities found in very few places. The relative remoteness of the area, the ruggedness of the Uinta Mountains, low population densities, and careful resource management strategies implemented in northeastern Utah have preserved the area's wildness and provide a unique environment for a wide range of animal life. The history of this wildlife goes back millions of years to the age of the dinosaur, a story told by the area's rich paleontological fossil remains.

"Wildlife through the Ages" is the central theme guiding all interpretation, management and new product development for this Byway. Focused by this theme, a comprehensive interpretation and orientation program will foster a greater understanding, appreciation, and enjoyment of the area's unique natural resources.

Annually, over a million people are drawn by the Byway region's intrinsic qualities, which include diverse scenic, geological and recreational resources as well as modern and extinct wildlife. A strong interpretive/orientation program that focuses on the unique wildlife theme will extend visitation and encourage new and return visits, thereby enhancing opportunities for regional community tourism programs.

## Additional Goals

1. Recognize, maintain and enhance the educational aspects of the Byway resources (geological, paleontological, etc.)
2. Foster local community awareness and appreciation of the Byway resource
3. Seek opportunities to celebrate our success to date
4. Be more specific in marketing strategies towards:
  - a. Destination & National Park Circuit visitors
  - b. Drive market Visitors
  - c. International market

### **Original Vision and Theme (from 1997 CMP)**

*The Flaming Gorge-Uintas Scenic Byway partnership holds a vision that this Byway and the surrounding region has a concentration of unique and distinctive qualities found in very few places. The relative remoteness of the area, the ruggedness of the Uintas Mountains, low population densities, and careful resource management strategies implemented in northeastern Utah have preserved the area's wildness and provide a unique environment for a wide range of animal life. The history of this wildlife goes back millions of years to the age of the dinosaur, a story told by the area's rich paleontological fossil remains.*

*As reflected in the Byway logo, Wildlife Through the Ages is the central theme that will guide all interpretation, management and new product development for the Byway. Focused by this theme, a comprehensive interpretation and orientation program will foster a greater understanding, appreciation, and enjoyment of the area's unique wildlife resources.*

*Hundreds of thousands of people annually are already drawn by the Byway region's intrinsic qualities, which include diverse scenic, geological and recreational resources as well as modern and ancient wildlife. A strong interpretive/orientation program that focuses on the unique wildlife theme will extend visitation and encourage new or return visits, thereby enhancing opportunities for regional community tourism programs.*



## Current Structure of Byway Organization

The Flaming Gorge-Uintas Scenic Byway Partnership continues to operate under the 2007 MOU. The major responsibility for day-to-day management has fallen to the state and federal agencies, including the United States Forest Service (USFS), the US Bureau of Land Management (BLM), the Utah Division of State Parks and Recreation, and the Utah Division of Wildlife Resources. However, the Ashley National Forest is designated the “Lead Office,” and continues to provide the leadership role for the byway organization. The goal expressed in the byway’s original CMP was to rely on the region’s qualified government and non-profit organizations to effectively manage the byway and avoid the need to create a new nonprofit or government agency to manage the byway.

Since 1997, the byway organization has built an impressive list of accomplishments including a rich collection of byway pull-offs cross referenced with an Interpretive Guide, and a children’s guide. The contribution by Partnership agencies of staff with expertise in interpretation and resource protection has been (and continues to be) a tremendous asset to the byway.

The challenges that lie ahead for the Partnership include:

- Identifying and securing additional sources of funding for the ongoing maintenance of byway facilities and updates to interpretive materials
- Expanding and diversifying the byway stakeholder group
- More fully engaging local communities with the byway
- Developing the capacity of the organization in order to continue to make progress toward its goals

### *Original Goals (from 1997 CMP)*

*To carry out the Byway mission, the following goals underlay the development of the Flaming Gorge-Uintas Scenic Byway Corridor Management Plan:*

- 1. Interpret the vast history of animal life from the dinosaur era to modern day wildlife.*
- 2. Protect and maintain Byway resources for enjoyment of future generation.*
- 3. Increase the number of visitors and the length of their stays along the Byway to increase the economic benefits to the region including the communities of Vernal and Manila, Utah.*
- 4. Distribute recreational use along the Byway route, reducing pressure on the Flaming Gorge National Recreation Area, including both the Reservoir and the Green River.*
- 5. Assure the safety and convenience of the visiting public by providing adequate pull-outs and visitor facilities.*

## Public Participation Plan

While the Public Participation Plan described in the byway's original CMP will ensure that there is some level of knowledge of byway activities within the community, there is a more aggressive, proactive and ongoing approach. Byways that have implemented the Community Participation Plan described below have realized tremendous benefits from increased community support.

## Community Participation Plan

A Community Participation Plan (CPP) is an important tool that helps insure that a byway organization is regularly updating byway stakeholders about programs, projects and accomplishments, and also identifying potential supporters. Byway stakeholders include residents, business owners, local government officials and agencies, tourism agencies, and other nonprofit organizations.

Implementation of a CPP is important for several reasons. First, it builds support for the byway and the byway organization. Even folks who live and work on byways are often unaware of the byway designation or the existence of a byway organization. A CPP is a systematic way to educate the community about the benefits of scenic byway designation and the mission of the byway organization.

Second, implementation of a CPP is one of the best ways to recruit new members and volunteers. Having a presence at community events will help identify individuals and groups who support the byway mission and are willing to help. They may be willing to help by becoming a volunteer, or by making a contribution. Making connections to other groups also develops opportunities for partnerships.

Third, a consistently implemented CPP will build trust for the byway organization in the community. If there is a clear understanding of the byway mission in the community, there is less likely to be opposition to byway projects or programs. Fully-funded, beneficial, and seemingly non-controversial scenic byway projects have been blocked by communities that felt threatened or uninformed.

Most importantly, having an ongoing presence in the community helps build pride in the byway and gives supporters an opportunity to help celebrate success.

Guidelines for developing a CPP and a sample are included as Appendices A and B. The basic premise is to compile a comprehensive list of all byway stakeholder groups and community events, and then brainstorm ways to create a connection to the byway. For example, a Partnership member could arrange to be the special guest speaker at a Lions Club meeting once a year, or the Partnership could arrange to distribute byway materials or sell t-shirts at a local festival.

The following page contains a list of potential stakeholder groups for the Flaming Gorge Scenic Byway and a table of community events.

*The 1997 Flaming Gorge-Uintas Scenic Byway CMP contained the following Public Participation components:*

### **Partnership Planning**

*The Flaming Gorge-Uintas Scenic Byway Committee has developed formal agreements between several public interest groups in the Vernal and Manila communities (chapter 2). These groups represent a wide range of interests and have made major commitments to Byway management and improvement projects.*

### **Public Meetings and Public Information**

*The Byway Committee and local tourism and governmental organizations have presented a series of public meetings, public information releases, and an open house to introduce the Flaming Gorge-Uintas Scenic Byway Management Plan to the public. The local community has been kept informed of Byway development progress thru public information releases. During the Byway designation's environmental assessment process, over eighty representatives from the community were invited via informational mailing to participate.*

## UTAH

Vernal's Community Holly Days  
Western Park

Cow Country Junior Rodeo Series  
Manila Rodeo Arena

Cow Country Rodeo  
Manila Rodeo Arena

Manila Festival  
Manila Park

Flaming Gorge Freedom Festival  
Dutch John, Utah

Pancake Breakfast  
Manila Sr. Center

Utah Single Fly Tournament  
Dutch John, Utah

Tower Rock Run 10K, 5K and Fun Run

Daggett Daze Parade and Children's Activities

Dinosaur Roundup Rodeo

Parade of Lights and Fireworks Display

## WYOMING

International Day  
Rock Springs

Red Desert Roundup Rodeo  
Rock Springs

Wyoming's Big Show (Sweetwater County Fair)  
Rock Springs

Overland Stage Stampede Rodeo  
Green River

Flaming Gorge Days  
Green River

River Festival  
Green River

Crystal Classic  
Green River

## Additional Byway Stakeholders

- 4-H Clubs
- American Legion
- ATV groups
- Buckboard Marina
- Dinaland Snowmobile Club – Vernal
- Dinosaurland KOA
- Friends of the Utah Fieldhouse
- Garden Clubs
- Gold Wing Road Riders
- Homeowners Associations
- Kiwanis
- Knights of Columbus
- Lions Club
- Manila Garden Club
- Masons of Wyoming
- National Forest Foundation
- Order of Elks
- Outfitters
- Restaurant & Lodge owners
- Trout Unlimited
- Uintah Basin Back Country Horsemen
- Utah Guides and Outfitters Association
- Utah State Historical Society
- Wild Bunch ATV Club – Vernal
- Wyoming State Historical Society – Sweetwater County Chapter

## Organizational Development Recommendations For Flaming Gorge-Uintas Scenic Byway Partnership

- Fully develop goals specific to the state byway organization.
- Develop a comprehensive Community Participation Plan.
- Evaluate the current structure of the organization in order to identify ways to incorporate greater stakeholder participation and diversify and increase funding.



## History of Cooperation with Flaming Gorge – Green River Basin Scenic Byway (WY)

The Flaming Gorge-Uintas Scenic Byway Partnership and the Flaming Gorge – Green River Basin Scenic Byway Steering Committee began working in cooperation in 2009 (Joint Committee). A Memorandum of Understanding (Appendix D) is under review that will formalize the relationship between the two groups, and the two groups made a decision to update their Corridor Management Plans simultaneously (this document) to insure “one voice.” This cooperation is critical to delivering a seamless, quality byway visitor experience.

The Utah byway organization has fully implemented its interpretive plan, and the byway boasts a rich collection of byway pull-offs, an Interpretive Guide, and other interpretive materials. The Utah Partnership agencies continue to contribute staff with a high level of expertise in interpretation and resource protection. The members of the Wyoming byway organization are experienced and highly skilled in tourism and marketing. They have access to and are well-versed in Wyoming’s current tourism trends. They understand their visitor travel patterns, and are positioned well to more aggressively promote the byway. They also have funding available for producing printed materials and brochures. The greatest assets of each group are perfectly complementary.

In May, 2010, the Flaming Gorge Scenic Byway Joint Committee held a two-day Joint Strategic Planning Session and agreed upon four strategic directions (a complete set of proceedings from the session is included as Appendix C):

1. Building a Solid, Clearly Defined Organizational Structure with Vision and Mission Statements
2. Organizing the Byway Framework and Function
3. Engaging External and Internal Decision-makers
4. Pursuing and Expanding Sustainable Funding

The first strategic direction was agreed to be the priority due to the impending corridor management plan updates, and the Joint Committee developed a Unified Mission Statement and Goals in late 2010. A complete set of proceedings from the session is included as Appendix C.

### Unified Mission Statement

To create a unique Byway experience centered on wildlife, paleontology, scenery, and recreation bringing increased economic opportunities for the local communities while protecting the resources of the Flaming Gorge Scenic Byway.

## Unified Goals of the Joint Committee

To carry out the Byway mission, the Joint Committee has agreed that the following goals underlay the development of the Flaming Gorge Scenic Byway Corridor Management Plans:

1. Interpret the vast history of animal life from the dinosaur era to modern day wildlife as well as the unique geologic formations and vast landscapes.
2. Protect and maintain Byway resources for enjoyment of future generations
3. Increase the number of visitors and the length of their stays along the Byway to increase the economic benefits to the region's local communities.
4. Assure the safety and convenience of the visiting public by providing adequate pull-outs and visitor facilities.
5. Enhance and formalize the partnership between the Flaming Gorge-Uintas Scenic Byway Partnership and the Flaming Gorge – Green River Basin Scenic Byway Steering Committee in order to integrate marketing and development by Utah and Wyoming communities united through the Byway corridor.
6. Create and maintain a stable source of funding to improve the recreational and tourism infrastructure along the byway corridor.
7. Integrate marketing and tourism development by the Utah and Wyoming communities
8. Work together in a coordinated Utah – Wyoming oversight committee to provide a seamless travel experience along the entire byway corridor for visitors and locals alike.
9. Pursue All-American Road designation.

## Recommended Structure for the Flaming Gorge Scenic Byway Joint Committee

Sustainability is the most critical issue facing byway organizations today. National Scenic Byway implementation grants are no longer available to fund staff, and a dedicated national grant program for byways may soon be a thing of the past. In this new era, byway organizations must identify new public and private sources of funding, and be able to compete against other types of worthy projects. In order to compete, byway organizations must be able to demonstrate to potential funders that the organization and its projects are good investments. Appendix E contains recommended changes to the structure of the Joint Committee that could help increase the organization's effectiveness, appeal to potential donors, and long-term sustainability.

## Action Items for the Joint Committee

1. Interpret the vast history of animal life from the dinosaur era to modern day wildlife as well as the unique geologic formations and vast landscapes.
2. Review draft MOU and consider revisions that would 1) allow for greater stakeholder representation, 2) accomplish both project management and organizational development (sustainability) goals.
3. Consider revising the Unified Mission Statement so that it has more meaning and conveys what is special and/or unique about the byway's resources (versus simply listing). Might also try to describe how the organization will accomplish its work – stewardship, education, partnerships, etc. Remember, the vision is about the road, but the mission is about the organization.
4. Develop a Joint Committee Work Plan.
5. Develop a revenue strategy as part of a comprehensive fundraising plan. This process will provide an opportunity for the Joint Committee to address numerous issues related to sustainability including developing a budget, identifying potential sources of revenue, prioritizing goals, and developing organizational policies and procedures.



# Chapter 6 - Action Plan

## Chapter 3: Visitor Experience

### Driving Experience

- 3.1 Adopt a simple and descriptive byway name that will be cooperatively marketed by all organizations and agencies within the Flaming Gorge region where the byway provides all vehicular access to the region's recreation sites.
- 3.2 Develop a single brand for the byway, and cultivate support from all promotional organizations throughout the Flaming Gorge region.
- 3.3 Develop a single website for trip planning. A single point of access with links to the significant collection of recreational, natural and scenic resources will eliminate the current need to search many sources to acquire information.
- 3.4 Overcome the disparity in byway-specific traveler information between Utah's multitude of products and sites compared to Wyoming as quickly as possible to provide travelers with a quality experience.
- 3.5 Take advantage of the front-line visitor center staff throughout the region for ideas and insights on traveler interests and the effective vocabulary to describe the byway experience to first time visitors.
- 3.6 Consider the effective wayshowing concepts advanced by the America's Byways Resource Center when planning to implement road signing, revising printed materials, developing a byway website, and marketing the byway to travelers.

### Interpretation

- 3.7 Establish the priority to be placed on overcoming the disparity between the states in installed interpretive facilities versus marketing or creation of comprehensive byway maps and traveler guides.
- 3.8 Facilitate the sharing of interpretive expertise and planning with Wyoming byway leaders.
- 3.9 Replace the "you are here" map with information on the entire Flaming Gorge Scenic Byway at the Manila Ranger Station.
- 3.10 Make changes to the Gateway Portals at Antelope Flats, Red Cloud, Greendale Junction, and Steinaker State Park so that the "you are here" byway map reflects the entire Flaming Gorge Scenic Byway.

### Marketing

- 3.11 Promote the byway as the ideal connection between Yellowstone National Park and its surrounding area in the north, and the Grand Canyon National Park in the south as well as the many internationally significant natural resources in southern Utah.
- 3.12 Focus on marketing the byway to tap east-west travelers on US 40 and especially on Interstate 80 to provide alternative routes and loop travel experiences from the Salt Lake City and Denver markets.
- 3.13 Plan now for the demise of [www.byways.org](http://www.byways.org). It has been announced that the contract to manage the byway traveler website will end in the spring of 2012.

- 3.14 Develop a website that becomes the principle tool byway travelers use to learn about the byway, make plans to visit, and access information when visiting the byway. The website should accomplish these activities:
  - a. Create a single regional identity tied directly to the Uinta Mountains, Green River, and Flaming Gorge which can be accessed by driving the collection of byway roads.
  - b. Provide information on the rich collection of recreation sites as well as reporting on the easy access to geological and paleontological resources from the byway.
  - c. Provide downloadable travel tools like brochures, maps, site experience summaries and photos or other materials that travelers can use to visit sites.
  - d. Take advantage of the unusually high-quality visitor center front-line staff to develop the vocabulary of words and phrases they find useful when talking to visitors so that the website presents the unique quality found when driving and recreating in this area.
- 3.15 Consider the potential for using several types of media and the website to distribute byway stories that convey the experiences found along the road as an alternative to more costly conventional interpretive facilities.

## Chapter 5: Stewardship

- 5.1 Organizational Development Recommendations for the Flaming Gorge-Uintas Scenic Byway Partnership:
  - a. Fully develop goals specific to the state byway organization.
  - b. Develop a comprehensive Community Participation Plan.
  - c. Evaluate the current structure of the organization in order to identify ways to incorporate greater stakeholder participation and work toward sustainability.
- 5.2 Review the draft Memorandum of Understanding (MOU) for the Joint Committee and consider revisions that would 1) allow for greater stakeholder representation, 2) accomplish both project management and organizational development (sustainability) goals.
- 5.3 Consider revising the Unified Mission Statement so that it has more meaning and conveys what is special and/or unique about the byway's resources (versus simply listing). Could also try to incorporate how the organization will accomplish its work – stewardship, education, partnerships, etc.
- 5.4 Develop a Joint Committee Work Plan.
- 5.5 Develop a revenue strategy for the Joint Committee as part of a comprehensive fundraising plan. This process will provide an opportunity for the Joint Committee to address numerous issues related to sustainability including developing a budget, identifying potential sources of revenue, prioritizing goals, and developing organizational policies and procedures.

## Appendix A

### Community Participation Plan Guidelines

#### Description:

A Community Participation Plan (CPP) is an important tool that helps insure that a byway organization is regularly updating byway stakeholders about programs, projects and accomplishments. Byway stakeholders include residents, business owners, local government officials and agencies, tourism agencies, and other nonprofit organizations. A complete list of byway stakeholders can be found on page 40 of *Making the Grassroots Grow*, a publication of the America's Byways Resource Center available online at <http://www.bywaysresourcecenter.org/resources/publications/>.

Implementation of the CPP is important for several reasons. First, it builds support for the byway and the byway organization. Even folks who live and work on scenic byways are often unaware of the byway designation or the existence of a byway organization. A CPP is a systematic way to educate the community about the benefits of byway designation and the mission of the byway organization.

Second, implementation of the CPP is one of the best ways to recruit new byway organization members and volunteers. Your organization's presence in the community will help identify individuals and groups who support your mission and are willing to help. They may be willing to help by becoming a volunteer or board member, or by making a contribution. Making connections to other groups also develops opportunities for partnerships.

Third, a consistently implemented CPP will build trust for the byway in the community. If there is a clear understanding of your mission in the community, there is less likely to be opposition to byway projects or programs. Fully-funded, beneficial, and seemingly non-controversial scenic byway projects have been blocked by communities that felt threatened or uninformed.

A Community Participation Plan should contain these essential components:

- 1) Comprehensive Lists - the CPP should contain a **complete** list of all of the byway stakeholders who need to be regularly updated by the byway organization. How to develop the list:
  1. Brainstorming session – at a byway meeting, make a list of all the byway stakeholders members can identify (referencing the list from the Resource Center cited above)
  2. Online research – conduct an internet search for stakeholders like outfitters, garden clubs, historical societies, and environmental groups in the byway corridor
  3. Repeat steps one and two to identify festivals and other community events where the byway organization should have a presence
- 2) Contact Information for each group, organization, festival or event identified.
- 3) Byway Member Contact – for stakeholder groups and organizations, it is important to try to determine if one of your byway members has a connection to the groups identified. If so, they can serve as the liaison to that group. Otherwise, a byway member or volunteer should be assigned to each group. The byway contact is responsible for contacting the organization to determine their regular meeting dates and times, and request an opportunity for a byway representative to meet with members or give a presentation about the byway.
- 4) Follow Up – when a byway member makes a presentation or attends an event, it is critical that some attempt is made to collect information about individuals who are interested in receiving additional information or getting involved with the byway. These new contacts should be added to the byway organization's database of supporters. The table below provides additional information about follow-up tools for presentations and events. Ultimately, regular communication should be established with all supporters. This communication could be in the form of email updates, electronic newsletters, social networking or other media.

### Follow-Up Tools

Tools for collecting names:	Tools for follow-up:
Provide a sign-up sheet for anyone interested in receiving more information about getting involved.	<ul style="list-style-type: none"> <li>After event/presentation, distribute the sign-up sheet to byway committee/board to determine if any members know anyone on the sign-up sheet personally. Then have that member follow-up with a phone call</li> <li>Mail postcard with specific information about ways to get involved (i.e., list of committees with current projects, etc.)</li> <li>Send email with specific information about ways to get involved (i.e., list of committees with current projects, etc.)</li> </ul>
Provide a sign-up sheet for anyone who wants to be placed on a mailing (or email) list to receive periodic updates.	<ul style="list-style-type: none"> <li>Make sure names are placed in database to receive newsletter or other updates</li> <li>After event/presentation, distribute the sign-up sheet to byway committee/board to determine if any members know anyone on the sign-up sheet personally. Then have that member follow-up with a phone call to let the person know about the committee member's involvement with the byway, and how glad they are to know about the person's interest in their organization. Ask if they have considered becoming more involved.</li> </ul>
Collect business cards from anyone interested in receiving more information.  OR  Collect business cards (or have small form to complete) and hold drawing after presentation for a prize (byway t-shirt, hat, calendar, etc.).	<ul style="list-style-type: none"> <li>Same as above.</li> </ul>

**Note:** If using a sign-up (or sign-in) sheet, try to collect as much information as possible (like place of employment, title, etc.). Business cards are good because they provide a lot of information, and for many of us it is easier to hand over a card than fill out a form. The ultimate goal is to build a database with as much information as possible about each person. This information will be helpful in developing fundraising strategies.



## Appendix B

### Sample - Community Participation Plan

(Note: Sample contains actual organizations and events, but all other data is for illustrative purposes only)

#### Groups & Organizations

	Group/Organization	Organization Contact Person	Meeting Date(s)/Time	CME Contact	Date CME Scheduled to Attend	Follow-up Type	Follow-up Complete	Number of New Contacts (estimate)
1	Indian River County Chamber of Commerce	Carol Brown	First Wednesday of the month/9:00 a.m.	Ellen Young	5-May-10	Sign-up sheet	3-Jun-10	3
2	South Brevard Historical Society	Susan Anderson	Quarterly (Jan, April, July, Oct)/7:00 p.m.	Barbara Knight	21-Jul-10	Sign-up sheet	2-Aug-10	4
3	Pelican Island Preservation Society	Joe King	Second Thursday monthly/10:00 a.m.	Barbara Knight	14-Apr-11	Sign-up sheet		
4	Ocala Elks Lodge	Adam Moore	First Tuesday of the month/6:00 p.m.	Don Peterson	1-Feb-11	Sign-up sheet		
5	Garden Club of Indian River County	Elizabeth Connor	Second Tuesday monthly/10:00 a.m.	Kate Conroy	10-Aug-10	Sign-up sheet	24-Aug-10	1
6	Indian River Outfitters	Ethan Duncan	N/A	Doug Jones	26-Aug-10	Phone call	2-Sep-10	0
7	Apopka Women's Club	Anna Perkins	Third Wednesday of the month/noon	Ellen Young	18-Aug-10	Sign-up sheet	6-Sep-10	2
8	Mosquito Creek Outdoors	Tom Dickson	N/A	Jenny Carter	12-Nov-10	Phone call	19-Nov-10	3
9	Rotary Club of Ocoee, Inc.	George Odom	First Monday of the month/9:00 a.m.	Sam Hickman	7-Feb-11	Sign-up sheet		
10	St. Johns River Water Management District	Fred Smith	N/A	Don Peterson	8-Dec-10	Business Cards	15-Dec-10	2

#### Festivals & Events

	Festival/Event	Event Contact Person	Date	Location	Contact Phone	Contact Email	CME Attending	Follow-up Type	Follow-up Complete	Number of New Contacts (estimate)
2	Space Coast Birding & Wildlife Festival	Jody Rowe	Jan 26-31, 2011	Titusville	555-123-4567	<a href="mailto:festival@festivalsrus.org">festival@festivalsrus.org</a>	Ellen, Don, Kate, 3 volunteers needed	Sign-up sheet, business cards	18-Feb-11	25
3	Bluegrass Festival	Warren Alfred	June 11-12, 2011	Palatka	555-123-4568	<a href="mailto:festival@festivalsrus.org">festival@festivalsrus.org</a>	Jenny, Don, 8 volunteers	Sign-up sheet, business cards		
4	Azalea Festival	Samantha Hill	March 5-6, 2011	St. Augustine	555-123-4569	<a href="mailto:festival@festivalsrus.org">festival@festivalsrus.org</a>	Sam, Barbara, 6 volunteers	Sign-up sheet, business cards		
5	Cattfish Festival	Pam Mitchell	May 13-14, 2011	Deland	555-123-4570	<a href="mailto:festival@festivalsrus.org">festival@festivalsrus.org</a>	Ellen, Jim, 8 volunteers needed	Sign-up sheet, business cards		
7	George Washington Festival	Johnathan Stewart	Feb 19-20, 2011	Lake County	555-123-4571	<a href="mailto:festival@festivalsrus.org">festival@festivalsrus.org</a>	Doug, Tara, Ben, 4 volunteers	Sign-up sheet, business cards	4-Mar-11	35

## Appendix C

### **Flaming Gorge Byways Joint Strategic Planning Session May 25, 2010 Red Canyon Lodge**

Introduction – Dave Hanks, director Rock Springs Chamber of Commerce

Why are we here? - Discussion on purpose of byways and unique attributes of the Byways here. Byway facilities have been implemented on the (south) side, and road map for (north) side.

Attendees:

*Sandy Darif*, Sen. Barrasso's office (WY)

*Dave Kathka*, R.S. Chamber - High Desert Interpretive Center

*Paul Kauchich*, City of Rock Springs

*Janet Hartford*, Green River Chamber of Commerce

*Jessica Bartlett*, Sweetwater County Travel and Tourism

*Bob Eatmon*, FHWA (WY division)

*Talbot Hauffe*, WDOT - Scenic Byways coordinator

*Jo Foster*, BLM Rock Springs Field Office

*Mindi Crabb*, Western Horizons Marketing

*Hank Gutz*, Daggett County Commissioner

*Diane Colthorp*, Uintah County Public Lands

*Mark Wilson*, Daggett County, Dinosaur Travel Board, Red Canyon Lodge

*Ron Stewart*, Utah Division of Wildlife Resources – Chair of Interpretive Committee

*Jerry Taylor*, Lucerne Valley Marina

*Anita Dezort*, Forest Recreation Planner (Ashley NF)

*Mary Beth Bottomley*, Utah Field House (Utah Parks and Recreation)

*Don Jaques*, Byway Coordinator, Ashley National Forest

*Wayne Gannaway*: Byway Specialist - Americas Byways National Scenic Byway Resource Center

#### **Develop an Interpretive Vision**

*Focus Question – "How to form and sustain our collaboration to meet our unique needs and shared goal of attaining and maintaining All-American Road Designation."* (Whole point of strategic planning session is brainstorming and developing this interpretive vision).

Notes: Two byways are at different stages but both heading in the same direction. The point is to connect both byways at a central point to be ready for applying for, obtaining, and maintaining an All-American Road status.

- Need for seamless transition of "continuous" and "contiguous" north and south sections of road.

### **Model of Consensus Workshop**

Practical Vision -> Underlying Contradictions -> Strategic Directions -> Focused Implementation

Practical Vision (Desired conditions, vision of Byway)

Underlying Contradictions (problems with getting to desired condition/vision)

Strategic Directions (how to deal with underlying contradictions)

Focused Implementation (implementation, assignments, follow-through : 90 day workplan)

### **PRACTICAL VISION**

#### **Workbook Breakout – Practical Vision**

The group was led in a brainstorming and pairing session to determine practical vision categories. The thought-provoking question was asked: *"You have been chosen for a panel at the 2013 NSB conference to discuss the multi-state, multi-partner Byway. What are the key achievements that you have completed?"*

*"What do we want to see in place in 3-5 years as a result of our action?"* (Group Responses)

- See Practical Vision Pairing Table

### **UNDERLYING CONTRADICTIONS**

Underlying contradictions are problems or thought processes that may be an obstacle to reaching our practical vision.

Example:

Practical Vision – Healthy population

Underlying Contradiction – A perspective amongst population that "Smoking is cool".

4 Test Questions of True Underlying Contradictions:



The group was led in a brainstorming and pairing session to determine practical vision categories. The thought-provoking question was asked: *"What is blocking us from moving towards our vision?"*

■ See Underlying Contradiction Table

Flaming Gorge Byways Joint Strategic Planning Session – Day 2  
May 26, 2010  
Red Canyon Lodge

Attendees:

*Mindi Crabb, Jerry Taylor, Janet Hartford, Jessica Bartlett, Anita Dezort, Diane Colthorp, Bob Eatmon, Talbot Hauffe, Jo Foster, Mary Beth Bottomley, Dave Kathka, Paul Kauchich, Mark Wilson, Hank Gutz, Ron Stewart, Don Jaques,*

*Wayne Gannaway:* Byway Specialist -Americas Byways National Scenic Byway Resource Center

### **Welcome to 2<sup>nd</sup> Day**

Review of previous day's work – Practical Vision and Underlying Contradictions

**STRATEGIC DIRECTIONS** – This is intended to be the real critical component of this workshop

Thought Question - *"What **innovative, substantial actions** will deal with underlying contradictions and move us toward our vision."*

Responses should . . .

- Respond realistically to changes and trends in the environment
- Build on group strengths on comparative advantages
- (Be creative, yet realistic)

Group Exercise - Determination of Strategic Direction Statements

The group was led from the strategic direction brainstorming and pairing session to outline specific strategic direction statements. These were defined as follows:

**Strategic Direction #1**

*Organizing the Byway framework and function (B, D, & G)*

**Strategic Direction #2**

*Engaging external and internal decision-makers (A)*

**Strategic Direction #3**

*Pursuing and expanding sustainable funding (F)*

**Strategic Direction #4**

*Building a clearly defined vision and mission (E)*

■ *See Strategic Decision Table*

**FOCUSSED IMPLEMENTATION** – Review of Strategic Directions and preparation of planned actions for implementation. These should be:

**S-M-A-R-T**

- Specific
- Measurable
- Action Oriented
- Realistic
- Time-Bound

Group Exercise – The group was led in an examination of one of the specific Strategic Directions and developed a focused implementation plan from this.

■ *See Focused Implementation Table*

**CONCLUSION:** The groups separated into UT and WY Byways and determined a specific schedule for implementation of the first of these strategic directions. It was determined that the two groups would work on the mission and vision statements and reconvene with representatives to draft a merged vision and mission statement by June 22. This tight timeframe is necessary as we will be nearing the issuance of the CMP update contract.

The remainder of the strategic directions determined will be up to us as Byway participants to further develop as we had in this exercise.

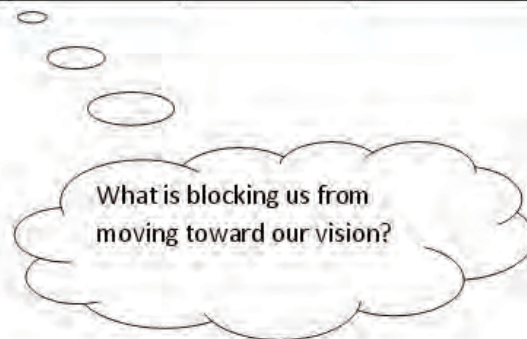


Practical Vision						
Way-showing	Unified, Collaborative Marketing	Unified Administration	Facilities and Visitor Services	Enhanced Theme	Funding \$	Partnerships
Unified directional signage from major portals	Easily found area information	Cooperative agreements among agencies	High Desert Interpretive Center	Unique, uniform interpretation (plan and improve)	Coordinated funding efforts	Public outreach
Easy to navigate (way showing tools)	Byway to become 3-5 day tourist destination	Effective joint steering committee	Well maintained quality infrastructure	Unique look (signs, pullouts)	Independent financial plan	Integrate nearby communities and attractions
Focus on getting visitors byway sites (using way showing)	Integrated marketing message	Unified organization	Coordinated gateway infrastructure	Byway logo	Adequate matching funds	Highlight recreation opportunities off the byway (Backways, trails)
	Unified marketing plan	Unified collaborative oversight committee for Byway operations	Six sites completed on WY portion	Consistent signage across byway	Acquire funding >> Support projects >> Business enhanced	
	Marketing strategy	Current collaborative CMP	1 <sup>st</sup> phase of project design	Thematic development consistent across admin boundaries		
	Professional joint marketing	CMP and joint organization complete	Enhanced visitor experience (way-finding, services, products)	Blending key values (UT & WY)		
	Coordinate with regional marketing efforts/orgs.	Shared interpretive committee	Variety of visitor services	Seamless Byway experience		
			191 portals, 530 portals on byway	Multi-state project proposals		



What do we want to see in place in 3 to 5 years as a result of our actions?

Underlying Contradictions							
Inconsistent Management Mandates	Inconsistent Focus of Personnel	Funding Challenges	Policy and Process Pitfalls	Mistrust & Misinterpretation of Benefits & Goals	Cluttered Vision	Poor Communication	Distance
Working with various jurisdictions	Burn out	Available funds are prioritized to other projects	Policy / regulations can cause roadblocks	Philosophy of "us" vs. "them" (tourism \$\$)	Unclear definition of intrinsic values	Miss communication	Long distances between groups
Multi-state agencies; non-exclusive design	Personnel not changing	MOU—Operation and maintenance agreements	DOT approval process	Public conflict and disagreement; no buy-in	Theme—Conflict of visions	English language	Diffuse administration
Differences in organization thinking / processes	Change in personnel & committees	Finding sustainable funding	Changing requirements mid-project	Reluctance to trust processes we don't understand	Unclear benefits to agency / individuals	Common language among stakeholders	
Territorial issues	Conflicting priorities for time	Willingness to look beyond traditional funding sources	Difference in signage standards (interpretation)	Moving beyond territorialism	Varied agendas (agencies / private)		
United administrative jurisdiction	Volunteer and part-time personnel to date	Sporadic funding opportunities			Scope creep		
Multiple agency processes							
						World Events-effects, priorities, and perceptions (e.g., commemorations, emergencies, etc.)	



Education and Public Relations	Organization Operations	Internal Communications	Foundations	Funding Challenges	Paid Coordinator	Pitfalls
Lobbying from key stakeholders	MOU with roles clearly defined	Regular meetings with steering committee	Vision / mission statement with goals and objectives	Innovative funding options	Long term coordinator position for both (one)	Creativity
Public meetings with communities impacted by the byway	Compile lessons-learned handbook	Video conference	Define a clear vision and goals	Negotiate TRT funding from involved cities / counties	Keep and support coordinator	
Educate stakeholders on state and federal processes	Establish policies for management	All-American Byway Steering Committee	Clear definition of intrinsic qualities	Make requests for funding NOW—Build reserves for future grants	Central coordinator	
Reintroduce Byways to government and private leaders	Open communication with oversight agencies		Economic Development and Resource Protection	Create non-profit 501 (c)(3)		
Public relations response team	Develop a policy handbook for volunteers		Open constant communications	Annual fundraising event		
Ongoing communications with media on Byway Benefits	Clear, defined bylaws			Develop a multi-state grant request		

From the strategies (above), you generated to overcome the blocks, you looked for common directions, aligning intents around themes. **These themes became your Strategic Directions.**





# Strategic Directions

Building a Solid, Clearly Defined Organizational Structure with Vision and Mission Statements

Organizing the Byway Framework and Function

Engaging External and Internal Decision-makers

Pursuing and Expanding Sustainable Funding

Next step for these three Strategic Directions is Focused Implementation: What are the specific, measurable accomplishments for the first year. (See workbook.)

Quarter 1					
Building a Solid, Clearly Defined Organizational Structure with Vision and Mission Statements	WY - Create mission and vision statement	Use small joint committee to unify mission and vision	Contract with consultant for CMPs	Assign-designate support staff to contractor (tasks)	Define steering committee structure
	UT - Review existing mission and vision (need to change)			Yearly meeting calendar	
		Agree on Intrinsic values			

## Appendix D

### MEMORANDUM OF UNDERSTANDING

Between

U.S. DEPARTMENT OF AGRICULTURE, FOREST SERVICE  
Ashley National Forest

And

UINTAH COUNTY, UT  
DAGGETT COUNTY, UT  
SWEETWATER COUNTY, WY  
CITY OF VERNAL, UT  
CITY OF MANILA, UT  
CITY OF GREEN RIVER, WY  
CITY OF ROCK SPRINGS, WY

UTAH DEPARTMENT OF TRANSPORTATION  
Region 3

WYOMING DEPARTMENT OF TRANSPORTATION  
District 3

UTAH DIVISION OF PARKS AND RECREATION  
UTAH DIVISION OF WILDLIFE RESOURCES

Northeast Region

WYOMING GAME & FISH DEPARTMENT

Green River Regional Office

DINOSAURLAND TRAVEL BOARD

SWEETWATER COUNTY JOINT TRAVEL & TOURISM BOARD

DINOSAUR NATURE ASSOCIATION

FLAMING GORGE NATURAL HISTORY ASSOCIATION

HIGH DESERT INTERPRETIVE VISITOR CENTER

ROCK SPRINGS CHAMBER OF COMMERCE

GREEN RIVER (WY) CHAMBER OF COMMERCE

SF PHOSPHATES LIMITED COMPANY

U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT

Vernal District Office

U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT

Rock Springs District Office

U.S. DEPARTMENT OF THE INTERIOR, DINOSAUR NATIONAL MONUMENT

U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF RECLAMATION

Upper Colorado Region

#### I. Introduction

This Memorandum of Understanding (MOU) formalizes the above offices' commitment to the Flaming Gorge/Uintas Scenic Byway and Flaming Gorge/Green River Basin Steering Committee and is between the U.S. DEPARTMENT OF AGRICULTURE - FOREST

SERVICE, Ashley National Forest, herein referred to as the **LEAD OFFICE**; ROCK SPRINGS CHAMBER OF COMMERCE, herein referred to as **LEAD OFFICE DESIGNEE**; and UTAH COUNTY; DAGGETT COUNTY; SWEETWATER COUNTY; CITY OF VERNAL; CITY OF MANILA; CITY OF GREEN RIVER, WY; CITY OF ROCK SPRINGS; STATE OF UTAH DEPARTMENT OF TRANSPORTATION, Region Three; STATE OF WYOMING DEPARTMENT OF TRANSPORTATION, District Three; STATE OF UTAH DIVISION OF PARKS AND RECREATION; STATE OF UTAH DIVISION OF WILDLIFE RESOURCE, Northeast Region; WYOMING GAME AND FISH DEPARTMENT, Green River Office; SWEETWATER COUNTY JOINT TRAVEL AND TOURISM BOARD; DINOSAURLAND TRAVEL BOARD; DINOSAUR NATURE ASSOCIATION; FLAMING GORGE NATURAL HISTORY ASSOCIATION; HIGH DESERT INTERPRETIVE VISITOR CENTER; GREEN RIVER (WY) CHAMBER OF COMMERCE; SF PHOSPHATES LIMITED COMPANY; U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT, Vernal District Office; U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF LAND MANAGEMENT, Rock Springs Office; U.S. DEPARTMENT OF THE INTERIOR, DINOSAUR NATIONAL MONUMENT, and U.S. DEPARTMENT OF THE INTERIOR, BUREAU OF RECLAMATION, Upper Colorado Region, herein referred to as **OFFICES**.

These **OFFICES** agree to implement the Flaming Gorge/Uintas and Flaming Gorge/Green River Basin Scenic Byways Master Plan, herein referred to as **PLAN**.

Purpose of the **PLAN** will be to: provide a coordinated approach to enhance the quality and broaden the scope of visitor's experiences. Interpretation will serve a variety of visitors including increasing numbers of driving visitors drawn to the area by the scenic byway designations.

#### II. Designation of STEERING COMMITTEE

The following committees will be organized by the **LEAD OFFICE** to implement the **PLAN**, and each **OFFICE** listed with the committees will designate a **PROJECT MEMBER** to represent their **OFFICE'S** interest.

##### A. Steering Committee (9 members)

Committee Co-Chairpersons –  
Ashley National Forest  
Rock Springs Chamber of Commerce

Utah Department of Transportation - Region 3  
Wyoming Department of Transportation - District 3  
Utah Division of Parks and Recreation  
Dinosaurland Travel Board  
Sweetwater County Joint Travel & Tourism Board  
Bureau of Land Management  
Green River (WY) Chamber of Commerce

III. Responsibilities and Rights of **UTAH DEPARTMENT OF TRANSPORTATION, REGION 3 (UDOT)**

A. Responsibilities

1. Serve as State of Utah Government Office in:
  - a. administering the Scenic Byway funding for the Flaming Gorge/Uintas Scenic Byway, in accordance with the provisions of the Intermodal Surface Transportation Efficiency Act (ISTEA) as administered by the Federal Highway Administration.
  - b. providing assistance to the **LEAD OFFICE** in planning and designing sites along the Flaming Gorge/Uintas Scenic Byway, as included in the **PLAN**.
  - c. providing assistance to the **LEAD OFFICE** in preparing and administering the contract for constructing Scenic Byway sites and facilities, as included in the **PLAN**.
  - d. assisting, as requested in meetings held by steering, site construction, and interpretive signing and materials committees.
  - e. reviewing and commenting on all aspects of the **PLAN**.
2. Serve on the Steering Committee.
3. Advertise the contract for Scenic Byway Site construction work, i.e., clearing, grading, graveling, paving, pavement marking, and barriers and curb stops; and select proponent for doing the work.
4. Reimburse the **LEAD OFFICE** in accordance with the appropriate **REIMBURSEMENT AGREEMENT** between **UDOT, LEAD OFFICE AND LEAD OFFICE DESIGNEE**.
5. Assign a Project Engineer to coordinate work items.

B. Rights

**UTAH DEPARTMENT OF TRANSPORTATION, REGION 3** will administer all aspects of the ISTEA Scenic Byway funding for the Flaming Gorge/Uintas Scenic Byway, according to provisions of the Intermodal Surface Transportation Efficiency Act (ISTEA); and will administer all aspects of site and facility construction within the Scenic Byway right-of-way, as directed by their own policy and guidelines.

IV. Responsibilities and Rights of **WYOMING DEPARTMENT OF TRANSPORTATION, DISTRICT 3 (WYDOT)**

A. Responsibilities

1. Serve as State of Wyoming Government Office in:
  - a. administering any Scenic Byway funding for the Flaming Gorge/Green River Basin Scenic Byway, in accordance with the provisions of the Intermodal Surface Transportation Efficiency Act (ISTEA) as administered by the Federal Highway Administration.
  - b. providing assistance to the **LEAD OFFICE** in planning and designing sites along the Flaming Gorge/Green River Basin Scenic Byway, as included in the **PLAN**.
  - c. providing assistance to the **LEAD OFFICE** in preparing and administering the contract for constructing Scenic Byway sites and facilities, as included in the **PLAN**.
  - d. assisting, as requested in meetings held by steering, site construction, and interpretive signing and materials committees.
  - f. reviewing and commenting on all aspects of the **PLAN**.
2. Serve on the Steering Committee.
3. Advertise the contract for Scenic Byway Site construction work, i.e., clearing, grading, graveling, paving, pavement marking, and barriers and curb stops; and select proponent for doing the work.
4. Reimburse the **APPROPRIATE MEMBER ORGANIZATION** in accordance with the **REIMBURSEMENT AGREEMENTS** between **WYDOT, LEAD OFFICE AND LEAD OFFICE DESIGNEE**.
5. Assign a Project Engineer to coordinate work items.

B. Rights

**WYOMING DEPARTMENT OF TRANSPORTATION, DISTRICT 3** will administer all aspects of any ISTEA Scenic Byway funding for the Flaming Gorge/Green River Basin Scenic Byway, according to provisions of the Intermodal Surface Transportation Efficiency Act (ISTEA); and will administer all aspects of site and facility construction within the Scenic Byway right-of-way, as directed by their own policy and guidelines.

V. Responsibilities and Rights of the **LEAD OFFICE**

A. Responsibilities

1. Serve as Project Manager in:



- a. organizing the Steering Committee,
    - b. arranging for and sponsoring steering committee meetings;
    - c. documenting and distributing notes of steering committee meetings; and
    - d. coordinating the review and approval of all aspects of the **PLAN**.
  2. Provide the appropriate NEPA analysis and documentation for all aspects of implementing the **PLAN**.
  3. Provide or arrange for on-site natural resource management experts for cultural resources and threatened and endangered species for **PLAN** actions dealing with lands administered by the **OFFICES** and adjacent private or other public lands.
  4. Complete, or arrange for completion, the design work for all interpretive sites and signs.
  5. Prepare the contract for construction of Scenic Byway sites and facilities, as included in the **PLAN**, under the direction of **UDOT** or **WYDOT**. **UDOT** or **WYDOT** will advertise this contract and select proponent.
  6. Prepare and advertise the contract for Scenic Byway Site interpretive facilities and materials, i.e., kiosks, interpretive panels and signs, toilets, nature trails, display cases, and interpretive materials; and select proponent for doing the work.
  7. Administer the contracts for constructing the Scenic Byway sites and facilities, as included in the **PLAN**, under the direction of **UDOT/WYDOT**.
  8. Administer the contract for developing interpretive materials, as included in the **PLAN**.
  9. Maintain complete and accurate accounting records of all work and associated expenditures for project work as addressed in the **PLAN**, and request reimbursement from **UDOT** or **WYDOT**, in accordance with the appropriate **REIMBURSEMENT AGREEMENTS** between **UDOT**, **WYDOT**, **LEAD OFFICE** AND **LEAD OFFICE DESIGNEE**.
  10. List the **OFFICES** prominently in plan and implementation materials distributed by the **LEAD OFFICE**.
- B. Rights
- Final implementation of the **PLAN** will be made by the **LEAD OFFICE** or **LEAD OFFICE DESIGNEE** after consultation with the **PROJECT MEMBERS**, and will be subject to the approval of the participating **OFFICES**.
- VI. Responsibilities and Rights of the **LEAD OFFICE DESIGNEE**
- A. Responsibilities
1. Serve as assistant to the **LEAD OFFICE** in:

- a. providing printed and promotional materials, which could include but not be limited to photographs, brochures, video, audio, placemats, guides, newsprint, tabloids, pins, banners, promotional exhibits, and reproduction and publication of interpretive materials (as included in the **PLAN**), for which the **LEAD OFFICE DESIGNEE** will receive reimbursement.
    - b. arranging for and coordinating the items mentioned in VI.A.1.a., under the direction of the **LEAD OFFICE**.
    - c. documenting and maintaining records of all transactions and associated expenditures regarding the items mentioned in VI.A.1.a.; and providing this documentation and the records to the **LEAD OFFICE** upon request.
  2. As requested by the participating **OFFICES**, assist in completing the design work for the items mentioned in VI.A.1.a., and the interpretive signs at Byway sites, for which the **LEAD OFFICE DESIGNEE** will receive reimbursement.
  3. Maintain complete and accurate accounting records of all work and associated expenditures for project work as addressed in the **PLAN**, and request reimbursement from **LEAD OFFICE** in accordance with the appropriate **REIMBURSEMENT AGREEMENTS** between **UDOT**, **WYDOT**, **LEAD OFFICE** AND **LEAD OFFICE DESIGNEE**.
- B. Rights
1. Final implementation of the items listed in VI.A.1.a., as included in the **PLAN** will be made by the **LEAD OFFICE** after consultation with the **PROJECT MEMBERS**, and will be subject to the approval of the participating **OFFICES**.
  2. All work and associated expenditures by the **LEAD OFFICE DESIGNEE** will be authorized by collection/participating agreements, which will be subject to review and approval of the **LEAD OFFICE** and Steering Committee.
  3. The **LEAD OFFICE DESIGNEE** will be reimbursed for all staff work associated with the design, production, and fabrication work mentioned in Item VI.A.1., 2., and 3.
- VII. Responsibilities and Rights of the **STEERING COMMITTEE**
- A. Responsibilities
1. Serve as resource group for the **LEAD OFFICE** in:
    - a. the review and approval process for all aspects of the **PLAN**, including funding of sites, facilities and interpretive materials, and any and all contracts proposed by the **LEAD OFFICE DESIGNEE** for items mentioned in item VI.A.1.a.

- b. attending steering committee meetings ; and
  - 2. Committee business will only be performed when at least five of the nine Steering Committee members are present.
  - 3. Decisions will be made by majority vote.
- B. Rights
 

The STEERING COMMITTEE will review and approve all aspects of the **PLAN**, including any and all contracts proposed by the **LEAD OFFICE DESIGNEE** for items mentioned in item V.A.1.a. ; and acknowledge that final implementation of the **PLAN** will be the responsibility and right of the **LEAD OFFICE**.

#### VIII. Responsibilities and Rights of the **OFFICES**:

- A. Responsibilities
  - 1. Consult with the **LEAD OFFICE** and **PROJECT MEMBERS**, and review **PLAN** information and materials in a timely fashion.
  - 2. Provide on-site natural resource management experts for **PLAN** actions dealing with lands administered by the **OFFICES** and adjacent private or other public lands.
  - 3. Provide an **OFFICE** staff person for the implementation of appropriate **PLAN** programs, developments, and actions.
  - 4. Provide upkeep and maintenance for signing and kiosks identified in the **PLAN** and located on lands within their jurisdiction.
  - 5. Responsible **OFFICE** provides road bed maintenance within the **OFFICES'** right-of-way for pullouts identified in the **PLAN**.
- B. Rights
  - 1. The **OFFICES**, through **PROJECT MEMBERS** on the **COMMITTEES**, shall be responsible for the approval of actions for the **PLAN**.
  - 2. The **OFFICES** shall have the right to use **PLAN** materials in office land management programs, developments, and actions.

#### IX. Civil Rights and Americans With Disabilities Acts

- 1. "Activities conducted under the MOU will be in compliance with the nondiscrimination provisions as contained in the Titles VI and VII of the Civil Rights Act of 1964, as amended, the Civil Rights Restoration Act of 1987 (Public Law 100-259 and other nondiscrimination statutes, namely Section 504 of the Rehabilitation Act of 1973, Title IX of the Education Amendments of 1972, the Age Discrimination Act of 1975, and in accordance with regulations of the Secretary of Agriculture (7CFR-1S, Subparts A and B) which provide that no person in the United States shall, on the grounds of race, color, national origin, age, sex, religion, marital status, or handicap be excluded from participation in, be denied the

benefits of, or be otherwise subjected to discrimination under any program or activity receiving federal financial assistance from the Department of Agriculture or any agency thereof."

- 2. Activities conducted under the MOU will be in compliance with the universal design policies of the Forest Service and Bureau of Land Management, and the provisions as contained in Title III of the Americans With Disabilities Act of 1990 (Public Law 101-336) which provides that no individual shall be discriminated against on the basis of disability in the full and equal enjoyment of the goods, services, facilities, privileges, advantages, or accommodations of any place of public accommodation by any person who owns, leases, (or leases to), or operates a place of public accommodation. The parties to this MOU will follow the "readily achievable" definition, along with universal design policy and direction in planning, design and construction of Scenic Byway sites and facilities.

#### X. It is Mutually Agreed and Understood by all **OFFICES** that:

- 1. This MOU in no way restricts the **LEAD OFFICE** and other **OFFICES** from participating with other public and private agencies, organizations and individuals or from accepting contributions and gifts for the development and maintenance of interpretive facilities and programs for the Flaming Gorge/Uintas and Flaming Gorge/Green River Basin Scenic Byways.
- 2. No member of, or delegate to Congress, or Resident Commissioner shall be admitted to any share or part of this MOU, or to any benefits that may arise therefrom; but this provision shall not be construed to extend to this MOU if made to a corporation for its general benefit.
- 3. The United States shall not be liable for any damage incident to the performance of work under this MOU to any depositors or landowners who are parties to this MOU, and all such depositors or landowners hereby expressly waive any and all claims against the United States of America for compensation for any loss, damage, personal injury, or death occurring in consequence of the performance of this agreement.
- 4. Any work and fund items that are a result of the **PLAN** will be administered through the use of collection, participating, reimbursement or other agreements as needed.
- 5. Plan proposals generated will be available for use by all **OFFICES** for use in land and resource management and economic development programs.
- 6. This MOU may be modified or amended upon written consent of all parties or may be terminated with 60 - day written notice of any **OFFICE**. Modification or amendments shall be in the form of a written bilateral instrument specifying the exact terms and conditions to be changed.

Unless terminated, this MOA will remain in full force and effect until ~~June 30, 2013~~, at which time it will be subject to review and renewal.

7. This MOU shall be effective upon execution by all parties hereto.



## Appendix E

The purpose of the MOU under review by the Joint Committee (Appendix D) is to assign responsibility for the implementation of the “Master Plan” (interpreted to mean the updated Corridor Management Plans, i.e., this document and its UT/WY counterpart). The rights and responsibilities outlined in the document will likely facilitate efficient byway project management. However, the MOU does not assign responsibility for all of the tasks necessary to create a sustainable byway organization. For example, one of the Unified Goals is to develop a stable source of funding, but the MOU does not assign responsibility for accomplishing this task – arguably one of the most important.

### Recommended changes to structure proposed in Joint Committee MOU

#### 1. Increase the number of steering committee members.

The Flaming Gorge Scenic Byway includes two states and 187 miles. Increasing the number of steering committee members from nine to thirteen would allow for greater stakeholder representation. The addition of residents, business owners (outfitters, lodge owners) and other nonprofits (historic preservation, environmental) will add valuable perspective and insure the local community a place at the table.

#### 2. Develop a committee structure.

Sustainable byway organizations accomplish much of their work through committees. Committees can be chaired by steering committee members, but include non-steering committee members. This will give members of the state byway organizations an opportunity to be involved with the Joint Committee. Job descriptions should be developed for all positions within the organization, including the steering committee, committee chairs, and committee members.

#### 3. Expand stakeholder representation.

As stated above, there is value in having diverse perspectives represented during decision making. In addition, diverse representation will help guarantee community support for decisions, and many potential funders will take into consideration an organization’s leadership structure and diversity.

#### 4. Rotate the chair position.

A method should be developed for selecting a chair from the thirteen steering committee members, and decisions made on terms of service.

#### 5. Create a team of technical advisors.

The technical advisors will provide ongoing expertise and technical assistance to the Joint Committee. This model has worked well for national byways with extensive agency involvement.

#### 6. Clearly define the relationship between the Joint Committee and the two state byway organizations.

What are the roles and responsibilities of each group? Who will administer non-federal and private funding for corridor-wide projects?

### Recommended Steering Committee Members

- Ashley National Forest
- Bureau of Land Management
- Business Owner (2)
- Dinosaurland Travel Board (or other Utah tourism entity)
- Green River Chamber of Commerce
- High Desert Interpretive Center
- Nonprofit/Community Organization
- Resident/Landowner
- Rock Springs Chamber
- Sweetwater County Joint Travel & Tourism Board
- Utah Division of Wildlife Resources
- Utah Field House

### Chair

Alternate chair position between representatives of two state byway organizations.

### Technical Advisors

- UDOT
- WYDOT
- Utah Division of Parks & Recreation
- UT & WY State Scenic Byway

### Coordinators

UT & WY Transportation Enhancement Program Staff (if appropriate)  
This structure could be mirrored at the state byway organization level.

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## Characteristics of a Sustainable Byway Organization in Five Critical Areas

### Leadership

- Clearly defined leadership
- Leadership regularly attends meetings
- Established leadership with clearly defined roles and responsibilities
- Keeps organization focused on mission and goals
- Leadership fully informed about organization’s programs, projects, financial condition and responsibilities
- Process exists for recruiting new leaders and/or board members

### Finance

- Has fiscal agent or non-profit status
- Five or more regular sources of funding
- Annual budget approved and monitored by leadership
- Multi-year strategic and/or fundraising plan
- Surplus of matching funds available (cash or in-kind)
- System for regularly reporting program success to donors/grantors

### Community Involvement

- Consistent, ongoing efforts at community outreach
- Documented evidence of community support of byway mission and goals

### Effectiveness

- Mission clear to leadership and members
- Projects/programs have clear link to CMP or other planning document
- Leadership and members able to clearly articulate mission
- Multiple CMP goals accomplished
- Progress and benefits of designation clearly visible to members and community
- Achievement of goals recognized and celebrated
- Ongoing corridor-wide planning

## Recommended Steering Committee Members

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This structure could be mirrored at the state byway organization level.

#### Administrative Capacity

- Part-time staff (paid or volunteer)
- Dedicated office space
- Volunteer efforts organized and effectively lead
- Paid Executive Director
- Extensive access to technology resources

#### Recommended changes to structure proposed in MOU

1. Increase the number of steering committee members.

The Flaming Gorge Scenic Byway includes two states and 187 miles. Increasing the number of steering committee members from nine to thirteen would allow for greater stakeholder representation. The addition of residents, business owners (outfitters, lodge owners) and other nonprofits (historic preservation, environmental) will add valuable perspective and insure the local community a place at the table.

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6. Clearly define the relationship between the Joint Committee and the two state byway organizations.

What are the roles and responsibilities of each group? Who will administer non-federal and private funding for corridor-wide projects?

#### Checklist for an effective Work Plan:

- ☐ 12-18 month timeframe
- ☐ Realistic – takes into consideration actual human and financial resources of the byway organization
- ☐ Includes both long- and short-term tasks/projects (more complex projects may take longer than timeframe of work plan)
- ☐ Includes both simple and complex tasks/projects (more complex projects may take longer than timeframe of work plan)
- ☐ Includes tasks/projects that produce both tangible and intangible results
- ☐ Assigns specific responsibility for tasks



## Work Plan

The planning process and planning documents are essential to successful byways. In addition to a corridor management plan (CMP), byways may also have marketing, interpretive, fundraising, wayshowing, strategic or master plans. But for organizations with limited resources, the number and complexity of tasks to be implemented from these plans can be overwhelming. Developing a work plan is a way for byway organization leaders to only commit to a realistic set of tasks and/or projects that can be completed within a given amount of time (usually 12-18 months).

A work plan can help keep a byway organization on track by:

- Clarifying roles and responsibilities of individuals and committees and making sure that everyone in the organization understands who is responsible for what.
- Deterring leadership from taking on too many projects at once. If a great idea or opportunity emerges at a meeting, the work plan should be consulted to determine if there are resources available before they are committed.
- Insuring that projects/tasks are completed at regular intervals. Most byway projects take months and sometimes years to complete. However, most individuals in organizations (especially those who volunteer) need to feel a sense of accomplishment and see tangible results of their work to stay motivated. By committing to a combination of both long- and short-term projects (with various degrees of complexity) in the work plan, the byway organization will routinely be able to add to its list of accomplishments. This growing list of accomplishments will help motivate members, and demonstrate success to byway stakeholders, volunteers, financial supporters, and potential funders.
- It is a great way to combine and track both byway project tasks and organizational development tasks (those related to increasing the capacity of the organization and sustainability).

The Joint Committee and the two state byway organizations should carefully evaluate the Recommendations in this updated CMP, and develop for each group a realistic Work Plan. It is important to remember that in order to become sustainable, a byway organization must consistently commit some of its resources to increasing the capacity of the organization.

## Appendix F

### Public Meeting Proceedings

Flaming Gorge – Uintas National Scenic Byway  
Corridor Management Plan Update  
Vernal Public Meeting  
October 20, 2010

Public Comments: Enhancements

1. Enhance existing sites rather than develop more sites on public lands
2. Create/build a wildlife center
3. Self-guiding brochures and/or educational packets for school field trips, scout groups, etc.
4. Future scenic backway – Book Cliffs road through Grand County
5. GPS locations for geology, ecology – links assessing info
6. Better guide signs (byway turnout?)
7. Include info on other byways in Utah and surrounding area
8. Bike lane – on or away from byway
9. New highway alignment
10. Education – Are we in the schools?
11. Website!
12. Safety issue: Black cows on the road at night – tourists are pulling/driving big rigs ----- very dangerous!

Flaming Gorge – Uintas National Scenic Byway  
Corridor Management Update  
Vernal Public Meeting  
October 20, 2010

Please sign in and let us know why you came:

Name	Address	E-mail	Interest Area/Organization
Darlene Burns	152 E. 100 N, Vernal	dburns@co.uintah.ut.us	Uintah County Commission
Errol Burns	1 Ashley Park Drive-Vernal		Citizen
Evan Glenn	170 S 500 E	evan-glenn@blm.gov	BLM
Gary McRae		gary.mcrae@ut.usda.gov	RC&D
Diane Coltharp	152 E 100 N, Vernal	dcoltharp@co.uintah.ut.us	Uintah County
Patty McCourt	12 N 1500 E, Vernal	pjmccourt@yahoo.com	
Linda Wilson	152 E 100 N Vernal	lwilson@co.uintah.ut.us	Public lands
Ed Zurbuchen	575 West 2nd St		
Janna Simonson	159 S 300 E Vernal		
Georgia Stewart	181 N 1200 W		