Flaming Gorge-Green River Basin Scenic Byway Corridor Management Plan Update
Visitors’ Experience - Driving Experience

FHWA Interim Policy addressed in this section
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.

Understanding a Visitor Experience
The visitors experience along the Flaming Gorge Scenic Byway will be affected by planning decisions byway leaders in Utah and Wyoming make, beginning with the name and graphic identify for the route. This Corridor Management Plan section assumes agreement to plan for and promote a single travel experience that is focused on the Green River, the Flaming Gorge Reservoir and its surrounding landscape, the Uintas Mountains and the great basins located at either end of the byway in Wyoming and Utah respectively.

Getting Here is Easy!

The primary byway traveler map is in the Flaming Gorge National Recreation Area

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

Important Visitor Experience
Section Considerations
- Byway leaders need to 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 roadways provide all vehicular access to the regions recreation sites.
- Marketing can be effective if a single brand is established for the byway. Byway leaders need support from all promotional organizations throughout the Flaming Gorge region.
- Flaming Gorge Scenic Byway travelers need 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.
- Currently, travelers find comprehensive printed Utah byway information. Travelers will welcome downloadable trip planning byway materials for the Flaming Gorge Scenic Byway to assure effective wayfinding.
- The disparity in byway specific traveler information between Utah’s multitude of products and pulloff sites compared to Wyoming should be overcome quickly to provide travelers with a quality experience.
- Look to 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. While conducting field work for this plan, the consultants encountered a particularly high quality of customer services using a vocabulary that inspired travelers to visit the area.
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 advanced plans that inform what and where they want to travel before they reach Flaming Gorge. Once a traveler arrives, they find 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. Graphics in this part of the plan further explain the planning involved in creating a positive visitors experience.

For the Flaming Gorge Scenic Byway, future success will require that leaders set aside past activities and decisions to focus on assuring that planning is jurisdictionally blind and that decisions about traveler materials are made from the point of view of what a traveler needs to successfully learn about, find and enjoy the multiple significant resources found in the region. The objective should be to generate other posts like the one below that describe a positive travel experience.

This photo of fishing success by two young travelers suggests a positive experience for these byway visitors. Will they want to return?

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 for all to see. Note the traveler didn’t distinguish what jurisdiction they were in, only that the experience was positive.
Currently byway traveler information and materials cover different parts of the route with few items covering the entire area. The following collection of brochures was found:

- Two specific byway brochures in Utah show the Utah route and describe features for areas near the road. The blue brochure is on larger paper stock and it includes discussion of fossils and rock formations. The brochure with a yellow cover is a great lure piece to excite travelers about this location for their trip.
- A children’s byway guidebook is available in Utah.
- Entrance kiosk clusters at several points orient travelers just entering the byway from Wyoming or near Vernal.
- The Field Guide 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.
- A series of Day Trip brochures produced by Dinosaurland Travel Board include several byway sites in Utah.
Several recreational maps show roads that are part of the byway although not labeled as such to direct travelers to fishing sites or Flaming Gorge recreation sites.

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 website forms. 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 roadway as part of the state byway collection.

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. It is the one commonly used map that includes information on the Dripping Springs and Little Hole area.

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.
Visitors’ Experience - Wayfinding

Understanding the Visitor Experience Concept: Joint Committee Responsibilities

The Americas Byways Resource Center in Duluth Minnesota has developed important concepts to help byways understand the connection between their planning decisions and successful byway visitation. David L Dahlquist and Associates from Des Moines IA was the primary investigator for the paper and research. These concepts are described as providing Effective Wayshowing for Byways. In 2010 the concepts were assembled in a paper presented and published by the Transportation Research Board (TRB). The paper title is “Improving the Effectiveness of Wayshowing for America’s Byways® Using a “Visitor’s Eye” Perspective—Concepts and Techniques to Increase Appreciation and Action by Byway Providers - TRB Paper #10-3099 11-15-09”. TRB is the primary research organization that integrates transportation policy and practice professionals with academic researchers. The paper is available on the TRB website at http://trb.metapress.com/content/1x951l837v183376/.

We are using the content from this paper to address an important set of concepts and issues that the Joint Committee for the Flaming Gorge Scenic Byway will want to address in your planning to implement road signing, revise printed materials, develop a byway website and market the byway effectively to travelers.

The paper abstract immediately introduces a key concept byway planners must recognize in their thinking about traveler needs and

The locally-based and geographically-rich knowledge byway providers possess is often much more complete than the relatively vague or non-existent knowledge held by byway travelers and visitors. Byway providers need their intimate geographic knowledge to effectively conserve, plan, promote, and interpret the intrinsic resources of a byway. However, their in-depth knowledge shaped by frequent, habitual experience on their byway can hinder them in developing effective wayshowing materials aimed at assisting non-local travelers because the perspective of seeing their byway through a first-time visitor’s eye is a difficult one to refocus.

Although technical instructions and materials describing how byway providers should assess their guidance systems are valuable, the assessment process often is incomplete if byway providers fail to see apparent needs from a non-local traveler’s perspective.
Look at the collection of traveler materials currently available for this region and byway. Is the information clear to travelers who haven’t been to the region before? Are names, labels, and content consistent? Can you improve the materials by applying personal travel experiences where you visited a new place and found the available information lacking?

This graphic from an Effective Wayshowing presentation explains the concepts and the differences between wayfinding and wayshowing. Byway leaders make the best decisions when they recognize their responsibility to show byway travelers the way by incorporating their own personal travel experiences to new places. Leaders should look at the Flaming Gorge Scenic Byway through the lens of a new traveler visiting for the first time.

In 2008, byway leaders from Utah and Wyoming participated in an effective wayshowing workshop in Vernal, Utah. During that session, participants were asked to do a small group exercise where they were asked to think about their experiences on a trip to an unfamiliar area. What contributed to a good trip? Notes from the exercise were recorded in a chart summarizing differences between a good trip and a bad trip in the groups personal experiences.

Perhaps the Joint Committee will want to repeat the 2008 exercise again and include the front line visitor center staff who can reflect on your travelers experience with current travel products they use every day. Are travelers confused by some existing materials? What decisions can byway leaders make to assure that travelers have a good byway trip?

Needs of Travelers and Responsibilities of Byway Leaders

The TRB paper describes the needs of travelers followed by the steps byway leaders need to consider to fully develop a coordinated and comprehensive set of byway traveler materials.

Byway traveling (and the advanced planning involved that leads one to a rewarding byway experience) has characteristics that are quite different than visiting destination-based attractions. Whereas visiting a park, for example, is a destination experience, the byway experience is lineal travel with a motor vehicle through dynamic landscapes along a prescribed route. In being so, byways present travelers and byway providers (paid staff, resource managers, volunteers, leaders of local byway organizations and partner agencies), with unique opportunities, needs, and requirements.
The byway experience is a leisure and educational experience on wheels. With few exceptions, the experience is available to everyone; there is no charge or fee; and participants are in complete control of how much time they wish to engage in the activity.

For the byway providers and managers, these are among the needs related to effective wayshowing:

1. Anticipate the route-finding and route-following needs of the traveling public.
2. Plan, develop, and sustain the resources and components that support the byway experience (i.e. signage, information, wayside exhibits, scenic overlooks, parking areas, etc.).
3. Provide information at all stages of the byway visitor experience.
4. Assure that the desired byway experience does not interfere with the needs for travel safety.

The TRB paper went on to address four specific premises that must be included in the planning for a successful byway travel experience.

Byway providers need to understand these essentials of cognitive wayfinding behavior and apply that knowledge to their particular byway settings. As detailed in Developing Effective Wayshowing for Byways (4) four key premises underpin this effort:

1. Effective wayshowing must provide a reliable and consistent guidance system on all byways
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

These four key premises from the paper are illustrated by the following graphics produced by the Resource Center.
The first premise suggests byway leaders need to determine how the Wyoming portion of the Flaming Gorge Scenic Byway can reach parity with the extensive development in Utah. Will bringing the Wyoming byway experience up to the level in Utah be a priority? How will visitor needs and expectations be addressed in both states? How will you develop partnerships to implement gateway facilities in Green River and near Rock Springs to complement the gateways in Utah and will constructing these sites in Wyoming be a priority for byway leaders from Utah?

The second premise recognizes that local characteristics along a byway affect the implementation of wayfinding methods. How will byway leaders develop a palette of signs, portable maps and in-vehicle devices that guide travelers to byway stops? Will your website and promotional materials inform a traveler about the cues you have developed to help them find and follow the byway?

The third premise specifically addresses the connections between websites, printed materials and the planning process travelers use to make a decision to visit a specific location. Travelers have many choices. How will the Joint Committee address the stages in trip planning when designing the byway website and marketing materials? Will the published byway materials flow from the website design and be downloadable? Will tourism information from all of the organizations communicating with travelers be consistent?

The fourth premise is particularly important when considering the design of your logo if byway leaders intend the logo to serve as a highway sign. Is the graphic message simple and does it command attention, especially when viewed against the immense landscape of the Flaming Gorge Scenic Byway?
One effective test first used by byway planners in Minnesota is to print full size versions of the proposed logo signs. Take the sign outside and have the group stand about 100 feet away while one person holds the sign aloft for three to five seconds. What do you see? Can you read words and see a graphic? What about if it’s raining? What will a visitor see and comprehend at 55 mph?

The brand you adopt needs to accomplish many different goals but the decision on the road sign is the only decision that affects public safety directly.
In this set of photos charting the logo sign design process for the Iowa Valley Scenic Byway in Iowa, David Dahlquist and his team followed the process described above to build consensus for a highway logo sign.

Over a period of time, design ideas for a logo were considered, modified and adjusted. At a final design review meeting, the sequence of logo designs considered over time were reviewed by the group, looking at the design in intimate detail.

The selected design was printed at full size and mounted on a sign panel. Here David holds the actual sign to simulate actual highway conditions.

The review committee evaluated the sign design more closely to compare what was visible at a distance with the detail up close.

Actual sign design for Iowa Valley Scenic Byway which is 24 inches wide.
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.

5. A strategy describing how existing development might be enhanced and new development might be accommodated while still preserving the intrinsic qualities of the corridor. This can be done through design review, and such land management techniques as zoning, easements, and economic incentives.

   b. In addition to the information identified in Paragraph 9a above, 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.

   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.

   3. A plan for addressing multi-lingual information needs.

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

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**Important Stewardship Considerations**

The Flaming Gorge Scenic Byway Joint Committee (Joint Committee) should review the draft Memorandum of Understanding (MOU) and consider revisions that would allow for greater stakeholder representation, and accomplish 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). Could 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 program, the role of the byway organization has never been more critical or more difficult. It is the byway organization that is ultimately responsible for ongoing planning as well as implementation, but most often must do so without dedicated staff. A dedicated national grant program for byways and other transportation funds such as Transportation Enhancements may be a thing of the past, and it is therefore important that byway organizations function effectively and efficiently, and are prepared to compete for funding – both public and private.

Difficult, however, is not impossible. There are byway organizations that continue to make progress toward their goals because they also dedicate resources to continually developing the capacity of the organization – working toward sustainability. This means committing time and resources to tasks like developing clearly defined roles and responsibilities, regularly updating byway stakeholders, developing a budget and reviewing it consistently, maintaining a list of accomplishments, celebrating success, and most importantly, clearly articulating the mission of the organization to members, the community, donors, and potential funders.

History of the Flaming Gorge – Green River Basin Scenic Byway Steering Committee

The Flaming Gorge – Green River Basin Scenic Byway Steering Committee (Steering Committee) is an informal partnership that was spearheaded by the Rock Springs Chamber of Commerce beginning in 2002. The Chamber continues to have a lead role and provide staff for the organization, however, other important committee members include:

- Bureau of Land Management
- City of Green River
- City of Rock Springs
- Flaming Gorge Corporation
- Green River Chamber of Commerce
- High Desert Interpretive Center
- Sweetwater County
- Sweetwater County Historical Museum
- Sweetwater County Travel & Tourism
- Western Wyoming Community College
- Wyoming Business Council
- Wyoming Department of Transportation

Original Vision Statement (from 2005 CMP)

Our vision is that one day the Flaming Gorge – Green River Basin Scenic Byway will have these impacts on our area:

The route will officially be linked to the Flaming Gorge National Scenic Byway and designated as an All-American Road, and will receive benefits including a more stable source of funding, highlighted promotion in the national marketing effort, and high name recognition among the traveling public.
Potential Year One to Three Activities

• Prepare a byway grant to fund signage and interpretation.
• Develop a byway promotional and orientation map indicating tours coordinated with relevant land management agencies.
• Raise funds to support a marketing program for Southwest Wyoming and Flaming Gorge – Green River Basin National Scenic Byway and the Dinosaur National Scenic Byway.
• Sketch out a trail route for the Gorge. Identify needed improvements.
• Hold semi-annual byway partnership meetings at which the broad range of byway supporters are invited to review progress and set priorities for the future.
• Review progress at Flaming Gorge Promotional Council Meetings.
• Seek All-American road status for the combined Flaming Gorge – Uintas and Flaming Gorge – Green River Basin Scenic byways in the next application round.
• Develop interpretation, pullouts, and signage for byway.
• Seek federal funding for trail construction.
• Monitor progress at Flaming Gorge Promotional Council Meetings.

Current Vision and Theme

The unique and ever changing experience of traveling through Flaming Gorge country, transitioning from the high desert landscape into lush green forests surrounded by vast recreation and sightseeing opportunities, will be deemed worthy of All-American Road status as a must-see destination for travelers and enhanced and preserved to allow for increased tourism and economic development while protecting and managing the natural resources.

The prevailing byway theme of “Wildlife Through the Ages” will set the stage as travelers enter the northern end of the byway. Additionally turnouts and signage will showcase and interpret the vast landscape and intriguing geologic formations inherent to Southwest Wyoming.

The Flaming Gorge Scenic Byway committee will increase its power of advocacy while effectively working together with various agencies, counties, communities and volunteer groups for the benefit of the entire corridor and the interpretation, management and product development.

Original Goals Statement (from 2005 CMP)

The byway will be the impetus to obtain funding to significantly improve the recreational and tourism infrastructure around the Gorge.

• The byway should assist its communities in shaping a distinctive and appealing image that can be projected to travelers and potential investors throughout the world.
• The Flaming Gorge National Recreation Area and this byway should develop an image as a nationally significant area, similar in renown to the national parks. The byway should become known to travelers as a must-see destination along the I-80 travel route and indeed a must-see destination for those visiting the state.
• Flaming Gorge should become better known as one of the premier fishing and recreational lakes in North America.
• The tourism activity generated by this byway and the many other efforts made by local promotion entities should diversify our economy.
• The byway should help to integrate marketing and development by Utah and Wyoming communities united by the Flaming Gorge National Recreation Area and the byway.
Current Structure of Byway Organization

The current Steering Committee possesses several important assets. First, its members are experienced and highly skilled in tourism and marketing. They have access to and are well-versed in Wyoming’s current tourism data and 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.

In recent years the committee has begun to function even more effectively as a group. They make decisions quickly and take action. They continue to benefit from administrative help provided by member agencies and organizations.

The challenges that lie ahead for the group include identifying and securing project funding for interpretative sites and materials for the byway, and the High Desert Interpretive Center. The ability to do so will likely require the Steering Committee to adopt a more formal structure in order to compete for a variety of funding. Adopting a more formal structure would also enable the byway organization to become more independent from the Rock Springs Chamber.

There are several options for the structure of a byway organization which include a Joint Powers Entity, Cooperative Agreement (or Memorandum of Understanding), and Nonprofit Organization. An important consideration for the Flaming Gorge – Green River Basin Scenic byway organization will be its relationship to the High Desert Interpretive Center (HDIC) nonprofit organization. The HDIC board of directors will continue to operate the center once built. The HDIC facility will be integral to the byway visitor experience, and the HDIC board and byway organization will be inexorably linked. It is important that the two groups maximize resources and avoid duplication of effort, particularly when it comes to fundraising. One possible option would be for the HDIC to serve as fiscal agent for the byway organization. This would essentially provide the byway organization all of the benefits of being a nonprofit, without having to create an additional nonprofit organization. Regardless of the choice for structure made by the byway Steering Committee, the relationship and roles and responsibilities of the two groups need to be clearly defined as soon as possible.
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 S1 and S2. 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.
Community Events & Festivals

**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

Organizational Development Recommendations Flaming Gorge – Green River Basin Scenic Byway Steering Committee

1. Develop goals specific to the state byway organization.
2. Develop a comprehensive Community Participation Plan.
3. Evaluate options for a more formal structure for the organization that would increase stakeholder participation.
4. Develop a plan to increase organizational capacity – sustainability.
5. Define the relationship between byway organization and HDIC board.

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
History of Cooperation

The Flaming Gorge-Uintas Scenic Byway Partnership and the Flaming Gorge – Green River Basin Scenic Byway Steering Committee began working in cooperation in 2009. A Memorandum of Understanding (MOU) 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 pulloffs, 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.

Combined Goals

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 S3):

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.

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

To carry out the Byway mission, 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. Implementation grants are no longer available to fund staff, and a dedicated national grant program for byways is likely a thing of the past. In this new era, byway organizations must identify new public and private sources of funding, and 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.

When assessing organizations, potential funders generally look for:

- A proven track record of success
- Evidence of community support
- A clearly articulated mission
- Evidence of financial responsibility
- Diversity of funding sources (who else is contributing)
- Evidence of commitment of members and/or board of directors
- Relationship of project/program to the mission of the organization
- Awards and recognition

It is not difficult to demonstrate the above if a byway organization is sustainable.
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

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
The purpose of the MOU under review by the Joint Committee (Appendix S4) 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 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?
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).

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
Recommendations for Joint Committee

1. Review draft MOU and consider revisions that would 1) allow for greater stakeholder representation, 2) and accomplish both project management and organizational development (sustainability) goals.
2. 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.
3. Develop a Joint Committee Work Plan.
4. 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 Joint Committee and the two state byway organizations should carefully evaluate the Action Plan 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 S1

Community Participation Plan Guidelines

Description:

A Community Participation Plan (CPP) is an important tool that helps ensure 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. Full-issued, beneficial, and seemingly non-controversial scenic byway projects have been blocked by communities that felt threatened or uninformed.

A Community Participation Plan should contain three essential components:

1) Comprehensive Lists - the CPP should contain a complete list of all 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). This list is 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.
   4. Contact Information – for each group, organization, event or festival, fax or event.

2) 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.

3) 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

<table>
<thead>
<tr>
<th>Tools for collecting names:</th>
<th>Tools for follow-up:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Provide a sign-up sheet for anyone interested in receiving more information about getting involved.</td>
<td>• After event presentation, distribute the sign-up sheet to byway committee/board to determine if anyone knows anyone on the sign-up sheet personally. Then have that member follow-up with a phone call.</td>
</tr>
<tr>
<td></td>
<td>• Mail postcard with specific information about ways to get involved (i.e., list of committees with current projects, etc.)</td>
</tr>
<tr>
<td></td>
<td>• Send email with specific information about ways to get involved (i.e., list of committees with current projects, etc.)</td>
</tr>
<tr>
<td></td>
<td>• Collect business cards from anyone interested in receiving more information.</td>
</tr>
<tr>
<td></td>
<td>• Contact Information for each group, organization, event or festival identified.</td>
</tr>
<tr>
<td></td>
<td>• Collect business cards (or have email form to complete) and hold drawing after presentation for a prize (byway t-shirt, hat, calendar, etc.).</td>
</tr>
</tbody>
</table>

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.
### Sample - Community Participation Plan
(Not: Sample contains actual organizations and events, but all other data is for illustrative purposes only)

#### Groups & Organizations

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

### Festivals & Events

<table>
<thead>
<tr>
<th>Festival Event</th>
<th>Event Contact Person</th>
<th>Date</th>
<th>Location</th>
<th>Contact Phone</th>
<th>Contact Email</th>
<th>CME Attending</th>
<th>Follow-up Type</th>
<th>Follow-up Complete</th>
<th>Number of New Contacts (estimate)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Space Coast Birding &amp; Wildlife Festival</td>
<td>Jody Rowe</td>
<td>Jan 26-31, 2011</td>
<td>Titusville</td>
<td>555-123-4567</td>
<td><a href="mailto:festivals@festivalsrus.org">festivals@festivalsrus.org</a></td>
<td>Ellen, Don, Kate, 3 volunteers needed</td>
<td>Sign-up sheet, business cards</td>
<td>18-Feb-11</td>
<td>25</td>
</tr>
<tr>
<td>2 Bluegrass Festival</td>
<td>Warren Alfred</td>
<td>June 11-12, 2011</td>
<td>Palatka</td>
<td>555-123-4566</td>
<td><a href="mailto:festivals@festivalsrus.org">festivals@festivalsrus.org</a></td>
<td>Jenny, Don, 8 volunteers</td>
<td>Sign-up sheet, business cards</td>
<td>18-Feb-11</td>
<td>25</td>
</tr>
<tr>
<td>4 Azalea Festival</td>
<td>Samantha Hill</td>
<td>March 5-6, 2011</td>
<td>St. Augustine</td>
<td>555-123-4569</td>
<td><a href="mailto:festivals@festivalsrus.org">festivals@festivalsrus.org</a></td>
<td>Sam, Barbara, 6 volunteers</td>
<td>Sign-up sheet, business cards</td>
<td>18-Feb-11</td>
<td>25</td>
</tr>
<tr>
<td>5 Catfish Festival</td>
<td>Pam Mitchell</td>
<td>May 13-14, 2011</td>
<td>Deland</td>
<td>555-123-4570</td>
<td><a href="mailto:festivals@festivalsrus.org">festivals@festivalsrus.org</a></td>
<td>Ellen, Jim, 8 volunteers needed</td>
<td>Sign-up sheet, business cards</td>
<td>18-Feb-11</td>
<td>25</td>
</tr>
<tr>
<td>7 George Washington Festival</td>
<td>Jonathan Stewart</td>
<td>Feb 19-20, 2011</td>
<td>Lake County</td>
<td>555-123-4571</td>
<td><a href="mailto:festivals@festivalsrus.org">festivals@festivalsrus.org</a></td>
<td>Doug, Tara, Ben, 4 volunteers</td>
<td>Sign-up sheet, business cards</td>
<td>18-Feb-11</td>
<td>25</td>
</tr>
</tbody>
</table>
## Appendix S3

<table>
<thead>
<tr>
<th>Practical Vision</th>
<th>Unified, Collaborative Marketing</th>
<th>Unified Administration</th>
<th>Facilities and Visitor Services</th>
<th>Enhanced Theme</th>
<th>Funding $</th>
<th>Partnerships</th>
</tr>
</thead>
<tbody>
<tr>
<td>Way-showing</td>
<td>Unfamiliar signage from major portals</td>
<td>Cooperative agreements among agencies</td>
<td>High Desert Interpretive Center</td>
<td>Unique, uniform interpretation (plan and improve)</td>
<td>Coordinated funding efforts</td>
<td>Public outreach</td>
</tr>
<tr>
<td>Easy to navigate</td>
<td>Byway to become a 3-5 day tourist destination</td>
<td>Effective joint steering committee</td>
<td>Well maintained quality infrastructure</td>
<td>Unique look (signs, pullouts)</td>
<td>Independent financial plan</td>
<td>Integrate nearby communities and attractions</td>
</tr>
<tr>
<td>Focus on getting visitors byway after (using way showing)</td>
<td>Integrated marketing message</td>
<td>Unified organization</td>
<td>Coordinated gateway infrastructure</td>
<td>Byway log</td>
<td>Adequate matching funds</td>
<td>Highlight recreation opportunities off the byway (Backroads, trails)</td>
</tr>
<tr>
<td></td>
<td>Unified marketing plan</td>
<td>Unified collaborative oversight committee for Byway operations</td>
<td>5 sites completed on NV portion</td>
<td>Consistent signage across byway</td>
<td>Acquire funding</td>
<td>Support projects</td>
</tr>
<tr>
<td></td>
<td>Marketing strategy</td>
<td>Current collaborative CHIP</td>
<td>1st phase of project design</td>
<td>Thematic development consistent across admin boundaries</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Professional joint marketing</td>
<td>CHIP and joint organization complete</td>
<td>Enhanced visitor experience (wayfinding, services, products)</td>
<td>Merging key values (UT &amp; WV)</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>Coordinate with regional marketing efforts/orgs.</td>
<td>Shared interpretive committee</td>
<td>Variety of visitor services</td>
<td>Seamless byway experience</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>154 portals, 530 portals on byway</td>
<td></td>
<td></td>
<td></td>
<td>Multi-state project proposals</td>
<td></td>
</tr>
</tbody>
</table>

What do we want to see in place in 3 to 5 years as a result of our actions?
<table>
<thead>
<tr>
<th>Underlying Contradictions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Inconsistent Management Mandates</strong></td>
</tr>
<tr>
<td>Working with various jurisdictions</td>
</tr>
<tr>
<td>Multi-state agencies, non-exclusive design</td>
</tr>
<tr>
<td>Differences in organization thinking / processes</td>
</tr>
<tr>
<td>Territorial issues</td>
</tr>
<tr>
<td>Limited administrative jurisdiction</td>
</tr>
<tr>
<td>Multiple agency processes</td>
</tr>
</tbody>
</table>

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

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.)

<table>
<thead>
<tr>
<th>Quarter 1</th>
<th>WY - Create mission and vision statement</th>
<th>Contract with consultant for CMPs</th>
<th>Assign designate support staff to contractor (tasks)</th>
<th>Define steering committee structure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Building a Solid, Clearly Defined Organizational Structure with Vision and Mission Statements</td>
<td>UT - Review existing mission and vision (need to change)</td>
<td>Use small joint committee to unify mission and vision</td>
<td>Yearly meeting calendar</td>
<td>Agree on Intrinsic values</td>
</tr>
</tbody>
</table>
Appendix S3

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
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 Dezot, Diane Colthorp, Bob Eatmon, Talbot Huffie, Jo Footer, Mary Beth Bottomley, Dave Kathka, Paul Kauchich, Mark Wilson, Hank Gutz, Ron Stewart, Don Jaques,

Wayne Gannaway: Byway Specialist - America’s Byways National Scenic Byway Resource Center

Welcome to 2nd 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

**FOCUSED 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.
Appendix S4

MEMORANDUM OF UNDERSTANDING

Between

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

And

UNTAH COUNTY, UT
DAEGETT 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
Northwest Region

WYOMING GAME & FISH DEPARTMENT
Green River Regional Office
DINOSAUR LAND TRAVEL BOARD
SWEETWATER COUNTY JOINT TRAVEL AND 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
ST. PHILAUTES 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-Green River Basin 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 UNTAH COUNTY, DAEGETT COUNTY, SWEETWATER COUNTY, CITY OF VERNAL, CITY OF MANILA, CITY OF GREEN RIVER, WY; CITY OF ROCK SPRINGS, WY; CITY OF ROCK SPRINGS, WY; STATE OF UTAH DEPARTMENT OF TRANSPORTATION, Region 3; STATE OF WYOMING DEPARTMENT OF TRANSPORTATION, District 3; HITE, STATE OF UTAH DIVISION OF PARKS AND RECREATION; STATE OF UTAH DIVISION OF WILDLIFE RESOURCES, Northeast Region; WYOMING GAME AND FISH DEPARTMENT; Green River Office; SWEETWATER COUNTY JOINT TRAVEL AND TOURISM BOARD; DINOSAUR LAND TRAVEL BOARD; Dinosaur Nature Association; Flaming Gorge Natural History Association; High Desert Interpretive Visitor Center; Green River (WY) Chamber of Commerce; St. Paphalotes 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-Green River Basin Scenic Byway Master Plan, herein referred to as PLAN.

Purpose of the PLAN will be to provide a coordinated approach to enhance and broaden the scope of visitor’s experiences. Interpretation services will vary a variety of services including increasing number of driving visitors drawn to the area by scenic-bysway designations.

II. Designation of Steering Committee

The following committees will be organized by the LEAD OFFICE to implement the PLAN, and each OFFICE will direct the project will direct its efforts to represent their OFFICE’s interest.

A. Steering Committee (7 members)

Committee Chairperson – Ashley National Forest
Rock Springs Chamber of Commerce

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

Flaming Gorge-Green River Basin Scenic Byway Corridor Management Plan Update
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-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 planning 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, paving, pavement marking, and barriers and curb stops, and select proposer 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-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.

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

A. Responsibilities

1. Serve as Project Manager 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 planning 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, paving, pavement marking, and barriers and curb stops, and select proposer 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.

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 activities 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 a proposer.

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 a proposer 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 or 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 pamphlets, brochures, video, audio, placards, guides, interpretive panels, ladders, signs, banners, promotional exhibits, and reproduction and publication of interpretive materials as included in the PLAN, for which the LEAD OFFICE DESIGNEE will provide 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.; providing this documentation and the records for the LEAD OFFICE upon request.

2. As requested by the participating OFFICES, assist in completing the design work for the sites mentioned in VI.A.1.a., and the interpretive signs of Byway sites, for which the LEAD OFFICE DESIGNEE will provide 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 sites 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 collective/reimbursable 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 items VI.A.1. 2. and 3.
b. attending steering committee meetings;
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 2A, and also 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. Coordinate with the LEAD OFFICE and PROJECT MEMBERS, and review PLAN information and materials in a timely fashion.
2. Provide on-site natural resource management expertise 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 up-to-date and maintenance for sites and locations identified in the PLAN and located on lands within their jurisdiction.
5. Responsible OFFICE provides field maintenance within the OFFICE' right-of-way for projects 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 Title VI and VII of the Civil Rights Act of 1964, as amended, the Civil Rights Restoration Act of 1988 (Public Law 100-255) and other nondiscrimination statues, 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 (USDA), 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), or operates a place of public accommodation.

The parties to this MOU will follow the “reasonably achievable” definition, along with universal design policy and direction in planning, design, and construction of Scenic Byway route facilities.

X. It is Mutually Agreed and Understood by all OFFICES that
1. This MOU is 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-Dunes and Flaming Green River Basin Scenic Byways.
2. No member of, or delegate to, the grants or any officer or person shall be appointed to any part of this MOU, or to any benefit that may arise therefrom, by which the provision shall be construed as to the persons who are parties to this MOU, to the extent that the NCOU is not a compensation for its general benefit.
3. The United States shall not be liable for any damage incident to the performance of work under that MOU to any developer or landowners who are parties to this MOU, and all such developers 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 issue 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 in whole or in part in written notice of any OFFICE. Modifications 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, 2015, at which time it will be subject to renewal.

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