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ODOT HISTORIC AND SCENIC HIGHWAY STUDY

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**OREGON LEGISLATION CONCERNING
SCENIC HIGHWAYS**

1961 Legislation

Provided for removal of non-conforming signs in seven years.
Required designation of scenic areas by Scenic Area Board. Program administered by Department of Labor.

1963 Legislation

Transferred Scenic Area Board administration to Highway Department.

1971 Legislation

Oregon Motorists Information Act provided enabling legislation for Oregon to comply with 1965 Federal Highway Beautification Act (removal of non-conforming signs)

**FEDERAL LAWS CONCERNING
SCENIC HIGHWAYS**

1958 Federal Highway Act

Authorized bonus incentives of one-half percent for states to provide sign control along Interstate highways.

1965 Highway Beautification Act

Provided funding for corridor protection and easement acquisition as "scenic enhancement".
Provided for control of junkyards.
Extended sign control to primary highways.
Provided penalties as well as bonuses.

1973 Federal Highway Act

Provided for complete investigation and study to determine feasibility of establishing a national system of scenic highways.

RELEVANT STATE LEGISLATION

ORS 197 - Comprehensive Planning Coordination

197.180 - Agencies shall carry out planning duties, powers and responsibilities and take actions that are authorized by law with respect to programs affecting land use.

OAR Ch. 660, Division 15 660-15-000

Goal 2 - Land Use Planning - Requires Unit city, county, state and federal agency and special district plans and actions related to land use shall be consistent with city and county comprehensive plans.

Goal 5 - Requires programs provided to protect scenic, cultural and historic areas. Requires determination of quantity, quality and location. Conflicting uses identified - protect the resource or determine importance of protection.

Goal 12 - Provide and encourage a safe, convenience, and economic transportation system.

ORS 184.650 - Travel and Recreation

(5) State involvement in tourism, recreational and cultural activities needs to be better coordinated to respond effectively to state interests and, when appropriate, to meet the needs of local governments and the private sector.

ORS 184.617 - Department of Transportation

(3) The Commission shall have general power to coordinate and administer programs relating to highways, motor vehicles,

parcs and recreation areas, public transit and such other programs related to transportation as may be assigned by law to the department.

ORS 184.125 - Economic Development Department

- (1) ... The department shall serve as a central coordinating agency and clearinghouse for activities and information concerning the resources and economy of the state.

ORS 487.850 - Rules of the Road

Authorizes Oregon Transportation Commission to mark highways and control traffic; authority of PUC regarding railroad-highway crossing.

ORS 366.475 - Publication of Information and Maps

- (1) The Department may compile and publish with respect to the public highways of the state and with respect to public parks, recreational grounds, scenic places, and other public places and scenic areas or objects of interest
- (2) Department may make maps
- (3) Department may print, publish, prepare information for publication and distribution.
- (4) Department may enter into agreements and cooperate with cities, counties, ... in publication and dissemination of information relating to recreational activities and tourist activities

ORS 366.205 - Powers/Duties of Transportation Commission

(2) The Commission has general supervision and control over all matters pertaining to the selection, establishment, location, construction, improvement, maintenance, operation and administration of state highways

(3) ... with exception by agreement, the department has completed jurisdiction and authority over all state parks, and scenic, historic or state recreation areas, recreational grounds or places acquired by the state for recreational purposes except as otherwise provided by law.

ORS 377.505 - Scenic Areas (Highways, Roads, Bridges & Ferries)

(1) "Public Highway" means the entire width between the boundary line of every state highway

(2) "Scenic Area" means an areas adjacent to or along a segment of a public highway that is within a federal or state park, is a site of historical significance or affords a view of unused natural beauty, and has been established as a scenic area in ORS 377.505.545.

ORS 377.510 - Signs visible from public highways regulated; junkyards prohibited; exceptions.

ORS 377.545 - Cost of Administration

... shall be paid from State Highway Fund.

ORS 377.705 - Highways, Roads, Bridges and Ferries - Policy - Oregon Motorist Information Act to promote the public safety; to preserve the recreational value of public travel on the state's highways; to preserve the natural beauty and aesthetic features of such highways and adjacent areas; to provide information about and direct travelers to public accommoda-

tions, commercial services for the traveling public, camp-grounds, parks, recreational areas, and points of scenic, historic, cultural, and educational interest

ORS 377.785 - Highways, Roads, Bridges and Ferries

Maintenance of Tourist Information Centers.

ORS 358.475 - Preservation of Historic Properties and Objects

Policy - ... is in best interest of the state to maintain and preserve properties of Oregon historical significance.

- (1) "Historic Property" means property that is listed in the National Register of Historic Places.

ORS 358.640 - State Property of Historical Significance

- (1) The Department of General Services shall identify and catalogue state-owned personal property which has state or national historical significance.
- (2) The department shall make recommendation to any state agency that possesses historically significant personal property relating to its retention, preservation, maintenance, or use.

ORS 390.110 - State Parks and Recreation Division

Acquisition and development by Department of Transportation of scenic or historic places. (1) The Department of Transportation may acquire by purchase agreement, donation or by exercise of the power of eminent domain real property, or any right or interest therein, deemed necessary for the culture of trees and the preservation of scenic or historic places and other objects of attraction or scenic value adjacent to, along or in close proximity to state highways, or which may be conveniently reached from or by a public highway.

ORS 390.140 - Powers and Duties of State Recreation Director

(a) Study and appraise the recreation needs of this state and assemble and disseminate information relative to recreation, considering both tourist and local needs.

(b) Investigate the recreation facilities, personnel, activities and programs existing or needed in the various areas in this state and, by consultation with the appropriate public or private authorities in such areas, assist in the development and coordination of recreation facilities, activities and programs. However, the director shall not make surveys of recreation facilities, personnel, activities and programs of counties, cities, districts and other local agencies, areas and communities except upon their request.

ORS 390.415 - Columbia River Gorge

Declaration of Policy - The Legislative Assembly hereby declares it is the public policy of the State of Oregon to maintain the scenic splendor of the Columbia River Gorge and in furtherance thereof.

(1) To protect and enhance the scenic and other unique qualities of the Columbia River Gorge for public use and enjoyment.

(2) To preserve and protect areas within the Columbia River Gorge that are of significant geologic and ecologic interest for scientific study and public education.

(3) To preserve and restore historical and archaeological sites, structures, facilities and objects on lands adjacent to the Columbia River; and

(4) To preserve and maintain the Columbia River Gorge as a major transportation corridor.

ORS 215.130 - County Planning, Zoning; House Codes

(4) County ordinances designed to implement a county comprehensive plan shall apply to publicly owned property.

ORS 227.286 - Cities Planning and Zoning

City ordinances regulating the location, construction, maintenance, repair, alterations, use and occupancy of land and buildings and other structures shall apply to publicly owned property, except as the ordinances prescribe to the contrary.

Roberta Young
December 7, 1983

**SURVEY OF RELATED STUDIES CONDUCTED
IN OTHER STATES**

Arkansas - None.

Arizona - Is presently developing parkway, historic, and scenic route program. Proposed designation can be initiated by anyone for a local or state road. DOT staff prepares report for six-member advisory committee who submits recommendations to DOT Director. Interagency agreement is required if local road is designated; the local government is responsible for signing and maintenance. Other implementation measures have not been developed.

California - Has Scenic Highway Program. Legislature adopted eligibility list. Local government initiates designation and must adopt local program to assure land use compatibility as part of the General Land Use Plan. Agency conducts corridor study and makes recommendation to Director. Advertising restrictions and required underground utilities have resulted in resistance from developers and Chamber of Commerces.

Delaware - None.

Idaho - Has historic sign and scenic sign programs for travel information purposes only.

Iowa - The "Great River Road" is the only segment inventoried. Federal program.

Kansas - None. Current bridge study.

Louisiana - The "Great River Road" has been studied with federal funds.

Maine - Has designated scenic highways for informational and tourism enhancement purposes. Needed recreation projects or policies are suggested at time of designation. The emphasis in selecting routes is placed on scenery that transcends land immediate to the highway. Land use regulation is not addressed.

Maryland - Has conducted survey of historic properties and adopted policies addressing historic resources in highway planning.

Massachusetts - Has state and local road designations for signing only for informational purposes.

Minnesota - Has the "Great River Program". Federally funded.

Mississippi - None.

Missouri - None.

Montana - Has one experimental route with no means of preservation measure, due to financial constraints. No future plans.

Nebraska - None.

Nevada - State DOT signs state highways for informational purposes upon request from local government.

New Hampshire - None.

New Jersey - None.

New Mexico - None.

New York - None.

North Dakota - None. Agency relies on project-by-project review by state historical society in dealing with historic resources.

Oklahoma - None

Pennsylvania - None.

Rhode Island - Presently conducting historic bridge inventory. Is planning to identify potential scenic roads sometime in future.

South Dakota - None.

Tennessee - Has scenic designations for informational and tourism enhancement purposes. Agency signs and maps routes.

Texas - Travel Trails - Recreational routes have been designated on 10 low-use state highways. Agency only signs and maps routes.

Virginia - Has Scenic Highways and Virginia Byways Program. Agency or local government initiates designation. Reliance on compatibility with local planning programs and zoning. Secures approval from government. Has management objective development and development control.

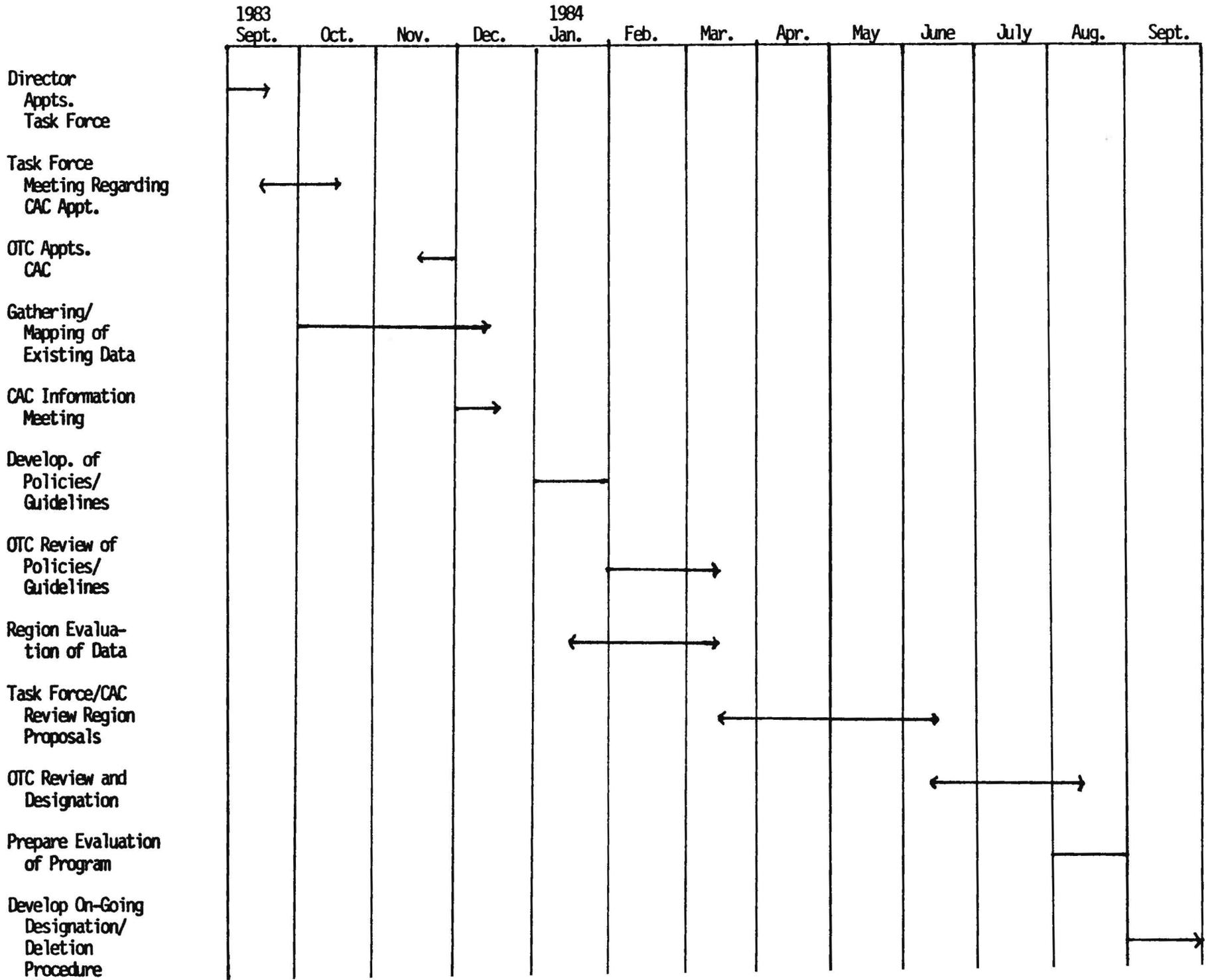
Washington - Has a designated scenic and recreation highway system, but cannot fulfill legislative mandate to "protect and enhance" because of lack of authority to control land use. Program therefore is not operating.

West Virginia - None. Conducting historic bridge study.

Wisconsin - Has Rustic Roads Program for local, low-volume roads only (below collector classification). Administered by board consisting of local officials. Agency responsible for for signing and staffing the board.

Wyoming - None.

HISTORIC AND SCENIC HIGHWAY STUDY SCHEDULE



EXISTING STATUTORY DEFINITIONS

"Scenic Area" means an area adjacent to or along a segment of a public highway that is within a federal or state park, is a site of historical significance or affords a view of unusual natural beauty, and has been established as a Scenic Area under the provisions of ORS.377.505 to 377.545 (Ch.377 Highways, Roads, Bridges and Ferries. Also included in Scenic Areas Act 1977).

1. "Historic Property" means real property that is currently listed in the National Register of Historic Places. (ORS.358.480 Classification of Historic Property).

"State Recreation Area" means a land or water area, or combination thereof, under the jurisdiction of the Department of Transportation, pursuant to ORS 366.205(3) used by the public for recreational purposes (ORS.390.605 Ocean Shores: STATE RECREATION AREAS).

Definition of a Historic and Scenic Highway - 1974 National Scenic Highway Study

"A historic and scenic highway may be any state highway, including roads, streets, parkways, and occasionally freeways and expressways, traversing areas of relatively high value from an aesthetic, recreational, historical, scientific, or cultural standpoint. The areas should be such that they would merit national, State, regional or metropolitan recognition and provide sufficient interest to be destinations themselves. They may provide for a variety of experiences in terms of changes in terrain, landscape, land use, or complementary facilities and should be representative of as much of the natural and cultural landscape as is peculiar to the region.

A historic and scenic highway may parallel a major through route, enabling users to leave the through highway periodically to enjoy the scenic alternative. Some scenic routes may connect with others, though many will not. Of particular interest are historic and scenic highways which provide access from urban areas to existing or proposed recreation areas and other points of historical, scientific, or cultural interest. The historic and scenic highways may also provide opportunities for the possible development, at suitable intervals, of adjacent or easily accessible roadside facilities.

It is important that the scenic qualities of designations be identified as specific to the facility itself, or, to the adjacent and surrounding area and be subject to control measures which can be reasonably expected to preserve those qualities. Other factors supporting the selection of a particular highway would include:

- conditions which provide a user with an outstanding travel experience, perhaps in connection with a business or other non-recreation oriented trip; and
- provide an opportunity for users to enjoy an area safely without endangering or inconveniencing other highway users."

B. ALTERNATIVE DEFINITIONS OF "SCENIC" AND "RECREATIONAL"

This Section deals with alternative definitions of scenic and recreational highways or roads and proposes a working definition which can serve as a basis for criteria and a legislative definition if such is warranted. Existing definitions used by other states and those found in the literature are presented and discussed as possible alternatives. It must be indicated, however, that these definitions pertain mainly to scenic highways, since only the State of Washington has a designation for scenic and recreational highways. In the background literature reviewed, the recreational aspects of scenic highways are considered implicit to their scenic function.

Basic Dictionary Definitions¹

- scenic -of natural scenery; affording many beautiful views; picturesque.
- scenery -the general appearance of a place; the features of a landscape; as, the scenery is beautiful.
- recreational -of, having the nature of, or providing recreation.
- recreation -1. refreshment in body or mind, as after work, by some form of play, amusement or relaxation.
2. any form of play, amusement or relaxation used for this purpose, as games, sports, hobbies, reading, walking, etc.

Although the first of the "scenic" definitions emphasizes natural scenery, the rest of the definitions of "scenic" and "scenery" do not exclude urban views.

Definitions in Washington State Legislation

Present state law does not provide a useful definition of scenic and recreational highways.

In the Highway Advertising Control Act of 1961, a "scenic area" is defined as "all land adjoining or adjacent to any state highway and within six hundred sixty feet of the edge

¹Webster's New Twentieth Century Dictionary of the English Language, Unabridged, Second Edition, the World Publishing Company, Cleveland and New York, 1971.

of the right-of-way within any public park, federal forest area, public beach, or public recreation area, national monument and any state highway or portion thereof outside the boundaries, presently existing on the effective date of this act, of any incorporated city or town, designated by the legislature as a scenic area." (punctuation added) This definition contains two aspects: a) certain defined parklike areas and b) routes designated by the legislature outside of cities and towns.

The Scenic and Recreational Highway Act of 1967 does not provide a definition, although a definition is implicit in the section on Planning and Design Standards, which is discussed later in connection with the system objectives.

In the Scenic Vistas Act of 1971, Section 1, Subsection 7, the "scenic system" is defined to include the scenic areas of the 1961 Act and the scenic and recreational areas of the 1967 Act.

Other Concepts of A Scenic Highway

1. "A scenic highway is a road or street which traverses a scenic corridor of relatively high aesthetic or cultural value. It gives the traveler glimpses of nature, history, geology and man's use of the land. It may be within a ribbon of parklike development. A scenic highway is designed principally to provide appurtenances for pleasure driving and recreation rather than to move major segments of traffic."
(A Proposed Program for Scenic Roads and Parkways, U. S. Department of Commerce, 1966, p. 42).
2. "A scenic road is a safe, aesthetically attractive, limited access route planned or constructed through areas of outstanding scenic values. It is usually a side road or an alternative route that will attract large volumes of pleasure travel and a small amount of commercial or through traffic."
(The Scenic Road: A Basis for Its Planning, Design and Management, Reginald C. Pragnell, USDA Forest Service, March 1970, Second Ed., page 1).
3. "As defined during the course of this investigation, the scenic highway is characterized by the following three attributes.
 - a) It is a portion of the State Highway System and must fulfill the requirements of such a route;
 - b) It traverses areas of outstanding scenic beauty; and

- c) Its location, design and construction receive special attention in terms of impact on the landscape and in terms of visual appearance."
(A Plan for Scenic Highways in California, Citizens Advisory Committee on Scenic Highways, California Department of Public Works, March 1963, p. 13).
- d) "A scenic and recreational highway is a motor vehicle access through a corridor of travel having a high aesthetic and cultural value and recreational resources and opportunities."
(Scenic and Recreational Highways Study, unpublished draft, Martin Bonde, Washington State Parks and Recreation Department, undated.)
- e) "A scenic highway is a road (in a rural area) or a street (in an urban area) having roadsides, or traversing areas, of relatively high aesthetic or cultural value. Accommodations for picnicing, parking, walking, camping and other recreation potential may be built into the scenic corridor itself, or the highway may provide pleasant access to such facilities."
(Scenic Roads and Parkways Study Manual, U. S. Dept. of Commerce, 1964, p. 10).
- f) "A scenic route is an integral part of the streets and highways system and is designed and located to take advantage of areas with outstanding scenic beauty. Along with the other features important to highway planning, such as safety, utility and economy, the scenic route includes the added feature of aesthetic beauty."
(A Preliminary Scenic Routes System Plan, May, 1970, The King County Department of Planning.)
- g) "Scenic Highway characteristics: the corridor should present to the traveler a distinct image of all the region's resources and provide him with options to view, explore and understand those resources...the corridor should focus upon the outstanding scenic resources of the region, whereby the traveler is introduced to the unique landscapes...the route should serve as scenic linkages between sites of scenic, cultural, historical, scientific and leisure interest.... It should bypass undesirable congested commercial, industrial and residential areas and pass through zones that have stability because of land use type, ownership zoning and management techniques...the use of the route for heavy, high speed traffic should be avoided...."
(A Scenic Highway System, Upper Great Lakes Region, Kenneth J. Polakowski, draft copy, April, 1974, pp 2-4.)

Considerations for a Working Definition

The Purpose of the Definition:

Three main uses of a definition of "Scenic and Recreational highways" can be suggested: as part of proposed legislation as a directive and to eliminate ambiguity about the meaning and purpose of such routes; to serve as the basis for guidelines and selection criteria in the planning process; and to clarify some of the policy issues to be discussed.

Relevant Questions about Content:

To what extent should proposed legislation adhere to the definitions in present laws:

1. designated by the Legislature?
2. outside the Incorporated Areas?
3. covering routes in parks, forests, beaches, national monuments?

These three requirements in existing laws establish certain criteria in the definitions. Which of them should be retained? If retained, should additional criteria be added to ensure scenic quality and recreational opportunity?

4. Should the study consider state highways only or state plus local routes? This is a critical issue which is discussed later in Appendix D.

This will determine the extent of the system in urban and suburban areas as against rural areas.

5. Does "scenic" apply to natural scenery only, or to historic, cultural and other man-made scenery as well?

We advocate that "scenic" concentrates for the purpose of this study on the natural scenic component of esthetic experience.

6. Does "recreational" imply access to recreation areas, or recreational facilities along the corridor, or both?

The 1967 scenic and recreational highways law provides for recreational facilities within the corridor as well as for scenic quality protection and a uniform system of signs and markers, but does not mention access to major recreational areas.

Proposed Definition

After discussion of the many issues involved with the Legislative Subcommittees, including the policy questions raised below, the following working definition was arrived at:

A scenic and recreational highway is a portion of a state highway route, outside the boundaries of incorporated areas, which meets criteria for scenic quality and/or recreational resource quality and has been designated as part of the scenic and recreational highway system by action of the legislature.

HISTORIC SIGNIFICANCE CRITERIA CONSIDERATIONS:

1. Designated as a National Historic Landmark.
2. Included on the National Register of Historic Places.
3. Included in a National Register Historical District.
4. Included in the Oregon Inventory of Historic Sites and Structures.
5. Association with events that have made a significant contribution to the broad patterns of our history.
6. Association with the lives of persons significant in our past.
7. That embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represents a significant and distinguishable entity whose components may lack individual distinction.
8. That have yielded, or may likely to yield information important in pre-history or history.

A. Criteria for Evaluation:

1. Architectural significance as an example of its period and/or style.
2. Integrity of the structure, completeness of design and the amount of desecration.
3. Incidence of the particular building, type or design in the area.
4. Special architectural features and details of importance.

Criteria For Evaluation

See Federal Register List

The following criteria are designed to guide the States, Federal agencies, and the Secretary of the Interior in evaluating potential entries (other than areas of the National Park System and National Historic Landmarks) for the National Register.

The quality of *significance* in American history, architecture, archeology, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, materials, workmanship, feeling, and association, and:

- A. that are associated with events that have made a significant contribution to the broad patterns of our history; or
- B. that are associated with the lives of persons significant in our past, or
- C. that embody the distinctive characteristics of a type, period, or method of construction or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- D. that have yielded, or may be likely to yield, information important in prehistory or history.

Ordinarily cemeteries, birthplaces, or graves of historical figures, properties owned by religious institutions or used for religious purposes, structures that have been moved from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties that have achieved significance within the past

50 years shall not be considered eligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A. a religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- B. a building or structure removed from its original location but which is significant primarily for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- C. a birthplace or grave of a historical figure of outstanding importance if there is no other appropriate site or building directly associated with his productive life; or
- D. a cemetery which derives its primary significance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- E. a reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- F. a property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own historical significance; or
- G. a property achieving significance within the past 50 years if it is of exceptional importance.

SCENIC HIGHWAY CRITERIA CONSIDERATIONS

1. Should provide sufficient interest to be a destination itself.
2. Should provide a variety of changes in terrain.
3. Should provide access to adjacent roadside points of interest.
4. Must be a safe facility.
5. Should have recreational and other complimentary facilities accessible from the highway.
6. Should have potential locations for scenic pullouts, rest stops, eating facilities, etc.
7. Should have impressive panoramic view.
8. Should traverses areas of outstanding scenic beauty.
9. Should serve as scenic linkages between sites of scenic, cultural, historical interest.
10. Should pass through areas that have stability because of land use type, ownership, zoning and management techniques.
11. Routes with heavy-high speed traffic should be avoided.

(Scenic Areas Board Requirements)

12. The area must be adjacent or along a segment of a public highway.
13. Be within federal or state park, or
14. Be a site of historical significance, or
15. Be an area which affords a view of unusual natural beauty.

(Areas that cannot be established as a scenic area - under Scenic Area Board)

1. Boundaries between an incorporated municipality.
2. Land zoned as commercial, industrial or manufacturing.
3. Areas where 50 percent or more of frontage on the highway for a distance of 600 feet or more on one side or 300 feet or more on both sides is occupied by buildings used for businesses.
4. Areas having 10 or more commercial businesses catering to the motoring public in any one mile of the highway it abuts to.

RECREATIONAL QUALITY CRITERIA CONSIDERATIONS

1. Must be a public owned, rural, outdoor, recreational resource.
2. The recreational resource must provide for a diverse range of recreational opportunities, and contain considerable degree of uniqueness.

Montana

do not desire to travel on roads which are not paved.

3. Most travelers are limited in time, so do not desire to be taken very far out of direction from their general intended route.

SELECTION CRITERIA TO BE USED IN CHOOSING SCENIC ROUTES

1. All scenic routes must be paved.
2. All scenic routes must be an alternate route connecting arterial highways.
3. The scenic route must have reasonable distance compared to Alternate routes of travel.
4. After meeting criteria No. 1, 2; and 3, a scenic route should meet most of the following criteria.
 - a. Provide enhancement of the users aesthetic and recreational experience both on and off the route.
 - b. Should provide sufficient interest to be a destination itself.
 - c. It may provide a variety of changes in terrain.
 - d. Should provide access to adjacent roadside points of interest.
 - e. Must be a safe facility, easily driven.
 - f. Should be visually pleasing by virtue of natural landscape.
 - g. Should have recreational and other complimentary facilities or accessible from the scenic highway.
 - h. Long-monotonous tangent sections should be avoided.
 - i. Should have potential locations for scenic pullouts, rest stops, etc., plus lodging, eating facilities, picnic areas, campgrounds and other complimentary facilities.
 - j. Impressive panoramic views, groves of trees, waterfalls, roadside sculpture, historical sites, and archeological sites, all compliment a good scenic route.

DEPARTMENT OF HIGHWAYS AND TRANSPORTATION

POLICY MEMORANDUM

CANCELLATIONS AND ABANDONMENTS

DPM 7-8

November 1, 1974

The Commission of Outdoor Recreation will determine that local zoning and comprehensive planning programs of the locality and the planning district commission are consistent with the management objectives established for scenic highways or Virginia byways.

- 3.05 The Department of Highways and Transportation will secure approval of the designation from the local governing body.
- 3.06 The Department of Highways and Transportation will advise the Commission of Outdoor Recreation when the approval has been received.
- 3.07 The Commission of Outdoor Recreation will recommend designation to the State Highway and Transportation Commission.
- 3.08 The State Highway and Transportation Commission will designate the road, and the Department of Highways and Transportation will work with the local governing agency to achieve the management objectives.
- 3.09 The Department of Highways and Transportation will make an annual inspection of the maintenance and improvements of the route.
- 4.00 CRITERIA FOR DESIGNATION - To be considered for designation as a scenic highway or Virginia byway, a segment of road must substantially meet the tests of the following physical criteria.
- 4.01 The route provides important scenic values and experiences.
- 4.02 There is a diversity of experiences as in transition from one landscape scene to another.
- 4.03 The route links together or provides access to significant scenic, scientific, historic, or recreational points.
- 4.04 The route bypasses major roads or provides opportunity to leave high-speed routes for variety and leisure in motoring.
- 4.05 Landscape control or management along the route is feasible.
- 4.06 The route is susceptible to techniques to provide for user safety.
- 4.07 The route contributes to good distribution within the State of elements of the scenic highway and byway system.

STUDY STRUCTURE OF THE HISTORIC AND SCENIC HIGHWAY PROGRAM

Transportation Commission: Appoints citizen advisory committee. Will officially designate segments of state highways and highway-related structures subject to legislative veto.

ODOT Administration: Director and Assistant Director for Administration. Responsibility for final decisions in regards to program. Submits final recommendations of CAC to OTC.

Citizen Advisory Committee: The purpose of the CAC is to advise the agency during all phases of the study. The committee has four primary functions:

1. To provide input to the Administration in development of study structure/policies.
2. Develop guidelines for identifying potential historic and scenic highways during inventory process; and, develop criteria for evaluating potential resources for designation.
3. Evaluate potential resources and submit a list of recommendations to the Director. The recommendations should include findings detailing why a segment or structure should be designated and what means should be taken towards preservation and/or protection.
4. To participate in public meetings to be held throughout the state near the final phase of the inventory process.

Study Manager: Roberta Young, Department Policy Section, is to oversee the development and management of the study and report the study's progress to the Administration.

Agency Task Force: The purpose of the five-member internal task force is to provide a level of technical expertise during the study process. The study manager will meet regularly with this group and submit its recommendations to the CAC and Administration when appropriate. The task force functions only in an advisory capacity.

Highway Region Staff: Due to the agency's limited resources, and because of region familiarity, it is felt that region staff should be utilized to the extent possible during the inventory process. This will probably involve one or two individuals in each of the five regions. Inventory forms and guidelines will be provided to the region for completion. Region staff will also be asked to coordinate with local government during the inventory process.

HISTORIC AND SCENIC HIGHWAY PROGRAM POLICY STATEMENTS

It is the Department's position, based on SB-643 directives, the legislative intent, and, department capabilities, that the following provides sound policy from which to structure the program.

The study is confined to the state highway system.

The intent of designating highway segments or related structures within state right-of-way as historic and scenic is to provide a signal to the agency that precautionary measures must be taken in proposing activities that may impact identified values of significance.

The objective of this study is to designate only the state's most outstanding highways and related structures. An example is the Old Columbia River Highway which contains historic and scenic values of national recognition.

A designation is an official acknowledgment that there are outstanding historic or scenic values of the highway itself or values that can be viewed from the highway.

An on-going agency process should be established to add or delete designations to the program.

**ODOT HISTORIC AND SCENIC HIGHWAY PROGRAM
TASK FORCE RECOMMENDATIONS**

PURPOSE

The purpose of the Historic and Scenic Highway Program is to designate state highways of outstanding historic and scenic value. A segment of highway may be designated because it is historic, scenic, or historic and scenic.

DEFINITIONS

Historic: Outstanding segments of state highway and related structures that illustrate development of the Oregon Highway System.

Scenic: Segments of highways which provide outstanding visual qualities and are of significance to constitute a destination or preferred route for the traveling public.

When designating a segment, ODOT will identify those qualities to be preserved and protected.

INVENTORY PROCESS - Guidelines for Identifying Potential Areas

The inventory process will take place in each of the five highway regions. Region staff will receive copies of existing data pertinent to the study. In addition to the above definitions, the following should be noted:

Only the state highway system is to be evaluated.

The state highway system is to be inventoried for historic and scenic significance.

Inventoried areas should be identified as segments and have identifiable limits, i.e. mileposts and natural boundaries.

The inventory is to contain a description of the qualities of significance, i.e. viewpoints, historic bridges, tunnels.

Scenic Significance

Provides an outstanding view or vista.

Is sufficient to acknowledge facility as a destination or preferred route.

Appears consistently in local or regional travel promotional literature.

Is a unique example of landforms, vegetation, or scenic values of the geographic region.

Historic Significance

Is an outstanding or particularly unusual segment or structure which illustrates the development of the highway.

Has unique design or construction features.

Engineer is well known or recognized.

Has local community recognition as a historic segment or structure.

EVALUATION CRITERIA FOR DETERMINING RECOMMENDED DESIGNATIONS

1. Degree of urgency needed to protect resource.
2. Compatibility with other highway uses.
3. Consistency and stability of adjacent land uses.
4. Economic feasibility to preserve/protect resources.
5. Diversity of recreation experience/proximity to public parks/
recreation.
6. Statewide geographic distribution.
7. Significance of resource in comparison with other resources
of a similar nature.

ODOT HISTORIC AND SCENIC HIGHWAY PROGRAM

The program objective is to designate the state's most significant historic and scenic highways for purposes of preservation. The Department feels that the Old Columbia River Highway is a classic example of a historic and scenic highway. This route contains notable engineering achievement, extraordinary unique scenic qualities, significant historic values, and considerable recreation and economic benefits.

Historic and aesthetic values are primary in determining which highway segments should be designated. The study process will be conducted in a non-quantitative manner. General guidelines will be utilized to develop a master list of potential segments. An evaluation of this list will focus on a more specific set of criteria to establish statewide significance. Through this process, consideration will be given to each of the state's recognized regional areas: the Willamette Valley, the Oregon Coast, the Columbia River area, Central Oregon, Southeastern Oregon, and Northeastern Oregon.

Inventory Procedure for Region Staff

1. Mail letter to cities, counties, museums and interested individuals. (Draft with addresses will be handed out at March 1st meeting.)
2. Arrange periodic meeting schedule with CAC member(s) from your region.
3. Review Existing Data: (To be distributed at meeting)

1974 National Scenic Highway Study Overview and Map

Forest Highway Maps

Scenic Area Board legislation, listing and map of designated areas

Oregon Historic Markers Map

Oregon Bike Route Map

Bridge Antiquity Study List

Pioneer Trails of Oregon Coast (for Regions 2-3)

General Highway Map for each county (for mapping inventoried areas)

Oregon Atlas Roads and Trails Map

Oregon Parks Map

4. Develop list of potential areas to inventory (from public input and data).
5. Conduct on-site inventory.
6. Hold public meeting(s). (Region staff and study manager will schedule dates during last two weeks of April.)
7. Prioritize region list.
8. Regions submit list to Salem office.

Inventory Guidelines

A list of potential highway segments, for purposes of inventory, should be established from the existing data material and input from local government and interested parties. The inventory form should then be filled out for those areas that, on the whole, meet the following inventory guidelines.

Guidelines

1. The highway segment provides for an outstanding view or vista.
2. The highway segment or structure contains outstanding or particularly unusual historic values which illustrate the development of Oregon.
3. The highway segment provides for historic or scenic values which promote use of the facility as a destination or preferred route.
4. Historic or scenic values provided by the highway segment or structure may appear in local or regional travel promotional literature.
5. The highway segment or structure contains unique design or construction features.
6. The highway segment or structure contains significant features that are connected with a notable designer or architect.
7. The significant views or vistas provided by the highway segment contain unique examples of landforms, vegetation, or scenic values of the geographic region.
8. The significant historic or scenic values are recognized by the local population.

Negative Characteristics of Identified Segments

While inventorying potential areas, in addition to identifying the significant values, the negative characteristics should be noted on the inventory form. These characteristics include, but are not limited to:

1. Adjacent strip development.
2. Adjacent clearcutting.
3. Substantial erosion.
4. Off-premise billboards/inappropriate signs.
5. Roadway segment does not conform to the landscape.
6. Utility lines/related structures.
7. Mining or gravel operations.
8. Safety problems, i.e., poor alignment, traffic volumes.
9. View obstruction due to vegetation overgrowth within right-of-way.

Proposed Comparative Evaluation Criteria

Historic and scenic state highways will be identified through a comparative evaluation process and prioritized based on determined levels of significance and benefits. In carrying out this objective the following criteria will be applied:

1. Does the identified segment contain solely unique qualities?

These qualities are determined by identifying other similar or like values within a geographic or statewide context. What specific qualities of this segment make it distinctive, rare, or exceptional? This criterion should not be used to establish degrees of uniqueness, but, to identify those qualities that have no equal within the state or geographic region.

2. Are the values of the identified segment of sufficient significance to constitute use of the facility as a destination or preferred route?

Are the values of the segment of such scale that the route is regularly traveled for the sole purpose of enjoying the historic and scenic qualities. The level of significance should reflect state and tourist utilization rather than local or regional use. The purpose of use rather than frequency is emphasized.

3. Are the significant values of the segment unimpaired by natural or physical distractions?

The intent of this criterion is to identify any impairment of the natural condition of the segment. Are there incompatible adjacent land uses that detract from the significance? Does the condition of the highway facility contribute or detract from the enjoyment of the significant values. Are there natural obstructions within the right-of-way? What natural or man-made alterations detract from the identified values.

4. Are the values of the segment broadly recognized statewide as having major historic or scenic significance?

This criterion addresses only the level of recognition of the segment's values to gauge public perceptions.

5. How will designation enhance related recreation opportunities, economic development, or tourism promotion?

The direct or indirect statewide gains in designating this segment are identified for comparison and prioritization.

6. What preservation considerations apply to this segment?

Several factors should be identified. How urgent is the need to preserve the segment? What measures must be taken to assure an adequate level of preservation? What, if any, conflict exist between the safety and utility of the segment and its preservation needs?

D R A F T

HISTORIC AND SCENIC HIGHWAY INVENTORY FORM

Highway Name: _____
Ownership: _____

Location: _____

Route No.: _____ **Oregon State Highway No.:** _____

Mileposts: Beginning _____ End _____ Length _____

Nearest City: _____ **Distance From:** _____ (miles)

Ownership of Adjacent Land: (Circle) **Cities/Counties Traversed:**

City	BIA	_____
County	National Park	_____
State	Military	_____
USFS	Private	_____
BLM		

HISTORIC VALUES

Type of Resource: (Circle) **Level of Recognition: (Circle)**

Bridges	Roadway	Local	Regional
Tunnels	Parapets	State	National
Building	Viaduct		

Description of Significant Values: _____

How do the values illustrate the development of the highway? _____

SCENIC VALUES

Type of Resource: (Comment)

Distant Panoramic Vista: _____
Traverses Scenic Area: _____
Adjacent to Scenic Area: _____

Resource Values: (Check To Rate)

		<u>Very High</u>	<u>High</u>	<u>Medium</u>	<u>Low</u>
Mountainous	_____	_____	_____	_____
Agricultural	_____	_____	_____	_____
Desert	_____	_____	_____	_____
Grassland	_____	_____	_____	_____
Coastal	_____	_____	_____	_____
Valley	_____	_____	_____	_____
Urban	_____	_____	_____	_____
Ocean	_____	_____	_____	_____
Lakes	_____	_____	_____	_____
Estuaries	_____	_____	_____	_____
Wetlands/Marshs	_____	_____	_____	_____
Waterfalls	_____	_____	_____	_____
Rivers	_____	_____	_____	_____

Other Special Features: _____

COMPLEMENTARY VALUES

Recreation: (Comment)

Is segment/structure itself a major recreation destination? _____

What is the proximity to major public recreation areas? _____

Is segment/structure within a state or federal park? (If so, identify)

Economic: (Comment)

Does the segment/structure provide significant contribution to the regional or state economy? (If yes, explain) _____

RESOURCE COMPATIBILITY

In what way does the surrounding area enhance or complement the resource?

Would designating segment/structure maintain compatibility with other highway uses? (If yes, explain) _____

Are adjacent land uses compatible and likely to remain the same in the foreseeable future? _____

Does the local government/jurisdiction acknowledge the significance of the resource? (If yes, explain) _____

Region Priority: (Circle)

Top High Medium Low

Comment _____

Miscellaneous Considerations:

**DRAFT LETTER FROM REGION ENGINEER TO CITIES, COUNTIES, HISTORIC
MUSEUMS AND INTERESTED INDIVIDUALS ON MAILING LIST**

In January of this year, ODOT sent notification to cities and counties that the Department is establishing an Historic and Scenic Highway Program. Under this program, segments of the most significant state highways will be designated for purposes of preservation.

During March and April, the Highway Division Region staff will inventory the state highway system for each region with the assistance of members of a Citizens Advisory Committee. At this time we are soliciting input from local government and interested groups. It would be helpful if you could provide us with information regarding areas of the state system that are recognized as significant from a local perspective. We also request that cities and counties send us copies of any reference to such areas from the local comprehensive land use plan such as background data or plan policies.

Enclosed for your information are copies of the program's policies and inventory guidelines. _____ of our _____ office will be responsible for the inventorying in this region. _____ is the Citizen Advisory member who will be working with region staff for your area. Should you have comments or questions regarding the inventorying or the program in general, please contact _____ at _____. For your information _____ telephone number is _____.

To help us maintain our study schedule we ask that your input be submitted to _____ of this office by March 15th.